Agenda – Executive Policy Committee – September 21, 2021

REPORTS

Item No. 5 Welcoming Winnipeg – Renaming Papoose Park (St. Boniface Ward)

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That the park currently known as Papoose Park (located at 100 Comanche Road) be renamed following consultation with Indigenous Elders.

2. That until a new name is approved, the park should remain nameless and the Public Service remove reference to “papoose” in existing park signage.

3. That when an appropriate name is identified by Indigenous Elders, the Public Service report back to Council seeking approval of the proposed name.

4. 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 – Renaming Papoose Park

Critical Path: Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
C. Sveinson	M. Jack	N/A	M. Jack

EXECUTIVE SUMMARY

On January 30, 2020, Council passed a motion to adopt the Welcoming Winnipeg: Reconciling our History Policy. This policy was developed to guide the City in making decisions regarding requests to create new, add to, or remove/rename historical markers and place names and resolve the absence of Indigenous histories and contributions in the stories remembered and commemorated. Welcoming Winnipeg will proactively utilize a lens of balance, inclusion, and Indigenous perspectives.

As recommended in this policy, the inaugural Committee of Community Members (CCM) was established in August 2020; a key function of this committee is to review requests to change historical or place names and provide a recommendation to the Executive Policy Committee (EPC) and Council for final decision.

On February 12, 2021, a formal Welcoming Winnipeg request form was unveiled to the public; a request to rename the park currently known as Papoose Park (located at 100 Comanche Road) was submitted through this process and identified the term “papoose” as a dated and offensive term that refers to an Indigenous baby or child. A new name was not proposed by the applicant. Rather, it was suggested that a new name be chosen in ceremony and consultation with Indigenous Elders and the local community.

The Welcoming Winnipeg: Reconciling our History policy was adopted because of a demonstrated need for changes to how the City approaches commemoration. This policy aligns at a municipal level with Truth and Reconciliation Commission (TRC) Call to Action #43 and the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), particularly Article 15:

1. Indigenous peoples have the right to the dignity and diversity of their cultures, traditions, histories and aspirations which shall be appropriately reflected in education and public information.
2. States shall take effective measures, in consultation and cooperation with the Indigenous peoples concerned, to combat prejudice and eliminate discrimination and to promote tolerance, understanding and good relations among Indigenous peoples and all other segments of society.

After careful consideration, the CCM is recommending that the park be renamed following consultation with Indigenous Elders. While the Indigenous Relations Division facilitates this process, the CCM is also recommending that the park should remain nameless and the Public Service remove reference to “papoose” in existing park signage. When an appropriate name is identified, the Public Service will report back to Council seeking approval of the proposed name.

RECOMMENDATIONS

1. That the park currently known as Papoose Park (located at 100 Comanche Road) be renamed following consultation with Indigenous Elders.

2. That until a new name is approved, the park should remain nameless and the Public Service remove reference to “papoose” in existing park signage.

3. That when an appropriate name is identified by Indigenous Elders, the Public Service report back to Council seeking approval of the proposed name.

4. 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

On January 30, 2020, Council concurred in the recommendation of the Executive Policy Committee that the recommendations of the community member-based committee be forwarded to the Executive Policy Committee and then to Council for final decision.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of this report are concurred in, the Indigenous Relations Division will facilitate a process to identify a new name for the park currently known as Papoose Park (located at 100 Comanche Road). Until an appropriate name is identified and approved by Council, the park will remain nameless and reference to “papoose” in existing park signage will be removed.

HISTORY/DISCUSSION

Decision-making history

On January 30, 2020, Council passed a motion to adopt the Welcoming Winnipeg: Reconciling our History Policy. This policy was developed to guide the City in making decisions regarding requests to create new, add to, or remove/rename historical markers and place names and resolve the absence of Indigenous histories and contributions in the stories remembered and commemorated. Welcoming Winnipeg will proactively utilize a lens of balance, inclusion, and Indigenous perspectives.

As recommended in this policy, the inaugural Committee of Community Members (CCM) was established in August 2020; a key function of this committee is review requests to change

historical or place names and provide a recommendation to the Executive Policy Committee (EPC) and Council for final decision.

On February 12, 2021, a formal Welcoming Winnipeg request form was unveiled to the public; a request to rename the park currently known as Papoose Park (located at 100 Comanche Road) was submitted through this process and identified the term “papoose” as a dated and offensive term that refers to an Indigenous baby or child. A new name was not proposed by the applicant. Rather, it was suggested that a new name be chosen in ceremony and consultation with Indigenous Elders and the local community.

Considerations for this naming request

The CCM reviewed the decision-making history and the information provided by the applicant (summarized in Appendix A) and then as a delegate at the committee’s July 9, 2021, meeting. Additionally, the public input that was collected over a two-week period was provided to the CCM to consider as part of their recommendation-making process. An overview of the feedback collected has been included in a Public Engagement Summary Report (Appendix B).

The CCM considered how this request meets the following definition of a “Welcoming Winnipeg” request, which was created through two phases of public engagement in 2019 and was refined by the CCM. A Welcoming Winnipeg request is one that:

- Ultimately achieves a balanced perspective/story;
- Honours Indigenous peoples as the original peoples of this land and the contemporary context in which Indigenous peoples continue to have relationship with this land;
- Promotes Indigenous reclamation of land, space and/or language;
- Offers an educational opportunity; or,
- Supports telling the complete history of Winnipeg.

Utilizing the Welcoming Winnipeg Request Assessment Tool (Appendix C), the CCM identified the following as key considerations:

1. Welcoming Winnipeg
    - It was determined that this request meets all aspects of the Welcoming Winnipeg definition. Particularly, there is an opportunity to promote the reclamation of language with this renaming and to honour Nation(s) for whom what is now the city of Winnipeg is their ancestral land.
    - Members of the CCM expressed concern over the harm that would continue to be perpetuated against Indigenous Peoples if the name was allowed to stay.

2. Research and Rationale
    - Each street in Niakwa Park is named after an Indigenous group of North America; naming the park “Papoose Park” was likely done to align with this “theme”. It was noted by the CCM that none of the street names are representative of Nations that first inhabited what is now called Winnipeg.
    - Merriam-Webster dictionary defines “papoose” as:
        1. dated, offensive, see usage paragraph below: an Indigenous baby or young child of North America
        2. chiefly British, sometimes offensive, see usage paragraph below: a baby carrier (see BABY CARRIER sense 1) that usually consists of a cloth pouch, wrap, or sling for wearing around the torso

Usage of Papoose

The use of papoose in the meaning shown above at sense 1 is regarded as offensive. While use of the term to refer to a style of baby carrier is common, especially in British English, this use is also sometimes regarded as offensive due to its association with sense 1.

3. Community Support
    - In response to the question: “Do you think the Committee of Community Members should support this request,” 79% of online survey respondents said “yes.” There were 33 respondents to the online survey.

4. Other considerations
    - A member of the CCM consulted with an Ojibwe translator and specialist who advised that the etymology of the word “papoose” is Ojibwe, as far as we know, and means “baby”.

The Welcoming Winnipeg: Reconciling our History policy was adopted because of a demonstrated need for changes to how the City approaches commemoration. This policy aligns at a municipal level with Truth and Reconciliation Commission (TRC) Call to Action #43 and the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), particularly Article 15:

1. Indigenous peoples have the right to the dignity and diversity of their cultures, traditions, histories and aspirations which shall be appropriately reflected in education and public information.

2. States shall take effective measures, in consultation and cooperation with the Indigenous peoples concerned, to combat prejudice and eliminate discrimination and to promote tolerance, understanding and good relations among Indigenous peoples and all other segments of society.

After careful consideration, the CCM is recommending that the park be renamed following consultation with Indigenous Elders. While the Indigenous Relations Division facilitates this process, the CCM is also recommending that the park should remain nameless and the Public Service remove reference to “papoose” in existing park signage. When an appropriate name is identified, the Public Service will report back to Council seeking approval of the proposed name.

FINANCIAL IMPACT

Financial Impact Statement **Date:** July 22, 2021

Project Name:

Welcoming Winnipeg – Renaming Papoose Park

COMMENTS:

There are no financial implications associated with the recommendations in this report.

Electronically approved by J. Peters
Jocelyn Peters, CPA, CGA
Manager of Finance (Campus)
Corporate Finance Department

CONSULTATION

This Report has been prepared in consultation with:

- Parks and Open Spaces (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

N/A

SUBMITTED BY

Department: Chief Administrative Office
Division: Indigenous Relations
Prepared by: D. Carriere
Date: August 4, 2021
File No: N/A

Attachments:

Appendix A: 2021-004 Request Summary

Appendix B: 2021-004 Public Engagement Summary Report

Appendix C: Welcoming Winnipeg – Request Assessment Tool