Agenda – Council – December 15, 2022

Report – Executive Policy Committee – December 7, 2022

Item No. 1 Welcoming Winnipeg Update (2022)

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On December 7, 2022, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the following to Council:

1. That this report be received as information.

Report – Executive Policy Committee – December 7, 2022

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On December 7, 2022, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

COUNCIL DECISION:

On April 28, 2022, Council concurred in the April 20, 2022, recommendation of the Executive Policy Committee, which included the following recommendation:

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.

ADMINISTRATIVE REPORT

Title: Welcoming Winnipeg Update (2022)

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.

Importantly, this policy aligns at a municipal level with Truth and Reconciliation Commission Call to Action #43 – United Nations Declaration on the Rights of Indigenous Peoples, 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 creation of the Welcoming Winnipeg Policy and its ongoing implementation has been done within existing resources. This report provides an update on progress made this year, highlighting successes and identifying challenges.

Moving forward, the Public Service will include regular reporting on Welcoming Winnipeg's progress in the annual Journey of Reconciliation report to Council. Any recommendations with respect to policy amendments will be proposed through separate reports to Council, as required. 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 and 2022, that may influence future recommendations and priorities for Welcoming Winnipeg.

RECOMMENDATIONS

1. That this report be received as information.

REASON FOR THE REPORT

On April 28, 2022, Council concurred in the recommendation of the Executive Policy Committee that the Public Service report back to Council by December 2022 with an update on if the

recommendations of the Welcoming Winnipeg Update (2021) 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.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no implications arising from receiving this report as information.

HISTORY/DISCUSSION

The feedback received from two phases of public engagement 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.

Importantly, 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. 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 (EPC) and Council with the CCM's recommendation for their consideration and final decision.

On December 17, 2020, Council concurred in the recommendation of 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.

On April 28, 2022, Council concurred in the recommendation of the EPC and adopted the following:

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.

Welcoming Winnipeg: Reconciling our History Policy Implementation (2022)

In January and February 2021, a formal Welcoming Winnipeg request form was finalized and then unveiled to the public on February 12, 2022.

From November 1, 2021, to October 31, 2022, the following requests were received, either through the online form or through the direction of the EPC:

- Renaming Singh Trail Park to Komagata Maru Park
- Creating new historical markers – Armstrong Point
- Naming Park at 100 Comanche Road to Tikina'gaan Park
- Adding to existing historical markers in Transcona – Dawson Trail
- Naming trail to Cousineau Family Trail
- Creating new historical marker in St. Boniface – Dawson Trail
- Creating a new historical marker – Elm Park Bridge
- Naming Healing Forest at St. John's Park to Kapabamayak Achaak Healing Forest
- Creating new historical markers in Provencher Park
- Keeping or removing statue – Assiniboine Park Conservancy
- Creating new historical marker – Assiniboia Residential School
- Renaming Appletree-Bridgeland North Park to Emeka Nnadi Park
- Renaming Berkley Square Park to the Dawn McEwen Park
- Renaming Lindenwood Drive West Park to the Kaitlyn Lawes Park
- Renaming William Johnstone Park to the Louise Johnston Park

From November 1, 2021, to October 31, 2022, the CCM met nine times to carry out their function, as defined by the Terms of Reference:

1. Provide recommendations to the 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

The CCM remains 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. Four members' terms are set to expire on December 31, 2022. Per the Terms of Reference, they are all eligible to re-apply; nevertheless, it is important to recognize their significant contributions to date. Indigenous Relations began preparations for the formal recruitment process in September and applications will be received

from October 25 to November 25. It is anticipated that the process will be completed by the end of the year.

The creation of the Welcoming Winnipeg Policy and its ongoing implementation has been done within existing resources. This report provides an update on progress made this year, highlighting successes and identifying challenges. As of November 1, 2022, the number of Welcoming Winnipeg requests that have been formally submitted to the process are as follows:

- 2020: 2 (predated the policy)
  - Both are considered complete/closed

- 2021: 12 (this does not include the two motions made by the EPC regarding the Bishop Grandin marker and renaming Bishop Grandin Boulevard and Grandin Street)
  - 9 have outstanding action(s) that need to be finished to be considered complete/closed

- 2022: 13
  - All 13 have outstanding action(s) that need to be finished to be considered complete/closed

Indigenous Relations' involvement in a request does not necessarily end with Council's decision to approve a request. For instance, several of the "outstanding" requests include a motion to add supplementary signage or a new permanent marker to acknowledge a park renaming. Indigenous Relations is now responsible for drafting the text and identifying appropriate graphics and photos in consultation with the applicant(s) and CCM, working with a graphic designer, and coordinating the installation with the applicants of the request and other members of the Public Service, as required. A small allocation for these projects has been made within the Journey of Reconciliation budget; however, funding concerns have also contributed to challenges to fully process or close some requests.

The daily administration of this number of projects in various stages of the process, and the division's other significant responsibilities, have impacted Indigenous Relations' ability to promptly correspond with applicants, move outstanding actions forward in a meaningful way, and attend to larger policy issues.

2022 Highlights

Renaming Pan Am Pool Park to Rooster Town Park

On April 28, 2022, Council approved the renaming of Pan Am Pool Park to Rooster Town Park, with the addition of a territorial acknowledgment, as recommended by the CCM through the Welcoming Winnipeg process. Council also directed the Public Service to develop supplementary signage to acknowledge the name "Pakan Town", which was the name residents used to call the area.

On August 23, 2022, the City officially unveiled a new historical marker and park signage to acknowledge the renaming of Pan Am Pool Park to Rooster Town Park. There were approximately 60 people in attendance at the event, including former Rooster Town family members, their descendants, members of the CCM, Councillor Orlikow, City staff, and media. The text of the marker states:

Rooster Town was settled in this area by mostly Métis families in the late 1890s and grew to a community of over 250 by the 1940s. Pressured to disperse, they were evicted by the City of Winnipeg in 1959 to make way for urban expansion.

Though more commonly known as Rooster Town, community residents called it Pakan Town. This referred to bagaan, an Anishinaabe word for the hazelnut bushes plentiful in the area.

On April 28, 2022, City Council voted to rename this park to acknowledge this important history.

Once a territorial acknowledgement is installed at the site, this request will be considered complete.

Renaming Wellington Park to Theodore Niizhotay Fontaine Park

On May 18, 2022, Council approved the renaming of Wellington Park to Theodore Niizhotay Fontaine Park, with a territorial acknowledgment, as recommended by the CCM through the Welcoming Winnipeg process. Council also directed the Public Service to develop a new permanent marker to commemorate Theodore's experiences and contributions.

On November 16, the City will officially unveil the park signage and a preview of the new historical marker that has been created; unfortunately, due to manufacturer delays, the marker will not be delivered in time for this event. The text of the marker states:

Former Chief of Sagkeeng Anicinabe First Nation, Theodore Niizhotay Fontaine was a knowledge keeper, Elder, author, educator, athlete, volunteer and public speaker.

Born September 7, 1941, Theodore described his early years as "bliss", safe with family. He was incarcerated at the Fort Alexander and Assiniboia Indian Residential Schools from 1948 to 1960. In his national best-selling memoir, Broken Circle, The Dark Legacy of Indian Residential Schools, Theodore recounted the psychological, physical, spiritual, emotional and sexual abuse he suffered at residential schools and his journey over decades toward healing and reconciliation.

Theodore worked extensively in the corporate, government and First Nations sectors. He dedicated his retirement years to writing and teaching about the lasting and intergenerational impacts of Indian residential schools.

On May 26, 2022, City Council voted to rename this park to honour this fearless advocate of First Nations rights, languages, culture, spirituality and traditions.

Once the new marker and territorial acknowledgment are installed at the site, this request will be considered complete.

Renaming Papoose Park to Tikina'gaan Park

On September 29, 2021, Council voted to rename Papoose Park, as "papoose" has been identified as a dated and offensive term that refers to an Indigenous baby or child. The Public Service was directed to consult with Indigenous Elders on a proposal for a new name and report back to Council with a recommendation. While this process was underway, Council also

directed the removal of the signage referring to the park as “Papoose Park”, leaving it to be represented by its address (100 Comanche Road).

After discussing possible names with Elders, they proposed the name Tikina’gaan Park. 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).

On September 22, 2022, Council supported the name Tikina’gaan Park, and the additional recommendation of the CCM that an educational resource be developed to educate the local community about the principles of Indigenous mothering and innovations of Indigenous science represented by the new park name.

The Elders have recommended that the renaming unveiling event wait until Spring 2023 due to the cultural significance of the tikina’gaan as it relates to new beginnings/new life and the east direction; the teachings of the east indicate that spring would be most appropriate.

In the meantime, Indigenous Relations continues to work with the Elders and the CCM to develop the educational materials associated with this renaming and the tikina’gaan.

2021 Policy Amendment Update

In the 2021 Welcoming Winnipeg update to Council, revised definitions of “historical markers” and “place names” were adopted to better reflect the items for consideration under the Policy. The intent of these amendments was to provide clarity on what requests fall within the scope of Welcoming Winnipeg, and to an extent, limit them. This was to ensure requests addressed through the process uphold the Welcoming Winnipeg objectives and can be undertaken thoroughly and with appropriate care.

In 2022, only one formal request was submitted to Indigenous Relations that no longer fell within the new definitions and was referred to the appropriate department for further discussion.

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.

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. 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. However, Indigenous Relations will continue to look for possible improvements.

Moving forward, the Public Service will include regular reporting on Welcoming Winnipeg's progress in the annual Journey of Reconciliation report to Council. Any recommendations with respect to policy amendments will be proposed through separate reports to Council, as required. 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 and 2022, that may influence future recommendations and priorities for Welcoming Winnipeg.

FINANCIAL IMPACT

Financial Impact Statement

Date: November 7, 2022

Project Name:
Welcoming Winnipeg Update (2022)

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

Jason Duke - November 7, 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 Division

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
Prepared by: D. Carriere
Date: November 14, 2022
File No: N/A

Attachments: N/A