

Implementation Resource Guide for Members



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Guiding Statements

By signing onto the Thunder Bay Anti-Racism and Inclusion Accord, signatory members affirm their commitment to moving forward in the spirit of reconciliation with Indigenous peoples in the city. We acknowledge our vision of a shared future rooted in the truth of our past and our commitment to mutual respect, equal opportunity and hope.

We are committed to an inclusive society for all members of the Thunder Bay community, in keeping with the Ontario Human Rights Code, the Canadian Charter of Rights and Freedoms, the United Nations Declaration on the Rights of Indigenous Peoples, and the International Convention on the Elimination of All Forms of Racial Discrimination.

Land Acknowledgement

We acknowledge that Thunder Bay is built on the traditional territory of the Anishinabek, which includes the Ojibwa of Fort William First Nation, signatory to the Robinson-Superior Treaty of 1850. We also acknowledge the contributions of the Métis peoples. It is a city where diverse Indigenous Peoples have taken residence. Immigrants, from multigenerational to newcomer, have also chosen to reside in the city. Thunder Bay has a history that includes European settlement and colonization. In recognition of its diversity, we aspire Thunder Bay to be a protective and inclusive environment for all.

Background on the Accord

What is the Purpose of the Accord?

The Anti-Racism & Inclusion Accord is a collective statement by signatories that systemic racism exists in Thunder Bay as a result of colonization, and that this racism threatens the welfare of all community members. In particular, racism targeting the city's Indigenous community is an urgent issue.

Signatories are committing to building a more inclusive society for all members of the Thunder Bay community by implementing the recommendations of the following reports: the Seven Youth Inquest, the Truth and Reconciliation Commission of Canada, and the National Inquiry into Missing and Murdered Indigenous Women and Girls (the Three Investigations).

Indigenous people also identify as 2SLGBTQIA, and mixed ancestry. By taking an intersectional approach to addressing anti-Indigenous racism, we hope that it will also improve conditions for other racialized and marginalized groups.

Creation of the Resource Guide

The Accord was signed on June 19, 2018 by members of a newly formed Coalition of the largest public employers in the city committed to establishing goals and reporting on progress to address anti-Indigenous racism and discrimination in the community. Creating this Resource Guide was one of their commitments.

Following adoption of the Accord, key Coalition member staff worked together to create this Guide to help Coalition members and new signatories implement the Accord for their respective organizations.

The Resource Guide was presented to the Coalition and approved in June 2021. A future review of this guide is planned in three years to ensure that it is still relevant, serves members and community at large.

Introduction to the Resource Guide

Purpose of the Guide

The purpose of the *Anti-Racism and Inclusion Accord Resource Guide* is to support signatories in developing plans to implement commitments set out under the Accord.

This Guide is a toolkit and road map to help members in planning and prioritizing actions identified in the Accord that could apply to their respective organizations.

Signing onto the Accord: What does it mean to be a member?

By signing, organizations agree to address racism, to comply with domestic laws and international conventions around anti-racism, and commit to building an inclusive society for all in Thunder Bay.

What do Members Commit to Under the Accord?

Each organization commits to:

1. Address racism against Indigenous and racialized persons by setting short- and long-term goals to meet the commitments in one or more of the Three Investigations listed.
2. Support an ongoing process of truth and reconciliation throughout their organization and in our community by developing and maintaining respectful relations with Indigenous governments, organizations and individuals.
3. Report on goals annually, beginning in June 2019.

The Coalition will:

1. Develop and maintain a Thunder Bay Anti-Racism Accord Resource Guide to support the coordination of the Accord.
2. Meet their commitments by working collaboratively, both internally in their organizations and throughout the community.

In practice, this means that each Accord member will:

1. Develop a short-term and long-term action plan on anti-racism;
2. Implement relevant commitments of at least one of the Three Investigations within the Accord;
 - a) Truth and Reconciliation Commission of Canada Final Report
 - b) Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls
 - c) Seven First Nations Youth Coroner's Inquest Jury Verdict and Recommendations
3. Develop and maintain respectful relations in the spirit of supporting truth and reconciliation
4. Report on goals annually

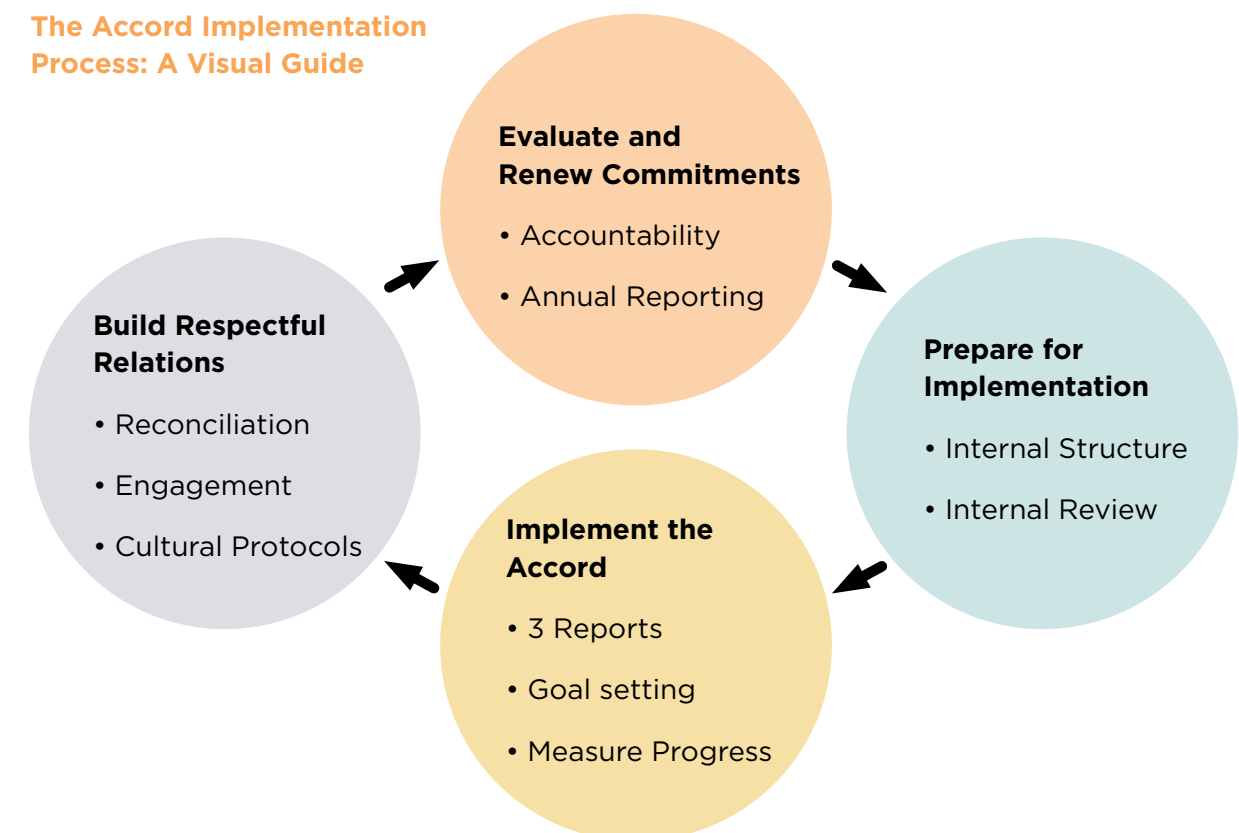
What do we expect to achieve?

In implementing the Accord, we hope to realize inclusion for Indigenous people who live, work, and visit Thunder Bay. We hope to lead our community down a path of friendship, common understanding, and mutual respect. It is our belief that our efforts will find resonance within our own organizations and across the Thunder Bay community.

In order to address systemic racism within our respective organizations and across the city, we hope to:

- Fully recognize the traditional territory of the Anishinabek, who have lived on and took care of these lands since time immemorial,
- Recognize Thunder Bay as the “home” for an increasingly diverse population,
- Address the harm caused by colonial attitudes and institutions,
- Address the injustices identified in the commitments from the Three Investigations using the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), Ontario Human Rights Commission (OHRC) and International Convention on the Elimination of All Forms of Racial Discrimination (ICEAFRD) as our guide.

The Accord Implementation Process: A Visual Guide



1. Prepare for Implementation



1.1) Build an Internal Support Structure

Taking on implementing the Accord can be a large undertaking and can be achieved if you have a reliable structure to do so. It is a good idea to start by asking a few guiding questions:

1. What structures currently exist in your organization to implement the Accord? What roles and responsibilities are already in operation?
2. What resources and time are you able to dedicate to implementing the Accord?
3. Who are your Leaders and potential Champions?
4. Which commitments should you focus on and what are your corporate priorities?
5. What are the outcomes that you are trying to achieve?

Structural Elements

While each Accord member may differ, there are similarities in the ways staff and resources can be allocated. Establishing structures demonstrates dedication to the work. Below are things to consider:

- **Designated Staff/Champion** – every project needs a leader, and yours should too. A member of senior management or board member along with a small team, perhaps from your human resources department, would form a good core group.
- **Other Staff** – bring in help and expertise as needed. You should involve other staff as needed and where feasible. On occasion you may need outside help. This could mean finding a consultant or contractor and will depend on the size and complexity of your organization (e.g. to conduct a third-party assessment).
- **Committees** – striking internal committees and joining external committees is part and parcel of the Accord. Your participation in committees will allow you to share your efforts to others, find areas of collaboration and maintain focus of your efforts on project implementation within.
- **Strategic Plan** – develop a plan and terms of reference for your staff and committees. These documents will help guide your efforts and keep you on track.

Maintain Your Structure

There are bound to be changes to your structure over time. Keeping the group engaged and involved should include regular training, support and communication. This could be in the form of a change in policy, or professional development targeted to those most active in the area of anti-racism and inclusion in your organization.

Perform regular evaluations of the structure to determine if your efforts are well-resourced or if adjustments are needed. Being flexible is important as circumstances and needs may change over time.

1.2) Establish a Starting Point

To develop a plan, it is important to know where your organization currently stands on anti-racism. Asking key questions is helpful and can be used to determine the state of anti-racism and inclusion for your organization. Here are examples of areas to consider:

1. Identify your organization's reasons for committing to the Accord.
2. Take stock of current activities responding to anti-racism and inclusion.
3. Scan policies and procedures. Do they include inclusive language? Do they need to be updated?

4. Conduct qualitative and quantitative research. What are your internal demographics? What is the demographic of your clientele? Do you lack diversity? What are the issues of your clientele?
5. Identify stakeholders and partners. Who are your current stakeholders and partners? Who do you wish you were serving or partnered with?

Larger organizations may consider undertaking a third-party review. A third-party review may include a structural and systemic review of the foundational components of your organization:

- Workforce demographic survey or profile
- Governance Structural Review
- Policy and Procedural Review



2. Implement the Accord



2.1) Review the Three Investigations

Review the commitments from each of the Three Investigations and identify which ones would apply to your organization. These should align with potential areas for change you may have already identified. Once relevant commitments are identified, identify high-level goals. For each goal, include:

- Purpose and rationale for that commitment being addressed
 - Relevant facts, data, and regulations
- General timeline for action (short or long-term/ongoing implementation)
- Key Actions
 - How you plan to accomplish the goal
 - Key considerations and questions to support ongoing analysis and implementation
 - Best practices
 - Some Do's and Don'ts (where relevant)
- Responsible individual/department
- Implementation Status

Example:

Call to Action	Activities and Initiatives	Responsibility	Implementation Notes (Term, Indicators, stories of success)
57: ... provide education... on the history of Aboriginal peoples, including the history and legacy of residential schools,...skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism.	<ul style="list-style-type: none"> • Indigenous Cultural Awareness Training • Supplemental, advanced training • Shared Path Initiative, Kairos Blanket Exercise 	<ul style="list-style-type: none"> • Manager, Diversity and Inclusion • Human Resources - Liaison 	Long-term, ongoing <ul style="list-style-type: none"> • Number of staff trained in Cultural Awareness; • Participants seek smudging guidance

2.2) Setting Short and Long-Term Goals

Some goals will be easier to complete and may need completion before other actions begin- these are short-term goals. They have precise time frames, may propel you towards the next step, let you assess other goals as you work through them, and allow you to celebrate achievements as you go.

Other goals will take more time and a greater amount of resources. While daunting, it is necessary to include them. Long-term goals, once set, are not easily forgotten. They can give your organization a sense of direction or purpose, and could shape how you interact with your specific “environment”.

Identify Opportunities for Partnerships

You may find that you and other Accord members intersect in focus. Combining efforts could push results from acceptable to exceptional. The Accord encourages collaboration. This can be done by:

- Forming committees to address specific commitments, themes, or actions
- “Signing onto” other existing programs or initiatives lead by other Accord members
- Reaching out to members to team up on a common action item in your action plan.
- Providing advice to other members on your own successes and failures as you gain experience

SMART Goals and Objectives

These ensure your goals are clearly linked to your commitments and make reporting on progress easier:

- ✓ **Specific** – is the goal/objective specific and easily understood?
- ✓ **Measurable** – how will you measure success? Can it be fact-checked or verified?
- ✓ **Attainable** – Can your goals be attained using resources available to you?
- ✓ **Realistic** – Are your objectives really something your organization can accomplish?
- ✓ **Timed** – Do you have a timeline for your goals and objectives?

Analyzing Goals

This step will help you focus your energy and resources, thereby being efficient in actions. A SWOT analysis is a proven method for accomplishing this. SWOT analysis offers an opportunity to consider a holistic approach that is best-suited to your organization’s operating philosophy.

What is a SWOT Analysis?

- **Strengths** – what has your organization done well? What supports are available to draw on?
- **Weaknesses** – where do you lack resources, knowledge, awareness, and/or infrastructure?
- **Opportunities** – what are current trends can you capitalize on/what aligning efforts can you support? What needs can your organization fill? Is there an influx of a particular demographic/resource you could tap into? Are there grants available?
- **Threats** – What concerns are there? Will there be opposition to your proposed action? From who/where? Is your proposal within your comfort zone?

Establishing a Framework:

If you wish to use Indigenous frameworks in your approach, it is imperative to first engage with Indigenous knowledge keepers, preferably with Elders when developing such a framework.

2.3) Potential Areas for Change

- Human Resources
 - Recruitment – attracting diverse talent, use of innovative, low-barrier methods
 - Retention – employee engagement, professional development
 - Succession Planning – creating opportunities for advancement, mentorship, internships
- Governance
 - Representation – in management and across the organization
 - Membership – professional affiliations
 - Policies and procedures
- Service Delivery
 - Client experience
 - Equitable access
 - Staff training
- Community Engagement
 - Sponsorship and Participation at Charitable and Community Events
 - Feedback Opportunities with the Public
 - Fostering harmonious relations with indigenous partners and communities

2.4) Indicators of Success

Below are examples of outcomes you may consider in measuring actions against commitments chosen:

- Improvements to statistics (employment, education, homelessness, poverty)
- Increased participation by Indigenous peoples in a service or program you provide
- Indigenous people are more engaged in your work (board participation, visits to website)
- Racialized community members report feelings of being welcomed and respected
- Seeing Indigenous people being positively represented in the community
- Fewer human rights or workplace complaints reported

We encourage you to consider and apply the Principles of OCAP before you collect and report data.



What is OCAP?

For a long time, colonial governments, researchers, and other organizations have studied Indigenous people and collected data, often without consultation or permission. In some cases, the so-called 'research' had severely detrimental effects on Indigenous people. This precipitated the formation of organizations like the First Nation Information Governance Centre and the Principles of Ownership, Control Access, and Possession or OCAP. For more information on OCAP visit: [Home | The First Nations Information Governance Centre \(fnigc.ca\)](https://fnigc.ca)

3. Build Respectful Relations Grounded in Truth and Reconciliation



3.1) Truth and Reconciliation

Reconciliation is about restoring balance in relations between Indigenous People and Canadians (TRC, 2015). Learning about Indigenous communities and their experiences is key to building better relations.

Please refer to the Ontario Human Rights Commission's [Manual on Anti Racism and Discrimination for Municipalities](#), which offers examples on improving relations with Indigenous peoples. Below are a few examples of ways to foster respectful relations:

- Mandatory Indigenous cultural awareness and anti-racism training for staff and leaders
- Regular engagement mechanisms with key partners (e.g. committee, annual event)
- Communication modes to connect with community (e.g. newsletter, website, social media)
- Collaborative project or initiative with key partners (e.g. awareness campaign, inclusive artwork)

3.2) Community Engagement

Assess your current relationship with nearby Indigenous communities and organizations. Below are a few questions to help get you started or improve your current relationships:

- Are you currently in contact with any Indigenous communities and organizations in the area?
- Does your organization have a dedicated Liaison person, or is your outreach ad-hoc?
- What is the nature of your current relationships with Indigenous communities or clients? How would you like the relationship to be?
- Who could you enlist or what resources are available to help you develop this relations?

Engaging in dialogue can be as simple as sending out an invitation when you plan to take an action, or picking up the phone. How best to engage should be informed by those you intend to engage with. It is also helpful to check in and inquire on whether the Indigenous representative body has an engagement protocol. Checking the community's website or calling their office should shed some light on this.



3.3) Cultural Protocols and Community Considerations

Involving Elders is very important among many Indigenous cultures. Elders possess knowledge and ways of approaching things that are critical to understanding, especially when fostering inclusion. To best connect with Elders, it is preferable to meet with them in their communities or through someone you know who is familiar with them. This is an important part of respecting Indigenous forms of governance and cultural norms. Be prepared to observe cultural protocols and use appropriate communication skills.

When approaching a community to request knowledge or support, be mindful of their capacity to respond to your requests. It may be the case that Indigenous communities or organizations are already dealing with many other priorities. Your request, although respectful and well thought out, may not be something they currently have the staff or time resources to address. It is a good idea to “have your ear to the ground” and be aware of what else might be going on at that particular moment.

4. Evaluate and Renew Commitments

4.1) Accountability Mechanisms

The main accountability mechanism embedded into the Accord is the requirement for annual reporting. Although there are no explicit penalties for failing to meet your organization’s goals, not meeting them may compromise your reputation with Accord peer members, or with Indigenous partners and community members. It is therefore important to ensure that your goals are SMART. It is OK to start small and to build on early and easy successes. As you build on your successes, you can choose to tackle increasingly complex or larger undertakings, using your early experience to guide you.

4.2) Annual Reports

Coalition members are expected to produce an annual report on their implementation of the Accord. It is up to your organization how you will publish your report and who to present it to (other Accord signatories). Current and past reports will be available on the Accords website.

Appendices

Appendix A: Glossary

Aboriginal Peoples: a collective name for the original people of North America and their descendants. The Canadian Constitution (the *Constitution Act*, 1982) recognizes three groups of Aboriginal Peoples – First Nations, Métis and Inuit – as separate peoples with unique heritages, languages, cultural practices and spiritual beliefs.

Abuse of power or authority: The abuse and misuse of power or authority in the course of performing work with external stakeholders or internally among staff. The effects can be damaging to morale and working relationships.

Abuse of power or authority can take various forms. For example:

- Bullying or harassing behaviour
- Requesting personal favours
- Pressuring others to distort facts or break rules
- Interfering with the ability of a colleague or partner to work effectively (i.e. by impeding access to information or resources).

Anti-racism/Anti-oppression: an active and consistent process of change to eliminate individual, institutional and systemic racism as well as the oppression and injustice racism causes.

Discrimination: treating someone unfairly by either imposing a burden on them, or denying them a privilege, benefit or opportunity enjoyed by others, because of their race, citizenship, family status, disability, sex or other personal characteristics (note: this is not a legal definition).

Elder: a distinguished individual who is recognized in the Indigenous community for the gift of wisdom, healing and/or spiritual leadership.

First Nation(s)/First Nations People: this term became common use in the 1970s to replace the word “Indian.” Although the term First Nation is widely used, no legal definition exists. The term has also been adopted to replace the word “Band” in the naming of communities. Many people today prefer to be called “First Nations” or “First Nations People” instead of “Indians.” Generally, “First Nations People” is used to describe both Status and Non-Status Indians. The term is rarely used as a synonym for “Aboriginal Peoples” because it usually does not include Inuit or Métis people.

Inclusion: appreciating and using our unique differences – strengths, talents, weaknesses and frailties – in a way that shows respect for the individual and ultimately creates a dynamic multi-dimensional organization.

Inclusive design: Taking into account differences among individuals and groups when designing something, to avoid creating barriers. Inclusive design can apply to systems, facilities, programs, policies, services, education, etc.

Indigenous: generally used in the international context, refers to peoples who are original to a particular land or territory. This term is very similar to “Aboriginal” and has a positive connotation.

Intersectionality: the interconnected nature of social categories like race, class, and gender identity create overlapping and interdependent systems of discrimination and disadvantage. An **Intersectional Approach** to anti-racism is believed to alleviate discrimination and disadvantage to all affected groups, even though a specific action may only target one racialized or disadvantaged group.

Privilege: unearned power, benefits, advantages, access and/or opportunities that exist for members of the dominant group(s) in society. Can also refer to the relative privilege of one group compared to another.

Racism: a belief that one group is superior or inferior to others. Racism can be openly displayed in racial jokes, slurs or hate crimes. It can also be more deeply rooted in attitudes, values and stereotypical beliefs. In some cases, people don’t even realize they have these beliefs. Instead, they are assumptions that have evolved over time and have become part of systems and institutions.

Systemic barrier: a barrier embedded in the social or administrative structures of an organization, including the physical accessibility of an organization, organizational policies, practices and decision-making processes, or the culture of an organization. These may appear neutral on the surface but exclude members of groups protected by the *Human Rights Code*.

Systemic discrimination: patterns of behaviour, policies or practices that are part of the social or administrative structures of an organization, and which create or perpetuate a position of relative disadvantage for groups identified under the *Human Rights Code*.

White fragility: a series of defensive responses and behaviours triggered when the unstable racial equilibrium is challenged causing a white person to feel uncomfortable or as though they are personally being implicated in white supremacy. These behaviours can include dismissiveness or distress. Fragility can also be ascribed to the male gender in situations challenging male superiority or misogyny.

Appendix B: Additional Information

[Anti-racism and anti-discrimination for municipalities: Introductory manual | Ontario Human Rights Commission \(ohrc.on.ca\)](https://ohrc.on.ca/anti-racism-and-anti-discrimination-for-municipalities-introductory-manual) Ontario Human Rights Commission: Anti-Racism and Anti-Discrimination for Municipalities Introductory Manual

[CCMARD - Canadian Coalition of Municipalities Against Racism and Discrimination \(ccmard.ca\)](https://ccmard.ca/toolkit) Canadian Coalition of Municipalities Against Racism and Discrimination: Toolkit for Municipalities, Organizations and Citizens

<https://en.unesco.ca/-/media/Files/Unesco/Resources/2020/04/ToolkitCoalitionInclusiveMunicipalities.pdf> The Coalition of Inclusive Municipalities: A Guide for New and Established Members

Online Video Resources:

- <https://youtu.be/gvOlxcayEWY> Canadian Environmental Law Association: Working with Indigenous Peoples 101 presented by Gary Pritchard

Appendix C – The Three Investigations

Office of the Chief Coroner: Seven First Nations Youths Verdict of Coroner’s Jury (2016): [OCC Inquests - Seven First Nations Youths 2016 | Ministry of the Solicitor General \(gov.on.ca\)](#)

Truth and Reconciliation Commission of Canada: Calls to Action: [NCTR - National Centre for Truth and Reconciliation](#)

Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls: [Home Page - Final Report | MMIWG \(mmiwg-ffada.ca\)](#)

Acknowledgements

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