Agenda – Council – May 22, 2025

Report – Executive Policy Committee – May 13, 2025

Item No. 4 Welcoming Winnipeg – Creating New Marker: Flight PS752 Memorial Plaza

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On May 13, 2025, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the following to Council:

1. That a new permanent historical marker honouring the victims of Ukrainian International Airlines Flight PS752, be installed in Scurfield Park (3 Monticello Road) in consultation with the Public Service.

2. That a territorial acknowledgment be installed in the plaza in consultation with the Public Service.

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

Report – Executive Policy Committee – May 13, 2025

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On May 13, 2025, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

ADMINISTRATIVE REPORT

Title: Welcoming Winnipeg – Creating New Marker: Flight PS752 Memorial Plaza

Critical Path: Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
C. Sveinson	S. Armbruster	T. Graham	S. Armbruster

EXECUTIVE SUMMARY

On January 30, 2020, Council passed a motion to adopt the Welcoming Winnipeg: Reconciling our History Policy. This policy helps the City with decisions about requests to create new, add to, or remove/rename historical markers and place names. It also helps make sure Indigenous histories and contributions are included in the City's stories and landmarks. Welcoming Winnipeg is meant to be fair, inclusive, and respectful of Indigenous perspectives.

A request to create a new historical marker to honour the victims of Ukrainian International Airlines Flight PS752 was submitted online. The plane was shot down by the Islamic Revolutionary Guard Corps (IRGC) on January 8, 2020. The date is now the National Day of Remembrance for Victims of Air Disasters. The marker will tell this tragic story, and be a statement of justice and solidarity. The project also proposes to have the names of the victims engraved on the wall at the site.

Although this new marker is not directly connected to Indigenous history, it supports human rights principles. The park where the marker will be placed is in an area where many people from the Iranian community live. Also, one of the victims was a student at a nearby school. The Committee of Community Members (CCM) extends their thoughts and condolences to the local families and communities who lost loved ones in this air disaster.

After reviewing this request, the CCM recommends that Council approve it. The CCM also suggests installing a territorial acknowledgment in the plaza, to recognize the traditional land the site is on. The location will be chosen in consultation with the Public Service. Funding for the new historical marker has been secured by the applicant. The territorial acknowledgement will cost approximately $1,000. Funds will come from the Indigenous Relations Division's 2025 Journey of Reconciliation budget.

RECOMMENDATIONS

1. That a new permanent historical marker honouring the victims of Ukrainian International Airlines Flight PS752, be installed in Scurfield Park (3 Monticello Road) in consultation with the Public Service.

2. That a territorial acknowledgment be installed in the plaza in consultation with the Public Service.

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

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of this report are concurred in, a new permanent historical marker honouring the victims of Ukrainian International Airlines Flight PS752, will be installed in Scurfield Park (3 Monticello Road). A territorial acknowledgement will also be installed in the plaza.

HISTORY/DISCUSSION

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 February 12, 2021, a formal Welcoming Winnipeg request form was unveiled to the public.

A request to create a new historical marker to honour the victims of Ukrainian International Airlines Flight PS752 was submitted through the online Welcoming Winnipeg request process. Flight PS752 was shot down by the Islamic Revolutionary Guard Corps (IRGC) on January 8, 2020 (now the National Day of Remembrance for Victims of Air Disasters); the marker will tell this tragic story, and be a statement of justice and solidarity. The project also proposes to have the names of the victims engraved on the wall at the site.

<u>Considerations for this request</u>

The CCM reviewed the decision-making history and the information provided (summarized in Appendix A) at the committee's February 24, 2025, 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
    - Offers an educational opportunity – this commemoration will acknowledge the victims of Flight PS752; while this was an international event, there were deep impacts to families and communities in Winnipeg. The memorial plaza is meant to be a place that honours human rights principles, with the commemorative marker a statement of justice and solidarity.
    - Ultimately achieves a balanced perspective/story – there currently is no other public form of commemoration for this tragic event in Winnipeg.

2. Research and Rational
    - All land in Winnipeg is Indigenous land; however, the preliminary research undertaken by the proponent did not show specific historical significance.
    - The location of the park was chosen because there are many from the Iranian community who live there; also, one of the victims was a student at a nearby school.

3. Community Support
    - In response to the question “Do you think the Committee of Community Members should support this request,” 80 percent of online survey respondents said “yes.” There were 25 respondents to the online survey.

4. Other considerations
    - Funding for the new historical marker has been secured by the applicant.

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 (TRC) Call to Action #43.

While the proposed historical marker does not directly contribute to this objective, it does seek to honour broader human rights principles. Furthermore, the location of the park was chosen

because there are many from the Iranian community who live there; one of the victims was a student at a nearby school. The CCM extends their thoughts and condolences to the local families and communities who lost loved ones in this air disaster.
After careful consideration, the CCM recommends that Council approve this request with the addition that a territorial acknowledgment be installed somewhere in the plaza. The location will be chosen in consultation with the Public Service.

The CCM also provided the following suggestions, which were not considered formal recommendations:

- That the proponent of the request be encouraged to build relationships with Indigenous residents or organizations to enhance the existing space for future commemoration and use.
- That the proponent of the request is encouraged to engage with local Indigenous Elders/Knowledge Keepers to learn more about the significance of trees and traditional plants and medicines as a way to build connections between Newcomer and Indigenous communities in the area.

Funding for the new historical marker has been secured by the applicant. The costs of the territorial acknowledgement are budgeted at approximately $1,000 and will come from the Indigenous Relations Division’s 2025 Journey of Reconciliation budget.

FINANCIAL IMPACT

Financial Impact Statement **Date:** March 24, 2025

Project Name: **First Year of Program** **2025**

Welcoming Winnipeg – Creating New Marker: Flight PS752 Memorial Plaza

	2025	2026	2027	2028	2029
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	$ 1,000	$ -	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 1,000	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	1,000	-	-	-	-
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments:

Direct costs represent the estimated cost of the territorial acknowledgement to be installed in the Flight PS752 Memorial Plaza. Funding will come from the Indigenous Relations Division's 2025 Journey of Reconciliation budget.

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

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 community history, architecture, civic identity and cultural perspectives. ER, HW

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 Division
Prepared by: D. Carriere
Date: April 3, 2025
File No:

Attachments:

Appendix A: 2023-008 Request Summary

Appendix B: 2023-008 Public Engagement Summary Report

Appendix C: Welcoming Winnipeg – Request Assessment Tool