Agenda – Council – March 23, 2023

Report – Executive Policy Committee – March 13, 2023

Item No. 6 Additional Historical Marker – Bishop Grandin Greenway (St. Vital Ward)

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On March 13, 2023, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the following to Council:

1. That the Public Service proceed with the creation and installation of a new historical marker (in the form of permanent interpretive panels) on the Bishop Grandin Trail that will provide context to the existing historical marker dedicated to Bishop Grandin.

2. That the Public Service be directed to explore opportunities to further enhance the site as a larger memorial installation, as resources allow.

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

Agenda – Council – March 23, 2023

Report – Executive Policy Committee – March 13, 2023

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On March 13, 2023, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

ADMINISTRATIVE REPORT

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

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 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.

Indigenous Relations was successful in their application to the Gail Parvin Hammerquist Fund City-Wide Heritage Research and Interpretive Grants Funding; $15,000 for this project has been secured. Additionally, Indigenous Relations has allocated up to $15,000 from the Journey of Reconciliation budget for this project.

The Public Service, in consultation with the Committee of Community Members (CCM), is proposing the following hybrid Welcoming Winnipeg process for the creation of a new historical marker (in the form of permanent interpretive panels):

- Indigenous Relations will draft the text, with input and guidance from Elders, the CCM and support from the City's Heritage Officer that:
    - provides historical context of Bishop Vital Grandin's role as an architect of the Indian Residential School system in Canada;
    - contextualizes the original marker; and,
    - explains how he was previously commemorated with the street name "Bishop Grandin Boulevard" and describes the process undertaken to rename the street (if approved by Council).

- A formal Welcoming Winnipeg application will not be required as a considerable amount of the information collected in the Welcoming Winnipeg application is reflected in this report. However, the final project details will be shared with the public for their feedback, as required by the Welcoming Winnipeg process, and considered by the CCM before any project components are installed. An additional Administrative Report to EPC and Council will not be required following the public feedback phase as the implications of this report indicate that, if the recommendations of this report are concurred in, the Public Service will receive the authority required to proceed.

- The location of the new interpretive panels is to be determined, in consultation with the CCM, the Public Service and the Bishop Grandin Greenway Inc. Since the new interpretive panels will provide context to the existing historical marker, this might mean moving the original marker to a new location.

- Indigenous Relations will explore opportunities to further enhance the site as a larger memorial installation, as resources allow. This may include, but is not limited to: benches, a public art piece, an Indigenous medicine garden.

RECOMMENDATIONS

1. That the Public Service proceed with the creation and installation of a new historical marker (in the form of permanent interpretive panels) on the Bishop Grandin Trail that will provide context to the existing historical marker dedicated to Bishop Grandin.

2. That the Public Service be directed to explore opportunities to further enhance the site as a larger memorial installation, as resources allow.

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 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.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of this report are concurred in, a new historical marker (in the form of permanent interpretive panels) will be installed on the Bishop Grandin Trail, that provides context to the existing historical marker dedicated to Bishop Grandin. Funding in the amount of $30,000 has been secured for this work.

The Public Service will explore opportunities to further enhance the site as a larger memorial installation, as resources allow. This may include, but is not limited to: benches, a public art piece, an Indigenous medicine garden.

HISTORY/DISCUSSION

Bishop Vital-Justin Grandin

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

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 November 15, 1978, the City unveiled a bronze plaque that commemorates the opening of Bishop Grandin Boulevard and the Fort Garry Bridge (Route 165) as part of an official opening ceremony. That plaque is located at the intersection of Bishop Grandin Boulevard and River Road and reads (in both French and English):

Bishop Grandin Boulevard

Bishop Grandin Boulevard extending to the West and East of the Fort Garry Bridge crossing of the River has been named in honour of Bishop Vital Julien (sic) *Grandin O.M.I (1829-1902). A pioneer missionary who as coadjutor to Monseigneur Taché (Bishop of St.*

Boniface) and who devoted some forty-eight years of service to missionary work in the Canadian North-West.

This thoroughfare is a major link in the transportation system for Winnipeg and was constructed by the City of Winnipeg and financed jointly with the Province of Manitoba.

It was officially opened by His Worship Mayor Robert Steen on November 15th 1978
Member of Council

Robert Steen, Mayor
John Angus, Robert Bockstael, William Chornopyski, Al Ducharme, James A. Ernst, Gary Filmon, Donald Gerrie, Norman Hudson, Frank Johnson, Anne Jorowski, Cyril Keeper, Lorne Leech, Ric Nordman, William Norrie, Q.C., Bill McGarva, Pearl McGonigal, Jim Moore, Mike O'Shaughnessy, Harold Piercy, George R. Provost, James Ragsdill, Philip Rizzuto, Eldon Ross, Alfred Skowron, Don Smith, Alan C. Wade, June Westbury, D.A. Yanotsky, O.C., Joe Zuken, Q.C.

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, 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.

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, EPC 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. 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 consultation with the CCM, a process to rename Bishop Grandin Boulevard, the corresponding Bishop Grandin Trail/Bishop Grandin Greenway and Grandin Street is underway and a recommendation for Council's consideration will be brought forward in a separate report.

Project Details and Proposed Process

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 CCM 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. As well, the following proposal aligns with the spirit and principles of Welcoming Winnipeg, which includes projects that:

- Ultimately achieve a balanced perspective/story.
- Honour Indigenous peoples as the original peoples of this land and the contemporary context in which Indigenous peoples continue to have relationship with this land.
- Promote Indigenous reclamation of land, space and/or language.
- Offer an educational opportunity.
- Support telling the complete history of Winnipeg.

The Public Service, in consultation with the Committee of Community Members (CCM), is proposing the following hybrid Welcoming Winnipeg process for the creation of a new historical marker (in the form of permanent interpretive panels):

- Indigenous Relations will draft the text, with input and guidance from Elders, the CCM and support from the City's Heritage Officer that:
    - provides historical context of Bishop Vital Grandin's role as an architect of the Indian Residential School system in Canada;
    - contextualizes the original marker; and,
    - explains how he was previously commemorated with the street name "Bishop Grandin Boulevard" and describes the process undertaken to rename the street (if approved by Council).

- This text will be included on permanent interpretative panels and would include text in Indigenous languages to be determined in consultation with the CCM and language specialists.

- A process will be undertaken to identify an appropriate graphic designer for this project in keeping with the City of Winnipeg's Materials Management Policy.

- A formal Welcoming Winnipeg application will not be required as a considerable amount of the information collected in the Welcoming Winnipeg application is reflected in this report. However, the final project details will be shared with the public for their feedback as required by the Welcoming Winnipeg process, and considered by the CCM before any project components are installed. An additional Administrative Report to EPC and Council will not be required following the public feedback phase as the implications of this report indicate that if the recommendations of this report are concurred in, the Public Service will receive the authority required to proceed.

- The location of the historical marker is to be determined, in consultation with the CCM, the ward Councillor, the Public Service and the Bishop Grandin Greenway Inc. Since the

new interpretive panels will provide context to the existing historical marker, this might mean moving the original marker to a new location.

- Indigenous Relations will explore opportunities to further enhance the site as a larger memorial installation, as resources allow. This may include, but is not limited to: benches, a public art piece, an Indigenous medicine garden.

Indigenous Relations was successful in their application to the Gail Parvin Hammerquist Fund City-Wide Heritage Research and Interpretive Grants Funding; $15,000 for this project has been secured. Additionally, Indigenous Relations has allocated up to $15,000 from the Journey of Reconciliation budget for this project.

FINANCIAL IMPACT

Financial Impact Statement

Date: February 22, 2023

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

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	$ 30,000	$ -	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 30,000	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	30,000	-	-	-	-
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments:

Direct costs of $30,000 represent the estimated costs to install a second historical marker at the entrance of the Bishop Grandin Greenway as outlined in the report. Funding of $15,000 will come from the Gail Parvin Hammerquist Fund City-Wide Heritage Research and Interpretive Grants and $15,000 from the Indigenous Relations Division Journey of Reconciliation budget.

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 (Urban Planning)
- Public Works (Parks and Open Spaces)

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

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: Bishop Grandin Trail Map