



CITY OF HAMILTON
HEALTHY AND SAFE COMMUNITIES DEPARTMENT
Children's Services and Neighbourhood Development Division
and
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
Tourism and Culture Division
and
PUBLIC WORKS DEPARTMENT
Environmental Services Division

TO:	Chair and Members Emergency and Community Services Committee
COMMITTEE DATE:	May 5, 2022
SUBJECT/REPORT NO:	Landmarks and Monuments Review (HSC21025(a)/PED21149(a)/PW21038(a)) (City Wide)
WARD(S) AFFECTED:	City Wide
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OUR Vision: To be the best place to raise a child and age successfully.

OUR Mission: To provide high quality cost conscious public services that contribute to a healthy, safe and prosperous community, in a sustainable manner.

OUR Culture: Collective Ownership, Steadfast Integrity, Courageous Change, Sensational Service, Engaged Empowered Employees.

RECOMMENDATION(S)

- (a) That the following recommendations in the Honouring our Roots: Creating Space for Indigenous Voices report by First Peoples Group (attached as Appendix “A” to Report HSC21025(a)/PED21149(a)/PW21038(a)) be endorsed as supplementary to the Urban Indigenous Strategy and used to guide the next phase of work in the review:
- (i) Continue to foster long-term relationships with local First Nations and urban Indigenous communities that are based on mutual trust and respect;
 - (ii) Create and action a communications plan that includes interpretive signage at the high priority sites that indicates that the city is aware that these sites are problematic and educates the public about the need for further consultation and action;
 - (iii) Prioritize the building of Indigenous community gathering spaces, both indoors and outdoors;
 - (iv) Hire an Indigenous curatorial team composed of a Curator; and,
 - (v) Hire an Indigenous Community Liaison to lead engagement with local First Nations and the urban Indigenous community in Hamilton;
- (b) That an estimated project budget of \$25,000 be established for the Indigenous Relations section to cover facilitation and meeting costs associated with initiating engagement with the Indigenous community in 2022 as identified in Appendix “A” to Report HSC21025(a)/PED21149(a)/PW21038(a) and funded from any available source deemed appropriate by the General Manager of Finance and Corporate Services including, but not limited to, one or more of the following: first from Provincial or Federal funding sources and second from the overall City of Hamilton surplus or the Tax Stabilization Reserve, # 110046;
- (c) That interim interpretive communications be developed and installed at the high priority sites (Sir John A MacDonald, Queen Victoria, Augustus Jones, and United Empire Loyalist) as well as Ryerson Recreation Centre (at such time as the Hamilton-Wentworth District School Board’s renaming process has concluded and the City of Hamilton initiates renaming of the attached recreation facility) including but not limited to signage to educate the public towards a collective and shared pathway as a way forward at a cost of up to \$60,000 and funded from any available source deemed appropriate by the General Manager of Finance and Corporate Services including, but not limited to, one or more of

the following: first from Provincial or Federal funding sources and second the overall City of Hamilton surplus or the Tax Stabilization Reserve, # 110046; and,

- (d) That any work and related funds as noted in Recommendations (b) and/or (c) that is not complete and spent by end of the year 2022, that those funds be carried forward to 2023 in order to complete the work as committed to in 2022.

EXECUTIVE SUMMARY

The City of Hamilton (City) is a lifeline to many Urban Indigenous people who are deeply rooted in providing the rich culture, contributions and uniqueness through historical facets of the past, the presence of today, and towards the next seven generations of the future.

There is growing national and local concern about monuments and representation of historic and cultural spaces that are not inclusive of Indigenous past and present, including the history of colonialism, and residential schools.

The Honouring Our Roots report reviews City landmarks and was co-developed through a listening process with Indigenous peoples. It contributes to the overall approved Urban Indigenous Strategy, and provides staff with guidance on priority next steps, future work, and a successful engagement strategy for Indigenous voices. Report HSC21025(a)/PED21149(a)/PW21038(a) provides preliminary information on what was heard and will set the stage for broader engagement that is still to occur on the journey to building our collective understanding.

The Honouring Our Roots report was prepared as a guide to start addressing priority sites in Hamilton. Through the work of the Circle of Experts, First Peoples Group, and staff, the following priority sites have been identified as those requiring additional context to provide Indigenous history:

- Sir John A MacDonald monument (Gore Park, King St. at Hughson St.)
- Queen Victoria monument (Gore Park, west end facing James St.)
- Augustus Jones monument (King St. E. at Jones St. in Stoney Creek)
- United Empire Loyalist monuments (front of 50 Main St. E. and Dundurn Park)
- Ryerson Recreation Centre (251 Duke St.) (at such time as the Hamilton-Wentworth District School Board's renaming process has concluded and the City initiates renaming of the attached Recreation facility).

The City must continue in the spirit of Reconciliation and the Calls to Action, the Missing and Murdered Indigenous Women and Girls and the Calls for Justice, to foster long-term relationships with the local First Nations and the urban Indigenous community by

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upholding its commitment to the Urban Indigenous Strategy actions and development of corporate-wide approaches to engaging with each community.

Following this initial report, the next phase of the Landmarks Review will include further consultation and engagement with the Indigenous and non-Indigenous community to build relationships and a greater understanding of Indigenous history and contributions, reimagine City spaces, and ensure all voices are heard.

An interim strategy is necessary at the high priority sites that will educate the general public about the challenges associated with these monuments/locations. It is recommended, therefore, prior to undertaking public awareness and consultation, interpretive communications will be installed at the sites to inform about the initiative and indicate changes will be forthcoming.

Alternatives for Consideration – See Page 11

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial: Report HSC21025(a)/PED21149(a)/PW21038(a) recommends a project budget of \$25,000 to support project work on the high priority sites identified by the Honouring Our Roots report. This budget would be used for to support meetings, materials, and facilitation expenses.

Cost for the development and installation of interpretive communications including but not limited to signage, is estimated to be up to \$60,000.

These costs will be funded from any available source deemed appropriate by the General Manager of Finance and Corporate Services including, but not limited to, one or more of the following: first from Provincial or Federal funding sources, second the overall City of Hamilton surplus or the Tax Stabilization Reserve, # 110046

If the scope of work and associated costs as outlined above are not completed by end of the year 2022, then any unspent funds related to the outstanding work and associated funding be carried forward to 2023 in order to complete the work as planned.

Staffing: As recommended by the Honouring our Roots report, and to ensure adequate resources, staff will prioritize the hiring of two temporary positions (2 FTE) being an Indigenous Community Liaison in the Healthy and Safe Communities Department and an Indigenous Curator in the Planning and Economic Development Department, for an approximate salary cost of \$224K per annum including benefits.

Funding for these temporary positions will be provided through either Divisional Year End Surplus of the Department or the Departmental Year End Surplus that the complement is working in.

Legal: N/A

HISTORICAL BACKGROUND

As part of the implementation of the Urban Indigenous Strategy (UIS), a staff team called the Indigenous Landmarks Working Group was developed in 2020 to provide information and review existing and new landmarks, spaces and markers that reflect the true history and disposition of the Indigenous community.

In July 2021, the Working Group brought Report HSC21025/PED21149/PW21038 forward with the recommendation to conduct an Historical Review of landmarks and monuments which was approved by Council. In accordance with the report recommendations an Indigenous consultant, First Peoples Group (FPG), was retained to facilitate the project. A group of individuals were invited to form the Honouring our Roots Circle of Experts to guide and provide input and advice on the Historical Review to the Indigenous Landmarks Working Group. At that time, the Emergency and Community Services Committee also received a number of public delegations and correspondences (approximately 896) regarding the landmarks review, the Sir John A MacDonald monument, and Ryerson Recreation Centre. This reflects significant community engagement at the onset of the working group, which also informed the work and recommendations of the report.

Meetings were hosted with the Circle of Experts from September to December 2021. The outcome of those discussions was documented in a report by FPG and recommendations developed through January and February 2022. The final consultant report was validated by individual meetings with the Circle of Experts in late February 2022 and forms the basis of the recommendations of Report HSC21025(a)/PED21149(a)/PW21038(a).

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

In June 2019, Council endorsed the Urban Indigenous Strategy through Report HSC19030 which identified actions to strengthen the City's relationship with the Indigenous community. This was in response to the 2015 Truth and Reconciliation Commission (TRC) of Canada's Final Report and the calls to action within the municipality's jurisdiction. The TRC summary reminds Canadians that "governments, churches, educational institutions, and Canadians from all walks of life are responsible for taking actions on reconciliation in meaningful ways, working collaboratively with Indigenous peoples". The recommendations in Report

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HSC21025(a)/PED21149(a)/PW21038(a) directly relate to the implementation of the actions identified in the Urban Indigenous Strategy.

The recommendations in Report HSC21025(a)/PED21149(a)/PW21038(a) also support the Equity and Inclusion Policy by using an approach to engage equitably with the Indigenous community to plan and implement initiatives that will achieve mutually beneficial outcomes.

Budgeted Complement Control Policy (FCS16024)

Changes to the Approved Budgeted Complement

2. Increasing Complement

- (iii) Of Temporary complement for a duration of less than twenty- four months, is at the discretion of the General Manager providing that adequate financial resources are available (cannot create an unfavourable budget variance).

RELEVANT CONSULTATION

To guide and inform the Historical Review, the Indigenous Landmarks Working Group formed the Honouring Our Roots Circle of Experts. A variety of individuals were invited to join the Circle of Experts based on their expertise and interest; participants included Elders, historians, artists and leaders from the Indigenous community. The Circle's diverse background represented perspectives from the Mississaugas of the Credit First Nation, the Haudenosaunee, Cree/Metis, and urban Indigenous people.

It was important that this first phase of work be led by Indigenous voices so that their input and perspective on the sites and stories of Hamilton could be heard. This aligns with the UIS actions #3 (Improve meaningful consultation with urban Indigenous residents and First Nations communities on municipal projects, plans and approvals) and #4 (Include and listen to Indigenous Elders on key initiatives and partnerships between the and the Indigenous community).

In addition, the following staff groups have been consulted and contributed to the report:

- Senior Leadership Team
- Corporate Services, Financial Planning Administration and Policy section
- City Manager's Office, Communications and Strategic Initiatives section

Staff acknowledge that further and ongoing consultation and engagement needs to occur with both the Indigenous community and non-Indigenous community to strengthen relationships, build knowledge of the Indigenous history and contributions, and ensure that all voices are heard. This report represents recommendations for the next step in that journey and staff recognize that building relationships will take time. Staff also acknowledge that building relationships requires engaging in difficult community conversations and we must take steps to ensure that we create a safe

space for these conversations to occur. Further consultation opportunities will be planned and made available in the future, as we continue to engage in conversations with Indigenous people and the broader community to reimagine City spaces and how we can incorporate Indigenous history and contributions into our landmarks, spaces and markers.

ANALYSIS AND RATIONALE FOR RECOMMENDATION

Review of inventory

The Honouring Our Roots Circle of Experts was formed to review a list of over 390 City owned landmarks, spaces, monuments and markers to identify opportunities and specific ways to honour the Indigenous community. It would have been too significant a task to look at the entire inventory in such a short timeframe, so the Circle took an approach to start with identifying the highest priority sites on the list of commemorated individuals to the Indigenous community for potential removal or recontextualization.

For the next phase of work with the community, the following recommendations from the Circle of Experts will be prioritized:

- Continue to foster long-term relationships with local First Nations and urban Indigenous communities that are based on mutual trust and respect
- Create and action a communications plan that includes interpretive signage at the high priority sites that indicates that the City is aware that these sites are problematic and educates the public about the need for further consultation and action
- Hire an Indigenous curator to ensure Indigenous perspectives are embedded (in the City's culture and heritage work)
- Hire an Indigenous community liaison to lead engagement with local First Nations and the urban Indigenous community

High priority sites

Through discussions about the commemorated individuals, the group focussed on sites that were high priority due to the lack of Indigenous history or the misrepresentation of a fuller history at the site. The results included the following:

- The Sir John A MacDonald monument (Gore Park, King St. at Hughson St.)
- The Queen Victoria monument (Gore Park, west end facing James St.)
- The Augustus Jones statue (King St. E. at Jones St. in Stoney Creek)
- Sites commemorating the United Empire Loyalists (front of 50 Main St. E. and Dundurn Park)

- Ryerson Recreation Centre (251 Duke St.)

The Circle of Experts recommends that signage be installed at all of the high priority sites, to acknowledge that these identified monuments, commemorations and historical interpretations are problematic, and that the City is in the process of engaging with Indigenous communities to ensure that the work moves forward in a good way. This action would demonstrate respect and humility¹ on the part of the City towards the Indigenous community and the public who are calling for more diverse narratives to be told through interpretation and commemoration.

A second step and recommendation is to gather information from many different sources about the Indigenous history of the Hamilton area, and dedicated temporary roles are recommended to lead this work. A community engagement strategy will be implemented that invites Indigenous residents and visitors to participate in the retelling of history and revisioning of monuments and Indigenous place making from their unique perspectives. The Circle of Experts discussed many creative ideas for engagement including but not limited to design charettes, community mapping, PhotoVoice projects, special events and wide-scale storytelling to crowd-source the history of the area from Indigenous perspectives. There is potential for adding and expanding the presence of Indigenous history (and current realities) on the Hamilton Civic Museums website, through interactive map-based interpretation, and other long-term virtual projects that tell a new, fuller history from many perspectives.

Undertaking a complementary education campaign in parallel with the collecting of stories for commemoration and interpretation will help the general public understand why amplifying Indigenous voices on these topics is so important. The Circle of Experts provided some interesting ideas such as learning circles, cross-cultural sharing, and Indigenous walking tours.

The goal of this work is to move forward in a collective and shared pathway. Taking these steps will address many of the UIS action items including:

- #11 Incorporate more Indigenous stories and voices into the City's culture and heritage plans
- #12 Use markers and signs to restore Indigenous names and identify significant Indigenous landmarks in Hamilton
- #18 Ensure that Indigenous stories and local Indigenous history are included in official archives across Hamilton

In addition, it will align with the Civic Museum Strategy actions:

- #1 Embrace the City

¹ Respect and Humility are two of the Seven Grandfather teachings.

#3 Embed the shift to digital
#4 Collaborate and co-create

Committing resources

Financial and staffing resources beyond what is currently available are needed to move this work forward. The Indigenous Relations portfolio has grown over the last couple years and includes implementation of the UIS along with advisory support to the organization on a variety of Indigenous matters. The existing Indigenous Relations Team does not have the capacity to take on additional and dedicated Indigenous community engagement that is required for this specific initiative. The creation of the two dedicated temporary staffing resources will signal the importance of the Honouring our Roots: Creating Space for Indigenous Voices project.

An Indigenous Community Outreach Liaison (1 FTE) is required to deliver more focussed and regular engagement with the Indigenous community as it is not feasible to absorb this volume of work into the existing limited resources of the Indigenous Relations section. To produce the intended results in a timely manner, a dedicated resource should be committed to this work. The new role will support the Indigenous Relations team with relationship-building initiatives that continue to grow connections between the City and the Indigenous communities in and around Hamilton. The Indigenous Community Outreach Liaison will identify and implement ways to make City spaces and buildings welcoming and safe for Indigenous peoples and ensure they can see themselves reflected in the City's spaces and places. The position will work with the Indigenous Curator to design and implement a community engagement plan that includes activities that are interactive, intergenerational, and inclusive.

In addition, an Indigenous Curator (1 FTE) is needed to lead the heritage and commemoration work and programming recommended by the UIS and Honouring Our Roots report in a culturally appropriate way including the use of traditional knowledge. This position will participate in developing the City-wide Interpretive Master Plan to ensure that Indigenous perspectives are embedded and that there is a plan for sites of significant Indigenous cultural and historical importance to be commemorated. The Indigenous Curator will strengthen the presence of Indigenous Heritage on the [Hamilton Civic Museums website](#) by expanding the timeline to include Indigenous heritage. The role will review and recommend changes to applicable policies to ensure that placemaking and public art processes are welcoming, accessible, and inclusive of Indigenous history and current realities. The new role will work with the Indigenous Relations team to create a public education campaign to communicate why elevating Indigenous voices and histories is important, and what the process will be for Hamilton to take on this work. Further, they will advance Indigenous place-making practices in urban centres by collaborating with the other municipalities on a gathering, interactive event or exhibit on this subject.

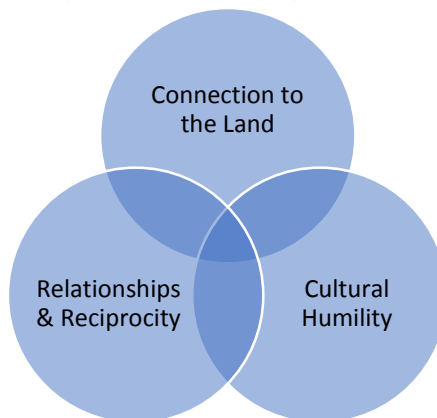
Having the Indigenous Community Outreach Liaison and Indigenous Curator devoted to the projects and initiatives in the Honouring our Roots: Creating Space for Indigenous Voices will allow them to focus on finding ways to reflect a new, fuller truth into historical narratives in the places where history was made.

The positions will be dedicated to the initiatives outlined in Appendix “A” to Report HSC21025(a)/PED21149(a)/PW21038(a) and would demonstrate progress in UIS action #36 (Increase the number of Indigenous employees at the City and support networking and mentorship opportunities for Indigenous staff).

□ Framework

While high priority sites were discussed, and many ideas were shared for moving forward in a good way, concerns and comments were raised at every meeting that speak to the systemic transformation that needs to occur to foster right relations with Indigenous peoples and with the land that the municipality occupies.

As a result of this, a framework was built on the core themes of: Connection to the Land; Relationships & Reciprocity; and Cultural Humility. The framework includes a series of recommendations for short- and long-term planning, as well as traditional teachings and other tools and frameworks to consider when designing the next phase of work. We will use this to guide our continued work on the landmarks review, and also in the broader context of implementing the Urban Indigenous strategy.



1. Connection to Land

Through its work, the Circle of Experts emphasized the importance of not only considering but centering the land and its gifts in all municipal decisions. This holistic approach requires authenticity, humility and great respect.

2. Relationships & Reciprocity

Authentic long-term relationships built on respect and reciprocity are essential for this cultural heritage work to move forward in a good way. Engagement should

demonstrate deep care for all who are invited to the table and must be designed to ensure past and existing wrongs are not perpetuated or reproduced. Where possible, community engagement should support capacity development, with Indigenous partners co-designing and taking on leadership roles within the work.

3. Cultural Humility

Cultural humility requires taking the time for critical self-reflection and for listening to and learning from others. Cultural awareness and cultural safety training are crucial to increase City staff and Council's knowledge of Indigenous cultures, traditions and worldviews. It also means taking a strengths-based approach to working with community, recognizing Indigenous peoples as experts of their own experiences. Instead of a partnership where Indigenous people are seen as "stakeholders" who feed into a consultation process, the City should partner in a way where Indigenous peoples can take the lead, and the City supports the vision and goals of the community or communities.

The framework will add an Indigenous lens through principles such as decolonization, learning, leadership, and values-based practices in line with the Guiding Principles of the UIS and framework of the Honouring our Roots.

- Build and maintain relationships

The UIS outlined a number of actions for the City to take including to "Improve meaningful consultation with urban Indigenous residents and First Nations communities on municipal projects, plans and approvals". Both Council and staff are aware of the gravity and importance of this task, but it must be acknowledged that it is not easy work. To improve in this area, a coordinated approach by all departments to commit to making Indigenous Relations a top priority is being recommended. Genuine relationships with Indigenous communities should begin with an intent to be meaningful and long term. This work needs to be conducted in a sincere way, to carefully build connections between the Indigenous and non-Indigenous community.

The consultant's report Honouring Our Roots also contains recommendations that came forward from the Circle of Experts that build on the broader Urban Indigenous Strategy, such as the prioritization of indoor and outdoor gathering spaces for the Indigenous community. Recommendations regarding the broader UIS will be brought forward to Emergency and Community Services Committee at a future meeting.

ALTERNATIVES FOR CONSIDERATION

An alternative is to not fund an interim communication strategy for the high priority sites.

This option has no financial, staffing or legal implications but it would not share information and acknowledge the challenges associated with these sites, nor will it signal the desire to broaden the narrative to include more diverse voices. Given the City's expressed desire for openness and transparency and increase the community's engagement and participation, this alternative is not recommended.

ALIGNMENT TO THE 2016 – 2025 STRATEGIC PLAN

Community Engagement and Participation

Hamilton has an open, transparent and accessible approach to City government that engages with and empowers all citizens to be involved in their community

Built Environment and Infrastructure

Hamilton is supported by state-of-the-art infrastructure, transportation options, buildings and public spaces that create a dynamic City.

Culture and Diversity

Hamilton is a thriving, vibrant place for arts, culture, and heritage where diversity and inclusivity are embraced and celebrated.

APPENDICES AND SCHEDULES ATTACHED

Appendix "A" to Report HSC21025(a)/PED21149(a)/PW21038(a): Honouring our Roots; Creating Space for Indigenous Voices Consultant Report