Minutes – Executive Policy Committee – March 13, 2023

REPORTS

Item No. 11 Renaming Bishop Grandin Boulevard and Grandin Street

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and recommended to Council:

1. That the Bishop Grandin Trail be renamed to Awasisak Mēskanow.

2. That the renamings of Bishop Grandin Boulevard to Abinojii Mikanah and Grandin Street to Taapweewin Way be endorsed, and that the Public Service be directed to report back pursuant to the requirements of the Street Names By-law No. 115/2011.

3. That once an estimate is determined, a budget for the anticipated costs associated with Recommendation 2 be referred to the next budget review process for consideration.

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

DECISION MAKING HISTORY:

Moved by Councillor Orlikow,

That the recommendation of the Winnipeg Public Service be concurred in and forwarded to Council.

Yea:	Gillingham, Lukes, Mayes, Orlikow, Rollins	5
Nay:	Browaty	1

Carried

Diane Doering-Panchuk submitted a communication in opposition to the matter.

ADMINISTRATIVE REPORT

Title: Renaming Bishop Grandin Boulevard and Grandin Street

Critical Path: Executive Policy Committee – Council

AUTHORIZATION

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

EXECUTIVE SUMMARY

On June 16, 2021, the Executive Policy Committee directed the Indigenous Relations Division (IRD) 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 and is in accordance with the Street Names By-law.

On September 8 and 9, 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. To reach consensus, Circle members agreed they would support the recommendations made by the Elders moving forward. Furthermore, they asked that if either of the names put forward on September 9 for Bishop Grandin Boulevard or Grandin Street were not acceptable to the City, that the City would come back to the Elders and advise them before proceeding any further, to allow the Elders an opportunity to respond.

In accordance with this request, the Elders of the Circle met with IRD to discuss concerns that the name proposed for Bishop Grandin Boulevard in September contravened the Street Names By-law. Due to its length, exceeding 20 characters, there were safety concerns with respect to the delivery of emergency services.

The Elders understood the concern, and expressed their wish for the new name to be inclusive and safe for both Indigenous and non-Indigenous residents and visitors; the names put forward in this report reflect the spirit and intent of the initial proposals for Bishop Grandin Boulevard and Grandin Street while considering the limitations of the Street Names By-law. IRD, on behalf of the Indigenous Knowledge Naming Circle, is recommending that the City rename:

- Bishop Grandin Boulevard to Abinojii Mikanah
- Bishop Grandin Trail to Awasisak Mēskanow
- Grandin Street to Taapweewin Way

The Street Names By-law governs the process for the naming and renaming of streets and the assignment of honourary names to streets or portions of streets within the City of Winnipeg. In

order to have Bishop Grandin Boulevard and Grandin Street renamed, a report must be submitted to the designated committee by the designated employee, as defined in the by-law. This will be completed following Council's decision on the recommendations in this report.

RECOMMENDATIONS

1. That the Bishop Grandin Trail be renamed to Awasisak Mēskanow.

2. That Council endorse the renamings of Bishop Grandin Boulevard to Abinojii Mikanah and Grandin Street to Taapweewin Way and that the Public Service be directed to report back pursuant to the requirements of the Street Names By-law No. 115/2011.

3. That, once an estimate is determined, a budget for the anticipated costs associated with Recommendation 2 be referred to the next budget review process for consideration.

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 June 16, 2021, the Executive Policy Committee directed the Indigenous Relations Division 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. The Public Service was further directed, upon completion of this consultation, to report back with a recommendation for the renaming of Bishop Grandin Boulevard and Grandin Street, in accordance with the Street Names By-law.

IMPLICATIONS OF THE RECOMMENDATIONS

If the Recommendations are concurred in, the Bishop Grandin Trail will be renamed to Awasisak Mēskanow and the Public Service will report back on the renaming of Bishop Grandin Boulevard to Abinojii Mikanah and Grandin Street to Taapweewin Way.

The Indigenous Relations Division has allocated a budget of up to $15,000 from the Journey of Reconciliation budget for costs associated with the renaming of Bishop Grandin Trail.

Additional costs associated with the street name change are still to be determined and a funding source will be identified once the estimate is complete.

HISTORY/DISCUSSION

<u>Bishop Vital-Justin Grandin</u>

Vital-Justin Grandin (1829-1902) was a Roman Catholic Priest and Bishop who was active in western Canada from approximately 1854 to 1902. Grandin was initially placed at St. Boniface and received a series of postings in present-day Saskatchewan and Alberta, including the La

Nativité mission at Fort Chipewyan (circa 1855) and at Ile-à-la-Crosse (circa 1857). He is known for advocating on behalf of the Métis in the days leading up to the North-West Resistance (1885); ordaining the first Métis priest in the northwest (1890); founding the Petit Seminaire de la Sainte-Famille in St. Albert to help establish a Métis clergy (circa 1900); and defending French language rights in western Canada. Grandin believed that First Nations peoples needed to be "civilized" and viewed residential schools, specifically industrial schools, as the means to accomplish this mission.

More recently, Bishop Vital Grandin's legacy has been reconsidered. After six years of documenting the truth of survivors, families, communities and anyone personally affected by the Indian Residential School experience, the Truth and Reconciliation Commission (TRC) of Canada released its findings and 94 Calls to Action in 2015. The Final Report included the history of the residential school system in Canada and identified Bishop Vital Grandin as leading the campaign for residential schools. He appealed to the Federal government to increase grants to these schools and encouraged the building of industrial schools in western Canada. Bishop Vital Grandin is quoted in an 1880 letter stating "the only efficient means of saving them from destruction and civilizing the Indians of the North West is to begin with the young children."

Decision-making history

The name Rue Grandin Street can be traced back to 1876, predating the Rural Municipality of St. Boniface which was established in 1880. The entry in *Mosaic of Winnipeg Street Names* (1974) says:

> "Vital Justin Grandin (1829-1902), early Catholic Bishop missionary; worked with Archbishop Tache; settlement of St. Vital was named after him, 1860" (page 134).

Council adopted the name "Bishop Grandin Boulevard" when it passed a recommendation from the Committee on Environment at a Council Meeting held July 19, 1978 (see Appendix A). Minutes from this meeting state:

> "The naming of the Corridor [St. Vital – Fort Garry Corridor as it was known during construction], "Bishop Grandin Boulevard", appears to be most appropriate from an historical point of view. Bishop Vital Justin Grandin, an assistant to Bishop Tache, was associated with the development of the Colonies in the St. Vital and Fort Garry areas in the mid 1880's. The now demolished Grandin School located in the vicinity of the approach to the new Route 165 Bridge was named in recognition of Bishop Grandin whose 150th Birthday Anniversary will occur on February 8th, 1979".

On September 28, 2011, Council passed a motion to enact By-law No. 115/2011, the Street Names By-law (Appendix B). The Street Names By-law governs the process for the naming and renaming of streets and the assignment of honourary names to streets or portions of streets within the City of Winnipeg.

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 April 21, 2021 the Executive Policy Committee 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.

In late May 2021, the Tk'emlúps te Secwépemc First Nation revealed that preliminary findings from a survey of the grounds at the former Kamloops Indian Residential School uncovered the remains of 215 children buried at the site. This announcement gained national and international attention, renewing calls from the community in Winnipeg to address how the City currently commemorates Bishop Vital-Justin Grandin with Bishop Grandin Boulevard. Over 13,400 signatures have been added to a change.org petition to rename Bishop Grandin Boulevard.

On June 16, 2021, the Executive Policy Committee directed the Indigenous Relations Division (IRD) 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. Upon completion of this consultation, the Public Service has been directed to report back with a recommendation for the renaming of Bishop Grandin Boulevard and Grandin Street, in accordance with the Street Names By-law.

In response to this direction and with the input of the Welcoming Winnipeg Committee of Community Members, IRD reached out to First Nations and Red River Métis governments and urban Indigenous organizations to establish an Indigenous Knowledge Naming Circle to bring forward a proposal to rename Bishop Grandin Boulevard and Grandin Street. The intention of IRD in establishing such a group was to have the voices of Elders, Residential School survivors, Knowledge Keepers and youth (represented by Ka Ni Kanichihk).

IRD met with representatives from the Manitoba Métis Federation on October 18 to discuss the absence of representation from the Métis Nation on the Indigenous Knowledge Naming Circle, and the Welcoming Winnipeg: Reconciling our History more broadly. Discussions included how we can work together, and preferred methods of communication moving forward to ensure the interests of the Red River Métis are represented.

<u>The Indigenous Knowledge Naming Circle</u>

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 of All My Relations was also in attendance to facilitate the two-day gathering.

The rest of the first day was spent in a brief orientation session, a brainstorm of possible names, and outlining what was most important to the group to see represented in a new name. Over the summer, IRD had received suggestions for new names through the Welcoming Winnipeg inbox; those were shared with the Circle, for their consideration.

Much of the discussion of the Circle centred around the importance of the reclamation of language, children, and the journey it has been to find the children that did not return home. Themes that emerged from the brainstorm included:

- Journey/road
- Together
- Truth
- Child(ren)
- Connection
- Change and Learning
- Caring

The establishment of the Circle was done in the spirit of collaboration, which is why the Terms of Reference for the group put forward a modified consensus-based decision-making model. 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.

To reach consensus, Circle members agreed they would support the recommendations made by the Elders moving forward. Furthermore, they asked that if either of the names put forward on September 9 for Bishop Grandin Boulevard or Grandin Street were not acceptable to the City, that the City would come back to the Elders and advise them before proceeding any further, to allow the Elders an opportunity to respond.

At the conclusion of the two-day September gathering, the Indigenous Knowledge Naming Circle proposed the following:

Renaming Bishop Grandin Boulevard to Abinojiiak Awasisak Oshkii Miikanah Mēskanow

The Elders provided the following explanation/translation for this name:

- Abinojiiak (Anishinaabemowin/Ojibwe) and Awasisak (Ininimowin/Cree) both mean children. As one Elder shared, this is meant to represent “all of the children, including us residential school survivors.”
- Oshkii (Anishinaabemowin) “is a powerful word, and means everything new.”
- Mikanah (Anishinaabemowin) and Mēskanow (Ininimowin) – means road and represents the “journey” theme that was discussed over the two days.

The Elders proposed having the name in both Anishinaabemowin and Ininimowin to be inclusive and to signify Nations coming and working together.

Renaming Grandin Street to Tabwewin Way

- Tabwewin is the word for “truth” in Ininimowin.
- As it has been said by many Elders and residential school survivors, we cannot have reconciliation before or without truth. Uncovering the remains of Indigenous children in unmarked graves is part of Canada (and the world) learning the truth of its past. The Circle felt it was important to honour this journey with this word.

Following that gathering, the Elders of the Circle met with IRD on November 23 to discuss concerns that the name proposed for Bishop Grandin Boulevard in September contravened the Street Names By-law. Due to its length exceeding 20 characters, there were safety concerns with respect to the delivery of emergency services.

The Elders understood the concern, and expressed their wish for the new name to be inclusive and safe for both Indigenous and non-Indigenous residents and visitors; the names put forward in this report reflect the spirit and intent of the initial proposals for Bishop Grandin Boulevard and Grandin Street while allowing for the limitations of the Street Names By-law. IRD, on behalf of the Indigenous Knowledge Naming Circle, is recommending that the City do the following:

Rename Bishop Grandin Boulevard to Abinojii Mikanah and Bishop Grandin Trail to Awasisak Mēskanow

- This proposal reflects unity between Nations so that, as one Elder explained, “the Ojibwe and Cree are side by side; we’re not apart”. It respects the intention of the name proposed in September by the larger Circle but in a way that will conform to the Street Names By-law.
- As Mikanah means “road” in Anishinaabemowin, the Elders felt no additional suffix (also referred to as a street type) was needed and recommended the name be approached like the City’s existing names for “Broadway” or “Kingsway”.

Rename Grandin Street to Taapweewin Way

- Taapweewin is the word for “truth” in Michif.
- The Indigenous Knowledge Naming Circle advised the City that an effort needs be made to include each of the seven languages outlined in the Manitoba Aboriginal Languages Recognition Act when naming or renaming places in Winnipeg; as Anishinaabemowin and Ininimowin are represented with the renaming of Bishop Grandin Boulevard and Trail, the Elders thought it appropriate to rename Grandin Street to recognize the ancestral language of the Red River Métis.
- “Way” is the preferred suffix for this renaming.

The Land Development Branch has done a sound-alike search for both of these names. The proposed names for Bishop Grandin Boulevard and Grandin Street do not conflict with any existing or proposed street names.

The importance of having the names in Indigenous languages was highlighted by an Elder who shared that “residential schools created boundaries that prevented the transmission of language and culture. We no longer have these boundaries. We have to start the education of the children about our language, and it is so important that they see something like this”.

As another Elder reminded us near the end of day two of the first gathering, the following quote has been attributed to Bishop Vital Grandin, speaking about the goal of residential schools:

> "We instil [sic] in them a pronounced distaste for the native life so that they will be humiliated when reminded of their origin. When they graduate from our institutions, the children have lost everything Native except their blood".

And, she said in response to that: "I won, I never lost my language".

Additional Recommendations of the Circle

Additional Historical Marker – Bishop Grandin Greenway

On April 21, 2021, the Executive Policy Committee 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.

Discussions around removing place names that commemorate Bishop Vital Grandin have raised reservations that doing so equates to "erasing history" or that it may prevent people from learning about the damaging effects of residential and day schools and the forced assimilation of First Nations, Métis and Inuit. As such, it was agreed by the Welcoming Winnipeg Committee of Community Members (CCM) and the Indigenous Knowledge Naming Circle that the direction provided in this motion offers an opportunity for an education component to the street renaming that will be important to address these community concerns.

The Public Service, in consultation with the CCM will be proposing a hybrid Welcoming Winnipeg process. It is anticipated that this report will go before Council in 2023.

Creating New Suffix

In September, the Circle recommended to the City that the option to use "mikanah" as a suffix for any road in Winnipeg should be accessible for future street naming/renaming in Winnipeg. To limit confusion and disruptions in mail services, the City adheres to Canada Post standards, only using the street type options they recognize. Unfortunately, "mikanah" is not one of them and so, at this time, this is not something the City is able to consider.

Next Steps

The Street Names By-law governs the process for the naming and renaming of streets and the assignment of honourary names to streets or portions of streets within the City of Winnipeg. In order to have Bishop Grandin Boulevard and Grandin Street renamed, a report must be submitted to the designated committee by the designated employee, as defined in the by-law. This will be completed following Council's decision on the recommendations in this report.

The Indigenous Relations Division has allocated a budget of up to $15,000 from the Journey of Reconciliation budget for costs associated with the renaming of Bishop Grandin Trail. Further costs associated with the street name change are still to be determined and a City budget must be identified for same.

It is very difficult to estimate the cost of renaming Bishop Grandin Boulevard and Grandin Street, and the human resources to undertake this will be significant. The City generally discourages street renaming and does not undertake this process often, particularly with respect to a major thoroughfare such as Bishop Grandin Boulevard. The Planning, Property and Development Department will be able to provide estimates as they prepare subsequent reports for consideration.

FINANCIAL IMPACT

Financial Impact Statement

Date: February 22, 2023

Project Name:

Renaming Bishop Grandin Boulevard and Grandin Street

First Year of Program **2023**

	2023	2024	2025	2026	2027
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	$ 15,000	$ -	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 15,000	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	15,000	-	-	-	-
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments:

Direct costs of $15,000 represent the estimated costs to rename the Bishop Grandin Trail to Awasisak Mēskanow as outlined in the report, and will be funded by the Indigenous Relations Division Journey of Reconciliation operating budget.

Additional costs associated with the street name change are still to be determined and a funding source will be identified once the estimate is complete.

Jason Duke - February 22, 2023

Jason Duke, CPA, CGA
Acting Manager of Finance (Campus)
Corporate Finance Department

CONSULTATION

This Report has been prepared in consultation with:

- Planning, Property and Development (Real Estate and Land Development Division)
- Public Works (Parks and Open Space)
- Indigenous Knowledge Naming Circle Elders

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.

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.

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.

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.

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: February 22, 2023
File No: N/A

Attachments:

Appendix A: Pages from Archives – Naming Bishop Grandin Boulevard

Appendix B: Street Names By-law