Agenda – Council – April 28, 2022

Report – Executive Policy Committee – April 20, 2022

Item No. 5 Welcoming Winnipeg Update (2021)

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On April 20, 2022, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service, as amended, and submitted the following to Council:

1. That the Welcoming Winnipeg: Reconciling our History Policy be amended as attached in Appendix A, with the following amendment:

   A. Delete Section 3.

2. That the Public Service report back to Council by December 2022 with an update on if the recommendations of this report positively impacted the implementation of the policy as anticipated, and with any additional recommendations for appropriate amendments to the policy and related processes, if necessary.

3. That no fee for Welcoming Winnipeg requests be established at this time.

4. That the establishment of a funding source for the implementation of the Welcoming Winnipeg Policy be referred to the 2024-2027 Multi-year Budget Process.

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

Report – Executive Policy Committee – April 20, 2022

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On April 20, 2022, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service with the following amendments:

- Delete the period after the words "Appendix A" and replace with the following:

  ", with the following amendments:

  A. Delete Section 3"

- That the following new Recommendation 4 be added and the remaining recommendation be renumbered accordingly:

  "4. That the establishment of a funding source for the implementation of the Welcoming Winnipeg Policy be referred to the 2024-2027 Multi-year Budget Process."

and submitted the matter to Council.

COUNCIL DECISION:

On February 24, 2022, Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That a further extension of time of up to 60 days be granted for the Winnipeg Public Service to report back on the learnings and challenges of the Welcoming Winnipeg process with recommendations for appropriate amendments, if necessary.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On February 16, 2022, the Executive Policy Committee submitted to Council that a further extension of time of up to 60 days be granted for the Winnipeg Public Service to report back on the learnings and challenges of the Welcoming Winnipeg process with recommendations for appropriate amendments, if necessary.

Report – Executive Policy Committee – April 20, 2022

DECISION MAKING HISTORY (continued):

COUNCIL DECISION:

On December 16, 2021, Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That an extension of time of up to 60 days be granted for the Winnipeg Public Service to report back on the learnings and challenges of the Welcoming Winnipeg process with recommendations for appropriate amendments, if necessary.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On December 8, 2021, the Executive Policy Committee submitted to Council that an extension of time of up to 60 days be granted for the Winnipeg Public Service to report back on the learnings and challenges of the Welcoming Winnipeg process with recommendations for appropriate amendments, if necessary.

COUNCIL DECISION:

On December 17, 2020, Council concurred in the recommendation of the Executive Policy Committee, which included the following recommendation:

2. That the Public Service be granted an extension to report back to Council by the end of 2021 about learnings and challenges of the Welcoming Winnipeg process with recommendations for appropriate amendments, if necessary.

ADMINISTRATIVE REPORT

Title: Welcoming Winnipeg Update (2021)

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 unanimously 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 perspectives, experiences and contributions in the stories remembered and commemorated.

The Welcoming Winnipeg Policy creation and implementation has been done within existing resources. This report provides an update on progress made this year, highlighting successes, identifying challenges, and providing recommendations to improve the implementation. Key amendments being proposed to the Welcoming Winnipeg: Reconciling our History Policy include:

- Updating the definition of “historical markers” and “place names” to better reflect the items for consideration under the Policy.

- Amending section 3.2.2 to clarify that requests that are submitted through the Welcoming Winnipeg online form may not be addressed on a “first come, first served” basis.

To ensure the Welcoming Winnipeg process is accessible to everyone, the Public Service is recommending that there continues to be no application fee for Welcoming Winnipeg requests. This recommendation may be reassessed in the future for Council’s consideration.

RECOMMENDATIONS

1. That the Welcoming Winnipeg: Reconciling our History Policy be amended as attached in Appendix A.

2. That the Public Service report back to Council by December 2022 with an update on if the recommendations of this report positively impacted the implementation of the policy

as anticipated, and with any additional recommendations for appropriate amendments to the policy and related processes, if necessary.

3. That no fee for Welcoming Winnipeg requests be established at this time.

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 December 17, 2020, Council concurred in the recommendation of the Executive Policy Committee that the Public Service be granted an extension to report back to Council by the end of 2021 about learning and challenges of the Welcoming Winnipeg process with recommendations for appropriate amendments, if necessary.

On December 16, 2021 Council granted an extension of 60 days.

Council approval is required to amend Council-approved Policies.

IMPLICATIONS OF THE RECOMMENDATIONS

The Welcoming Winnipeg: Reconciling our History Policy (City of Winnipeg Policy No. CO-014) will be amended as recommended in Appendix A and no fee will be established for Welcoming Winnipeg requests.

The Public Service will be required to report back to Council by December 2022 with an update on if the recommendations of this report impacted the implementation of the policy as anticipated, and with any additional recommendations for appropriate amendments to the policy and related processes, if necessary.

HISTORY/DISCUSSION

The feedback received from two phases of public consultation that occurred throughout 2019 was reviewed and incorporated into the Welcoming Winnipeg: Reconciling our History Policy that Council unanimously adopted on January 30, 2020. 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 perspectives, experiences and contributions in the stories remembered and commemorated.

This policy aligns at a municipal level with Truth and Reconciliation Commission (TRC) Call to Action #43 – United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), particularly Article 15.1, which states: 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.

The policy established a process for requesting and implementing initiatives to recognize and commemorate various historical people and events. Currently, this process includes an online request form that requires community support be submitted to Indigenous Relations. Note: due

to the ongoing COVID-19 pandemic and physical distancing precautions, the City has temporarily suspended the petition requirement. Once a request is received it is:

- Reviewed by Indigenous Relations and affected departments; once finalized it is sent to French Language Services to be translated
- Shared with the ward Councillor and published online to allow members of the public to provide input for a two-week period
- Reviewed by the Committee of Community Members (CCM), who will assess the additional community input gathered as part of their recommendation-making process
- A report is submitted to the Executive Policy Committee and Council with the CCM's recommendation for their consideration and decision

On December 17, 2020, Council concurred in the recommendation of the EPC that the Public Service be granted an extension to report back to Council by the end of 2021 about learning and challenges of the Welcoming Winnipeg process with recommendations for appropriate amendments, if necessary. Council also concurred in the recommendation that no application fee be established for Welcoming Winnipeg requests at that time, but that this would be reassessed as part of this report back to Council.

The Welcoming Winnipeg Policy creation and implementation has been done within existing resources. This report provides an update on progress made this year, highlighting successes, identifying challenges, and providing recommendations to improve the implementation.

To ensure the Welcoming Winnipeg process is accessible to everyone, the Public Service is recommending that there continues to be no application fee for Welcoming Winnipeg requests. This recommendation may be reassessed in the future for Council's consideration.

Welcoming Winnipeg: Reconciling our History Policy Implementation

In January and February 2021, a formal Welcoming Winnipeg request form was finalized and then unveiled to the public on February 12. From January 1 to November 1, 2021, the Committee of Community Members (CCM) met 10 times and considered two requests that pre-dated the request form and eight requests that were submitted through this form:

- Renaming Royalwood Park
- Naming the baseball fields at Transcona Stadium to Henri Constant Field
- Renaming Shady Shores Park to Waterside Rotary Park
- Renaming Andrew Currie Park to Currie Blossom Park
- Creating a new historical marker – Lawson Ogg
- Renaming Papoose Park to "to be determined"
- Renaming Pan Am Pool Park to Rooster Town Park
- Creating a new historical Marker – Sergeant Tommy Prince
- Renaming Skatepark West to Matt Jonsson Memorial Skatepark
- Renaming Wellington Park to Theodore Niizhota Fontaine Park

They also provided advice and guidance to Indigenous Relations on responses to motions that were made at Executive Policy Committee (EPC):

- On April 21, 2021, EPC directed the Public Service to report back with a process for initiating the installation of a second historical marker at the entrance of the Bishop Grandin Greenway on Bishop Grandin Road at River Road, which acknowledges Bishop Grandin's troubling support of the residential school system in Canada.

- On June 16, 2021, EPC directed the Public Service to engage in consultations with Indigenous people, including but not limited to residential school survivors, Elders, knowledge keepers, as well as Indigenous governments and community organizations to bring forward their proposal for re-naming Bishop Grandin Boulevard and Grandin Street to a name which honours Indigenous experience, culture and history in accordance with the Street Name By-law.

The CCM is a crucial resource to the implementation of the Welcoming Winnipeg Policy; without a group of subject-matter expert volunteers, the City would not be able to implement the policy as envisioned by Winnipeg residents. When the recruitment for the CCM was done in 2020, one of the qualifications for applicants to consider was their ability to meet up to five times a year. In 2021, the committee has been meeting on a monthly basis, and the Public Service is worried about overburdening this group of enthusiastic and dedicated volunteers.

A concern that has been raised by the CCM is that the existing process outlined in the Welcoming Winnipeg Policy is reactive versus proactive. Currently, the CCM considers requests that have been submitted to Indigenous Relations and the current function of the committee as outlined in the Terms of Reference limits their ability to bring forward requests for change.

As per the CCM's Terms of Reference, the committee's function is to:

1. Provide recommendations to the Executive Policy Committee (EPC) and Council (for final decision) as it relates to requests to create new, add to or remove/rename historical markers and place names

2. Provide input and advice to Indigenous Relations to align existing and newly created processes concerning creating new, adding to or naming/renaming historical markers and place names

Indigenous Relations has begun a review of the City's cumulative assets listing to identify historical markers and place names that are glaringly problematic due to their connections to issues such as residential schools, colonization and other racist ideologies. However, it is still to be determined what will be done with this information once the review is complete, for two reasons:

1. Currently the CCM's meeting agendas have been full addressing incoming public requests and providing guidance to Indigenous Relations with respect to motions made by EPC; it's unclear when the CCM would have time to be able to consider this list.

2. A process will still need to be developed to select new names for these assets. It is anticipated that lessons learned from renaming Bishop Grandin Boulevard, Grandin Street and Papoose Park will assist with creating a formal process.

Another concern raised by the CCM that the Public Service will be addressing shortly is related to requests to name or rename "place names" or "historical markers" after individuals. Indigenous Relations, in consultation with the CCM will draft guidelines with respect to naming and renaming City assets (that fall within the scope of Welcoming Winnipeg) after an individual to assist the CCM's recommendation-making process.

These committee members have been incredibly supportive as the framework to implement the policy is being developed in real-time, and the City is learning as it goes. They are doing a remarkable job of balancing the intent of Welcoming Winnipeg while respectfully addressing

requests that do not aim to resolve the absence of First Nations, Métis and Inuit perspectives, experiences and contributions in the city's historical markers and place names.

- An example of this was the renaming of Shady Shores Park to Waterside Rotary Park, and the CCM's recommendation that Council approve the renaming, with the addition that a territorial acknowledgment accompanies the park signage.

- A further instance of this was how they considered a proposal to honour Lawson Ogg and the 1950 Red River Flood through a permanent two-panel installation. The initial proposal planned for a second phase of the project, exploring the history of the neighbourhood; it was there that they proposed exploring Indigenous connections to the neighbourhood. After much discussion between the applicant and the CCM, the CCM recommended supporting one panel acknowledging the contributions of Lawson Ogg with the second panel to provide a more comprehensive land acknowledgement. The intent of this recommendation was to take an approach that embeds Indigenous perspectives in both phases of the project to reinforce that Indigenous history is not something that has happened outside of, or apart from, the settler narrative of the history of this place.

One of the policy criteria (3.2.2) requires applicants to address if their request has an "impact on Indigenous people?". In creating the formal request form, this question was revised to "does this site have historical significance to Indigenous peoples and how does your research support this statement?" to recognize that with the arrival of Settlers in Canada, Indigenous territories were re-mapped and re-named, becoming the standard for cities that continue to grow within Indigenous territories. Historical names associated with places in Winnipeg, or places that were particularly significant to First Nations and the Red River Métis, should be known and considered when the City is undertaking a naming or renaming project.

The long-term goal to meet this objective is to work with Indigenous historians (including Elders and Knowledge Keepers) to do this mapping that would inform the work of Welcoming Winnipeg moving forward. Resources to begin this project have not been identified and a timeline to begin this work has not yet been determined. In the interim, it has been acknowledged that there is a need to develop resources to assist applicants to better understand the intent of the question and to respond to it effectively. Over this last year, it has become apparent that there is an education and awareness piece to the Welcoming Winnipeg policy implementation that is missing. Indigenous Relations intends to start addressing this in 2022.

Managing expectations related to timelines to receive a decision has been a challenge; it is understandable as many of these requests require outdoors construction/installation and the Winnipeg season to do this work is short. Before unveiling the formal Welcoming Winnipeg request form, Indigenous Relations had forecasted that the entire process, from a resident submitting an online request form to it being considered by Council was approximately 12-16 weeks.

After moving through the process with several requests, it has become evident that meeting this timeline is likely not feasible for most requests since there have been adjustments made to the process as lessons are learned. For instance, based on public feedback, the decision was made to translate all requests received from English to French to make certain French-speaking residents are able to fully participate. This is important to ensure Welcoming Winnipeg is inclusive, but has added some additional time to the overall process.

Furthermore, in spite of the regular meeting schedule of the CCM, the progress of requests to get on to a CCM meeting agenda is slower than anticipated. To accommodate delegates at the CCM meetings and ensure there's enough time for a fulsome discussion, the agenda for each meeting is typically limited to a maximum of two incoming Welcoming Winnipeg requests. The CCM also has the ability to lay over their decision on a request to the next meeting, if members feel they need more time to deliberate.

Indigenous Relations continues to look for opportunities to expedite the process, however no straightforward options have emerged from these discussions so far. For the time being, the Welcoming Winnipeg webpage will be updated with anticipated timelines so that residents have this information when submitting their requests.

City Policy, Procedures, By-Laws Review

In addition to the adoption of the Welcoming Winnipeg: Reconciling our History Policy, direction from Council to the Public Service on January 30, 2020 included: "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".

This review has yet to be undertaken by Indigenous Relations and a timeline to complete this work has not yet been determined. The priority of Indigenous Relations has been to focus on creating a solid foundation and framework for the Welcoming Winnipeg intake, review and recommendation process while addressing the other Welcoming Winnipeg initiatives previously referenced.

Other Welcoming Winnipeg Projects

Additional Historical Marker – Bishop Grandin Greenway (St. Vital Ward)

On April 21, 2021 the Executive Policy Committee (EPC) concurred in the recommendation of the Riel Community Committee, that the Winnipeg Public Service be directed to report back with a process for initiating the installation of a second historical marker at the entrance of the Bishop Grandin Greenway on Bishop Grandin Road at River Road, which acknowledges Bishop Grandin's troubling support of the residential school system in Canada.

The Public Service, in consultation with the Committee of Community Members (CCM), will be proposing a hybrid Welcoming Winnipeg process for EPC and Council's consideration. It is anticipated that this report will go before EPC and Council this year.

Bishop Grandin Boulevard and Grandin Street Renaming

On June 16, 2021, the Executive Policy Committee (EPC) recommended that the Indigenous Relations Division be directed to engage in consultations with Indigenous people, including but not limited to residential school survivors, elders, knowledge keepers, as well as Indigenous governments and community organizations to bring forward their proposal for re-naming Bishop Grandin Boulevard and Grandin Street to a name which honours Indigenous experience, culture and history, in accordance with the Street Name By-law.

A process to undertake these consultations was developed and shared with the CCM in July for their feedback/input.

On September 8 and 9, the City convened the Indigenous Knowledge Naming Circle, comprised of 12 Indigenous Elders, Residential School Survivors, Knowledge Keepers and youth to discuss and propose new names for Bishop Grandin Boulevard and Grandin Street. The opening ceremony was held outside next to the Bishop Grandin Greenway; the Mayor, CAO and area Councillors were in attendance for introductions. An opening prayer and drum song opened the day; Circle members were offered tobacco to share their knowledge and experiences with the City. Métis and two-spirit Elder Barbara Bruce was also in attendance to facilitate the two-day gathering.

Further discussions are needed to finalize a proposal to rename these streets, and they are ongoing. It is anticipated that these recommendations will go before EPC and Council early this year.

Policy Amendments and Rationale

Below is a list of Policy amendments that have been proposed in an effort to address some of the challenges outlined in the report.

Amendment

That the definition of “historical markers” and “place names” under the Welcoming Winnipeg: Reconciling our History Policy be revised as proposed:

Historical Markers: includes, ~~but is not limited to,~~ an existing or new plaque, statue, commemorative marker, panel installation, monument, mural or City-owned building; does not include community centres.

Place Names: includes, ~~but is not limited to,~~ a neighborhood development, a park, sign, trail, or bridge; does not include streets.

Rationale

The intent of these amendments is to provide clarity on what requests fall within the scope of Welcoming Winnipeg, and to an extent, limit them. The following request submitted this year illustrates the grey areas of the current definitions.

A request was submitted to name a skating rink that is part of the City’s “Adopt-a-Rink” program.

- Indigenous Relations was advised that an “Adopt-a-Rink” is a temporary feature in a park. If the volunteer group that operates this rink ceases to exist, then so would the rink. Any naming recognition would need to be removed when the rink was removed. As a result, the Public Works Department suggested not to name this amenity.
- Because the Welcoming Winnipeg definition of “place names” currently states “includes, but is not limited to”, it does not reflect this practice and would allow requests for any and all park amenities to be named.

The daily administration of the process and the Division’s other significant responsibilities have impacted Indigenous Relations’ ability to promptly attend to larger policy issues. It is hoped that

by moderating the scope of the policy, what is addressed through the Welcoming Winnipeg process can be addressed thoroughly and with appropriate care.

Amendment

The Public Service is recommending that section 3.2.2 of the Welcoming Winnipeg: Reconciling our History Policy be amended to add the following for clarification: “in order to better meet the objectives of Welcoming Winnipeg, requests that are submitted through the online form may not be addressed on a “first come, first served” basis”, as they have been to-date.

Rationale

The Welcoming Winnipeg 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 perspectives, experiences and contributions in the stories remembered and commemorated.

In order to help meet this objective and allow for a more proactive approach, requests that do not directly meet the policy’s purpose as stated above may need to be paused so that the City can ensure it is consistently considering projects that do. This approach may be used to address the historical markers or place names that have been flagged as part of Indigenous Relations’ review of the City’s cumulative assets listing, once complete.

Next Steps

The Welcoming Winnipeg policy and process is still relatively new and unique in Canada. There is no roadmap or best practice to replicate; all forms, resources, protocols and processes have had to be developed from square one, with many co-created by Indigenous Relations and the CCM. Some have been done imperfectly, and there are others still to be designed; however, there have been limited opportunities to enhance what is existing or build new as the daily administration of the process and the Division’s other significant responsibilities restrict staff capacity to do so.

Regardless, the Public Service will continue to look for ways to improve the Welcoming Winnipeg Policy and its implementation while addressing some of the challenges identified in this report, as proposed.

The Public Service will report back to Council in December 2022 with an update on if the recommendations of this report impacted the implementation of the policy as anticipated, and with any additional recommendations for appropriate amendments to the policy and related processes, if necessary.

Indigenous Relations anticipates that there are still lessons to be learned and improvements to the policy to be made.

Furthermore, it is difficult to anticipate how many requests will be received moving forward; if there are significantly more or less than there were in 2021, that may influence future recommendations and priorities for Welcoming Winnipeg.

FINANCIAL IMPACT

Financial Impact Statement **Date:** January 20, 2022

Project Name:
Welcoming Winnipeg Update (2021)

COMMENTS:
There are no financial implications associated with the recommendation in this report.

(Approved by J. Duke for 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 Space (Public Works Department)

OURWINNIPEG POLICY ALIGNMENT

Complete Communities Direction Strategy (Existing)

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.

OurWinnipeg 2045 (Subject to Council Third Reading)

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. LG, ER, EP, HW, CB

5.8 Community Cohesion
Provide opportunities for creative, cultural, and artistic expression through municipal facility design, public place-making, and community-led initiatives to promote community relationship-building, identity and sense of belonging. HW, CB

5.9 Heritage Conservation
Provide opportunities for heritage education, truth-telling, and reconciliation, through the commemoration, conservation, and stewardship of both tangible and intangible heritage resources, including Indigenous land-based practices and artifacts, public names, places, and art, museum artifacts, and archived information. LG, HW

6.37 Heritage Conservation
Conserve cultural, natural, and heritage resources and districts, as defined in Complete Communities, and Indigenous land-based practices to celebrate sense of place through community history, architecture, civic identity and cultural perspectives. ER, HW

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

N/A

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

N/A

SUBMITTED BY

Department: Chief Administrative Office
Division: Indigenous Relations
Prepared by: D. Carriere
Date: January 21, 2022
File No:

Attachments:

Appendix A – Amendment to Policy No. CO-014