Agenda – Executive Policy Committee – January 14, 2020

REPORTS

Item No. 8 Welcoming Winnipeg: Reconciling our History Policy

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That the Welcoming Winnipeg: Reconciling our History Policy be adopted (attached as Appendix A).

2. That existing policies, procedures, by-laws and motions concerning the naming and renaming of place names and historical markers be reviewed; and if amendments are required to align to the Welcoming Winnipeg: Reconciling our History Policy, these amendments be brought forward to Council for approval.

3. That the creation of a community member-based committee, to review applications and make recommendations on creating new, adding to or removing/renaming place names and historical markers, to be facilitated by the Indigenous Relations Division (IRD), be approved.

4. That IRD create Terms of Reference, and the Chief Administrative Officer be delegated the authority to approve the Terms of Reference, for the community member-based committee.

5. That the recommendations of the community member-based committee be forwarded to the Executive Policy Committee and then to Council for final decision.

6. That the Public Service report back to Council before the end of 2020 to report on learnings and challenges of the initial process and make further recommendations or enhancements.

7. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

DECISION MAKING HISTORY:

COUNCIL DECISION:

On September 26, 2019, Council concurred in the September 17, 2019, recommendation of the Executive Policy Committee and adopted the following:

1. That an extension of time of up to 120 days be granted for the Winnipeg Public Service to report back on the matter.

On June 20, 2019, Council concurred in the June 11, 2019, recommendation of the Executive Policy Committee and adopted the following:

1. That the Public Service report back to Council by September 2019, with its recommendation for a Welcoming Winnipeg policy, an implementation plan and recommendations for policy changes or enhancements, if needed, including but not limited to historical markers (including plaques, markers and statues) or place names (including historic trails, street names, park names and buildings).

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

ADMINISTRATIVE REPORT

Title: Welcoming Winnipeg: Reconciling our History Policy

Critical Path: Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
R. Forgues	M. Jack	N/A	M. Ruta, Interim CAO

EXECUTIVE SUMMARY

On January 29, 2019, Mayor Bowman announced that the City of Winnipeg would embark on a public engagement process, seeking public input on ways to address the absence of Indigenous perspectives and history in the city's place names and markers. The Welcoming Winnipeg: Reconciling our History Policy (the Policy) is the result of that public consultation process.

The goal of the Policy is to ensure that the City's place names and historical markers reflect a balanced perspective/story; honour Indigenous peoples, as the original peoples of this land; offer an educational opportunity beneficial to all Winnipeggers, and support telling the complete history of Winnipeg.

Where the City has existing naming and re-naming policies, by-laws, and processes, the Indigenous Relations Division (IRD) will work with departments to review them and recommend changes to Council, in keeping with the guiding principles, criteria, and processes outlined in the Policy. While this review is taking place, the Policy will be applied as a lens to existing naming policies, by-laws, and processes.

In cases where the City has no existing naming or re-naming policy, IRD will assess and evaluate naming or re-naming applications from the community on the basis of support from the community (as expressed in petitions or letters); support for the goals of the Policy; applicant identification of who will bear the cost of implementation; an indication of the research supporting the application; and the provision of details regarding the rationale for the application.

The Policy recommends that all applications for the naming or re-naming of historical markers or place names be assessed under a common process through which:

1.) Applications will be reviewed by IRD for completeness and conformity with the criteria set out in the Policy.
2.) Applications will then be reviewed by a new community member-based committee, composed of 50% Indigenous and 50% non-Indigenous members, with balanced representation of genders, LGBTG2Q/TS/NB persons, historians, archivists, researchers, Elders, and youth.
3.) This committee will forward its recommendations regarding each application to the Executive Policy Committee and Council for consideration.

Given that the Welcoming Winnipeg: Reconciling our History Policy is new and has significant implications for the community, the Public Service is further recommending that the new policy be reviewed and brought back to Council within one year, with recommendations for any appropriate amendments to the policy and related implementation processes.

RECOMMENDATIONS

1. That the Welcoming Winnipeg: Reconciling our History Policy be adopted (attached as Appendix A).

2. That existing policies, procedures, by-laws and motions concerning the naming and renaming of place names and historical markers be reviewed; and if amendments are required to align to the Welcoming Winnipeg: Reconciling our History Policy, these amendments be brought forward to Council for approval.

3. That the creation of a community member-based committee, to review applications and make recommendations on creating new, adding to or removing/renaming place names and historical markers, to be facilitated by the Indigenous Relations Division (IRD), be approved.

4. That IRD create Terms of Reference, and the Chief Administrative Officer be delegated the authority to approve the Terms of Reference, for the community member-based committee.

5. That the recommendations of the community member-based committee be forwarded to the Executive Policy Committee and then to Council for final decision.

6. That the Public Service report back to Council before the end of 2020 to report on learnings and challenges of the initial process and make further recommendations or enhancements.

7. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

At the June 20, 2019 Council meeting, Council directed the Public Service to report back by September 2019, with its recommendation for a Welcoming Winnipeg: Reconciling our History Policy, an implementation plan and recommendations for policy changes or enhancements, if needed, including but not limited to historical markers (including plaques, markers and statues) or place names (including historic trails, park names and buildings).

At the September 26th Council meeting, Council granted the requested extension for the Public Service to report back in 120 days.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no immediate financial implications to the recommendations related to the development of the policy and related processes.

The Welcoming Winnipeg: Reconciling our History Policy is an umbrella policy that enhances and coordinates existing processes and incorporates community-led input by proactively utilizing a lens of inclusion and balance that will further mobilize the Journey of Reconciliation.

HISTORY/DISCUSSION

Indigenous peoples are the original peoples of this land and have contributed to the creation and evolution of this city. However, this is not evident in our day to day movement, the surroundings and the environment. As Winnipeg has a large Indigenous population, it is extremely important that Winnipeg takes on a leadership role to resolve the absence of Indigenous history and perspective within our city.

The Welcoming Winnipeg: Reconciling our History Policy (the Policy) is an example of how government can support Call to Action #43, the United Nations Declaration on the Rights of Indigenous Peoples. The Policy supports ongoing efforts to advance reconciliation, including practices to revitalize Indigenous historical sites and transmit knowledge of their histories to future generations, and encourage Indigenous peoples to designate their own names for places, communities and persons.

On January 29, 2019, Mayor Bowman announced a public engagement effort regarding the Welcoming Winnipeg initiative. The public engagement was intended to obtain input from Winnipeggers to help the city develop a process and policy to guide how the City recognizes and commemorates various historical people and events with place names, plaques, signs, and street names.

Additionally, on February 26, 2019, the Standing Policy Committee on Protection, Community Services and Parks directed the Winnipeg Public Service to report back to the Standing Policy Committee on Protection, Community Services and Parks, in 120 days, with a cumulative listing of assets for the purpose of creating one comprehensive by-law for naming/renaming of City assets, excluding Street Names. This by-law will be developed with a lens that aligns with the Welcoming Winnipeg: Reconciling our History Policy.

It is also important to note that the Planning, Property and Development Department is currently working with the Legal Services Department on amending the Street Names By-law No. 115/2011. IRD will be consulted during this review to ensure enabling language captures the spirit of the Policy and is included in the amended by-law.

From January to March 2019, the City carried out an engagement process to obtain input from the public regarding adding to, creating new or removing/renaming historical markers and place names. In early April, the Public Service reviewed and analyzed the input collected and determined that, because the public strongly felt that all options regarding historical markers and place names should be considered, further input regarding process and criteria to consider requests of this kind was needed.

A second phase of consultations was held during the month of July to gather input on the criteria for each of the options of adding to, creating new and remove/renaming historical markers and place names. Further details regarding the public engagement are provided in Appendix B.

In addition to their input on options, the public conveyed to the Public Service that community input throughout the process is important and should include the application stage, the review stage and the recommendation stage of the Policy, with a committee of community members reviewing the applications. The community's role in providing input is outlined in the attached policy.

Some of the key messages and concerns heard throughout the engagement process were:

- Indigenous history and perspectives should be considered for the naming/renaming of places;
- Research and historical accuracy are essential in reviewing and considering any changes to existing or new names;
- Balance and diversity are guiding principles in decision-making; and
- Education, historical accuracy and support by those who are most impacted must be key components of this initiative.

Some of the key criteria suggested through the engagement process which should be considered within the Policy included:

- Conducting consultation with those who are directly impacted by the request (for example, because of their ancestry or location);
- Indigenous cultural traditions, customs and history should be given a priority;
- Requests must demonstrate contributions to shaping a Welcoming Winnipeg;
- Requests should foster equality and reduce discrimination;
- Requests should promote inclusion and balance; and,
- Requests should provide an opportunity for education regarding the City's history.

The public also provided input indicating support for a process that includes an application; input/review from the related/impacted department in partnership with IRD; and a committee of community members to review and provide recommendations to the Executive Policy Committee (EPC) and Council for final decision.

The public recommended that a committee of community members be comprised of 50% Indigenous and 50% Non-Indigenous/diverse ethnic members. For the Indigenous membership, it was recommended that a member from each of the Métis, First Nation and Inuit communities be included. It was recommended that the committee as a whole reflect a balance of genders and LGBTG2Q/TS/NB persons; as well as including representation from historians, archivists, researchers and academics, Elder(s), and youth.

Further, the committee of community members should be guided by the following values and principles: honouring the original peoples of this land; that the Treaty Relationship be considered; that Indigenous Rights are considered; and that traditional Indigenous laws and ways of being are acknowledged.

Specific details on the committee membership related to the number of members, the selection process, and the committee's roles and responsibilities will be determined by IRD through the completion of a Terms of Reference document for the committee.

The practice of reclaiming names that are traditional to the territory is not a new concept. Winnipeg can draw inspiration from previous examples such as the trend that occurred in the 1980s and 1990s, when the Arctic underwent a significant renaming project, as colonial names were replaced with Inuktitut toponymy. For example, Frobisher Bay became Iqaluit, Coppermine became Kugluktuk, and Eskimo Point became Arviat.

Focusing on Iqaluit specifically, consider the act of changing a place from a colonial name back to an Indigenous name. The word Iqaluit means “place of fish” in Inuktitut and the place it was attached to was a summer fishing camp near a body of water that was named Frobisher Bay after the explorer, Martin Frobisher. Re-naming restored the traditional name, and all the historical and cultural significance it carries with it.

Winnipeg can also draw experience from the ongoing practices and previous examples of creating spaces for discussions of reconciliation. For example, the City of Halifax erected a statue of Gord Downie at Halifax City Hall, in a room that aims to foster conversations about Indigenous history and reconciliation. The Gord Downie statue was supported by Assembly of First Nations regional Chief Morley Googoo.

We also have an opportunity to honour our relationship with Indigenous peoples and honour the traditional lands on which Winnipeg was built. With the arrival of Settlers in Canada, Indigenous territories were re-mapped and re-named. Traditional Indigenous names for land and landmarks were overthrown by names representing Settler values that became the standard for cities. This can be seen in Winnipeg’s plaques, markers and streets named after individuals such as Field Marshal Garnet Wolseley and Bishop Vital-Justin Grandin: historical figures who respectively participated in the oppression of Métis people, and advocated for the establishment of residential schools, supporting the development of policies, laws, and legislation that had devastating effects on the lives of Indigenous peoples.

Winnipeg is committed to a Journey of Reconciliation. To date this journey has included the Mayor declaring 2016 as the Year of Reconciliation; the City supporting the implementation of the Truth and Reconciliation Commission (TRC) Calls to Action (43, 47, 57, 75 and 77); establishing Winnipeg’s first Indigenous Accord; and adopting a practice of territorial acknowledgements.

With the recommended approval of the Welcoming Winnipeg: Reconciling our History Policy, the process for creating new, adding to or removing/renaming historical markers or place names shall include the following:

Step 1 – Application Stage – Intake

(a) For applications that do not have an existing process, IRD will review applications by utilizing the criteria as set out in Appendix A along with the impacted departments, if any.
(b) For existing processes, IRD will review the application in partnership with the impacted department and provide support by ensuring the Policy’s guiding principles, criteria, and community input are aligned.

Step 2 – Application Stage – Due Diligence

Applications will be reviewed for completeness, and IRD will provide support to the applicant. Application completeness will be determined by using the criteria set out in the

table in Appendix A. Once applications are determined complete, applications will be forwarded to the committee of community members.

Step 3 - Committee of Community Members Review
The committee of community members will review applications, and forward recommendations to EPC and Council for a final decision.

The next steps for the Welcoming Winnipeg: Reconciling our History Policy includes:

1. IRD will work with other departments to align relevant policies and by-laws to the Welcoming Winnipeg: Reconciling our History Policy and assist departments with the intake of applications by ensuring applications are reviewed through the lens of Welcoming Winnipeg.
2. IRD will review new applications that do not have an existing process, and apply the Welcoming Winnipeg lens, with other departments.
3. The creation of a Terms of Reference document and recruitment process for the committee of community members, that will include a communication strategy to keep stakeholders informed throughout the decision-making process.
4. A fee is proposed for applications to create new, add to or remove/rename place names and historical markers, however, a review of existing fees and charges needs to be undertaken and likely revised before any incremental fee revenue can be determined.

FINANCIAL IMPACT

Financial Impact Statement

Date: October 21, 2019

Project Name:

Welcoming Winnipeg: Reconciling our History – Policy and Process Recommendation

COMMENTS:

The policy and related processes proposes a fee will apply to applications to create new, add to or remove/rename historical markers or place names. Review of the existing fees and charges will determine if revision of existing fees or creation of new fees is required. Until this review is complete any existing fees in place will apply. Any incremental revenue as a result of the Welcoming Winnipeg policy can not yet be determined.

original signed by

Tanis Yanchishyn
Manager of Finance (Campus)
Corporate Finance Department

CONSULTATION

- City Clerk's
- Property, Planning and Development
- Community Services
- Public Works

OURWINNIPEG POLICY ALIGNMENT

Complete Communities Direction Strategy

Supporting Direction 1 - Conserve, protect, and celebrate the significant heritage resources that illustrate the broad range of Winnipeg's heritage values.

Supporting Direction 2 - Provide leadership in heritage conservation that links to broader civic goals of economic development, sustainability, and neighbourhood planning.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Strategic Opportunity #1 - Corporate Leadership
1.6 - Work with Indigenous Communities, the Province, and the Federal Government to Advance Climate Action.

Strategic Opportunity #2 - Empower Community Leaders and Collaborate with Stakeholders
2.1 - Seek Community Guidance and Involvement in the Implementation of the Climate Action Plan.

SUBMITTED BY

Department:
Division: Indigenous Relations
Prepared by: R. Forgues
Date: October 30, 2019

Attachments:

Appendix A: Welcoming Winnipeg: Reconciling our History Policy

Appendix B: What We Heard Report