Minutes – Executive Policy Committee – November 14, 2023

Report – Standing Policy Committee on Property and Development – November 2, 2023

Item No. 2 Street Name Change from "Bishop Grandin Boulevard" to "Abinojii Mikanah"
(St. Vital Ward)

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the following to Council:

1. That the following departmental budget increases, $211,684.61 in total, to fund the costs associated with the renaming (as outlined in Appendix B), be approved:

    A. Winnipeg Transit – $4,509.82

    B. Public Works Department – $72,208.00

    C. Water and Waste Department – $4,161.99

    D. Planning, Property and Development Department – $130,805.00

2. That the increases be funded from existing departmental operating budgets.

3. That subject to the approval of the funding outlined in Recommendation 1:

    A. Bishop Grandin Boulevard as shown on Appendix A be renamed to Abinojii Mikanah.

    B. All owners and occupants affected by the street name change be compensated for all out-of-pocket costs pursuant to the Street Names By-law No. 115/2011, Sections 14(2) and 15(1) to 15(3).

    C. The Director of Planning, Property and Development be authorized to certify any documents in connection therewith.

    D. The Director of Legal Services and City Solicitor be requested to prepare the necessary by-law in accordance with the above.

    E. The by-law shall come into force and effect upon registration of the Plan of Survey in the Winnipeg Land Titles Office.

Report – Standing Policy Committee on Property and Development – November 2, 2023

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

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

Report – Standing Policy Committee on Property and Development – November 2, 2023

DECISION MAKING HISTORY:

Moved by Councillor Rollins,

That the recommendation of the Standing Policy Committee on Property and Development be concurred in and forwarded to Council.

Carried

STANDING COMMITTEE RECOMMENDATION:

On November 2, 2023, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service, with the following amendments:

- In Recommendation 1, delete the words "be referred to the 2024-2027 Multi-Year budget process" and replace with "be approved"

- Add the following new Recommendation 2 and renumber the remaining recommendations accordingly

    "2. That the increases be funded from existing departmental operating budgets."

and submitted the matter to the Executive Policy Committee and Council.

ADMINISTRATIVE REPORT

Title: Street Name Change from “Bishop Grandin Boulevard” to “Abinojii Mikanah”

Critical Path: Standing Policy Committee on Property and Development – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
M. Pittet	H. Borys	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 to a name which honours Indigenous experience, culture and history and is in accordance with the Street Names By-law No. 115/2011.

After convening the Indigenous Naming Circle on September 8 and 9, 2021, and subsequent consultations between the Elders of the Circle and IRD, it was recommended that Bishop Grandin Boulevard be renamed to Abinojii Mikanah.

On March 23, 2023, Council endorsed the renaming of Bishop Grandin Boulevard to Abinojii Mikanah and directed the Public Service to report back pursuant to the requirements of the Street Names By-law No. 115/2011 along with an estimated cost for the renaming.

The Public Service recommends, subject to the conditions listed below, that Bishop Grandin be renamed to Abinojii Mikanah. The total cost of the renaming will be approximately $211,684.82, including an estimated $100,000 in compensation to affected business owners (Appendix B).

RECOMMENDATIONS

1. That the following departmental budget increases, $211,684.61 in total to fund the costs associated with the renaming (as outlined in Appendix B), be referred to the 2024-2027 Multi-Year budget process:

    A. Winnipeg Transit – $4,509.82

    B. Public Works Department – $72,208.00

    C. Water and Waste Department - $4,161.99

D. Planning, Property and Development Department - $130,805.00

2. That, subject to the approval of the funding outlined in Recommendation 1:

   A. Bishop Grandin Boulevard as shown on Appendix A be renamed to Abinojii Mikanah.
   B. All owners and occupants affected by the street name change be compensated for all out-of-pocket costs pursuant to the Street Names By-law No. 115/2011, Sections 14(2) and 15(1) to 15(3).
   C. The Director of Planning, Property and Development be authorized to certify any documents in connection therewith.

   D. The Director of Legal Services and City Solicitor be requested to prepare the necessary by-law in accordance with the above.

   E. The by-law shall come into force and effect upon registration of the Plan of Survey in the Winnipeg Land Titles Office.

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

Council approval is required to rename streets. Pursuant to the Street Names By-law No. 115/2011, the proposed renaming of regional streets must first be considered by the Standing Policy Committee on Property and Development.

IMPLICATIONS OF THE RECOMMENDATIONS

Appendix A of the Street Names By-law No 115/2011 states that renaming existing streets should be discouraged due to the confusion for emergency/municipal services, delivery services and the general public, the costs incurred, the inconvenience to residents and businesses and the loss of history associated with the existing name. In this instance, there are very few properties addressed on Bishop Grandin Boulevard so the impact to residents and businesses is minimal.

With respect to the loss of history with this specific name change, Bishop Grandin Boulevard was named after Bishop Vital Justin Grandin who led the campaign for the establishment and funding of residential schools. The proposed new name endorsed by Council, Abinojii Mikanah, roughly translates to “Children’s Road” and fittingly honours all indigenous experience, culture, history and all children, including residential school survivors.

Bishop Grandin Boulevard is a regional street and major thoroughfare. Existing property owners and their business occupants will be affected by the renaming of this street. The Public Service has reached out on a number of occasions to those impacted by the name change in an effort to provide an estimate of out of pocket expenses but, to date, a complete valuation of associated costs for renaming Bishop Grandin Boulevard cannot be established as few responses have

been received. Estimates for these costs as well as those that will be incurred by the City, $211,684.82 in total, are summarized in Appendix B.

Bishop Grandin Boulevard will be renamed “Abinojii Mikanah” following approval of this report and upon subsequent passage of the required by-law by Council.

HISTORY/DISCUSSION

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. 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”.

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 sent to 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).

Grandin was 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.

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 and Grandin Street. Over 13,400 signatures were included in a change.org petition to rename Bishop Grandin Boulevard. (The renaming of Grandin Street will be addressed under a separate 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 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, in accordance with the Street Names By-law 115/2011.

On September 8 and 9, 2021, the City's Indigenous Relations Division 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.

Renaming Bishop Grandin Boulevard to Abinojii Mikanah (A-bin-oh-gee Mee-kin-ah) 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.

On March 23, 2023, Council concurred in the recommendation of the Executive Policy Committee and endorsed the renaming of Bishop Grandin Boulevard to Abinojii Mikanah. Council also directed the Winnipeg Public Service to report back pursuant to the requirements of the Street Names By-law No. 115/2011 along with estimated costs that are to be referred to the next budget review process for consideration.

There are eight property owners and business occupants at the north west corner of Bishop Grandin Boulevard and St. Anne's Road that will be affected by the street renaming. In accordance with Section 15(1) of the Street Naming By-law 115/2011, compensation to owners and occupants affected by the street name change is as follows:

15(1) Where Council enacts a by-law renaming a street, any owner or occupant located on the renamed street is entitled to be compensated by the City for the out-of-pocket expenses necessitated by the renaming, including:
- (a) the replacement value of signage that must be changed to reflect the new address;
- (b) the costs of replacing old stationery with new stationery;
- (c) the cost of changing websites and other electronic media to accommodate the new address.

15(2) Notwithstanding subsection (1), where Council enacts a by-law renaming a street, an owner or occupant located on the renamed street is not entitled to be compensated by the City for expenses that are not out-of-pocket or not necessitated by the renaming, including:
- (a) the costs of advertising the change of address;
- (b) the costs of upgrading or improving stationery, signage or websites.

On May 31, 2023, the Public Service proactively sent notification of the renaming, including a request to identify anticipated out-of-pocket expenses, to all owners/occupants in an effort to determine an estimate for said expenses. Limited responses were received at the time of report submission so out-of-pocket expenses in Appendix B are estimated.

The Winnipeg Public Service confirms that the criteria of the Street Names By-law 115/2011 are satisfied and the proposed new street name does not conflict with any other street name presently reserved or in existence.

FINANCIAL IMPACT

Financial Impact Statement

Date: September 21, 2023

Project Name:

First Year of Program 2024

Street Name Change from "Bishop Grandin Boulevard" to "Abinojii Mikanah"

	2024	2025	2026	2027	2028
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Manitoba Accessibility Fund)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 211,685	$ -	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 211,685	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$ 211,685	$ -	$ -	$ -	$ -

Additional Comments: Direct costs consist of the estimates laid out in Appendix B to this report. An adjustment to the 2024 operating budgets of the departments noted in Appendix B will be required. As the required costs are based on estimates, it is possible that additional budget beyond the $211,685 may be required. Any such additional budget will be the subject of a future report.

Mike McGinn Sept. 21, 2023

Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

On May 31, 2023, notifications were sent to all property owners and occupants requesting estimates on potential out-of-pocket expenses. All Public Service departments were consulted as well.

OURWINNIPEG POLICY ALIGNMENT

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:

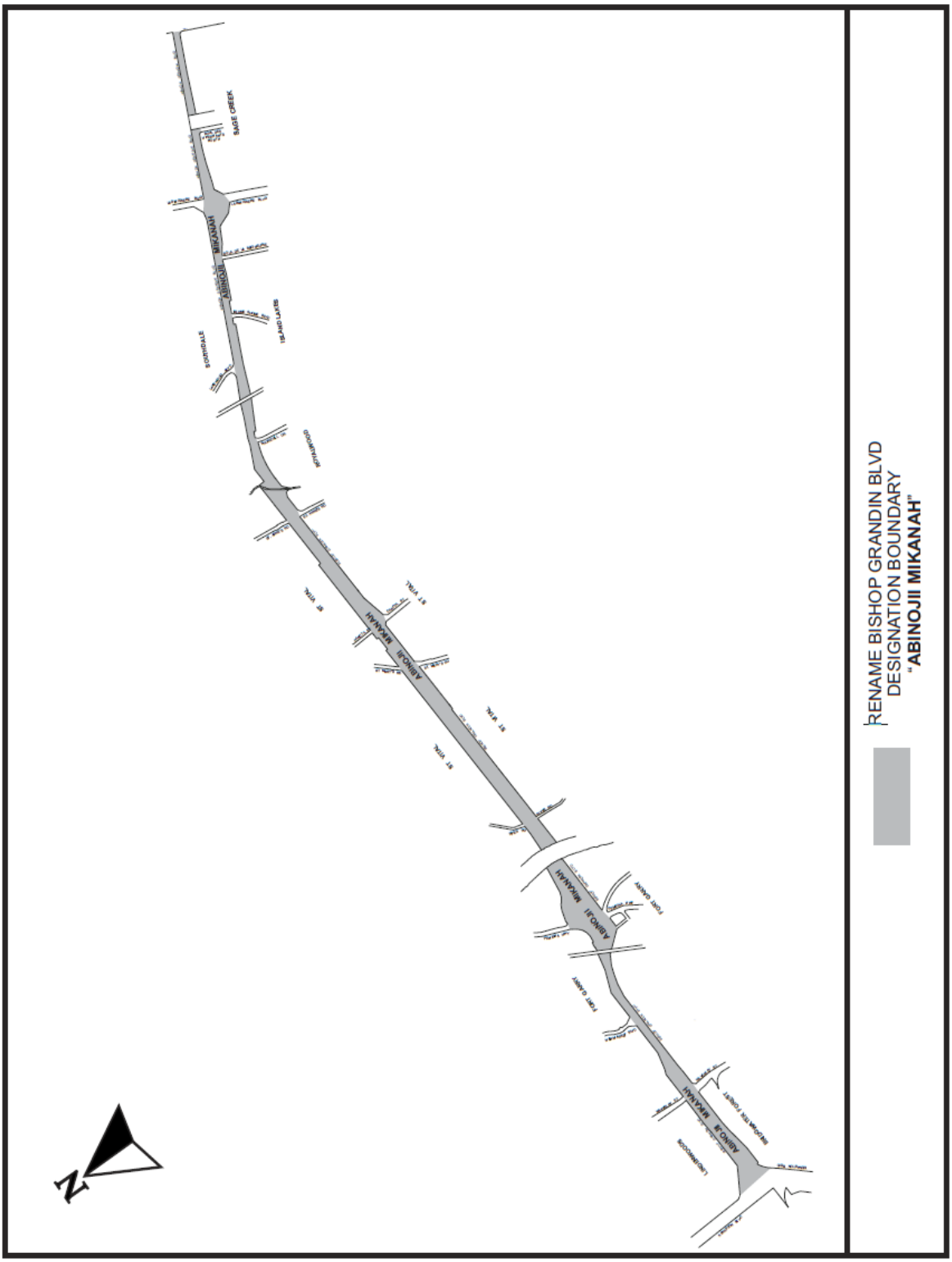
- We will Uphold Human Rights
- We will Honour Relationships and Reconciliation with Indigenous People

SUBMITTED BY

Department: Planning, Property and Development
Division: Real Estate and Land Development
Prepared by: A. Savage, Land Development Services Coordinator
Date: August 11, 2023

Attachments: Appendix A: Renaming Designation Boundary
Appendix B: Estimated Costs

APPENDIX A – RENAMING DESIGNATION BOUNDARY



APPENDIX B – CONSULTATION RESULTS & ESTIMATED COSTS

Rename Bishop Grandin Boulevard to Abinojii Mikanah - Estimate Expenses/Compensation

Department	Detail	Amount	Total
Winnipeg Transit	Printing TIP map, boards, decal & beacon for totem /flags and labour	$ 4,509.82	$ 4,509.82
Public Works	Large 7, 5 and 3 Panel Overhead Fabricated Signage – Done by Airmaster sales	$ 45,200.00	
	Overhead Sign Labour/Installation	$ 10,800.00	
	Overhead Sign Install Traffic Control	$ 7,200.00	
	Traffic Services Material Costs (9” & 12” Street Name Blades)	$ 2,300.00	
	Traffic Services Labour Costs	$ 3,060.00	
	Traffic Services Equipment Costs	$ 3,648.00	$ 72,208.00
Water & Waste	IT operating systems, working apps, updating existing drawings, files and databases, also amounts that cannot estimated at this time.	$ 4,161.99	$ 4,161.99
Plan., Prop. & Dev.	Application Fee	$ 1,005.00	
	Land Titles Costs - includes title(s)/deed/abstract, real property application, plan examination and document registration	$ 6,500.00	
	Titles - a quick review indicates approximately 20 plans legally opening portions of Bishop Grandin, many of which affect numerous underlying lots that would have had paper titles. (An average of 8 titles per plan was used to estimate title costs 20 x 8 = 160 x $30)	$ 4,800.00	
	Plan preparation and bylaw - includes research – 50 hours, drafting – 20 hours, MLS analysis/review- 5 hours and mylar prints	$ 16,000.00	
	Incidentals/unknowns (updates to by-laws & records, WPS' Computer Aided Dispatch maps, labels, soundex values & testing etc.)	$ 2,500.00	
Business Owners	Home Depot, Michaels, Sobeys, Part Source, Boston Pizza (out-of-pocket expenses - estimate only)	$ 100,000.00	$130,805.00
Total Estimate			**$211,684.81**