Minutes – Executive Policy Committee – September 21, 2023

REPORTS

Item No. 16 Welcoming Winnipeg – Renaming Appletree-Bridgeland Drive North Park to Emeka Nnadi Park (Waverley West Ward)

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee did not concur in the recommendation of the Winnipeg Public Service and recommended to Council:

1. That the park currently known as Appletree-Bridgeland Drive North Park be renamed to Emeka Nnadi Park.

2. 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 Lukes,

That the recommendation of the Winnipeg Public Service not be concurred and that the Executive Policy Committee recommend to Council:

1. That the park currently known as Appletree-Bridgeland Drive North Park be renamed to Emeka Nnadi Park.

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

Carried

ADMINISTRATIVE REPORT

Title: Welcoming Winnipeg – Renaming Appletree-Bridgeland Drive North Park to Emeka Nnadi Park

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 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 proactively utilizes 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 Appletree-Bridgeland Drive North Park to Emeka Nnadi Park (located at Appletree Crescent at Bridgeland Drive North) was submitted.

The Welcoming Winnipeg: Reconciling our History policy was adopted because of a demonstrated need for changes to how the City approaches commemoration and to ensure Indigenous perspectives are reflected in the City's historical markers and place names. This policy aligns at a municipal level with Truth and Reconciliation Commission Call to Action #43. The request does not support either of these mandates that direct the work of the Indigenous Relations Division and the Welcoming Winnipeg Committee of Community Members (CCM).

After careful consideration, the CCM is recommending that the City does not proceed with this request due to the lack of alignment outlined above. Further, the CCM has expressed opposition to naming/renaming assets after individuals who are not yet retired from their substantive career. After conducting a review of other municipal policies related to naming City assets after individuals, some municipalities have similar criteria. Calgary is a city that follows a similar practice; Vancouver will typically consider naming/renaming assets after individuals who are no longer living.

RECOMMENDATIONS

1. That the park currently known as Appletree-Bridgeland Drive North Park not be renamed to Emeka Nnadi Park.

2. 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 January 30, 2020, Council concurred in the recommendation of the Executive Policy Committee that the recommendations of the community member-based committee be forwarded to the Executive Policy Committee and then to Council for final decision.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of this report are concurred in, the park currently known as Appletree-Bridgeland Drive North Park will not be renamed to Emeka Nnadi Park.

HISTORY/DISCUSSION

Decision-making history

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 proactively utilizes 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 to 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 Appletree-Bridgeland Drive North Park to Emeka Nnadi Park (located at Appletree Crescent at Bridgeland Drive North) was submitted.

Considerations for this request

The CCM reviewed the decision-making history and the information provided by the applicant (summarized in Appendix A), then as a delegate at the committee's January 23, 2023, meeting; additional information provided by the applicant via email following the January 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 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
    - The application stated that renaming this park after Emeka Nnadi would reduce discrimination and marginalization of the Black, Indigenous, People of Colour (BIPOC) community and encourage youth immigrants to aspire to work hard.

2. Research and Rationale
    - Emeka Nnadi is a Nigerian immigrant who came to Canada after his first degree in architecture from the Enugu State University of Technology, Nigeria. He earned a master's degree in landscape architecture from the University of Manitoba.
    - In 2006, Emeka Nnadi assisted with developing the area structure plan that would eventually transform 1,400 acres of provincially-owned farmland into the town centre, Bridgwater Forest, Bridgwater Lakes, and Bridgwater Trails. There is no street or park named after him in recognition of this work.
    - The request does not demonstrate alignment to the purpose of the Policy, which “aims to ensure that contributions, experiences and perspectives of First Nations, Métis and Inuit are reflected truthfully in Winnipeg’s stories, historical markers and place names”.

3. Community Support
    - With respect to the public input process, in response to the question: “Do you think the Committee of Community Members should support this request”, 91% of respondents to the online survey said ‘yes’. There were 366 responses received.

4. Other considerations
    - Generally, the CCM is not in favour of naming/renaming City assets after individuals, but has considered applications on a case-by-case basis. They have expressed opposition to naming/renaming assets after individuals who are not yet retired from their substantive career. This means they are no longer active in their field of expertise but may still be involved in advocacy and community work, or are deceased.
    - The CCM heard from the applicant that the architect of another newer development in Winnipeg had a street named in their honour, therefore there is a precedent for this park renaming.
        - The Street Names By-Law is a separate process and the existing criteria pre-dates the development of the Welcoming Winnipeg Policy.

The Welcoming Winnipeg: Reconciling our History policy was adopted because of a demonstrated need for changes to how the City approaches commemoration and to ensure

Indigenous perspectives are reflected in the City's historical markers and place names. This policy aligns at a municipal level with Truth and Reconciliation Commission Call to Action #43. This request does not support either of these mandates that direct the work of the Indigenous Relations Division and the Welcoming Winnipeg Committee of Community Members.

After careful consideration, the CCM is recommending that the City does not proceed with this request due to the lack of alignment outlined above. Further, the CCM has expressed opposition to naming/renaming assets after individuals who are not yet retired from their substantive career. After conducting a review of other municipal policies related to naming City assets after individuals, some municipalities have similar criteria. Calgary is a city that follows a similar practice; Vancouver will typically consider naming/renaming assets after individuals who are no longer living.

FINANCIAL IMPACT

Financial Impact Statement Date: August 23, 2023

Project Name:
Welcoming Winnipeg – Renaming Appletree-Bridgeland Drive North Park to Emeka Nnadi Park

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

Randy Bernard

Randy Bernard, CPA, CMA
Manager of Finance & Administration (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 2.0

1.2 Recognize and celebrate Indigenous heritage
Work collaboratively with Indigenous communities and stakeholders to recognize and celebrate Indigenous heritage values and spaces.

OurWinnipeg 2045

Goal: Social Equity
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.
Goal: City Building
6.43 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

Consideration was given as to whether this report connects to the Winnipeg Climate Action Plan (CAP), and it was determined that the CAP is not applicable to this specific report.

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 Peoples

SUBMITTED BY

Department: Chief Administrative Office
Division: Indigenous Relations Division
Prepared by: D. Carriere and T. Prystupa
Date: August 24, 2023
File No: N/A

Attachments:

Appendix A: 2022-010 Request Summary

Appendix B: 2022-010 Public Engagement Summary Report

Appendix C: Welcoming Winnipeg – Request Assessment Tool