Agenda – Executive Policy Committee – April 20, 2022

REPORTS

Item No. 5 City of Winnipeg Archives Responses to Truth and Reconciliation Commission Calls to Action

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That this report be received as information.

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On November 17, 2021, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development, that the Winnipeg Public Service be directed to report back on the steps that are being taken to ensure the City of Winnipeg Archives is fulfilling its obligations to truth and reconciliation.

ADMINISTRATIVE REPORT

Title: City of Winnipeg Archives Responses to Truth and Reconciliation Commission Calls to Action

Critical Path: Executive Policy Committee

AUTHORIZATION

Author	Department Head	CFO	CAO
K. Krahn	M. Lemoine	N/A	M. Jack

EXECUTIVE SUMMARY

The City of Winnipeg Archives is committed to the vision, goals, and principles of reconciliation articulated in the Truth and Reconciliation Commission of Canada (TRC) Calls to Action, the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), and Winnipeg's Indigenous Accord.

The Archives has worked closely with the Indigenous Relations Division to set, track, and report on reconciliation goals and activities. These have included ongoing work on research aids to help in the identification and discovery of records documenting Indigenous histories; support for the implementation of the Welcoming Winnipeg: Reconciling our History Policy; and responding to the Truth and Reconciliation Commission's Call to Action #77 to work collaboratively with the National Centre for Truth and Reconciliation (NCTR) to identify and collect copies of all records relevant to the history and legacy of the residential school system, and to provide these to the NCTR.

The Archives has also taken the initial steps toward adoption and implementation of *A Reconciliation Framework for Canadian Archives* from the Response to the Report of the Truth and Reconciliation Commission Taskforce of the Steering Committee on Canada's Archives (Final Report released February 2022, attached to this report). This framework was developed by the Canadian archival community and Indigenous partners with a mandate to review national archival policies and best practices to guide compliance with UNDRIP and the United Nations Joinet-Orentlicher Principles (UNJOP). Aligning the Archives' vision, governance, and practice with this framework will ensure reconciliation efforts to redress colonial legacies will continue to be prioritized and effectively actioned through clearly defined goals and processes.

Supporting reconciliation goals and objectives have also been key factors in the development of the Archives facility requirements and resulting facility options presented to the Standing Policy Committee on Property and Development, Heritage, and Downtown Development. Identified facility needs include space for enhanced Indigenous programming, ceremonies, storytelling, outreach, partnerships, and community engagement.

RECOMMENDATIONS

1. That this report be received as information.

REASON FOR THE REPORT

On November 17, 2021, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development:

1. That the Winnipeg Public Service be directed to report back on the steps that are being taken to ensure the City of Winnipeg Archives is fulfilling its obligations to truth and reconciliation.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no financial, regulatory, environmental, human resources, or other implications to receiving this report as information.

HISTORY/DISCUSSION

Since the declaration of 2016 as the Year of Reconciliation by Mayor Bowman, the City of Winnipeg Archives has been a significant contributor to the City's Journey of Reconciliation, taking steps to:

- Respond to all applicable TRC Calls to Action.
- Create an Indigenous Peoples and Records guide that assists researchers in understanding what material is in the archives and how it can be accessed.
- Build respectful relationships with Indigenous Peoples in culturally-appropriate ways;
- Provide archival material and research to further show First Nations, Métis, and Inuit experiences and to re-examine our shared histories (for example, the Rooster Town exhibit at the Bill and Helen Norrie Library).
- Support the Indigenous Relations Division's Indigenous Exhibit Working Group.
- Provide research support for the implementation of the Welcoming Winnipeg: Reconciling our History Policy.
- Review archival material as well as policies, procedures and practices for the purpose of improving stewardship of First Nations, Métis, and Inuit records.
- Provide safe and welcoming spaces for individuals to research the history of the City and its inhabitants.

Archives and the Truth and Reconciliation Commission Calls to Action

In 2015, the TRC issued 94 Calls to Action to redress the legacy of residential schools and advance the process of reconciliation. Of these 94 Calls to Action, the following were directed to Archives:

> 69. We call upon Library and Archives Canada to:

i. Fully adopt and implement the United Nations Declaration on the Rights of Indigenous Peoples and the United Nations Joinet-Orentlicher Principles, as related to Aboriginal peoples' inalienable right to know the truth about what happened and why, with regard to human rights violations committed against them in the residential schools.

ii. Ensure that its record holdings related to residential schools are accessible to the public.

iii. Commit more resources to its public education materials and programming on residential schools.

70. We call upon the federal government to provide funding to the Canadian Association of Archivists to undertake, in collaboration with Aboriginal peoples, a national review of archival policies and best practices to:

i. Determine the level of compliance with the United Nations Declaration on the Rights of Indigenous Peoples and the United Nations Joinet-Orentlicher Principles, as related to Aboriginal peoples' inalienable right to know the truth about what happened and why, with regard to human rights violations committed against them in the residential schools.

ii. Produce a report with recommendations for full implementation of these international mechanisms as a reconciliation framework for Canadian archives.

77. We call upon provincial, territorial, municipal, and community archives to work collaboratively with the National Centre for Truth and Reconciliation to identify and collect copies of all records relevant to the history and legacy of the residential school system, and to provide these to the National Centre for Truth and Reconciliation.

The City of Winnipeg Archives has been an active respondent to applicable Calls to Action of the Truth and Reconciliation Commission. In particular, the City Archives was among the first archives in Canada to respond to the TRC's Call to Action #77. To date, 120 digital copies from the City's archives have been shared with the NCTR in answer to this Call to Action. As the archival collection grows and new connections are made, additional transfers are expected to follow.

A Reconciliation Framework for Canadian Archives

The TRC's Call to Action #70 called upon the federal government to provide funding to the Canadian Association of Archivists to undertake, in collaboration with Aboriginal peoples, a national review of archival policies and best practices. The Canadian archival community heard this Call to Action and in September 2015, the Steering Community on Canada's Archives (SCCA), representing the Canadian Council of Archives, the Association of Canadian Archivists, Library and Archives Canada, l'Association des archivistes du Québec, and the Council of Provincial and Territorial Archivists, established the Response to the Report of the Truth and Reconciliation Commission Taskforce (TRC-TF) – with a mandate to address Call to Action #70 specifically, and the other 93 Calls in spirit (attached to this administrative report).

The resulting framework was developed collaboratively by archivists and First Nations, Inuit, and Métis partners to:

1. Identify how Canada's archives might move towards reconciliation through compliance with UNDRIP and UNJOP.
2. Produce recommendations for full implementation of the findings of this qualitative research.
3. Design a reconciliation framework which actively engages and appropriately includes Indigenous recordkeepers and researchers, their perspectives and methodologies, with the Canadian archival system.

The final report, titled *A Reconciliation Framework for Canadian Archives*, consists of an overarching vision, eight principles, seven objectives, and 32 strategies intended to serve as a practical framework supporting the Canadian archival community as it begins to redress its colonial legacy.

The City Archives supports this initiative and has committed to aligning its practices and operations with this framework. The framework provides the Archives with the broad strategies and detailed steps necessary to advance the process of reconciliation.

A Reconciliation Framework for Canadian Archives

The following is a summary of the seven objectives and strategies identified in the framework:

Objective 1: Relationships of Respect, Responsibility, Relevance, and Reciprocity

- Prioritize engagement and outreach with First Nations, Inuit, and Métis governments, communities, and organizations.
- Collaborate with First Nations, Inuit, and Métis governments, communities, and organizations to organize engagement and outreach activities.
- Conduct pre-meeting research and preparation.
- Follow cultural protocols for establishing and sustaining communication.
- Consider meeting logistics.
- Consider how to communicate respectfully and effectively during the meeting.
- Strive for continuing engagement, collaboration, and the development of professional networks.
- Create professional resources to support staff.

Objective 2: Governance and Management Structures

- Develop culturally appropriate policies and procedures for Indigenous-related archival material.
- Advocate for sustainable financial resources.
- Embed Indigenous partnerships into governance structures, advisory bodies and decision-making processes.
- Ensure appropriate human resource management.

Objective 3: Professional Practice

- Understand and acknowledge the colonial roots of current archival theory, policies and practices.

- Support professional engagement by Indigenous archivists, recordkeepers and heritage professionals.
- Provide training opportunities and support networks for trauma-informed archival practice.
- Support public education and advocacy led, informed, and undertaken by First Nations, Inuit, and Métis people.

Objective 4: Ownership, Control and Possession

- Recognize that existing intellectual property rights and copyright laws are based on the Eurocentric concept of individual ownership and are an inappropriate legal structure for defending the collective rights of First Nations, Inuit, and Métis peoples to their Traditional Knowledge, cultural expressions, and documented heritage.
- Understand and apply First Nations-, Inuit-, and Métis-developed standards for the collection, protection, use, and sharing of archival materials relating to First Nations, Inuit, and Métis people.
- Evaluate the contexts of acquisition for First Nations-, Inuit-, and Métis-related archival materials and begin the process of repatriation where appropriate.
- If the First Nations, Inuit, or Métis government or community requests that the archives retain the materials, ensure that the parameters of custody and access are determined by them.
- Address financial, technological, and other barriers to repatriation.
- Create opportunities for collaborative custodianship of archival material where appropriate.

Objective 5: Access

- Inform First Nations, Inuit, and Métis governments and communities about the existence of relevant archival materials and their right to access them.
- Collaboratively develop culturally-appropriate access protocols and tools.
- Address financial, technological, and other barriers to accessing archival materials.

Objective 6: Arrangement and Description

- Integrate First Nations, Inuit, and Métis taxonomies, vocabularies, and languages into arrangement and description practices.

Objective 7: Education

- Recruit First Nations, Inuit, and Métis archivists, recordkeepers, and heritage professionals to teach in archival education programs.
- Develop interdisciplinary curricula that integrate varied First Nations, Inuit, and Métis perspectives, pedagogies, paradigms, knowledge systems, and values.
- Develop student support services and educational models that acknowledge the varied needs, priorities, and values of First Nations, Inuit, and Métis students.
- Develop outreach strategies and partnerships to create interest in the archive’s profession among First Nations, Inuit, and Métis youth.
- Expand education delivery options.

Fully Operationalizing the Reconciliation Framework for Canadian Archives

Archives staff have demonstrated commitment to the objectives of *A Reconciliation Framework for Canadian Archives* through policy and practice development, relationship building, and pursuit of training opportunities. These reconciliation-specific activities are undertaken in addition to other basic duties including appraisal of records, arrangement, description, preservation, outreach, research services, digital programming, and developing exhibitions/displays. Despite prioritizing these reconciliation efforts, many of the strategies and objectives of the Framework are in the early stages of development and implementation.

Fully operationalizing the framework at the City of Winnipeg Archives will require a suitable long-term facility that can support this work, as well as the expertise and dedicated resources of additional staff specializing in Indigenous knowledge and engagement as well as decolonization to further develop, expand, and sustain reconciliation efforts. No additional staff resources have been identified yet, and any new staff positions are subject to Council approval.

Reconciliation and the City of Winnipeg Archives Facility Strategy

The City of Winnipeg Archives Facility Strategy recognizes the important role reconciliation plays in selecting and designing a permanent home for the Archives and its operations. *A Reconciliation Framework for Canadian Archives* primarily targets governance, operations, and organizational culture, including fair representation, professional practice, and relationship building. The facility an archival program operates out of should support those objectives, and this was a prominent aspect of the Archives' Facility Strategy.

The future home of the Archives offers tremendous opportunities to re-imagine how the Archives will look, what services and programs are offered, and how it serves the community. The "City of Winnipeg Archives Renovation" project includes space allocation for reconciliation activities that include enhanced public programming space for Indigenous-focused and Indigenous-led initiatives, staffing growth for positions specializing in Indigenous ways of knowing, and physical space to house additional private records.

The City of Winnipeg's Archives has served the public from a leased warehouse at 50 Myrtle Street since 2014, following storm damage to its former location at 380 William Avenue. The leased location was intended to serve the public in the interim until a suitable long-term solution was found. However, the facility at 50 Myrtle Street lacks necessary storage, office, and public programming space, making it unsuitable as a long-term solution for the City of Winnipeg's Archives Collection.

In 2019, the Archives engaged Cornerstone Planning Group (Cornerstone) to prepare spatial/functional requirements for the Archives program, as well as to outline conceptual options for relocating operations. The resulting report, "City of Winnipeg Archives Program Facility Requirements", or 'the Cornerstone Report', included the following space requirements:

Space for enhanced public programming, such as:

- Programming and events hosted on-site including tours, classes, lectures, discussion panels, book launches, photo exhibits, film nights, and receptions.
- Displays hosted on-site, curated by the City of Winnipeg Archives.

Expanded opportunities for:

- Indigenous ceremonies, Elder visits, storytelling, and programming.
- Indigenous-curated displays.
- Community outreach and partnerships with community organizations and school/university programs.
- More engagement with the public, tourists, students, and visitors.

The Cornerstone Report accounted for staff growth from three archivists to seven full-time staff in the Archives Section over 20 years, subject to Council approval. As any contemplated staff increase would prioritize dedicated Indigenous engagement activities, space for additional staff in this area has been planned for. Identified space needs also include places for First Nations-, Métis-, and Inuit-focused programming, suitable ceremony space, classroom and meeting spaces for small and large groups, as well as display areas.

On November 10, 2021, Standing Policy Committee on Property and Development, Heritage, and Downtown Development referred this “City of Winnipeg Archives Renovation” Capital Project to the 2023 budget process.

Public Consultation

Engagement was conducted by the consultant in early 2020 to gather feedback from several stakeholder groups. In May 2021, the City launched the Archives Strategy public engagement project to collect feedback on the consultant’s findings and to determine recommendations for Council’s consideration.

Through conversations with participants, and especially Indigenous community members, the City’s view of the potential for the Archives Strategy to advance truth-telling and reconciliation efforts was confirmed and further developed. Survey respondents noted their support for the program improvement “expanded opportunities for Indigenous ceremonies, storytelling, and programming.” In the Indigenous community members workshop, we heard about the importance of creating a welcoming space for Indigenous people, and we were asked to consider heritage buildings as products of colonization.

The Manitoba Métis Federation (MMF)’s submission highlighted the importance of identifying and providing convenient access to records of the Manitoba Métis Community. The submission included the following specific recommendations:

1. The City to continue engaging the MMF, through the Resolution No. 8 framework, as the Strategy is implemented to ensure the rights, interests, and claims of the Manitoba Métis are appropriately represented.

2. The City and the MMF to work together to identify documents, artifacts, and other items of historical importance to the Manitoba Métis and ensure these items are shared with, or returned to, the Manitoba Métis.

3. The MMF and the City to establish partnerships as the Strategy is implemented.

Other key considerations coming out of the engagement included:

- Hire an Indigenous architect to design the Archives facility.
- Who decides which records are ‘significant to the community?’ Consider a process to manage biases to accurately reflect the community.
- Ensure language reflects that Winnipeg’s history is all of our history, e.g.: recognize and support Indigenous ways of preserving and sharing historical knowledge information that fills in the gap in the colonial narrative.
- Ensure narratives record the long history of Indigenous Peoples in Winnipeg before and after the City’s incorporation, e.g.: acknowledge Indigenous contributions and the agency of Indigenous people in Winnipeg throughout the City’s history.
- Support oral history, storytelling, and alternative ways of collecting archives to give voice to those that may not record their history in physical documents.
- Ongoing engagement and partnerships with Indigenous Peoples are needed to ensure appropriate representation of Indigenous people and communities in records and the Archives space.
- A distinctions-based approach that takes into account the unique histories and identities of First Nations, Métis, and Inuit people should be part of the review and re-envisioning of the Archives.

The Public Service presented a summary of the feedback received, along with recommendations for the Archives programming and facility, to the Standing Policy Committee on Property and Development, Heritage, and Downtown Development in the fall of 2021.

FINANCIAL IMPACT

Financial Impact Statement Date: March 17, 2022

Project Name:
City of Winnipeg Archives Responses to Truth and Reconciliation Commission Calls to Action

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:

- Indigenous Relations Division

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg 2045 (subject to third reading by Council)

1.4 Integrated Knowledge and Resources

> Coordinate inter-departmental systems, projects and resources, making the best use of internal and external expertise to better understand service needs, find the most appropriate solutions, optimize resources, and maximize community outcomes.

3.8 Culture and Heritage Value

> Enhance the economic and cultural value of arts and heritage resources in the community, by promoting awareness, education, viable adaptive re-use, and other effective conservation tools.

5.4 Reconciliation with Indigenous Peoples

> Prioritize municipal implementation responsibilities within the United Nations Declaration on the Rights of Indigenous Peoples, the Truth and Reconciliation Commission of

Canada's Calls to Action and the National Inquiry into Missing and Murdered Indigenous Women and Girls' Calls for Justice.

5.5 Indigenous Lens

Develop an Indigenous lens, which recognizes, respects and advances multiple and diverse First Nations, Inuit, and Métis rights, knowledge and perspectives. Apply the lens throughout municipal leadership and governance processes, policies, programs and practices to be inclusive and eliminate elements that knowingly or unknowingly enable the exclusion of Indigenous Peoples.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

N/A

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Goal 6: All City Services are Equitable, Inclusive and Accessible

SUBMITTED BY

Department: City Clerk's Department
Division: Archives and Records Control Branch
Prepared by: Konrad Krahn
Date: March 17, 2022
File No: N/A

Attachment: