Journey to Light: A Different Way Forward



Final Report of the Restorative Inquiry – Nova Scotia Home for Colored Children This Final Report of the Restorative Inquiry – Nova Scotia
Home for Colored Children is respectfully submitted by the
Commissioners, known as the Council of Parties, in fulfillment
of its Mandate and Terms of Reference pursuant to the *Public*Inquiries Act, c.372 RSNS 1989, as amended 2015, c.50.

Journey to Light: A Different Way Forward



Final Report of the Restorative Inquiry – Nova Scotia Home for Colored Children

Final Report of the NSHCC Restorative Inquiry Table of Contents

Chap	ter 1: NSHCC Restorative Inquiry: A Different Way, A Different Report	1
Introd	duction	3
Back	ground: A Restorative Inquiry for the Nova Scotia Home for Colored Children $$	3
	Restorative Inquiry: A Different Way Forward	
	erent Way Forward: A Different Report	
	riew of Report Chapters	
Readi	ing & Using This Report	14
Chap	ter 2: The Restorative Inquiry: Mandate, Structure, Approach & Process	17
Introd	duction	19
Mand	late	23
Objec	tives/Goals	26
Resto	orative Approach	26
Resto	orative vs. Traditional Public Inquiry	28
Struc	ture	32
Α.	VOICES	33
В.	. Council of Parties	34
C.		
D.		
E.	Parties & Partners	44
F.		
	I. Facilitation & Coordination Team	48
	II. Other Process Supports	50
Proce	esses & Activities	51
	I. How process worked	
	II. Examples of Processes & Activities	
_	es & Phases of Inquiry	
Α.	. Relationship Building Phase	
В.		
	I. Learning about History, Experience & Impacts of NSHCC	
	II. Research	
	III. Determining the Central Issues	
	IV. Deepening Learning & Understanding	
C.	Planning & Action Phase	71



Report	ing/Sharing	74
	er 3: The History of the Nova Scotia Home for Colored Children: Governance,	79
Structu	of African Nova Scotians in this Provinceuring Relations: Significant Contexts and Influences for the Operations	
	Home	
Α.	Overview of Institutions of child-caring system in Nova Scotia	
	I. Private child-caring institutions	
	II. Children's Aid Societies	
	III. Other institutions	
	IV. The Home as a Private Child-Caring Institution	
B.	An Examination and Review of Structuring Relationships	
	I. The Home and Government	
	II. The Home and Children's Aid Societie	
	III. The Home, the AUBA, and Broader Black Communities	
_	IV. Internal Home Governance and Relationships	
•	ions Overview	
	Early Decades 1921–1961: Building and Growing the Institution	.112
В	Transition Years 1962–1978: Demise of Congregate Care and Resurgence of	
	Community	
С.	New Home Years 1978–1989: Change and Continuity	
D.	Later Years 1989–1998 and Beyond: Heritage Status and Allegations of Abuse	
	Conditions	
Α.	Children were cold	
В.	Children were hungry	
C.	Children lacked planned activities and programming	
D.	Children were harmed and abused	
Ε.	Children had nowhere to turn for help	
F.	Children felt isolated and disconnected	
G.	Children felt their experiences were behind a façade	
Н.	Children were resilient	.172
Chapte	er 4: The Journey to Light and the Road to the Restorative Inquiry	191
Introdu	ıction and Timeline	.193
First R	evelations & VOICES	.197
Home	and Community Response	.200
Govern	ment Response	.219



	Α.	Police Response	219
	В.	Legal Response	222
		I. Individual Civil Claims	223
		II. Class Action	227
		III. Efforts to Settle – Beyond the Courts	230
		IV. Distributing the Settlement	236
(C.	Public Inquiry	242
Cha	nta	er 5: Understanding the History, Context and Experience of the Nova Scotia H	omo
		lored Children	
		uction	
		l Issues Framing the History of the Nova Scotia Home for Colored Children	
		Systemic Racism	
		NSHCC: An Example of Institutional, Systemic, and Structural Racism	
		in Nova Scotia	263
	В.	The History of the NSHCC Through the Lens of Systemic Racism	
	С.	Addressing Systemic Racism	
Part	2:	Experience of Children and Youth with the Care System	
		Introduction	
	В.	Influential Ideologies	283
		I. The Cult of True Womanhood: the all-nurturing mother-wife	
		II. The Male Breadwinner: husband-father	
		III. The Priceless Child: precious and innocent	.288
		IV. Governments' Role in Child Rescue: right of authorities (the State) to regulate	
		families	290
	C.	Racism and Humanitarianism in Child Rescue	.291
	D.	Child Rearing as Hard and Unpredictable Labour	.293
	E.	Families' Search for Help and Additional Resources	.298
	F.	Resistance	314
(G.	Silencing of Survivors' Voice	316
Part	3:	Responses to Institutional Abuse and Other Failures of Care	.318
,	Α.	Adversarial	328
		I. Adversarial Processes and Trauma	328
		II. Adversarial Processes and Finding Truth	331
	В.	Individualized	. 334
(C.	Focused on rule breaking, not harms	336
	D.	Backward focussed on blame/fault for past actions	.338
	E.	Responding to Institutional Abuse at the NSHCC	.339



	Ι.	Response Coincident to Harm and Abuse: As Residents of the Home	341
		i. Internal System Complaints	341
		ii. Criminal Law	343
	11.	Response to Historical Harm and Abuse: As Former Residents of the Hom	e 344
		i. Internal System Complaints	344
		ii. Criminal Law	345
		iii. Civil Claims	346
		iv. Public Inquiry	356
Chapt	er 6	The Way Forward: What We Have Come to Learn and Understand	369
Introd	uctio	n	371
The N	eed 1	or a Shift	373
Part 1	Ove	rarching Insights: From System-Centred to Human-Centred	377
Α.	Un	packing the Shift	379
B.	Silo	ed and Fragmented to Integrated and Holistic Ways of Working	380
	١.	Impact of Silos	382
	11.	Overcoming Silos: Towards Integration	385
C.	Ac	ountability to Responsibility Focused	391
	١.	Blame/Liability focused to Problem-Solving/Solution Focused	392
	11.	Individually to Relationally focused	392
	.	Risk Averse to Need/Harm focused	393
	IV.	Defensive to Learning (Reactive to Responsive/Proactive)	394
	V.	Compliance to Responsive Regulation	394
	VI.	Transactional to Trust Relationships	395
D.	Pro	fessionally Controlled to Shared Governance (community & families)	397
Part 2	: Imp	lications of the Shift for Central Issues	398
A.	Sh	ting the Response to Institutional Abuse and other Failures of Care	401
	l.	Responding to Historical Institutional Abuse and Failures of Care	402
	11.	Responding While Institutional Care is Failing	408
B.	Sh	ting Experiences of Care and the System of Care	411
	Ι.	Overarching Shift - Human-Centred Care	411
	11.	From Silos and Fragmentation to Integrated and Holistic	413
		i. Within Government	413
		ii. Between Government and Community and within Community	417
	III.	From Risk Averse to Needs Focused	420
	IV.	From Formal Regulation to Responsive Regulation	
	V.	From Professional Controlled to child/family/community led	431
	VI.	From institutional/stranger care to care by family/friends/community	432



	VII. Supporting Kinship Care: Essential Elements	434
	i. Care oriented to the needs of children, young people and families	435
	ii. Shared responsibility for outcomes that matter for young people and	
	families	435
	iii. Sharing information	442
	iv. Trust across systems and with communities and families	445
	v. Value placed on stability through relationships not placements	445
	vi. Power to make decisions/plans rests with families not systems	447
	VIII.Understanding What's Needed to Support a System Shift	449
C.	Shifting Understanding and Response - Systemic Racism	454
Concl	sion	466
Chapt	er 7: Make a Difference: Actions, Plans, Commitments	
	commendations	475
	ction	
	g this Chapter	
	s, Plans, Commitments & Recommendations	
1.	Modelling a Different Way Forward	
1. 2.	Shift to Human-Centred Systems and Structures	
3.	Continued Learning & Understanding Toward Just Relationships	
J.	3.1 Records Access	
	i. Former Residents	
	ii. Home Records	
	3.2 Community Conversations Initiative	
	3.3 Increasing Police Awareness: 'coming to understand' the Home & System	
	Racism	
	3.4 Digital Oral Histories for Reconciliation (DOHR): The Home for Colored Ch	
	Initiative	
	3.5 Video Series: NSHCC & Journey to Light	
	3.6 Interactive Museum Exhibition	
4.	Human-Centred – Integrated System of Care	507
	4.1 System Changes for Human-Centred Approach – Reorientation to Family	
	Decision-Making	
	4.2 Shift to Integrated and Holistic Human-Centred Approach to Care:	
	Key Elements	511
	i. Legislative and Policy Framework	511
	ii. Shared Outcomes Framework	514
	iii. Mechanisms for Integrated Governance and Services	515



	iv. Information Sharing Norms and Mechanisms	517
	4.3 Trailblazing and Prototyping: Implications of Family-Led Decision-Making in	
	Community	519
	4.4 Integrated Court Processes (Multiple Proceedings)	
	– A Restorative Approach	525
5.	Children and Youth Commission	527
6.	Restorative Responses to Failures of Care	532
	6.1 Police Response to Institutional Abuse and Failures of Care	532
	6.2 Guidelines for Government Restorative Response to Institutional	
	Failures of Care	533
	6.3 Education in a Restorative Approach for Justice and other	
	System Stakeholders	537
	6.4 Restorative Approach to Reviews and Inquiries	538
Afterw	vord & Forward	543
Appen	ndices	545
I.	Appendix A: Contributions	
.	Appendix B: NSHCC Board Member List	549
III.	Appendix C: Former Resident Case File Charts	554