Agenda – Executive Policy Committee – December 5, 2023

REPORTS

Item No. 7 Journey of Reconciliation – 2023 Annual Report

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That this report be received as information.

ADMINISTRATIVE REPORT

Title: Journey of Reconciliation: 2023 Annual Report

Critical Path: Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
C. Sveinson	M. Jack	N/A	M. Jack

EXECUTIVE SUMMARY

The mission of the Indigenous Relations Division (IRD) is to establish and maintain meaningful relationships and partnerships with and between Indigenous peoples, communities and governments to assist the City of Winnipeg in our commitments to Reconciliation.

This report summarizes actions taken by the Public Service from October 1, 2022, to September 30, 2023, to support IRD's mission and the implementation of the five Truth and Reconciliation Commission (TRC) Calls to Action relating to municipalities, the Missing and Murdered Indigenous Women, Girls and Gender Diverse Peoples (MMIWG2S+) Calls for Justice and other initiatives related to the City's Journey of Reconciliation.

Progress highlights for the reporting period include:

- Momentum continues to build with respect to Winnipeg's Indigenous Accord; as of September 30, 2023, there are 243 Partners, including businesses, non-profit organizations, community organizations, schools and post-secondary institutions, faith and religious organizations, as well as City departments and Councillors.

- Three parks added a territorial acknowledgement to their signage, two interpretive panels were developed and installed, and one educational brochure was created and disseminated as part of the Welcoming Winnipeg process.

- 14 learning opportunities were provided to City staff throughout the reporting period, in conjunction with important dates of significance, such as National Indigenous Peoples Day; it is estimated there were over 500 City employees in attendance.

- There has been progress on transportation-related Calls for Justice (4.8, 8.1, and 17.9) that has not been realized in any other Canadian city; all accomplishments are due to the uniqueness and strength of the Public Service relationships with the MMIWG2S+ community, while grounded in the foundation of "Nothing About Us, Without Us".

- IRD continues to be contacted and welcomed by MMIWG2S+ families and survivors; IRD is honoured to have a growing list of contacts that it provides updates to on City

initiatives, services and activities. This includes assisting Indigenous individuals and families with navigating City systems, particularly the Vehicle for Hire complaint process.

- IRD responded to over 119 unique requests from City departments to provide leadership and guidance on City policies, processes, community engagement, etc. to advance the organization's Journey of Reconciliation commitments.

RECOMMENDATIONS

1. That this report be received as information.

REASON FOR THE REPORT

On July 15, 2020, the Executive Policy Committee directed the Winnipeg Public Service to include a progress update on the Missing and Murdered Indigenous Women and Girls (MMIWG2S+) Calls for Justice and other initiatives, including but not limited to the work of UN Safe Cities, that respond to the Calls for Justice, in the annual Winnipeg Indigenous Accord report and the Journey of Reconciliation report.

IMPLICATIONS OF THE RECOMMENDATIONS

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

HISTORY/DISCUSSION

The Truth and Reconciliation Commission of Canada summary final report, released in June 2015, identified 94 Calls to Action aimed at redressing the legacy of residential schools and advancing the process of reconciliation in Canada. The Federation of Canadian Municipalities recognized the significant work of the Truth and Reconciliation Commission (TRC) and called upon municipalities to work toward the implementation of five TRC Calls to Action relating to municipal governments: Public Service Education; Archival records; Cemeteries and burial sites of residential school children; concepts related to the Doctrine of Discovery; and, the United Nations Declaration on the Rights of Indigenous Peoples.

On September 1, 2016, the National Inquiry into Missing and Murdered Indigenous Women and Girls officially commenced, with a mandate to look into and report on the systemic causes of all forms of violence against Indigenous women and girls, including sexual violence. This included examining the underlying social, economic, cultural, institutional, and historical causes that contribute to the ongoing violence and particular vulnerabilities of Indigenous women and girls in Canada.

Since this time, Indigenous Relations Division (IRD) has been working with internal and external partners to collaborate on these five Calls to Action and identify action plans to guide the work of the City of Winnipeg in its Journey of Reconciliation. Key accomplishments since that time include:

- Winnipeg's Indigenous Accord established and unanimously adopted by Council (2017).

- Mandatory Indigenous Awareness training provided to over 9,000 employees in three years (2016-2019).
- Welcoming Winnipeg: *Reconciling our History* Policy created as a result of two phases of public engagement and unanimously adopted by Council (2020).
- An outdoor ceremony held at City Hall to permanently raise the flags of Treaty One Nation, Dakota Nations, and the Métis Nation (2021).
- During a Special Meeting of Council, Inuit, Red River Métis, Treaty One, Cree, and Dakota Nation representatives gifted to the City sacred and cultural items for permanent display in the Council Chamber (2022).

This report summarizes actions taken by the Public Service from October 1, 2022, to September 30, 2023, to support IRD's mission and the implementation of the five Truth and Reconciliation Commission (TRC) Calls to Action relating to municipalities, the Missing and Murdered Indigenous Women, Girls and Gender Diverse Peoples (MMIWG2S+) Calls for Justice and other initiatives related to the City's Journey of Reconciliation. The Indigenous Relations 2022 Annual Report has been attached as Appendix A for additional background information.

Progress highlights include:

- Momentum continues to build with respect to Winnipeg's Indigenous Accord; as of September 30, 2023, there are 243 Partners, including businesses, non-profit organizations, community organizations, schools and post-secondary institutions, faith and religious organizations, as well as City departments and Councillors.

- Three parks added a territorial acknowledgement to their signage, two interpretive panels were developed and installed, and one educational brochure was created and disseminated as part of the Welcoming Winnipeg process.

- 14 learning opportunities were provided to City staff throughout the reporting period, in conjunction with important dates of significance such as National Indigenous Peoples Day; it is estimated there were over 500 City employees in attendance.

- There has been progress on transportation-related Calls for Justice (4.8, 8.1, and 17.9) that has not been realized in any other Canadian city; all accomplishments are due to the uniqueness and strength of the Public Service relationships with the MMIWG2S+ community, while grounded in the foundation of "Nothing About Us, Without Us".

- IRD continues to be contacted and welcomed by MMIWG2S+ families and survivors; we are honoured to have a growing list of contacts that we provide updates to on City initiatives, services and activities. This includes assisting Indigenous individuals and families with navigating City systems, particularly the Vehicle for Hire complaint process.

- IRD responded to over 119 unique requests from City departments to provide leadership and guidance on City policies, processes, community engagement, etc. to advance the organization's Journey of Reconciliation commitments.

#43 UNDRIP - *We call upon federal, provincial, territorial, and municipal governments to fully adopt and implement the United Nations Declaration on the Rights of Indigenous Peoples as the framework for reconciliation.*

Indigenous Gardens

June 2023 marked the eighth year of the Indigenous Medicine Gardens at City Hall; sage, sweetgrass, cedar and tobacco are planted for employee personal use, offerings to community, and for cultural workshops.

- On September 7, the sacred medicines were harvested by 15 City employees from the City Hall garden under the direction of a Knowledge Keeper. Staff then had the opportunity to learn how to braid sweetgrass and the related medicine teachings.

This year, an *Every Child Matters* heart garden was also planted at City Hall with signage in honour of children and families who suffered and those who never returned from Residential Schools.

Smudge and Pipe Ceremonies Administrative Standard

IRD resumed its work with an internal working group that was created to assess and designate City spaces that welcome Smudge and Pipe Ceremony requests.

- On January 27, a site visit was conducted at the Winnipeg Police Service Headquarters and a number of spaces were assessed. It is still to be determined if any modifications would be required to accommodate smudging requests.

IRD looks forward to continuing this work, as the City recognizes the importance of recognizing Indigenous peoples' spirituality, cultures and identities in a way that respects people's dignity and well-being and accommodates spiritual practices as a human right.

#47 Doctrine of Discovery - *We call upon federal, provincial, territorial, and municipal governments to repudiate concepts used to justify European sovereignty over Indigenous peoples and lands, such as the Doctrine of Discovery and terra nullius, and to reform those laws, government policies, and litigation strategies that continue to rely on such concepts.*

The Public Service intended to commence with a report of research findings, including federal and provincial legislation, that may impact modification of City of Winnipeg policies and bylaws, and identifies requirements to make any modifications.

- Due to competing priorities for both IRD and Legal Services, no progress was made with respect to this Call to Action during the reporting period.

#57 Training - *We call upon federal, provincial, territorial, and municipal governments to provide education to public servants on the history of Aboriginal peoples, including the history and legacy of residential schools, the United Nations Declaration on the Rights of Indigenous Peoples, Treaties and Aboriginal rights, Indigenous law, and Aboriginal–Crown relations. This will require skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism.*

Indigenous Awareness Training

The City of Winnipeg offers a half-day training session (W'daeb Awaewe) for all Public Service staff and a two-day training session (Chi Ki Ken Da Mun) for Public Service staff with direct reports; both of these sessions introduce participants to Indigenous cultures, perspectives and

traditions, with a focus on the Residential School System and its impacts on Indigenous peoples.

- There were two sessions of Chi Ki Ken Da Mun offered, with 54 City employees attending.
- There was one session of W'daeb Awaewe offered, with 28 City employees attending.

Cultural Workshops

The Cultural Committee coordinates workshops with a focus on traditional Indigenous teachings and knowledge for City employees. Topics this year included, but were not limited to, Indigenous Veteran's Day, Louis Riel, solstice and equinox teachings from an Elder.

- There were ten workshops offered, with 206 City employees attending.

National Indigenous Peoples Day

The City acknowledged National Indigenous Peoples Day with an in-person lunch hour celebration for employees at City Hall. Activities included entertainment from the Norman Chief Memorial Dancers, pow wow dancers accompanied by Ray Coco Stevenson, bannock making and medicine tea making. Approximately 200 City employees attended.

Other Learning Opportunities

In March 2021, Winnipeg held its first Anti-Racism Week organized by the City of Winnipeg in partnership with Immigration Partnership Winnipeg, Winnipeg Chamber of Commerce, Treaty Relations Commission of Manitoba, Elmwood Community Resource Centre, Manitoba Association for Rights and Liberties, Human Rights Hub and Black History Manitoba.

To support the efforts and deepen the learning for participants that took part in those activities, Anti-Racism events continue to be held, with IRD participating in the planning and execution of several events:

- On October 19, in partnership with Community Services and IRD, the City of Winnipeg hosted a "Building Bridges" event. 10 Indigenous and Newcomer youth came together to build a sweat lodge and learn the teachings, and then participated in a sweat.

- The Equity Office, IRD, and Community Services Department collaborated to create a three-part series, "Journey to Inclusion", for mandatory training in Anti-Racism, Anti-Oppression, and Cultural Competency. Launched on March 21, 22, and 23, this 3-part training was co-hosted by the Manager of Indigenous Relations and the Manager of the Equity Office.

- Over the summer months, IRD, in collaboration with the Community Development Division, provided two Building Bridge events that bring Indigenous and Newcomer youth together to build and strengthen relationships.

    - Waterways, an organization that delivers culturally-relevant canoe programs that promote wellness hosted an event on July 31. Youth received water safety, introduction to canoeing, played Metis games and participated in a plant walk.

- A second summer event was held at Kildonan Park Pool on August 25 for an end of summer pool party. Youth and their families were invited to participate in a day of swimming, sharing circles, and recreational games.

#75 Cemeteries - *We call upon the federal government to work with provincial, territorial, and municipal governments, churches, Aboriginal communities, former residential school students, and current landowners to develop and implement strategies and procedures for the ongoing identification, documentation, maintenance, commemoration, and protection of residential school cemeteries or other sites at which residential school children were buried. This is to include the provision of appropriate memorial ceremonies and commemorative markers to honour the deceased children.*

In 2022, the First Nations, Inuit, and Red River Métis (FNIRRM) Council identified five principles to guide their work and four priorities regarding efforts to find and commemorate missing children. The Council is co-chaired by the Southern Chiefs' Organization and the Province of Manitoba.

- The FNIRRM Council met on December 19 to discuss the Council's upcoming traditional naming ceremony; informed the Council of their respective areas of work and priorities related to residential schools and unmarked burials, including government supports; and re-affirmed that Council is vital to each of the members and their respective communities.

- The FNIRRM Council met again in February to discuss a draft Terms of Reference to guide the implementation of their respective areas of work and priorities related to residential schools and unmarked burials.

- In addition, Provincial coordinators supporting the Council met with some members of the Council sub-committees to enhance and re-align sub-committee guiding documents, as further information continues to shape the role and purpose of the committees.

- IRD provided copper and tobacco offerings for the Council's collective request to be brought to Knowledge Keeper(s) to conduct a traditional naming ceremony for the currently-named "FNIRRM Council".

Assiniboia Residential School Legacy Group

IRD continues to provide administrative support to the Assiniboia Residential School Legacy Group (ARSLG) Board monthly meetings.

The City also provided support for the creation of the Assiniboia Residential School Commemoration and Gathering Place.

- IRD coordinated the planning meetings for the Indigenous gardens and facilitated between project managers and City departments concerning final design items at the commemorative site.

- Staff hosted Councillor Orlikow and ARSLG with the project manager providing an overview of the gathering place and monument and to share concerns about potential future plans for widening of Academy Rd, as a result of expansion of Route 90.

- The Assiniboia Residential School Commemoration and Gathering Place dedicated to the former students, Survivors, Thrivers, and families of the school was formally unveiled at a September 30 gathering at Theodore Niizhotay Fontaine Park, one of several gatherings in Winnipeg honouring the National Day for Truth and Reconciliation. Staff attended the event which included Survivors and their families, the sounds of the Drum, Songs and traditional dances. Mayor Scott Gillingham and other dignitaries were in attendance to hear Survivors share their stories and the significance of the Gathering Place and Monument in Winnipeg.

#77 Archives - *We call upon provincial, territorial, municipal, and community archives to work collaboratively with the National Centre for Truth and Reconciliation to identify and collect copies of all records relevant to the history and legacy of the residential school system, and to provide these to the National Centre for Truth and Reconciliation.*

The City of Winnipeg Archives and Records Control Branch holds records that lend themselves to the exploration of Indigenous histories, and of civic policies, programs and decisions that Indigenous peoples in Winnipeg have engaged in over the years.

Story Seeds: Cultivating Wellness and Depth through Indigenous Plant Traditions

In collaboration with curator Vanda Fleury and the Winnipeg Public Library, the City of Winnipeg Archives launched the exhibit Story Seeds: Cultivating Wellness and Depth through Indigenous Plant Traditions. Story Seeds explores the better-known crops and plants domesticated, developed, and harvested by Indigenous people of the Americas. Weaving together educational resources, photos, historical records, and other sources, it celebrates the food systems that grow cultural narratives, family and community.

The exhibit was launched at the Millennium Library in June 2022 and has been touring other libraries and City facilities since then, including the St. Boniface Library, Harvey Smith Library, Charleswood Library, St. Vital Library, and City Hall.

Other Activities

- The City Archives added Welcome Decals with Indigenous languages to its entrances; plans for displaying Indigenous Historical Timeline Posters in the Research Room are underway.

- Archives staff participated in organizing, hosting, and facilitating the Association for Manitoba Archives' event on the Reconciliation Framework for Canadian Archives. The event was held on International Archives Day, June 9.

- In consultation with IRD, Archives staff prepared social media posts to raise the visibility of Indigenous contributions to Winnipeg's history.

- Archives staff provided research support for the Welcoming Winnipeg Initiative and Manitoba Indigenous Tuberculosis History Project.

Other Indigenous Relations Division strategies supporting the Journey of Reconciliation

Missing and Murdered Indigenous Women, Girls and Two-Spirit People (MMIWG2S+)

MMIWG2S+ Work Plan

In the spirit of "Nothing About Us, Without Us", IRD and members from the MMIWG2S+ Manitoba Implementation Committee continue to develop the civic implementation plan, that contributes to the Manitoba response to the 231 Calls for Justice:

1. Safe Transportation;
2. City of Winnipeg MMIWG2S+ Working Group is functioning;
3. Prepare and implement a civic implementation plan;
4. Develop a Training and Awareness Campaign;
5. Identify accessible spaces for MMIWG2S+ (openness, cultural, ceremony).

This year, the MMIWG2S+ Manitoba Implementation Committee (that includes representatives from Ma Mawi Wi Chi Itata, Manitoba Moon Voices, Southern Chiefs Organization (SCO), Manitoba Keewatinowi Okimakanak (MKO), Tunngasugit**,** Infinity Women's Secretariat of the Manitoba Metis Federation, Province of Manitoba, Ka Ni Kanichihk, and families and survivors of MMIWG2S+) was gifted a name, Giganawenimaanaanig, which means "we all take care of them" in Anishinaabemowin.

Safe Transportation (Calls for Justice 4.8, 8.1, 17.9)

IRD has been working with the Winnipeg Parking Authority (Vehicles for Hire Office) to plan and implement Calls for Justice 4.8, 8.1 and 17.9 as they relate to safe transportation in the City of Winnipeg.

In response to a Council motion, IRD, in collaboration with the Safe Transportation Task Force and the Office of Public Engagement, began a formal public engagement process in response in August 2022. A primary objective of these consultations was to ensure recommended amendments to the Vehicles for Hire By-law and Transit By-law are responsive to the concerns of the Indigenous community.

During the October 1, 2022, to September 30, 2023, reporting period, the following session was held:

- October 26 – Newcomer and Racialized Women
    - 24 participants were in attendance, and a "What we Heard" report was drafted, summarizing participants' comments, to inform next steps.

Indigenous Relations Division led this initiative and began the development of the mandatory vehicle for hire training to be delivered to 3,000 drivers (new and existing) by 2026. This new training is called Building Cultural Competency Training - Vehicle for Hire Training and was officially launched on July 21. Training has been scheduled until the end of 2023, with an estimate of 300 drivers trained by end of 2023.

Importantly, the training was developed so that it can be customized to other service areas in the City, with a schedule of departments to approach next.

In addition to this work, IRD continues to participate as a member of the Transit Advisory Committee, and is actively pursuing mandatory training for bus operators related to calls for justice 4.8, 8.1 and 17.9.

Internal Implementation Group (Calls for Justice 1.1, 15.1-15.8)

The Internal Implementation Group was created out of a consultation meeting in December 2021 and is led by IRD. This group is made of representatives from various City departments, including Community Services, Winnipeg Transit, Winnipeg Parking Authority (Vehicles for Hire), Winnipeg Fire Paramedic Service and Winnipeg Police Service. The Coordinator for the Winnipeg Committee for Safety and the Chair of the Human Rights Committee of Council are also members of the Implementation Group.

Activities have included:

- Regular presentations from members of the community: Winnipeg School Division, Ma Mawi Wi Chi Itata Centre's Empowerment Program, Giganawenimaanaanig, Southern Chiefs Organization.

- Drafting front-line support packages to better support citizens experiencing trauma, in a safe manner. This included:
    - Updated "Who to Call" (for support) posters and cards (for City facilities and spaces);
    - Updates to the City website to reflect above;
    - Identifying priority facilities for front-line support packages (water bottles, and granola bars and "Who to Call" resources);
    - Community Services' Crisis Workers began training frontline staff on who to call / de-escalation tactics, and when, how and why to use the 'support package'.

- All Winnipeg Public Libraries will hang *Signs of Trafficking* posters from the Joy Smith Foundation.

Civic Implementation Plan (Calls for Justice 1.1, 1.3, 15.8)

Members of the MMIWG2S+ Internal Implementation Group met to discuss Calls for Justice that the departments can commit to that would formulate a plan and next steps of the civic implementation plan. To date, commitments consist of:

- Including MMIWG2S+ voices and risk prevention in the City of Winnipeg emergency and extreme weather responses (Community Services Department).

- Continuing to coordinate and implement the training schedule to ensure all new and existing Vehicle for Hire (VFH) drivers complete their training by 2026; this training includes signs to identify exploitation and human trafficking (Vehicle for Hire).

- Looking into the development of Equity, Diversity and Inclusion Education and Training for the Public Service that explores, among other items, the varied levels of oppressions that intersect around the lived realities of the 2SLGBTQQIA+ community (Equity Office).

Additional details are included in Appendix B of this report.

Training and Awareness Campaign (Calls for Justice 1.8, 15.1-15.4)

IRD continues to participate in national and local days of awareness to promote local activities and the National Action Plan, Final Report and 231 Calls for Justice. This has included:

- October 4 – Missing and Murdered Indigenous Women and Girls and Two-Spirited People's Honouring and Awareness Day in Manitoba.
    - Preparations were made over the summer to acknowledge the day with a Red Dress Project display at City Hall.
    - Winnipeg Public Library (WPL) also participated in the Red Dress Project, with all libraries hanging dresses on October 4.
    - Several resources were shared to inform the public and City employees about the importance of the day, and to promote understanding of why the dresses are hung and how to be an ally.
    - IRD partnered with Giganawenimaanaanig to coordinate resources for the day. Rainbow Butterfly was the first gathering place for the day, with 30 people in attendance (including City staff).

- November 13 – Anniversary of the death of Helen Betty Osborne
    - IRD assisted with reserving space at Rainbow Butterfly for Helen's descendants to gather on this date.
    - There were a few dozen people in attendance, including Helen's roommate, Rebecca Ross, who spoke a few words to honour Helen Betty, a drummer who shared a few songs and medicines and tea.
        - Helen Betty's story is formulative to the MMIWG2S+ timeline, as her story was presented in the Aboriginal Justice Inquiry and the Final Report of the National Inquiry to Missing Murdered Indigenous Women, Girls, and 2SLGBTQQIA+ Peoples.
        - The WPL has displays that include literature and videos dedicated to Helen Betty Osborne
        - Sharing this piece of history educates staff on pieces of MMIWG2S+ history, this information was sent out through "Three Things Today".

- December 2 – Sacred Fire
    - IRD supported the community through honourariums and refreshments at the sacred fire held in response to the announcement of the murders of Morgan Harris, Rebecca Contois, Marcedes Myran, and Mashkode Bizhiki'ikwe (Buffalo Woman).

- May 5 – National Day of Awareness for MMIWG2S+
    - IRD supported the work of Giganawenimaanaanig (planning and funding), while updating internal webpages and "Three Things Today" to promote awareness to City staff.

- June 3 – Anniversary of the release of the National Action Plan and Final Report (held June 1 at the Manitoba Legislature)
    - IRD supported the work of Giganawenimaanaanig, and coordination of the day, sharing event information with City staff.

Identify accessible spaces for MMIWG2S+ (Calls for Justice 2.3, 15.6)

Indigenous Relations has been working with Collective Voices to find Rainbow Butterfly (shelter) a permanent home, as she has been temporarily placed at Kildonan Park. Although it was anticipated she would relocate this year, this work continues. Sadly, Rainbow Butterfly experienced vandalism and graffiti this year; its removal was facilitated by IRD.

Other Activities

A Projects and Initiatives Coordinator from the Indigenous Relations Division was invited to present at the Native Women's Association of Canada's Annual General Assembly on August 13 and 14 in Gatineau, Québec. The way the City is now working with Giganawenimaanaanig and the importance of centering relationships within this work was shared.

Indigenous Relations continues to be contacted and welcomed by MMIWG2S+ families and survivors; we are honoured to have a growing list of contacts that we update on City initiatives, services, and activities. This includes assisting Indigenous individuals and families to navigate City systems, particularly the Vehicle for Hire complaint process.

Oshki Annishinabe Nigaaniwak, City's Indigenous Youth Strategy

The mission of Oshki Annishinabe Nigaaniwak is to give Indigenous youth positive opportunities in the community and civic system by bridging and providing culturally-appropriate programs and supports related to employment, literacy and recreation to increase resiliency, self-sustainability, pride and future opportunities.

Since 2008, this City grant program has been providing funding to youth-serving agencies to deliver employment development and recreation programs, and partnering with civic departments to create opportunities for Indigenous youth such as internships, training programs, career camps, summer work placements, awards, and post-secondary scholarships.

Due to a reallocation of $500,000 over two years (2022-23), IRD was able to provide a number of opportunities through Oshki Annishinabe Nigaaniwak's internal projects stream this year. This included (but is not limited to):

- Hiring an Indigenous youth to participate in a paid (above living wage) internship with the Indigenous Relations Division.
- Awarding 21 Indigenous youth $1,000 scholarships to pursue their post-secondary education in Winnipeg.
    - Note: 132 applications were received, demonstrating the real need for these types of supports.
- Providing eight Indigenous youth with the Next Step Award; this unique award assists youth to take their "next step" in pursing their education or employment goals.

Winnipeg's Indigenous Accord

This initiative has its own reporting requirement and progress in this area is identified in an annual report to Council each June.

Welcoming Winnipeg

Welcoming Winnipeg: *Reconciling our History* Policy Implementation

The Welcoming Winnipeg: *Reconciling our History* 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 First Nations, Red River Métis and Inuit perspectives, experiences and contributions in the stories remembered and commemorated.

Established in 2020, the Welcoming Winnipeg Committee of Community Members (CCM) is responsible for:

- Reviewing Welcoming Winnipeg requests and providing recommendations for consideration by the Executive Policy Committee and Council;
- Hosting delegations/community presentations;
- Providing input and advice to IRD to align existing and newly created processes related to creating new, adding to or removing/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 and approved by Council. Four members' terms are set to expire on December 31, 2023. Per the Terms of Reference, they are all eligible to re-apply; nevertheless, it is important to recognize their significant contributions to-date. IRD began preparations for the formal recruitment process in September and applications will be received from October 16 to November 24. It is anticipated that the process will be completed by the end of the year.

As of October 1, 2023, the number of Welcoming Winnipeg requests that have been formally submitted to the process are as follows:

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

- 2021: 12 (this does not include the two motions made by the Executive Policy Committee (EPC) regarding the Bishop Grandin marker and renaming Bishop Grandin Boulevard and Grandin Street).
  - Two have outstanding action(s) that need to be finished to be considered complete/closed (reduced from nine outstanding requests reported last year).

- 2022: 13
  - Nine have outstanding action(s) that need to be finished to be considered complete/closed (reduced from 13 outstanding requests reported last year).

- 2023: Six
    - All six have outstanding action(s) that need to be finished to be considered complete/closed.

IRD's 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. IRD 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.

Welcoming Winnipeg Successes

On November 16, the City officially unveiled park signage to acknowledge the renaming of Wellington Park to Theodore Niizhotay Fontaine Park. Theodore was an Assiniboia Residential School survivor and First Nations community advocate and leader. There were 20-30 people in attendance at the event, including members of the Assiniboia Residential School Legacy Group, CCM, City staff and media. An interpretive marker developed by IRD and Morgan Fontaine was unveiled on May 10 to acknowledge Theodore's background and contributions at the park that now bears his name.

On May 19, guided by Elders, IRD hosted a ground blessing in advance of the new Tikina'gaan Park signage being installed. On June 1, the division hosted an official unveiling ceremony with approximately 50 community members in attendance. In response to concern for the park renaming by some community members, a brochure was created and shared with Niakwa Park residents to explain the teachings of the tikina'gaan and the significance of the new name.

On April 28, 2022, Council concurred in the CCM's recommendation that the City support the request to rename Singh Trail Park to Komagata Maru Park. Because the new name did not contribute to upholding Welcoming Winnipeg's intent of ensuring Indigenous contributions, experiences and perspectives are reflected in place names, the CCM also recommended that supplementary signage be installed at the park that provides a land acknowledgment and explains Canada's broader colonial policy of exclusion. On June 5 of this year, this interpretive panel designed by Indigenous Relation in consultation with the CCM was unveiled. It shared the history of the Komagata Maru and how this event highlights Canada's racist colonial policies of the time to limit or exclude the movement of certain groups of people. This practice also extended to Indigenous peoples. The pass and permit system, beginning in 1885, restricted the freedom of movement and economy of First Nations in the Canadian prairies for over fifty years.

This year saw a number of historical markers that were reviewed by Welcoming Winnipeg and installed throughout the city. This included two interpretive panels created by the Dawson Trail Art and Heritage Tours, officially unveiled on April 26 commemorating the historic Dawson Trail, and four interpretive panels (two honouring the 1950's Flood and two remembering the Elm Park Bridge) created by the Kingston Crescent Resident's Association and officially unveiled on June 1.

Additionally, with the support of the Parks and Open Space Division, three parks have additional signage acknowledging the park is in Treaty One Territory and the National Homeland of the

Red River Métis, which was directed by Council as part of the Welcoming Winnipeg renaming process: Waterside Rotary Park, Matt Jonsson Memorial Skatepark, and Rooster Town Park.

Welcoming Winnipeg Challenges

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 been developed from inception, with many co-created by IRD and the CCM. The policy creation and implementation continue to be done within existing resources; on April 28, 2022, Council referred the establishment of a funding source for the implementation of the Welcoming Winnipeg Policy to the 2024-2027 Multi-year Budget Process.

IRD has been monitoring the process for areas of improvement and a wider review of Welcoming Winnipeg is in progress. Further revisions to the program are expected to come forward for Council consideration in the second quarter of 2024.

Renaming Bishop Grandin Boulevard and Grandin Street

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, in accordance with the Street Name 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, 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.

On March 23, 2023, Council unanimously approved, in principle, the recommendations of the Elders to:

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

The Street Names By-law No. 115/2011 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.

That report will be completed by the Planning, Property, and Development Department and is anticipated to go before Council before the end of 2023.

At the September 29 Council meeting, a motion was made and automatically referred to the Executive Policy Committee's (EPC) October meeting:

That the Winnipeg Public Service be directed to refer to the Welcoming Winnipeg process the renaming the four-lane roadway, recently constructed and referred to as Bishop Grandin Boulevard, to 'Edward Schreyer Parkway South', in order to rightly honour a Manitoban who has done so much for Manitoba, Canada, and the Indigenous community.

This motion was met with dismay and anger from the Elders that IRD works with as it challenged the spirit of Council's previous direction to approve, in principle, the renaming of Bishop Grandin Boulevard to Abinojii Mikanah. Although Council approved an EPC motion that the matter be filed and not proceed, community feedback received by IRD indicates that the credibility of the City's reconciliation journey was compromised. Staff will need to work carefully to rebuild trust with Indigenous community members.

Creating New Historical Marker: Bishop Grandin

On April 21, 2021, EPC concurred in the recommendation of the Riel Community Committee, and directed the Winnipeg Public Service 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.

On March 23, 2023, Council concurred in the recommendations of the Public Service to approach this project as a hybrid Welcoming Winnipeg process, with the drafting of the text to be done by IRD with input and guidance from Elders, the CCM and support from the City's Heritage Officer.

A draft text was prepared, two consultation meetings with the Elders have occurred, and a graphic designer has been hired.

Poverty Reduction and Affordable Housing

Although led by the Community Services Department, IRD has been significantly involved in the City's Poverty Reduction Strategy (PRS), including reporting on the City's progress with respect to the 2021-23 Implementation Plan and developing the new 2024-27 Implementation Plan, and supporting the incorporation of Indigenous perspectives throughout development and implementation.

A new area of responsibility, IRD is now involved in the City's ongoing work toward supporting Affordable Housing in Winnipeg through collaboration with community partners and the City's Housing Office within the Planning, Property and Development Division.

Progress on these areas will be reported through the PRS reporting schedule.

FINANCIAL IMPACT

Financial Impact Statement

Date: October 23, 2023

Project Name:
Journey of Reconciliation: 2023 Annual Report

COMMENTS:

There is no financial impact associated with receiving this report as information.

Randy Bernard

Randy Bernard, CPA, CMA
Manager of Finance & Administration (Campus)
Corporate Finance Department

CONSULTATION

This Report has been prepared in consultation with:

- Archives and Records Control Branch

OURWINNIPEG POLICY ALIGNMENT

Goal: Leadership and Good Governance
1.7 Equitable Service Access
Identify and provide access to, a base level of municipal services to everyone, directly or facilitated through partnerships. Remove systemic barriers to participation, based on race, national or ethnic origin, colour, religion, age, sex, sexual orientation, gender identity or expression, marital status, family status, physical or mental ability, official language used, citizenship status, socio-economic status, geographic location or climate change vulnerability.

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.

5.9 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.

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: Chief Administrative Office
Division: Indigenous Relations
Prepared by: D. Carriere
Date: October 26, 2023

Attachments:

Appendix A: 2022 Indigenous Relations Annual Report

Appendix B: Department Implementation Calls for Justice 2024 V1