Interim Report
Missing and Murdered
Indigenous Women and Girls
Implementation Framework
April 15, 2020
Les Femmes Michif Otipemisiwak would like to offer our thanks to Joy Sinclair of Sinclair Consulting for the preparation of this interim report.
Executive Summary

Les Femmes Michif Otipemisiwak (LFMO) has established a significant nation-wide, community-based protocol that allows for the preparation of a comprehensive Métis-distinct Framework Strategy for respectful inclusion into Canada’s National Action Plan. The Métis Nation Interim Report provides a synoptic scan of the Métis community’s priorities in support of the National Inquiry’s ‘Calls for Justice,’ and the Métis Nation’s, Calls for Miskotahâ [Change], regarding “truth, justice and fair reparation,” on behalf of the Missing and Murdered Indigenous Women and Girls; MMIWG victims, victim survivors and their families.

Utilizing the Métis Nation’s network of recognized national, provincial and regional institutions, Les Femme Michif Otipemisiwak, has followed traditional guidance protocols in generating a respectful and inclusive community consultation, and in the development of Métis-lensed engagement tools, that will continue to drive and guide the completion of the Métis Nation MMIWG Implementation Framework project.

As noted within the Interim Report, the current health pandemic has changed the trajectory of the stakeholder engagement activities from province-hosted regional meetings to an “isolation-sensitive” engagement focus. As such, the project is currently re-designing the consultation instruments from physical engagement protocols to the preparation of on-line meeting platforms as well as working with communities to ensure the availability of remote network communication systems and the development of community accessible and integrity resilient data gathering tools.

Les Femme Michif Otipemisiwak, understands the time-sensitive importance of providing the Government of Canada with the guidance and direction articulated by Canada’s Métis peoples, affected, impacted and forever marked by the on-going shared lived experiences of the MMIWG tragedies. The following, ‘Key Recommendations for Action’ are a precursor to the wide range of recommended actions and strategies that will mark the expectations of the Métis Nation, in the concluding document of the Métis-distinct National Implementation Framework on Missing and Murdered Indigenous Women and Girls.

Key Recommendations for Action

- Establishing base-line data in all policy areas, as integral elements to the development of Métis-specific, targeted, responsive programs and services as defined by the needs of Métis people.
- Mandated trauma-informed cultural safety programs, integrated Métis GBA+ analysis and comprehensive testing of new and developing equality strategies for Métis women.
• Capacity expansion and enhancement of Métis-distinct MMIWG services implemented by National, Provincial, Regional and local Métis Organizations.
  o Métis-focused Gladue Reports reflective of Métis realities and addresses current Gladue-factor-relevant release to community, program capacity shortages.
  o Métis system navigators in the areas of health care, housing, child and family services.
  o Expansion of FILU’s to include Metis-specific and designed Family Well-being Programs.
  o Funding enhancement to Child and Family Services to address existing service discrepancies and add GBA+ review capabilities regarding prevention, intervention, kinship care, foster care; with special consideration to program supports and current CFS service policies for Métis youth, “aging out of care.”

• Métis-lensed and MMIWG-perspective review of Criminal Justice, Public Safety, Victim’s Services; National inter-governmental strategy to provide solutions to transitional issues related to jurisdiction.
• Profundity of Best and Wise, Métis Health and Wellness practice models; adaptative, delivery and evaluation.
Overview

Les Femmes Michif Otipemisiwak (LFMO) is the lead on the Missing and Murdered Indigenous Women and Girls file on behalf of and at the direction of the Métis National Council (MNC) and its governing members since the inception of the National Inquiry (NI/the Inquiry) process.

Confirmation of Les Femmes Michif Otipemisiwak’s continuing role, as lead, on behalf of the Métis Nation, was reaffirmed during an August 29th, 2019 meeting, between MNC’s Governing Members and MNC Senior Officials, Les Femme Michif Otipemisiwak and the Government of Canada.

Les Femme Michif Otipemisiwak, with the financial support of the Government of Canada, has initiated consultative engagement across the Métis homeland on the development of a Métis-specific Implementation Framework. As a spearhead to the Métis Nation initiative, Les Femme Michif Otipemisiwak has requested appointments from the Métis National Council and Métis Nation Governing members, for the convening of a Technical Committee, as a first step in achieving the overarching project goals.

Project Update

COVID-19 Response Strategy

In compliance with the current national health emergency directives, the Office of Les Femmes Michif Otipemisiwak has cancelled and or suspended the on-site community engagement-specific project activities that had previously been activated and scheduled for completion in March and April of 2020. In the interim, and until the essential services and mandatory stay-at-home and self-isolation orders have been lifted, all project consultation initiatives will be accomplished utilizing the on-line meeting platforms and tele-conferencing systems of communication.

The Métis Nation Technical Committee continues to communicate regularly, receiving updates on the status of the project activities. The project continues to be under the direct supervision and guidance of the President, of Les Femme Michif Otipemisiwak, who provides a direct conduit to the Project Consultant and Les Femme Michif Otipemisiwak staff who have taken an active role in shifting the previously designed regional on-site/in-person community engagement protocols to a series of on-line survey study tools.
The Framework is proposed on a Métis Nation Red River Cart design, to provide a flexible, community based, cultural and wholistic approach to encapsulate a continuum of responses and mechanisms to address the critical issues and priority strategies needed to bring an end to violence against Métis women, girls and LGBTQ2S+ persons.

Les Femmes Michif Otipemisiwak have chosen the significantly cultural and historic Red River Cartwheel as the foundational structure to frame the distinction-based Métis Implementation Model for inclusion into the National Action Plan.

“Education got us into this mess, it will be education that gets us out.”
A Forum participant recites a quote by Senator Murray Sinclair
Summary of the Les Femmes Michif Otipemisiwak’s Women’s National Forum held in Ottawa, Ontario, March 3 - 6, 2020

Les Femmes Michif Otipemisiwak, President Omeniho, was supported by the Women’s Forum participants regarding the importance of building a distinctions-based Métis framework, designed to respond to the immediacy of needs expressed by the families of the Missing and Murdered Indigenous Women and Girls, as well as the victim survivors. Responding from a Métis perspective, Métis women, young and old, agreed, “This is not a women’s issue. It is a Métis Nation issue.”

In support of the engagement sessions, the Les Femmes Michif Otipemisiwak Women’s Forum participants, in particular, requested a consultation process that assured an, “OPEN DOOR POLICY,” that was grassroots driven and able to gather input “at a community level.” Determining, “Métis women should have consultation input at EVERY STAGE,” of the development, creation and implementation of the National Action Plan.

Métis Women, believing in the importance of, “Identifying actions that will make a difference,” declared, “accountability,” and a “community feedback loop,” as a means to, “decrease the current rate of Missing and Murdered Indigenous Women and Girls.” Firmly establishing, “With correct and meaningful action, we should see visible change at ALL LEVELS.” The sharing and inclusion of “success stories,” was to be included in the Framework, with emphasis placed on sharing of “best practises.”

The collective wisdom and clarity of purpose is reflected in the Recommendation and Action Priorities, designed and dedicated to ensure the ongoing and future safety of all Métis women, girls and LGBTQ2S+ persons, and in the focussed intention to eradicate the targeted violence experienced by our Métis Women and girls, and bring to an end the ingrained policies and structured systems that underlies the unending intergenerational trauma impacting our Métis communities.
Recommendations and Priority Actions

Calls for Miskotahâ, Call for Change

It is the mission of Les Femmes Michif Otipemisiwak is to ensure that Métis women from across the homeland are safe, connected, empowered and to have the capacity to work with other Canadian and Métis organizations to help create the conditions for healthy, vibrant and productive communities throughout the Métis Nation. It is the intent and primary goal of the Les Femmes Michif Otipemisiwak, Call for Miskotahâ, “To create a safer, brighter future for Métis Women, Girls and LGBTQ2S+ Persons.”

Released June 30, 2019, the Métis Perspectives of Missing and Murdered Indigenous Women, Girls and LGBTQ2S+ People, Calls for Miskotahâ, presents 62 Métis intentioned and specific Recommendations for Action, formulated on the following purposed objectives:

1. Effecting meaningful, long-term systemic change through the dismantling of barriers.
2. The inclusion of Métis-directed and determined legislation and policy changes, to address, strengthen and fully achieve;
   - Recognition of Métis rights
   - Partnerships of respect and cooperation
   - Transformative systemic change
   - Facilitation of long-term healing processes
   - Honouring of Métis education and Knowledge Keeper practises
   - Development of unique systems of policies and solutions addressing issues and concerns
Preliminary Findings

Utilizing a variety of nation-wide engagement and consultation tools, the preliminary findings, both confirm and validate, the importance of understanding the cross-nation, sector by sector use of services and programs provided to Métis people and documents the critical resource gaps specifically experienced by Métis family and communities such as:

- A lack of Métis-specific information and support
- The common practise of utilizing a generic, pan-Indigenous approach to services
- A lack of gender diversity, and intersectional gender-lensed practises
- A lack of timely, safe transportation, and
- A lack of timely, emergency accessible resources; Including, financial and housing supports, all of which have been identified as resulting in heightened vulnerability in the lives of our Métis women, girls and LGBTQ2S+ persons.

The fulfillment of the thoughtful, strategic and self-determining ‘Recommendations for Action,’ provided by the Métis women engagement session participants, will bring an end to this tragedy of loss, that has gone on for far too long. As such, the Métis Nation is putting forward a preliminary, accelerated Plan of Action for immediate implementation and resolution. The Métis women and families have created a pathway forward for us, structured around the implementation of achievable, actionable short and long-term goals.

Métis Nation Implementation Framework

The vision of equality and protection for all Métis women, girls and LGBTQ2S+ persons, the framework is grounded in the belief in the complete elimination of systemic racism and discrimination against Métis women, girls and LGBTQ2S+ persons.

The mission of the Implementation Framework is the planned eradication of personal, stranger and systemic violence against Métis women and girls, as well as the immediate eradication of unfair and discriminatory practises against LGBTQ2S+ persons, and an end to Canada’s policies, structures and systems that continue to contribute to Missing and Murdered Indigenous Women and Girls (MMIWG).

The Implementation Framework is based on the fulfillment of the promised potential evident within all Métis women, girls and LGBTQ2S+ persons. Duly premised on the mandated achievements in and of academic and economic equality and as pro-beneficiaries of entitled respectful inclusion as decision-makers and self-determined leaders, it affirms and ensures the inalienable rights of Métis women, girls and LGBTQ2S+ persons to peace, security and the quiet enjoyment of life. To assure their right to thrive and survive.
The presented Framework for Recommended Action will provide the National Action Plan, the mechanism to redress Métis women, girls and LGBTQ2S+ MMIWG issues, and ensure definitive, relevant and life enhancing protocols and safety measures are considered the highest priority. Aligned and laser-focused for action, our Métis Nation community priorities will assure the delivery of a comprehensive, fully resourced implementation stratagem, that honours and addresses the illustrated priorities of female-gender directed violence, personal and public safety concerns, and systemic criminal justice and child welfare issues.

**Recommended Action for Métis Nation Framework**

**Identity, Data Collection and Research**

Establishing base-line data in all policy areas is integral in developing targeted programs and services that are responsive to the defined needs of Métis people. This Action provides financial supports and working infrastructure to a Métis Nation Working Group on Identity, Data Collection and Research, to meet across the homeland; specific working group and engagement of Métis women representative groups across the homeland. Additionally, this Action supports the demand and need for the honouring of the history, culture and identity of Canada’s Métis Peoples, through the definitive act of systemic recognition policies to ensure the fair and equitable treatment pertinent to land and resource sharing.

**Intergovernmental Affairs**

Policy development, engagement and consultation; development of engagement protocols and accords. This action will include the development and delivery of mandated trauma-informed cultural Safety Programs, integrations of a Métis Gender Based Analysis+ provisions and the development of a Framework System for Integrity Testing of a Comprehensive Strategy for Equality for Métis women.

**Consultation and Engagement**

Develop a strategy that will Identify best and wise practice models relating to Métis service delivery, and program evaluation models inclusive of resource use and cost. This action will support capacity for the implementation of MMIWG policies, including administration of the expansion of services by LFMO, MNC and Governing Members.

**Services**

Develop Community strategy, identify best/wise practice models of Métis service delivery, program evaluation models, including salaries, project delivery costs. This action will provide programming and service areas as defined by Métis governments and will be evidence-based. Programs and services considerations may include replicable and scalable projects throughout
the homeland, such as the Department of Justice, Service Strategy framework developed for the Canada-wide Family Information Liaison Units. Initial engagements have pointed to the expansion of Family Information Liaison Units, (FILUs) to have a Métis-specific focus with Family Well-being programs, Gladue Report Writing Services unique to Métis realities, Métis Court Support programs, Métis System Navigators, in the areas of Health Care, Housing, Child and Family Services.

Child Welfare

Develop enhancements to existing Child and Family Services funding model to ensure an enhanced Métis Gender Based Analysis+ lens is applied to all areas of Child Welfare. This action will provide enhanced service access to Métis families in the critical service areas of prevention, intervention, kinship care, foster care and, for Métis youth, essential supports as they “age out,” of the child welfare system.

Jurisdiction

Develop Jurisdictional Policy Framework Strategies inclusive of governance, consultation and engagement. This action will initiate the development of a National Inter-governmental Strategy to comprehensively address and ensure resolution of transitional issues related to jurisdiction. Further, this action examples the opportunity for strategic partnerships through the development of a direct avenue of - funding to service - model that provides an immediate and interactive “Prevention and Intervention” Action, itemed as a Nation-wide Emergency Safety Support protocol for all, identified as vulnerable to being a Missing and Murdered, Métis woman, girl and LGBTQ2S+ person.

Criminal Justice

Develop wide-ranging and inclusive Métis-driven consultation and engagement sub-committees to review, assess and address each service sector; Criminal Justice, Public Safety and Victim’s Services, as it relates to MMIWG. Exampled and referencing the Criminal Justice Sector, this action will provide avenues to specifically address the informed concerns of Métis citizens, who are calling for the adaption of court-related Gladue Reports to include a Métis perspective with consideration of Métis specific trauma and Métis-specific reparative and restorative community options.

Implementation Committee

Develop an Implementation Committee to Review the Calls for Justice and the Calls for Change and, ensure action is taken. This will ensure the provision of structured and detailed work plans, inclusive of the identification of responsible institutions and departments of each action item, the establishment of measurable benchmarks and timelines.
The Implementation Committee has a continuing role for the duration of the implementation Framework development thru to the inclusion of the Métis Nation Framework into Canada’s National Action Plan.

Health and Wellness

Develop an expansion prototype of Best and Wise Practice Models of and for Métis Health and Wellness Initiatives. This action provides a Métis-lensed program focus for current service adaptation, (re) structured, unified service delivery and a responsive and accountable to community, feedback system loop utilizing systemized service evaluations. Additionally, this action provides improved access to: mental health and addictions support; chronic disease surveillance and mitigation; improved access to healing and wellness support; augmented financial capacity to deliver community-based health, healing and wellness programming.

Prevention and Awareness

Develop comprehensive, Métis-specific and gender-lensed sensitive prevention and awareness campaigns, events and program-service strategies, including, National awareness strategies, regional prevention activities and the development of an “Early Intervention Framework”.
- This Action will realize and incorporate the distinction-based approaches as envisioned and prioritized by the Métis Nation, and exampled as, “ensuring positive media depiction.” Inclusive of documentation and reporting standards protection for Métis women, girls and LGBTQ2S+, it will be culturally informed and respectful of ‘Métis Right of Ownership,’ of personal stories of lived experiences, especially regarding MMIWG victims, survivors and impacted family members.
- This Action supports opportunities for localized, region-specific safety, prevention and intervention models.

Summary Statement

As presented within the Les Femmes Michif Otipemisiwak’s proposed ‘Consultation on the Development of a National Implementation Framework on Missing and Murdered Indigenous Women and Girls’, the expected outcomes, are broad reaching and substantial to improving outcomes for Métis women, girls, LGBTQ2S people and families and will include the following outcomes:
• A detailed framework and implementation strategy for the establishment of an Indigenous Law Review Commission with three distinct arms representing the interest of First Nation, Métis and Inuit people.
• Defining a pathway for the reconstitution of an Indigenous Healing and Wellness Foundation with three separate institutions representing each of First nation, Métis and Inuit healing and wellness programs and services that are responsive to the unique needs of Indigenous communities.
• Métis Nation designed and controlled data collection and stewardship.
• Engagement strategies and co-development of strategies at all levels of Canadian and Métis governance.
• Appropriate consultation and engagement as determined by the Métis Nation, governing members, Les Femmes Michif Otipemisiwak and Métis women representative organizations across the homeland.
• Identify and pilot a suite of Métis services to address colonization and intergenerational impacts that are Métis delivered and thoroughly evaluated.
• A full GBA+ analysis of Child and Family Services as well as a detailed model of support for youth aging out of care.
• Improvements in the areas of justice, public safety and victim’s services to reduce the over-representation of Métis people interacting in the justice system.
• Strategies developed and tested to prevent, create awareness and detail intervention models to address Métis MMIWG.

Initial findings indicate the strength and conviction of the Métis people toward the structured approach of building institutions and creating services that directly address issues underlying MMIWG, as well as the related importance regarding the restoration of Métis communities.
Next Steps

Les Femme Michif Otipemisiwak on behalf of the Métis Nation, affirms the importance of assuring the final strategies are developed and tested to prevent future harm to Métis women, girls and LGBTQ2S+ persons. Les Femme Michif Otipemisiwak will continue to create awareness of the issues impacting MMIWG murdered victims and families and will action prevention and intervention models on behalf of Métis missing and murdered women and girls, for inclusion into a detailed Métis Implementation Framework. The Métis Nation Technical Committee will continue to provide crucial community support, as Les Femme Michif Otipemisiwak moves forward in directing and determining the successful completion of the Métis Nation Implementation Framework.

Next steps include:

- The completion of the Provincial regional engagement sessions;
- The collation and analysis of engagement-specific data;
- The finalizing of the Métis Implementation Framework, and
- The completion of all reporting documents, including the Final Report.

In order to be successful in this initiative, all levels of government must continue to view the health and well-being of Métis women, girls and LGBTQ2S+ persons, of utmost importance and, as such, to provide the legislative, policy and financial resources necessary to bring about the “change,” that the Calls for Miskotahâ is seeking on behalf of the Métis Nation.
Addendum #1

Consultation and Implementation Project Objectives and Methodology

1. Establish a national Métis MMIWG Implementation Framework Technical Committee consisting of 8-10 members selected by Métis Nation Governing members and will include representation from MNC and LFMO as well as one Elder/knowledge keeper and one youth.

As a vital and critical aspect of the Métis-specific grass roots consultation process a “Technical Committee” was convened with the following membership:

- Melanie Omeniho, President, LFMO (Committee Chair)
- Victoria Prudent, vice-President, LFMO, and Minister for Métis Women BC
- Métis Nation of Ontario
- Nikki Dionne, Director of Youth Ministry, Métis Nation British Columbia
- Brandon McLeod, Police Advisor, Métis National Council
- Sherry McLennan, Minister of Batoche, Métis Nation - Saskatchewan
- Dorthoy Myo, Senior Director, Policy and Research, Métis Nation - Saskatchewan
- Shanlee Scott, General Manager, Economic Development, Manitoba Métis Federation
- Amber Yarmuch, Resources Worker, Métis Nation of Alberta

Coordination and Oversight meetings were held by the Technical Committee at the Les Femmes Michif Otipemisiwak, Ottawa office on January 23rd - 24th, 2020, and on March 2, 2020, the Technical Committee held a teleconference meeting, providing the following project guidance and directives:

- The engagement sessions to be hosted in each region, with date, location and participant determinants to be the responsibility of the host region.
- Counsellors, Elders and traditional protocol to be available for trauma-informed care and support to participants affected during the engagement sessions.
- Regional engagement participants to include grassroots service providers, including but not limited to, Child and Family Services, Justice and Housing.
- The Final Report to the Government of Canada to outline the need to build programs and services in Métis communities to assist and support Métis families.
- A literature review is to be conducted to ensure the project captures and document review to be completed by the project consultant.

2. Host engagement session(s) across the homeland.

3. Les Femmes Michif Otipemisiwak to host national engagement sessions:

   - Les Femmes Michif Otipemisiwak’s Women’s National Forum, Ottawa, March 3-6, 2020
   - Métis Nation Families of MMIWG and LGBTQ2S+ Consultation, Ottawa
   - Métis Nation Youth Consultation, Ottawa
   - Métis Nation Provincial governing members will host regional engagement sessions:
     - Métis Nation British Columbia
4. To develop an implementation framework that will operationalize into a strategy complete with goals and objectives as established by the Métis Nation.

Develop distinctions-based Framework Model incorporating:
- Call for Miskotahâ (Change)
- Métis Nation Consultation Response Perspective
- Calls for Justice from the National Inquiry

5. Design the framework model incorporating a relatable Métis symbol, such as the Red River Cart Wheel

6. Conduct a grassroots consultation-based examination that will provide the committee the following information:
   - The identification of potential systemic barriers or problems and areas of weakness relating to the protection of Métis women, girls, and LGBTQ2S+ persons.
   - Identify local, provincial, regional and national recommended actions regarding implementation of comprehensive Métis-specific, defined and directed services for Métis women, girls and LGBTQ2S+ people; and
   - Identify recommendations pertaining to critical systemic programming elements, and necessary changes relating to regional perspective, with special and specific reference to culture, health, security, and justice.

4. Write Consultation and Engagement Reports with Recommendations:
   a) Interim Report
   b) Final Report with Recommendations
Les Femmes Michif Otipemisiwak – Women of the Métis Nation