

**IN THE MATTER OF** an Inquiry  
pursuant to the *Public Inquiries Act, 2006*  
(O.C. 2016-256)  
and to Part 1 of the *Inquiries Act, 1985*  
(P.C. 2016-736)

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# SUBMISSION OF HER MAJESTY IN RIGHT OF NEWFOUNDLAND AND LABRADOR

National Inquiry into  
Missing and Murdered Indigenous Women and Girls

December 14, 2018

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**Department of Justice and Public  
Safety and Office of the Attorney  
General of Newfoundland and  
Labrador**

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## ACKNOWLEDGEMENTS

The Government of Newfoundland and Labrador commends the courage of the families and survivors for coming forward and telling their truth in such a compelling way during the hearings of the National Inquiry into Missing and Murdered Indigenous Women and Girls. What they have shared has been difficult to hear but it has been impactful and will guide our journey to change and heal. We acknowledge your grief, suffering, frustration and activism and we honour the memory of all of the murdered, and share your hope for all of the missing, Indigenous women and girls and 2SLGBTQ people throughout Canada.

Nakummek, Tshinashkumitin, Wela'lin, Miigwetch, ʔu·šu·yakšʔalic, Marsee, thank you all for speaking your truth. Your words have shed light on a dark place and that has allowed us to examine the causes and contributing factors to becoming a country where Indigenous women and girls and 2SLGBTQ people are exposed to violence at a disproportionate rate. We must now face the task of making changes to improve the safety and well-being of all Indigenous women and girls and 2SLGBTQ people. It is from the example of tremendous resilience demonstrated by so many of the families and survivors that we have heard from that we can be hopeful that together we can achieve a better, safer, stronger world for Indigenous women and girls and 2SLGBTQ people.

## LIST OF ABBREVIATIONS

AESL – Department of Advanced Education, Skills and Labour, Government of Newfoundland and Labrador

AHTF – Aboriginal Health Transition Fund

ANC – Association for New Canadians

APN – Aboriginal Patient Navigator

CMEC – Canadian Ministers of Education Council

CSSD – Department of Children, Seniors and Social Development, Government of Newfoundland and Labrador

CYF Act – *Children, Youth and Families Act*, SNL2018, c. C-12.3

EECD – Department of Education and Early Childhood Development, Government of Newfoundland and Labrador

FPT – Federal, Provincial, Territorial

FVIC - Family Violence Intervention Court, Provincial Court of Newfoundland and Labrador

GNL - Government of Newfoundland and Labrador

IGOs – Indigenous Governments and Organizations

IPV – Intimate Partner Violence

HCS – Department of Health and Community Services, Government of Newfoundland and Labrador

HSIF - Health Services Integration Fund

HVGB – Happy Valley-Goose Bay, Newfoundland and Labrador

IADIS - Indigenous Administrative Data Identifier Standard

IN – Innu Nation

IEAC – Indigenous Education Advisory Committee

IRT – Innu Round Table

JPS – Department of Justice and Public Safety, Government of Newfoundland and Labrador

K-12 – Kindergarten to Grade 12

LATP – Labrador Aboriginal Training Partnership

LCC - Labrador Correctional Centre

LILCA – Labrador Inuit Land Claims Agreement

LGH – Labrador-Grenfell Regional Health Authority

MFN - Miawpukek First Nation

MIFN – Mushuau Innu First Nation

MOU – Memorandum of Understanding  
MTAP – Medical Transportation Assistance Program  
NAWN - Native Aboriginal Women's Network  
NCC – NunatuKavut Community Council Inc.  
NIOs – National Indigenous Organizations  
NG – Nunatsiavut Government  
NL – Newfoundland and Labrador  
NLCCW – Newfoundland and Labrador Correctional Centre for Women  
NLSACPC – Newfoundland and Labrador Sexual Assault Crisis and Prevention Centre  
PLIAN – Public Legal Information Association of Newfoundland and Labrador  
QFN – Qalipu First Nation

RCMP – Royal Canadian Mounted Police  
RHA – Regional Health Authority  
RJ – Restorative Justice  
RNC – Royal Newfoundland Constabulary  
SIFN – Sheshatshiu Innu First Nation  
SJNFC – St. John’s Native Friendship Centre (now known as First Light)  
TAO – Therapist Assistance Online  
TRC - Truth and Reconciliation Commission  
Triple P - Triple P Positive Parenting Program®  
VPI – Violence Prevention Initiative  
WPO – Women’s Policy Office, Government of Newfoundland and Labrador  
WRA – Working Relationship Agreement

## INTRODUCTION

1. The Government of Newfoundland and Labrador (GNL) is pleased to see that the Federal Government led the creation of a National Inquiry into Missing and Murdered Indigenous Women and Girls (Inquiry) pursuant to Part 1 of the *Inquiries Act, 1985*.
2. GNL has committed to coordinated collaboration on action to prevent and address violence against Indigenous women before, during and after the Inquiry, and established the Inquiry in Newfoundland and Labrador (NL) pursuant to the *Public Inquiries Act, 2006* with the same terms of reference.
3. GNL recognizes that Indigenous women and girls are particularly vulnerable to being victims of violence, and confirms that eliminating violence against Indigenous women and girls is a priority.
4. Prior to the establishment of the Inquiry, GNL initiated its own engagement of Indigenous governments and organizations (IGOs)<sup>1</sup> in the province. These consultations were aimed at facilitating GNL's participation in the Inquiry through collecting information, as well as continuing the ongoing dialogue between IGOs in the province and GNL on the important issues being examined by the Inquiry.
5. Recognizing the importance of building and sustaining strong relationships to better serve the needs of Indigenous women and girls and the family members of missing and murdered Indigenous women and girls, GNL has taken steps to create and improve partnerships with IGOs and Indigenous communities. To effect change, strong collaboration is needed.
6. GNL departments and agencies have worked to advance the social and economic conditions of Indigenous peoples, including Indigenous women and girls. GNL departments and agencies have implemented various policies, practices, programs and initiatives aimed at or which may aid in countering the systemic causes of violence and increasing the safety of Indigenous women and girls and 2SLGBTQ people in the province. Despite the work that has been done, GNL recognizes that more action is needed to build upon existing efforts.

## Indigenous Population in Newfoundland and Labrador

7. According to Statistics Canada, in 2016 about 3% of the Aboriginal identity population in Canada lived in Newfoundland and Labrador. This comprises 45,725 individuals or about 8.9% of the total population of the province<sup>2</sup>. See Table 1.

Table 1. Aboriginal Peoples Highlight Tables, 2016 Census

Geographic name	Total population	Aboriginal identity	Single Aboriginal responses	First Nations	Métis	Inuk (Inuit)	Multiple Aboriginal responses	Other Aboriginal identities
<a href="#">Canada</a>	34,460,065	1,673,780	1,629,800	977,235	587,545	65,025	21,305	22,670
<a href="#">Newfoundland and Labrador</a>	512,250	45,725	42,610	28,375	7,790	6,450	555	2,560
	100.0%	8.9%	8.3%	5.5%	1.5%	1.3%	0.1%	0.5%

8. In 2016, NL was home to 28,375 First Nations people, 7,790 Métis, and 6,450 Inuit, with the rest reporting other Indigenous identities (2,560) or more than one Indigenous identity (555).
9. According to Statistics Canada, from 2006 to 2011 the population in NL who self-identify as First Nations more than doubled, those who self-identify as Métis rose by 19%, and those who self-identify as Inuit rose by 33%.
10. From 2011 to 2016, the population in NL who self-identify as Indigenous rose by a total of 27.7%<sup>3</sup>.
11. Approximately 41% (8,015) of those who identified as First Nations people in 2011 reported being a Treaty or Registered Indian as defined by the *Indian Act*.
12. In 2011, most First Nations people in NL lived off reserve; and only 15% (35% of First Nations people who were Treaty or Registered Indians) lived on a reserve.
13. Most Indigenous people in NL are represented by one of the five major IGOs: Nunatsiavut Government (NG); Innu Nation (IN); NunatuKavut Community Council, Inc. (NCC); Miawpukek First Nation (MFN); and Qalipu First Nation (QFN).
14. The NG represents the Labrador Inuit, who live primarily on the north coast of Labrador in the Inuit communities of Nain, Hopedale, Postville, Makkovik and Rigolet.



15. In December 2005, the NG was created pursuant to the Labrador Inuit Land Claims Agreement (LILCA)<sup>4</sup> which provides for Inuit law-making authority in areas such as education, health, and cultural affairs.
16. The Labrador Innu primarily live on two Reserves: Mushuau Innu First Nation (MIFN), located in Natuashish, and Sheshatshiu Innu First Nation (SIFN), located in Sheshatshiu. These First Nations are registered bands on federal reserves under the *Indian Act*. The Labrador Innu are represented by Innu Nation for the purposes of pursuing a comprehensive land claim with the Federal and Provincial Governments.
17. MFN is a registered band under the *Indian Act*. While many of its members live in Conne River, which was established as a reserve in 1987, a majority of the membership lives outside of the reserve.
18. QFN is a registered band under the *Indian Act* and represents “Status Indians”. QFN succeeded the “non-status” Federation of Newfoundland Indians. In September 2011, the Federal Government created QFN as a “landless band”, meaning that QFN members are Status Indians, but the band has no reserve. With approximately 20,000 members spread across many communities, QFN is one of the largest First Nations in Canada. QFN members reside primarily in Central and the Western Newfoundland.
19. Members of NCC self-identify as “Southern Inuit” who primarily live in a number of communities on the southern Labrador coast and in central Labrador.

### **The Distinctiveness of Indigenous Issues in Newfoundland and Labrador**

20. In 1949, when NL entered into Canada, the federal administration of Indigenous peoples, which was the practice in the rest of Canada, was not extended to NL, leaving the responsibility for Indigenous issues to the province.
21. The Federal Government has constitutional and fiduciary responsibility for Indigenous people, per subsection 91(24) of the *Constitution Act, 1867*, which establishes exclusive federal jurisdiction over “Indians, and Lands reserved for the Indians”. The main way the Federal Government has chosen to exercise its jurisdiction has been in respect of First Nations, and through the *Indian Act*, which applies only to Status Indians and *Indian Act* reserves.

22. GNL has long pressed the Federal Government to more fully assume its jurisdictional and fiduciary responsibility for Indigenous peoples in NL, particularly as it pertains to access to programs and services provided to Indigenous people elsewhere in Canada. This position has been affirmed by the Supreme Court of Canada's 2016 decision in *R. v Daniels*.<sup>5</sup>
23. The Federal and Provincial Governments have entered into several agreements under which they stipulated the share of the costs of providing specified services, such as welfare, health and education for Indigenous peoples in the Province.
24. The geographic division of the province into two different parts, the island portion and Labrador, has also created varied situations and poses challenges to providing consistent services for the Indigenous populations of each.
25. Through a respectful, principles-based relationship with Indigenous people, communities, governments and organizations, GNL supports policies, programs and services that are culturally sensitive, meaningful and appropriate.
26. GNL promotes the self-sufficiency, self-government, and cultural autonomy of Indigenous peoples, and has entered agreements to provide clarity with respect to the ownership and management of lands and resources in Newfoundland and Labrador.
27. GNL is committed to work with IGOs and the federal government to conclude self-government and land claims agreements<sup>6</sup>.
28. GNL continues to be active in contributing to national debates on Indigenous matters.

## EFFECTING CHANGE THROUGH BUILDING STRONG RELATIONSHIPS

29. It is through the development and maintenance of strong relationships built on trust that positive, long-term change may be effected. GNL recognizes that the trust of Indigenous peoples must be earned.

### Cultural Diversity and Sensitivity Training

30. The Royal Newfoundland Constabulary (RNC) is committed to strengthening its relationship with Indigenous communities and to increase cultural sensitivity and awareness of its members. The RNC regularly engages with various community groups throughout the province, such as the St. John's Native Friendship Centre (SJNFC<sup>7</sup>), to help grow knowledge and understanding of the Indigenous communities and cultures.
31. The RNC has provided cultural sensitivity training to senior management and integrated such training into its recruit program. It is also working with the Knowledge is Power Provincial Working Committee to provide such training to patrol officers<sup>8</sup>.
32. The Royal Canadian Mounted Police (RCMP) strives to develop and maintain strong and trusting relationships with all its clients and stakeholders. The RCMP "B" Division<sup>9</sup> has created cultural competency training for its members<sup>10</sup>.
33. The Department of Children, Seniors and Social Development (CSSD) has worked with Nunatsiavut Government (NG) and Innu Nation (IN) to offer intergenerational trauma training to staff and foster parents<sup>11</sup>.
34. CSSD social workers who are performing duties under the *Children and Youth Care and Protection Act*, SNL2010 c. C-12.2, are members of the NL Association of Social Workers, which created its cultural competencies practice standard<sup>12</sup> in partnership with Indigenous community leaders.
35. CSSD has advanced initiatives, including a provision for a signing bonus for hard to fill positions, a Social Worker II eligibility list to remain open on the Human Resource Secretariat Online Job Portal until all vacancies are filled, and support for housing accommodations for staff on the North Coast of Labrador<sup>13</sup>.

36. JPS employees of Victim Services have received several cultural diversity training sessions over the last two years, including an Aboriginal Cultural Diversity Training<sup>14</sup> provided by the SJNFC, and Cultural Competency and Cultural Diversity training provided by the Association for New Canadians (ANC).
37. The Victim Services Program's three day in-service training brings all regional coordinators, who provide frontline services to victims of crime, and program managers together for professional development annually, focusing on a variety of topics including trauma-informed practice, cultural competency and cultural diversity.
38. The JPS Deputy Sheriff Recruit Training Program was updated in fiscal 2016-17 with a variety of new topics added to the program, one of which is a cultural diversity component.<sup>15</sup>
39. GNL has committed to providing further cultural sensitivity training to targeted workers in the justice sector to help ensure they have a better understanding of Indigenous cultures, traditions and peoples<sup>16</sup>. This is an ongoing initiative.
40. Cultural Safety Training for Health Professionals in NL was developed under the Health Services Integration Fund as a collaborative project by GNL, the Government of Canada and IGOs in the province. This training educates health care providers on culturally-appropriate care, and aims to enhance the provision of culturally-appropriate care for Indigenous people in NL. This training is currently being delivered at all four Regional Health Authorities (RHA)<sup>17</sup>. Over 350 staff at Eastern Health have participated in the training sessions since they became available in April 2016.<sup>18</sup>

### **Culturally-Appropriate Social Services**

41. GNL aims to provide culturally-appropriate services to Indigenous clients and has taken a variety of steps in pursuit of this objective.
42. The Aboriginal Patient Navigator Program is in place to enhance the provision of culturally appropriate health care for Indigenous people. It is a partnership between GNL, the Eastern Regional Health Authority and the St. John's Native Friendship Centre. The program's patient navigators are individuals of Indigenous descent who work with Indigenous patients and clients from communities around the province to ensure their cultural and language translation needs are met in the health care system<sup>19</sup>.

43. The Family Information Liaison Unit (FILU), located within the Victim Services Division of the Department of JPS, provides trauma-informed, and where available, culturally-appropriate counselling services for families of missing or murdered Indigenous women. FILU also helps families access available information about their missing or murdered loved ones.
44. The FILU is comprised of a provincial coordinator and a family support worker position with oversight provided by the Provincial manager of Victim Services. The creation of the FILU allows for services in a manner that is safe, respects culture and is sensitive to the trauma experienced by families and responds to underlying social causes of violence against Indigenous women and girls. Funding for the FILU is provided by the Federal Government.
45. In 2017, CSSD established a joint CSSD/Indigenous Policy Working Group with Innu, Inuit and Mi'kmaq representation. This working group identifies and reviews policies to enhance their cultural relevance from an Indigenous lens.<sup>20</sup>
46. Also in 2017, CSSD implemented the Triple P Positive Parenting Program® (Triple P), a system of evidence-based education and support for parents and caregivers of children and adolescents. CSSD provided a presentation on Triple P to the joint CSSD/Indigenous Policy Working Group to discuss how the program could be adapted in Indigenous communities. Discussions with this group are ongoing to determine how program materials, resources and delivery processes could be adapted with Indigenous communities in a culturally sensitive manner.<sup>21</sup>
47. The new *Children, Youth and Families Act*, SNL 2018 c. C-12.3<sup>22</sup> (*CYF Act*), which received Royal Assent on May 31, 2018, was informed by extensive consultations with IGOs in the province, and focuses on supporting the participation of IGOs in decision making and planning for their own children, youth and families<sup>23</sup>.
48. The *CYF Act* includes provisions to improve service delivery for Indigenous children, youth and families by recognizing the uniqueness of Indigenous cultures in NL, and provides the authority to delegate functions and services under the *CYF Act* to an Indigenous government or organization.
49. The *CYF Act* also requires that a cultural connection plan for an Indigenous child or youth who is removed from his or her family be included in the plan for the child or

youth; requires specific placement considerations for Indigenous children and youth who are in care/custody; and establishes the ability for Indigenous representatives of prescribed Indigenous governments or organizations to be heard in court.

50. The Department of Health and Community Services (HCS) works in partnership with the regional health authorities to provide programs, services to support Indigenous populations that are culturally responsive and inclusive. *Improving Health: My Way*<sup>24</sup> is a free six-session program designed to help people positively manage the daily challenges of living with a chronic condition. Workshops are co-led by trained leaders who themselves have a chronic condition or have cared for someone living with a chronic condition.
51. The Department of Justice and Public Safety (JPS) partners with the Sheshatshiu Innu First Nation (SIFN) for the delivery of culturally-appropriate, community-based victim and probation services. Additionally, JPS supports the provision of culturally-relevant services to inmates in areas of substance abuse, violence, and experienced sexual abuse. As a result of this partnership, Indigenous activities are coordinated and supported by the Aboriginal Prison Liaison Officer position in Happy Valley-Goose Bay, Labrador<sup>25</sup>.
52. JPS provides programs and services to assist offenders in reintegrating into the community after release from custody, and promotes culturally-sensitive activities and services for offenders through partnerships with NG, the SIFN, and Stella's Circle Community Services.
53. For Indigenous inmates at the Newfoundland and Labrador Correctional Centre for Women (NLCCW) in Clarenville, JPS partners with the St. John's Native Friendship Center (SJNFC) to provide culturally appropriate services<sup>26</sup>. The cultural support team goes out to the NLCCW on a weekly basis, providing individual cultural support services; group activities; smudge; and additional support.
54. Individual cultural support is a one-on-one session with all Indigenous inmates at the NLCCW. Support workers assess the need of women at the moment, and talk about their plans and needs upon release, including topics on their connections to their culture, their elders in their home community, and any possible referrals for treatment and/or support they will need to do well in the community. Support workers also do some advocacy with government agencies such as child protection or victim services when required.

55. The weekly group activities at the NLCCW include culturally based activities, such as beading, drumming, smudging ceremonies and talking and healing circles.
56. In Happy Valley-Goose Bay at the Labrador Correctional Centre (LCC) through partnership with the SIFN<sup>27</sup>, a prison liaison officer works to coordinate cultural programs and services in that facility.
57. National Indigenous Day is celebrated annually at LCC and Bishop's Falls Correctional Centre (BFCC) with a variety of presentations, traditional food, and culturally based activities<sup>28</sup>.
58. The Newfoundland and Labrador Youth Centre (NLYC), the only secure custody facility for youth in the province, has partnered with the SJNFC to celebrate National Indigenous Day.

### **Improving Partnerships with Indigenous Governments and Organizations**

59. GNL has made efforts to develop and enhance partnerships with IGOs. The Intergovernmental and Indigenous Affairs Secretariat of GNL engages all IGOs throughout the province to advance Indigenous priorities through engagement on social policy initiatives such as the Premier's annual Indigenous Leaders Roundtable, and the implementation of the Truth and Reconciliation Commission's (TRC) Calls to Action.
60. The first annual Indigenous Leaders Roundtable meeting occurred on May 26, 2017. The Roundtable provided a forum for discussing common interests and shared goals across IGOs in the province as well as for fostering Indigenous relationships with the IGOs in the province. The focus of the meeting included discussions on the TRC's Calls to Action, National Inquiry into Missing and Murdered Indigenous Women and Girls, All-Party Committee on Mental Health and Addictions, repatriation of Beothuk remains and Atlantic Growth Strategy<sup>29</sup>.
61. Premier Dwight Ball held the second annual Indigenous Leaders Roundtable with Indigenous Leaders from across NL on June 8, 2018<sup>30</sup>, that included discussions involving: the Provincial Government's Cultural Action Plan; the next steps towards the repatriation of Beothuk remains; and an update and discussion on *Towards Recovery: The Mental Health and Addictions Action Plan for Newfoundland and Labrador*.<sup>31</sup>

62. The RCMP Indigenous and Restorative Justice Unit works with native friendship centres in NL. They have worked to develop new and trusting relationships with Indigenous Elders and representatives and are passing along information and concerns learned from these relationships to RCMP management and police officers in “B” Division.
63. The RCMP Commanding Officer of “B” Division has an Indigenous Advisory Committee that provides strategic advice and recommendations in order to enhance the delivery of the highest quality of policing services within Indigenous communities in NL. Those invited to attend included representatives from NCC, NG, MIFN and SIFN. This allows for open communication between all groups and provides the opportunity to advance great working relationships<sup>32</sup>.
64. The Family Information Liaison Unit (FILU) of JPS is focusing on building relationships with cultural advisors, Elders and counselling service providers so that connections can be made between these support systems and the families of missing and murdered Indigenous women and girls to provide additional support.
65. GNL is dedicated to enhancing partnerships with Indigenous communities and leaders and participates on the Innu Round Table (IRT)<sup>33</sup>. The IRT is a multilateral table that brings together Innu Nation, SIFN, MIFN and various departments of the provincial and federal governments to advance priority health and social matters for the Labrador Innu. The IRT is led by the IRT Secretariat and supported by sub-committees as needed. Ongoing IRT initiatives include Income Support; Justice; Child Youth and Family Services; and Health. The over-representation of Innu children in care has been highlighted as an issue of critical importance.
66. Indigenous and Northern Affairs Canada provides funding to support child and family services on reserves throughout the country, while CSSD delivers child protection services across the province. Under this model, protection and intervention services delivered by GNL are complemented by federal funding to support community-driven, culturally-appropriate prevention activities<sup>34</sup>.
67. In September 2015, a new Working Relationship Agreement (WRA)<sup>35</sup> was signed between CSSD, SIFN, MIFN and the IRT Secretariat to improve service coordination and information sharing. The WRA outlines a number of mechanisms for collaboration on



joint case planning, information sharing, service coordination and systemic issues to meet the needs of Innu children, youth and families.

68. Since 2015, CSSD has provided the IRT with \$100,000 for a community liaison social worker to support the Innu to carry out some of the functions in the WRA, in both Sheshatshiu and Natuashish<sup>36</sup>.
69. The new WRA outlines more specifically the activities that will be undertaken between GNL and the Labrador Innu communities to improve services. It is an important partnership that will help improve planning around the safety and placement of Innu children and youth, by increasing their placements within their families and culture. The development of placement resources will decrease the likelihood that children/youth in care would be placed outside their communities, and allow more children/youth to remain connected with their families and cultures.
70. CSSD has also signed Memoranda of Understanding (MOUs) with members of the NG, MIFN and SIFN pertaining to policy considerations, and improved coordination of services<sup>37</sup>.
71. On July 5, 2017, GNL and the Innu Nation entered into a MOU that outlined their mutual intent to pursue an inquiry into the treatment, experiences and outcomes of Innu in the child protection system. GNL will participate and cooperate fully in this inquiry<sup>38</sup>.
72. CSSD is dedicated to working collaboratively with IGOs in the delivery of child welfare services in their communities. Strong collaboration with IGOs is vital in working toward the shared goal of safety of children in Indigenous communities and family preservation.
73. CSSD is working collaboratively with the Office of the Child and Youth Advocate to support their independent review of the treatment, experiences, and outcomes of Inuit children and youth in the Province's child welfare system<sup>39</sup>.
74. The Women's Policy Office (WPO), partnering with IGOs, has established a Provincial Indigenous Women's Steering Committee to advise GNL on social and economic issues impacting Indigenous women in the province, including violence<sup>40</sup>. The Steering Committee consists of a balance of Innu, Inuit, Southern Inuit, Miawpukek Mi'kmaq and Qalipu Mi'kmaq and IGO representatives, including NAWN, SJNFC, Labrador Friendship Centre, AnânauKatiget Tumingit Regional Inuit Women's Association, and Newfoundland Native Women's Association.

75. The Department of Health and Community Services (HCS), in collaboration with IGOs, and the Newfoundland and Labrador Centre for Health Information, has developed an Indigenous Administrative Data Identifier Standard (IADIS)<sup>41</sup>. The IADIS is a methodology for identifying the records of Indigenous people, which currently are not easily distinguished from the records of non-Indigenous people, thus making it difficult to compile statistical information for use in designing and/or improving health care services to meet the specific needs of Indigenous people. The IADIS will improve the current environment by addressing the lack of complete and accurate statistical information with respect to Indigenous people in the province and make it easier to assess their health status, measure service utilization, and make effective, evidence-based decisions regarding policies and programs.
76. In partnership with Labrador Grenfell Regional Health Authority (LGH), care providers at the Mani Ashini clinic, and the SIFN, HCS is working towards improving access to comprehensive services that best support the health and well-being of the people of Sheshatshiu<sup>42</sup>. Together, they are implementing innovative new approaches to health care delivery to tackle the challenges of chronic disease prevention and management, and to support community health and wellness.
77. LGH employs Indigenous interpreters who work with Indigenous patients and clients to ensure their cultural and language translation needs are met<sup>43</sup>.
78. In partnership with the Qalipu First Nation (QFN), Western Health has integrated Indigenous cultural practices into a provincial in-patient addiction program at Humberwood Treatment Centre. As part of this program, knowledge keepers provide culturally appropriate education on healing practices.<sup>44</sup>
79. The QFN and Central Health are collaborating in the development and implementation of the Chronic Disease prevention and Management Program *Improving Health: My Way*. Members of QFN were trained as trainers to deliver the program and the program has been adapted to include culturally appropriate content<sup>45</sup>.
80. All RHAs aim to provide individualized care that is respectful of, and responsive to, cultural and spiritual needs.
81. Central Health collaborates with Conne River Health Services (Miawpukek First Nation) to support health services delivery in Conne River. This collaboration includes the

provision of primary and secondary healthcare services, including health promotion and protection, supportive care, treatment of illness and injury, as well as access to emergency services.<sup>46</sup>

82. The Department of Education and Early Childhood Development (EECD) continues to collaborate with provincial IGOs to develop culturally relevant curriculum. For further details see section on *Education, Skills Training and Economic Empowerment of Women and Girls*.

### **Proactive Recruitment and Retention**

83. GNL recognizes that service delivery to Indigenous populations may be strengthened through increased recruitment and retention of Indigenous employees.
84. The RCMP Indigenous Pre-Cadet Training Program is a national program that offers Canadian Indigenous peoples aged 19 to 29 the opportunity to get an inside look at the life of an RCMP police officer. This summer program provides participants with hands-on experience in the RCMP's training program. Successful applicants attend the RCMP Academy (Depot) in Regina for 3 weeks. The training focuses on teaching collaborative problem-solving skills, law enforcement, public speaking, cultural diversity, and facilitating Safe Community Workshops in communities. The RCMP provides transportation, meals, accommodation, uniform, and three weeks of training wages<sup>47</sup>.
85. RCMP continues to support the Qalipu and Miawpukek *Summer Student Program* through summer student placements in RCMP detachments. This program helps the RCMP learn more about the needs of the Indigenous communities it serves, while providing solid work and life experience for Indigenous youth. Eight post-secondary students from QFN and the Miawpukek First Nation participated in 2017<sup>48</sup>.
86. RCMP "B" Division has conducted recruiting activities specifically for women and undertakes recruitment activities directed at recruiting Indigenous members<sup>49</sup>.
87. Valuing gender and cultural diversity, the RNC has offered recruiting information sessions specific for women<sup>50</sup> and specific for Indigenous persons on the Avalon Peninsula and in Corner Brook and Happy Valley – Goose Bay<sup>51</sup>.
88. A Recruitment and Retention Working Group<sup>52</sup>, with membership from the Human Resource Secretariat of GNL, CSSD and Indigenous representation from the Innu Nation

and Nunatsiavut Government, developed a work plan document outlining focus areas to address recruitment and retention challenges of social workers throughout Labrador. CSSD has advanced initiatives, including a provision for a signing bonus for hard to fill positions, a Social Worker II eligibility list to remain open on the Career Portal until all vacancies are filled, the addition of two social work positions in Natuashish (fly in-fly out community) to be deployed wherever they are most needed in communities throughout the Labrador region. CSSD also continues to support housing accommodations for staff on the North Coast.

### **Violence-Free Communities**

89. GNL is committed to taking action to combat violence in all its forms, and in particular, violence against women and girls, and violence against Indigenous women and girls. Several programs have been created to eliminate violence in recent years, including, among others, the Violence Prevention Initiative; the Indigenous Violence Prevention Grants Program; the Family Violence Intervention Court; and the Justice Minister's Committee on Violence against Women and Girls.
90. Coordinated through WPO, the Violence Prevention Initiative (VPI) is a multi-departmental, government-community partnership to find long-term solutions to the issue of violence against those most at risk in our society including Indigenous women and children. One of the four strategic priorities outlined in the current VPI Action Plan is to address violence experienced by Indigenous women and girls. The 16 action items housed within this strategic priority area are aimed at reducing social and economic causes of violence against Indigenous women and girls<sup>53</sup>.
91. The Indigenous Violence Prevention Grants Program<sup>54</sup>, part the VPI, provides support for IGOs in their efforts to prevent violence against Indigenous women and children and to engage Indigenous men and boys in the prevention of violence.
92. WPO provides funding for the Provincial Indigenous Women's Gatherings<sup>55</sup>. These are opportunities to explore issues identified by Indigenous women including violence against women and mental health. The Gatherings are associated with the Status of Women Canada funded project, *Empowering Indigenous Women for Stronger Communities*.

93. The 11th annual event of the Provincial Indigenous Women's Gatherings was held November 6-9, 2018, with the participation of the IN; NG, NCC, QFN, MIFN, NAWN, SJNFC, Labrador Friendship Centre, AnânauKatiget Tumingit Regional Inuit Women's Association; and Newfoundland Native Women's Association.
94. The Provincial Court of Newfoundland and Labrador houses the permanent St. John's Family Violence Intervention Court (FVIC) as well as the FVIC pilot project in the Stephenville Provincial Court<sup>56</sup>.
95. FVIC is a specialized criminal court, which in law operates in the same manner as traditional criminal justice courts, but is administered in a manner that attempts to better serve victims and hold offenders more accountable. This specialized court requires the offender to participate in intervention or programming regarding family violence. The goal of the Court is to prevent and reduce incidents of family violence by addressing the root causes of violence through teamwork with key community partners. Working together allows faster access to services for the victim and offender. The Court focuses on improving victim safety and offender responsibility.
96. JPS is working towards implementing responsive justice and public safety measures, such as piloting a Drug Treatment Court, and expanding the Family Violence Intervention Court beyond St. John's by exploring site options, models and technologies to allow for enhanced services in other regions, including Labrador<sup>57</sup>.
97. In 2017, the NL Minister of Justice and Public Safety announced an initiative to help make NL a safer place for women and girls through the creation of the Minister's Committee on Violence against Women and Girls (VAWG Committee)<sup>58</sup>.
98. The VAWG Committee represents various government and community representatives who have experience and knowledge of issues surrounding violence against women and girls, as well as individuals with lived experience.
99. The Minister hosted the first meeting of the full VAWG Committee on December 8, 2017, where participants identified challenges and solutions to ending violence as well as identified the roles organizations and individuals can play in implementing solutions. Indigenous Communities was identified as one of the top priority issues, among others including education and awareness; restorative justice; and re-victimization of survivors.

100. The significant input of representatives of provincial IGOs<sup>59</sup> at the full Committee meeting provided the steering committee with information on directions and required changes to make the lives of Indigenous women and girls safer. This input has informed the work of the steering committee that delves deeper into the identified top priority issues.
101. In March 2018 the *Family Violence Protection Act*, SNL2005 c. F-3.1, was amended to expand the meaning of family violence for the purpose of the Act. Particularly, “family violence” now includes two new forms of violence: 1) conduct that causes psychological or emotional harm or a reasonable fear of that harm, including a pattern of behaviour with the purpose to undermine the psychological or emotional well-being of the applicant or a child; and, 2) conduct that controls, exploits or limits the applicant’s access to financial resources for the purpose of ensuring the applicant’s financial dependence.
102. The expanded meaning allows a broader range of people to apply for Emergency Protection Orders (EPO). An EPO is a court order that a judge of the Provincial Court can grant in urgent situations to provide immediate protection when family violence has occurred. In this EPO, the judge may place various restrictions on the respondent. The EPO is temporary with a maximum duration of 90 days. Judges will consider each application individually, so the actual duration of the EPO will vary from case to case (within this 90 day maximum limit). The EPO is meant to offer an immediate response and to provide time to put longer term plans in place.
103. In NL, an application for an EPO can be filed by 1) a person who resides with or has resided with the respondent in a conjugal relationship, whether within or outside marriage; 2) by a person who is, together with the respondent, a parent of one or more children, regardless of their marital status or whether they have lived together; or 3) by a police officer or lawyer, on behalf of an applicant, with the applicant’s consent.
104. In fall 2018, the Minister of Advanced Education, Skills and Labour (AESL) advanced Bill 32 to amend the *Labour Standards Act*, RSNL1990 c. L-2, to add provisions for victims of domestic violence to avail of family violence leave. The new legislation permits employees in NL to have ten days of leave per year if the employees or their child(ren) are victims of domestic violence. The ten days of leave will consist of up to

three days of paid leave and up to seven days of unpaid leave. If Royal Assent is granted, the legislation will come into effect on January 1, 2019.

105. Both the RCMP and the RNC have a unit specifically dealing with intimate partner violence (IPV). RNC's IPV Unit falls under the Major Crime Unit of the Criminal Investigation Division. The units consist of police officers and a crime analyst. Their mandate is to provide an enhanced coordinated and consistent response to IPV related matters as well as work toward the prevention of this kind of violence. The IPV units gather and analyze relevant data from calls for service and crime prevention/community policing initiatives which is used to identify emerging crime trends, identify repeat offenders in the area of relationship violence, and to ensure policing measures are evolving to address all aspects of this type of crime.<sup>60</sup>
106. Both IPV units work continuously with high risk Indigenous communities and key stakeholders in the implementation of both educational and crime reduction strategies around relationships and family violence.
107. The RNC has been undertaking various initiatives to combat sexual exploitation, including participation in Operation Northern Spotlight and partnering with the Blue Door Program to help connect women with supports to assist them exit the sex trade. The RNC also participates in numerous violence prevention committees around the provinces and in initiatives such as New Dawn and the Moose Hide Campaign.<sup>61</sup>
108. In April 2017, GNL and the Government of Canada announced a new sexual assault response pilot program to help survivors of sexual assault. The Sexual Violence Legal Support Service was launched on June 19, 2018<sup>62</sup>. This service is a component of the Journey Project, an ongoing partnership between the Public Legal Information Association of NL (PLIAN) and the Newfoundland and Labrador Sexual Assault Crisis and Prevention Centre (NLSACPC). This service provides legal support and navigation to people who have experienced any form of sexual violence in the province, and offers up to four hours of free legal advice from participating lawyers as well as general legal information and support and referrals to other resources from trained trauma-informed Legal Support Navigators working with PLIAN and the NLSACPC. The Federal Government has made funding available to support the program. This valuable initiative

complements existing supports provided by the provincial government's Victim Services Program<sup>63</sup>.

### **Addressing Health, Mental Health, Addictions and Trauma in Indigenous Communities**

109. GNL recognizes the health-care rights of all residents of the province, and continues to work towards ensuring that effective health care is accessible to all residents of the province.
110. GNL recognizes that access to health care services in rural and remote areas of the province, where much of the Indigenous population resides, is a challenge and therefore is actively seeking to innovate to improve accessibility for all residents in this context.
111. The Department of Health and Community Services (HCS) is currently working to implement a new Primary Health Care Framework that provides for initiatives/projects to be developed in collaboration with local partners and stakeholders. A central goal of the Framework is to ensure access to community-based primary health care teams that are culturally sensitive and designed to meet the needs of specific communities<sup>64</sup>.
112. In June 2017, GNL accepted 54 recommendations from the report of an All-Party Committee on Mental Health and Addictions of the House of Assembly<sup>65</sup>, which was tasked in 2015 with reviewing the mental health and addictions system. GNL provided an action plan and timeline for implementation in *Towards Recovery: The Mental Health and Addictions Action Plan for Newfoundland and Labrador 2018-2022*.<sup>66</sup>
113. The All-Party Committee met with representatives of the IN, NG, NCC and MIFN. The Committee also spoke with members of the Innu communities of Sheshatshiu and Natuashish, Inuit beneficiaries of the Labrador Inuit Land Claims Agreement (LILCA) and members of Nunatsiavut, as well as NunatuKavut Community Council members. Through these meetings, the Committee gained important insight into some of the challenges faced by Indigenous peoples in this province. The Committee acknowledged the pride, strength and resilience in the individuals they met with and their passion to heal their communities.
114. While each Indigenous community is unique, the Committee heard that they face similar issues related to intergenerational trauma from the experiences of colonization, land



resettlement and residential schools that contributed to the erosion of culture, language and identity. These traumas fueled the social distress that led many to experience mental health issues, drug and alcohol addiction, domestic violence and suicide. Communities share a deeply rooted concern for the health and well-being of their people, particularly youth.

115. Ongoing meetings with IGOs continue to determine how they wish to proceed to address their mental health needs and the associated recommendations. An Indigenous Project Team, devoted specifically to Indigenous Health, has been established with HCS acting as interim Chair. Current membership includes representatives from MIFN, SIFN, NCC, NG, as well as LGH and Indigenous Affairs of GNL. The Project Team provides additional context, advice and planning and implementation support for aspects of the *Towards Recovery Action Plan* specifically pertaining to Indigenous populations and identifies other areas for potential collaboration.
116. In an effort to improve the health status of Canada's Indigenous peoples, the federal government has partnered with the provinces and territories to deliver the Aboriginal Health Transition Fund (AHTF). With three distinct funding envelopes, Integration, Adaptation and Pan-Canadian, the AHTF provides funding for Indigenous initiatives that 1) improve accessibility of health programs and services for Indigenous peoples; 2) adapt existing health programs and services to better meet the needs of Aboriginal peoples; 3) increase the participation of Indigenous peoples in the design, development, implementation and evaluation of programs and services that serve Indigenous populations.
117. HCS, along with representatives from the Regional Health Authorities (RHAs) and IGOs, sits on the Advisory Committee for Health Services Integration Fund (HSIF)<sup>67</sup>, which is chaired by Indigenous Services Canada and collectively makes decisions on the delivery of federal HSIF funding. The Committee reviews funding proposals for projects seeking to improve the integration of, and access to, health services for Indigenous peoples and communities, improve the participation of Indigenous peoples in the design delivery and evaluation of health services and programs; and build multi-party partnerships that work to integrate health services so they better meet the needs of Indigenous peoples.

118. *Journey in the Big Land*<sup>68</sup> is an initiative to enhance cancer services for First Nations and Inuit in Labrador. The initiative involved collaboration between the MIFN, SIFN, NG Department of Health and Social Development, NCC, LGH, Eastern Health, HCS, and cancer patients and caregivers from Labrador. These partners came together to identify priority areas for improvement and to design supports for people experiencing a cancer journey in Labrador. The following priority areas were identified: improvements to transitions in care; enhancements in tele-oncology services; and enhancing cultural safety. As the initiative progressed, a variety of tools and supports have been developed including: a set of community and clinic profiles; translated materials for patients and caregivers such as correct naming of body parts in local languages and dialects; visual aids, images and symbols of Labrador culture; a patient passport and transition road map; tele-oncology resources; and a suite of educational materials and training for care providers supporting cultural safety in health.
119. The Medical Transportation Assistance Program (MTAP)<sup>69</sup> provides financial assistance to beneficiaries of the Medical Care Plan (MCP) who incur substantial out-of-pocket travel costs to access specialized insured medical services which are not available in their immediate area of residence and / or within the Province.
120. RHAs have implemented many new initiatives in NL to reduce wait lists and wait times for Mental Health services, thereby improving health care services and increasing accessibility. Through a Stepped-Care approach, new services are being offered to individuals such as the DoorWays in St. John's<sup>70</sup>; Walk-In Clinics in Labrador<sup>71</sup>; and the Therapist Assistance Online (TAO) program.
121. DoorWays, a single session, mental health walk-in counselling service in St. John's, available without an appointment or referral, where a health care professional provides information and support focused on the patients' needs.
122. TAO is a cutting edge e-health technology program that allows adults seeking counselling for depression, anxiety and substance use problems to access services when they need it, where they are, including in their own homes. NL was the first province in Canada to launch TAO<sup>72</sup>.
123. HCS provides oversight and support to LGH in the provision of a Schedevac<sup>73</sup> and Medevac<sup>74</sup> service to rural coastal Labrador in particular servicing Indigenous peoples in

these communities for routine medical appointments, emergency services and also moving medical supplies for clinics in these communities.

### **Education, Skills Training and Economic Empowerment of Indigenous Women and Girls**

124. The Department of Education and Early Childhood Development (EECD) is committed to ensuring that Indigenous knowledge, history, experiences, cultures, and practices are not only present in the kindergarten to Grade 12 (K-12) curriculum, but are also informed and supported by the Indigenous peoples of Newfoundland and Labrador. This was acknowledged in the release of the *Education Action Plan* in June 2018<sup>75</sup>.
125. Presently, there are components of Indigenous knowledge, history, experiences, cultures, and practices in many courses throughout the K-12 education curriculum. The courses are primarily taught within social studies, but include other curriculum areas such as religious studies, language arts, fine arts, and music. See Table 2.

<b>Course</b>	<b>Topics</b>	<b>Mandatory</b>
Grade 3	<ul style="list-style-type: none"> <li>Introduced to First Nations and Inuit culture<sup>76</sup></li> </ul>	Yes
Grade 4	<ul style="list-style-type: none"> <li>Opportunity to further explore Aboriginal culture<sup>77</sup></li> </ul>	Yes
Grade 5	<ul style="list-style-type: none"> <li>First Nations and Inuit history pre-1400 to 1800, including economic models and decision making</li> <li>Interactions between Europe settlers, and First Nations and Inuit<sup>78</sup></li> </ul>	Yes
Grade 7	<ul style="list-style-type: none"> <li>Aboriginal history 1800 to 1920, including residential schools<sup>79</sup></li> </ul>	Yes
Grade 8	<ul style="list-style-type: none"> <li>History of First Nations and Inuit in Newfoundland and Labrador 1800 to present<sup>80</sup></li> </ul>	Yes
Grade 9	<ul style="list-style-type: none"> <li>Aboriginal history 1920 to present, including residential schools<sup>81</sup></li> </ul>	Yes
Canadian History 1201	<ul style="list-style-type: none"> <li>Aboriginal history 1880 to present, with special focus on social history and empowerment<sup>82</sup></li> </ul>	Students complete one or more
Canadian Geography 1202	<ul style="list-style-type: none"> <li>Aboriginal settlement pre-1400 to present<sup>83</sup></li> </ul>	

Newfoundland and Labrador Studies 2205	<ul style="list-style-type: none"> <li>History of First Nations and Inuit in Newfoundland and Labrador pre-history to present, with special focus on the nature of interactions with European settlers<sup>84</sup></li> </ul>	of these courses
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Table 2. Indigenous Content in Newfoundland and Labrador Social Studies Curriculum

126. Social studies courses from Grades 3 to 9 include topics relating to Indigenous populations in NL. These topics are designed to broaden a student’s understanding of Indigenous peoples who live in the province.
127. In senior high, students are able to learn about Indigenous people and cultures through Newfoundland and Labrador Studies 2205 that blends art and social studies to examine various aspects of the culture and heritage of NL, including the history of the Indigenous people of Newfoundland and Labrador.
128. In addition to the prescribed provincial curriculum, schools for Indigenous students offer Indigenous language courses and Indigenous studies courses. Indigenous language courses are exempt from the local course policy which applies to senior high school course options offered by the provincial school districts.<sup>85</sup>
129. As part of its Education Action Plan, EECD is committed to developing an *Indigenous Local Course Policy*, which would facilitate the development of further courses focused on local Indigenous matters.
130. EECD has created an *Indigenous Education Advisory Committee* (IEAC), which is working to evaluate and make recommendations regarding Indigenous content within the provincial school curriculum. The Education Action Plan indicates that the IEAC acts within a cooperative and collaborative environment to provide advice and includes representatives from the Provincial Government as well as the IGOs within the province, namely the IN, MFN, NG, NCC and the QFN.
131. The IEAC will provide advice on curriculum and on the need and content of initiatives such as Professional Learning regarding Indigenous content and cultural sensitivity. EECD commits to working with the IEAC to ensure that Indigenous content is appropriately incorporated.
132. The IEAC will develop a framework document on Indigenous Education for Newfoundland and Labrador, to be completed by June 2019, which; a) supports and

improves educational opportunities for Indigenous students in K-12; and b) provides direction for revision of existing curriculum and development of new curriculum that reflects the history, contributions, traditions and culture of Indigenous peoples in NL and in Canada. The new framework will ensure that the works of Indigenous artists, writers, and scholars are present in curriculum materials.

133. The NL Minister of EECD participates on the Canadian Ministers of Education Council (CMEC) and regularly contributes to discussions related to Indigenous history and experience. Through CMEC, the Provincial Government continues to focus on pan-Canadian work that can contribute to eliminating the gaps in achievement and graduation rates between Indigenous and non-Indigenous learners. This includes Indigenous education data collection and analysis and ongoing dialogue with NIOs and other partners on a variety of Indigenous education issues.
134. GNL, partnering with IGOs and the University of Saskatchewan, is advancing an initiative that aims to send two Indigenous students annually from NL to law school<sup>86</sup>. The trilateral partnership improves access to legal education and will create new employment opportunities for members of local IGOs.
135. The University of Saskatchewan has committed to reserve two seats in the College of Law program annually for Indigenous students from NL. GNL allocates and funds two articling positions with JPS for those students upon graduation.
136. GNL is the second provincial or territorial government to enter into a partnership with the College of Law at the University of Saskatchewan. Initiatives such as this deliver on the Province's commitments to strengthen the province's economic foundation to deliver better services and better outcomes for Indigenous people.
137. The Labrador Aboriginal Training Partnership (LATP)<sup>87</sup> comprises the Innu Nation, NG, and NCC, and deploys federal, provincial and/or industry funding to support a combination of life skills, on-the-job, and skills development training for Indigenous people for employment related to the construction and operation of the Lower Churchill Projects, and other developments in Labrador.
138. In June 2018, the Provincial and Federal Governments announced a \$23.6 million dollar project led by the Labrador Aboriginal Training Partnership (LATP). Over the course of this project, LATP provides skills development and training-to-employment opportunities

that will assist over 400 indigenous participants in Labrador to have the opportunity to work at the Vale mine site. Participants will gain skills and on-the-job training in various occupations including underground miner, apprentice trades, and mine site support and services<sup>88</sup>.

139. The WPO assists in the negotiation of Gender Equity and Diversity Plans and Women's Employment Plans for large industrial projects. This enhances economic opportunities for Indigenous women, and other underrepresented groups, and increases financial independence, autonomy, and security. A recent example of such a plan is the Nalcor Energy Gender Equity and Diversity Program for the Muskrat Falls Project<sup>89</sup>.
140. In 2016, the Federal and Provincial Governments, along with partners the NG, MIFN, Bell Aliant and Vale, announced a total of \$3 million investment to enhance the existing microwave radio system currently serving the Inuit communities of Rigolet, Makkovik, Postville, Hopedale and Nain, as well as the MIFN in Natuashish. Expanding on the broadband infrastructure for northern Labrador not only enables the region to better build capacity, manage local services, and support economic diversification, but also to access online programs and supports<sup>90</sup>.

### **Barrier-Free Housing and Culturally Relevant Shelters in Newfoundland and Labrador**

141. GNL acknowledges that safe, stable and affordable housing is fundamental to the social and economic wellbeing of all individuals, families and communities in Newfoundland and Labrador, including Indigenous women and girls.
142. Newfoundland and Labrador Housing Corporation (NLHC) is a Crown corporation whose mandate is to develop and administer GNL's social housing policy and programs for the benefit of low to moderate income households throughout the province, with a focus on supporting the most vulnerable and those with distinct needs.
143. The housing programs delivered serve homeless clients, renters, homeowners, and key target populations including persons with disabilities, persons with complex needs, seniors, youth and victims of family violence<sup>91</sup>.
144. NLHC offers a diverse range of programs from home repair assistance to delivery and maintenance of public affordable social housing units. In 2018, there are 5,590 NLHC

social housing units, serving 11,657 individuals. Additionally, there are 1,803 rent supplement units<sup>92</sup>.

145. In February 2018, accountability for emergency shelters and the province’s transition houses which serve women and children fleeing violence was transferred to NLHC<sup>93</sup>. This move put the responsibility for the majority of housing and homelessness components of the housing continuum most influenced by government policy in one place. This transfer of services is an opportunity to shift government’s response to homelessness to prevention and support. Table 3 provides a list of Transition Houses funded by NLHC<sup>94</sup>.

<b>Transition House</b>	<b>Community</b>	<b>Beds</b>
<b>Hope Haven</b>	Labrador City-Wabush	9
<b>Libra House</b>	HVGB	10
<b>Nain Transition House</b>	Nain	9
<b>Kirkina House</b>	Rigolet	8
<b>Selma Onalik Safe House</b>	Hopedale	4
<b>Kirby House</b>	St. John’s	22
<b>O’Shaughnessy House</b>	Carbonear	16
<b>Grace Sparkes House</b>	Marystown	10
<b>Cara House</b>	Gander	13
<b>Corner Brook Transition House</b>	Corner Brook	33

Table 3. List of transition houses funded by NLHC

146. In addition to the above-listed transition houses funded by NLHC, there are two additional safe houses in Sheshatshiu and Natuashish.

147. NLHC has a policy for victims of violence. A social work referral is completed and the NLHC assigns social worker assigned to the applicant to provide assistance, answer questions and provide referrals to other services.<sup>95</sup>
148. In 2018, the Governments of Canada and Newfoundland and Labrador invested in affordable housing and supported services for victims of domestic violence and their families in Happy Valley-Goose Bay. Since 1985, Libra House has provided safe shelter and support for women and children in Happy Valley-Goose Bay who experience family violence. Services are available 24 hours, seven days a week, along with a 24-hour crisis phone line. The four new two-bedroom units will provide stable housing and related services for women and children who have experienced domestic violence. The Federal and Provincial Governments contributed \$600,000 to this initiative through the Investment in Affordable Housing Agreement<sup>96</sup> while the project also received \$330,500 through the Homeless Partnering Strategy<sup>97</sup>.
149. In 2018, the Governments of Canada and Newfoundland and Labrador invested \$75,000 in the construction of a three-bedroom home for a low-income family in Happy Valley-Goose Bay, through the Investment in Affordable Housing Agreement. The home was developed by Habitat for Humanity Newfoundland & Labrador<sup>98</sup>.
150. The shelters in Happy Valley-Goose Bay, Gander and Marystown have been able to renovate or upgrade their facilities and continue providing assistance to victims of family violence throughout the province, through an investment of \$236,000 from the joint federal/provincial Shelter Enhancement Program<sup>99</sup>.
151. While the social housing stock in NL remains a critical source of housing infrastructure across the province, the utilization of this stock presents a significant challenge. The current stock does not reflect the current need in most communities, as an older housing stock of 3 and 4 bedroom units cannot effectively serve a waitlist which is primarily composed of singles, couples, and small families. NLHC will need to find ways to better utilize this stock, through modernization and transformation, while continuing to serve those low income households that require social housing as a critical source of shelter. This is particularly important in light of the economic context and the impact it is anticipated to have on delivery for affordable and social housing.



## Restorative Justice and Criminal Justice Reforms

152. Newfoundland and Labrador is participating in national efforts toward criminal justice reform. Such reform provides an opportunity to reflect on challenges and ways to deliver services differently, more efficiently, and with better outcomes. Examples of areas that offer opportunities to reduce the burden on the criminal justice system and enhance efficiencies include bail supervision and restorative justice (RJ).
153. RJ focuses on addressing the harm caused by crime while holding the offender responsible for his or her actions. It provides an opportunity for the parties directly affected by crime – victims, offender and community – to identify and address their needs.
154. The philosophy of RJ is based on the traditional practices of Indigenous cultures around the world.
155. In November 2018, the Minister of JPS participated in the Federal, Provincial and Territorial (FPT) meeting of Justice Ministers, where ministers discussed the role that RJ can play at all stages of the criminal justice system to help modernize the system and promote safer communities. The use of RJ encourages accountability of offenders to their communities and victims; supports better outcomes for victims; aims to interrupt the cycle of criminal behaviour; and provides opportunity for healing, repairing harm and reintegration.
156. FPT Ministers approved the Principles and Guidelines for Restorative Justice Practice in Criminal Matters and endorsed Restorative Justice – Key Elements of Success, which support accelerating the use of RJ. Ministers agreed to increase the use of RJ processes by a minimum target of 5% per jurisdiction over the next 3 years<sup>100</sup>.
157. GNL is collaborating with other provinces and territories on several RJ initiatives, including but not limited to the RJ Narrative Data Capture Project and the Federal-Provincial-Territorial (FPT) RJ Working Group.
158. In May 2018, the Provincial Advisory Council on the Status of Women held a seminar on *Implementing Restorative Justice in the NL Criminal Justice System*, as part of Victims and Survivors of Crime Week 2018. This half-day seminar discussed how restorative justice principles can be implemented in our provincial justice system and play a critical role in supporting and addressing harm done to victims, survivors, and their families as

well as meeting their needs in seeking justice. The goal of this event was to expand awareness around the benefits of restorative justice among educators, those working in the criminal justice system, the general public and examine next steps for implementation.<sup>101</sup>

159. In June 2018, representatives from the Department of JPS, the NL Provincial Court, RNC, RCMP and a representative from the Miawpukek First Nation (MFN) were in Halifax participating in the Collaborative Learning Conference on the Acceleration of the Use of Restorative Justice in the Criminal Justice System, which is helping to provide GNL with a framework to move forward with Restorative Justice initiatives in NL<sup>102</sup>.
160. In April 2017, JPS announced a partnership with graduate students from Memorial University of Newfoundland on a feasibility study for a bail supervision program in NL<sup>103</sup>.
161. In May 2017, the Department of JPS announced a Drug Treatment Court pilot project in St. John's. The new court, which is expected to open in 2018, is intended for offenders with serious drug addictions, who commit non-violent, drug-motivated offences. The pilot project comes after the conclusion of a Drug Treatment Court Feasibility Study<sup>104</sup>.
162. Drug Treatment Courts aim to reduce the number of crimes committed to support drug addictions. The court will bring together treatment services for substance abuse and the criminal justice system to deal more effectively with the drug-addicted offenders.
163. These courts offer court-monitored treatment, random and frequent drug testing, incentives and sanctions, clinical case management and social services support. This problem-solving approach offers an alternative to traditional criminal justice responses by addressing the underlying problems that contribute to crime.

**LOOKING FORWARD: WORKING TOGETHER TO MAKE TOMORROW  
SAFER FOR INDIGENOUS WOMEN AND GIRLS**

164. While Indigenous communities in Newfoundland and Labrador may struggle with challenges wrought by intergenerational trauma and mental health and addictions issues, these challenges are not insurmountable. With the appropriate supports, Indigenous communities can build on their strengths, culture and experiences to find solutions that will improve quality of life for women and girls and support better outcomes for all.
165. The disproportionate rate at which Indigenous women and girls experience violence is a national problem that calls for national solutions. It is crucial to develop flexible national programs that can be altered as required to meet local needs and circumstances.
166. GNL looks forward to receiving the recommendations from the Inquiry and to continuing to work with IGOs, members of Indigenous communities, and federal, provincial and territorial governments for the benefit of all Indigenous women, girls and 2SLGBTQ persons in Newfoundland and Labrador.

All of which is respectfully submitted this 14<sup>th</sup> day of December, 2018.

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Chad Blundon  
Solicitor

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## ENDNOTES

- <sup>1</sup> What We Heard: National Inquiry into Missing and Murdered Indigenous Women and Girls, Government of Newfoundland and Labrador, May 2017 [https://www.gov.nl.ca/iias/wp-content/uploads/What\\_We\\_Heard\\_May2017.pdf](https://www.gov.nl.ca/iias/wp-content/uploads/What_We_Heard_May2017.pdf)
- <sup>2</sup> Aboriginal Peoples Highlight Tables, Statistics Canada, 2016 Census, Statistics Canada website <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/hlt-fst/abo-aut/Table.cfm?Lang=Eng&S=99&O=A&RPP=25>
- <sup>3</sup> Aboriginal Peoples: Fact Sheet for Newfoundland and Labrador, Statistics Canada website <https://www150.statcan.gc.ca/n1/pub/89-656-x/89-656-x2016002-eng.htm>
- <sup>4</sup> *Labrador Inuit Land Claims Agreement Act*, SNL2004, c. L-3.1 <https://www.assembly.nl.ca/legislation/sr/statutes/103-1.htm>
- <sup>5</sup> *Daniels v. Canada (Indian Affairs and Northern Development)*, 2016 SCC 12 <https://scc-csc.lexum.com/scc-csc/scc-csc/en/item/15858/index.do>
- <sup>6</sup> The Way Forward: A Vision for Sustainability and Growth in Newfoundland and Labrador, Government of Newfoundland and Labrador [https://www.gov.nl.ca/pdf/the\\_way\\_forward.pdf](https://www.gov.nl.ca/pdf/the_way_forward.pdf)
- <sup>7</sup> Please note that on November 21, 2018, the St. John's Native Friendship Center changed its name to First Light St. John's Friendship Centre. Any usage of the former name (St. John's Native Friendship Centre) or its abbreviation (SJNFC) is a reference to the First Light Centre.
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