Agenda – Council – September 22, 2022

Report – Executive Policy Committee – September 14, 2022

Item No. 16 Welcoming Winnipeg – Naming Park at 100 Comanche Road to Tikina'gaan Park

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 14, 2022, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the following to Council:

1. That the park located at 100 Comanche Road be named Tikina'gaan Park, as recommended by Elders of the Indigenous Knowledge Naming Circle and supported by the Welcoming Winnipeg Committee of Community Members, with the addition that a territorial acknowledgment accompanies the park signage.

2. That an educational resource be developed and shared with the local community about the cultural significance of the tikina'gaan.

3. 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 – September 14, 2022

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 14, 2022, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

Dr. Erin Millions, University of Winnipeg, submitted a communication in support of the matter.

ADMINISTRATIVE REPORT

Title: Welcoming Winnipeg – Naming Park at 100 Comanche Road to Tikina'gaan Park

Critical Path: Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
C. Sveinson	M. Jack	C. Kloepfer	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.

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.

After careful consideration, the Committee of Community Members (CCM) recommended that the park be renamed following consultation with Indigenous Elders. While the Indigenous Relations Division facilitates this process, the CCM also recommended that the park should remain nameless and the Public Service remove reference to "papoose" in existing park signage. It was also recommended that when an appropriate name was identified, the Public Service would report back to Council seeking approval of the proposed name.

On September 29, 2021, Council concurred in these recommendations.

As proposed by Elders of the Indigenous Knowledge Naming Circle and supported by the Welcoming Winnipeg CCM, the Public Service is recommending that: the park located at 100 Comanche Road be named Tikina'gaan Park; a territorial acknowledgement be added to the signage; and, an educational resource be developed and shared with the local community about the cultural significance of the tikina'gaan. Indigenous Relations has allocated up to $3,000 from the Journey of Reconciliation budget to carry out the recommendations of this report.

Tikina'gaan is the word for cradleboard in Anishinaabemowin (Ojibwe), and is very similar to the word in Ininimowin (Cree), tikinakan. This is how babies have been carried from time immemorial on this land. Although the design and materials may have been different, this is a practice that has been used by many Indigenous Nations across Turtle Island (North America).

In the past, settlers have incorrectly referred to cradleboards as “papoose”. This is an opportunity for the City to honour an important ancestral Indigenous practice that continues to this day, in one of the original languages of Treaty One, the ancestral land of the Anishinaabe, Ininew, Dakota, and the National Homeland of the Red River Métis.

RECOMMENDATIONS

1. That the park located at 100 Comanche Road be named Tikina’gaan Park, as recommended by Elders of the Indigenous Knowledge Naming Circle and supported by the Welcoming Winnipeg Committee of Community Members, with the addition that a territorial acknowledgment accompanies the park signage.

2. That an educational resource be developed and shared with the local community about the cultural significance of the tikina’gaan.

3. 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 September 29, 2021, Council concurred in the recommendation that when an appropriate name for Papoose Park was identified by Indigenous Elders, the Public Service would report back to Council seeking approval of the proposed name.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of this report are concurred in, the park located at 100 Comanche Road will be named Tikina’gaan Park.

HISTORY/DISCUSSION

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.

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

On September 29, 2021, Council concurred in these recommendations.

In September 2021, IRD 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. A key message we heard from the Circle was that this gathering is just the beginning of consultations that need to be done when naming or renaming City places to reflect Métis, First Nations and Inuit languages, culture, and contributions, and that an effort needs be made to include each of the seven languages outlined in the Manitoba Aboriginal Languages Recognition Act.

In November 2021, IRD met with the four Elders of the Circle, and one of the agenda items was to discuss a new name for the park at 100 Comanche Road. After discussion, the Elders ultimately recommended a name: Tikina’gaan Park.

<u>Considerations for this naming request</u>

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 the 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.

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.
    - Tikina’gaan is the word for cradleboard in Anishinaabemowin, and is very similar to the word in Ininimowin (Cree), tikinakan. This is how babies have been carried from time immemorial on this land. Although the design and materials may have been different, this is a practice that has been used by many Indigenous Nations across Turtle Island (North America).
    - In the past, settlers have incorrectly referred to cradleboards as “papoose”. This is an opportunity for the City to honour an important ancestral Indigenous practice that continues to this day, in one of the original languages of Treaty One and the National Homeland of the Red River Métis.
3. Community Support
    - In response to the question: Do you think the Committee of Community Members should support this request, 61% of online survey respondents said ‘yes’. There were 28 respondents to the online survey.
    - There were 12 emails received outside of the online survey. Three additional names were suggested: a proposal from Indigenous children from the neighbourhood to name the park either “Waboose” (rabbit) or “Macoons” (bear cub) in Ojibwe and a different proposal from a resident to name the park “Terry Fox Park”.
        - Three of those emails supported Tikina’gaan Park
        - One email supported Terry Fox Park
        - Seven of those emails supported Macoons or Waboose Park
        - One email had advised they had already submitted their feedback through the Welcoming Winnipeg portal.
4. Other considerations
    - It is important that an educational resource be developed and shared with the community about the cultural significance of the tikina’gaan as well as the correct pronunciation of the word.

The Welcoming Winnipeg: Reconciling our History 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.

As proposed by Elders of the Indigenous Knowledge Naming Circle and supported by the Welcoming Winnipeg Committee of Community Members, the Public Service is recommending that: the park located at 100 Comanche Road be named Tikina’gaan Park; a territorial acknowledgement be added to the signage; and, an educational resource be shared with the community about the cultural significance of the tikina’gaan. Indigenous Relations has allocated up to $3,000 from the Journey of Reconciliation budget to carry out the recommendations of this report.

FINANCIAL IMPACT

Financial Impact Statement

Date: August 18, 2022

Project Name:

Welcoming Winnipeg – Naming Park at 100 Comanche Road to Tikina'gaan Park

First Year of Program **2022**

	2022	2023	2024	2025	2026
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 3,000	$ -	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 3,000	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	3,000	-	-	-	-
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments:

Direct costs of $3,000 represent the estimated costs to rename the park currently known as Papoose Park as outlined in the report. Funding will come from the the Indigenous Relations Division Journey of Reconciliation budget.

Jason Duke - August 18, 2022

Jason Duke, CPA, CGA
A/ 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

OurWinnipeg 2045

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

The information and recommendations presented in this report align with and advance the Winnipeg Poverty Reduction Strategy (2021 – 2031) as follows:

They embody the following Guiding Principles:

- We will Uphold Human Rights
- We will Honour Relationships and Reconciliation with Indigenous People

SUBMITTED BY

Department: Chief Administrative Office
Division: Indigenous Relations Division
Prepared by: D. Carriere
Date: August 23, 2022
File No: N/A

Attachments:

Appendix A: 2022-001 Request Summary

Appendix B: 2022-001 Public Engagement Summary Report

Appendix C: Welcoming Winnipeg – Request Assessment Tool