

Subject: Municipal Commemoration and Commemorative Naming Policies

File Number: ACS2024-RCF-GEN-0006

Report to Community Services Committee on 26 June 2024

and Council 10 July 2024

Submitted on June 10, 2024 by Caroline Barriere, Manager

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Ward: Citywide

**Objet : Commémoration municipale et politiques de commémoration
municipale**

Numéro de dossier : ACS2024-RCF-GEN-0006

Rapport présenté au Comité des services communautaires

Rapport soumis le 26 juin 2024

et au Conseil le 10 juillet 2024

Soumis le 2024-06-10 par Caroline Barriere, Gestionnaire

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Quartier : À l'échelle de la ville

REPORT RECOMMENDATION(S)

That the Community Services Committee recommend Council:

- 1. Approve the Municipal Commemoration Policy attached as Document 1 and the new Commemorative Naming Policy as detailed in Document 3, and outlined in this report; and**
- 2. Approve the Commemoration Policy Working Group Terms of Reference attached as Document 2; and**
- 3. Delegate the authority to the General Manager of Recreation, Cultural and Facility Services (RCFS), in consultation with the General Manager responsible for the asset being commemoratively named, to approve minor**

commemorative naming applications that primarily have local or ward interest; and

- 4. Delegate the authority to the General Manager of RCFS to make minor administrative amendments to the Municipal Commemoration and Commemorative Naming policies including adding to the list of eligible assets for commemoration, and to make minor edits to commemorative names approved by Council or under delegated authority to account for minor errors such as spelling, punctuation, or military abbreviations.**

RECOMMANDATION(S) DU RAPPORT

Que le Comité des services communautaires recommande au Conseil :

- 1. D'approuver la Politique de commémoration municipale, ci-jointe en tant que document 1 et la nouvelle Politique sur les noms commémoratifs présentée dans le document 3, comme décrite dans le présent rapport; et**
- 2. D'approuver le mandat du groupe de travail sur la politique de commémoration, ci-joint en tant que document 2; et**
- 3. De déléguer au directeur général des Loisirs, de la Culture et des Installations (DGLCI), en consultation avec la directrice générale ou le directeur général responsable du bien auquel un nom commémoratif est attribué, le pouvoir d'approuver les demandes de noms commémoratifs visant des biens mineurs, d'intérêt principalement local ou de quartier, comme décrit plus en détail dans le présent rapport; et**
- 4. De déléguer au directeur général de la DGLCI le pouvoir d'apporter des modifications administratives mineures aux politiques de commémoration municipale et de noms commémoratifs, notamment l'ajout de biens admissibles à la commémoration, et de faire des modifications mineures aux noms commémoratifs approuvés par le Conseil ou en vertu des pouvoirs délégués pour corriger, entre autres, des fautes mineures concernant l'orthographe, la ponctuation ou les abréviations militaires.**

EXECUTIVE SUMMARY

The Municipal Commemoration Policy aims to ensure consistency and increase transparency in City commemorative decisions while providing guidance for contentious issues. This policy emphasizes local recognition while outlining the City's key goals and principles regarding commemoration. A Commemoration Departmental Working Group will be created to assist with policy implementation, advise on major applications, and support existing programs.

The Commemorative Naming Policy replaces the "Commemorative Naming Policy for Municipal Parks, Streets, and Facilities". A Council motion in 2023 placed the program

on hold to allow for a full program and policy review. Guided by the principles of the overarching Municipal Commemoration Policy, the objectives of this new policy are to foster an equitable, inclusive, and sustainable naming program that honours the uniqueness of Ottawa, including the diverse communities and cultures, histories and legacies that rest upon and live on the traditional territory of the Anishinabe Algonquin Nation. To ensure that the City has an effective policy and process to provide positive recognition to persons, events and accomplishments that are worthy of municipal celebration; determined through a transparent process based on the accuracy and verifiability of the information provided. As well as a clear, focused, efficient, and timely naming process that includes an open and transparent consultation process.

The revised policy, which will replace the previous version, outlines various changes including new naming categories and criteria, clarity in eligible assets, a strengthened consultation and review process, a simplification of approval for some commemorations, and the introduction of a hybrid financial model to sustain the program.

RÉSUMÉ

La Politique de commémoration municipale vise à garantir transparence accrue et uniformité dans les décisions commémoratives de la Ville tout en établissant des lignes directrices en ce qui concerne les questions litigieuses. Elle met l'accent sur la commémoration locale tout en précisant les grands objectifs et principes directeurs de la Ville en matière de commémoration. Un groupe de travail de service sur la commémoration sera créé pour faciliter la mise en œuvre de la politique, prodiguer des conseils sur les demandes touchant des biens majeurs et soutenir les programmes existants.

La Politique sur les noms commémoratifs remplace la Politique sur les noms commémoratifs pour les parcs, les rues et les installations de la Ville d'Ottawa, qui a été mise en suspens par une motion du Conseil en 2023 afin qu'un examen complet du programme et de la politique soit réalisé. S'inspirant des principes de la Politique globale de commémoration municipale, les objectifs de cette nouvelle politique visent à favoriser l'instauration d'un programme équitable, inclusif et viable qui honore l'unicité d'Ottawa, notamment ses cultures et communautés diverses, ses histoires et ses patrimoines qui reposent et existent sur le territoire traditionnel de la Nation Anishinabe Algonquine. Il s'agit de veiller à ce que la Ville dispose d'une politique et d'une procédure efficaces de commémoration positive des personnes, des réalisations et des événements qui méritent d'être célébrés à l'échelle municipale, et ce grâce à un processus transparent fondé sur l'exactitude et la vérifiabilité de l'information fournie. Le processus de commémoration doit aussi être clair, ciblé, efficace et rapide, et prévoir des consultations ouvertes et transparentes.

La politique révisée, qui remplacera la version précédente, présente divers changements, notamment de nouvelles catégories et de nouveaux critères de

commémoration, une définition plus claire des biens admissibles, un processus de consultation et d'examen plus rigoureux, une approbation simplifiée de certaines demandes de commémoration et un nouveau modèle de financement hybride pour assurer la viabilité du programme.

BACKGROUND

On February 8, 2012, Ottawa City Council approved the Renewed Action Plan for Arts, Heritage and Culture (2013 - 2018) ([ACS2012-COS-PRC-0002](#)) after an extensive public engagement process. The plan's first recommended strategy was to "Celebrate Ottawa's unique cultural identity and build access to culture for all." The development of an overarching municipal commemoration and commemorative naming policy was to be the primary means of achieving this recommended action, namely to commemorate and value Ottawa's unique stories and cultural identities.

According to the plan, this policy was to:

- be overseen by an arms-length citizen and practitioner advisory body;
- nurture citizen and community engagement;
- enable the recognition of Ottawa's distinct, unique and cultural histories, places, peoples and events; and
- identify adequate resources for implementation.

This guidance served as the springboard for the development of the recommended City of Ottawa Municipal Commemoration Policy contained in Document 1.

As of late 2019, planning, background research, surveys of best practices, and an independent survey of existing City of Ottawa commemoration programs were completed. This was followed by extensive consultations and practitioner and public engagement beginning in 2021 and lasting through February 2024.

Policy development was guided by an informal advisory group comprised of leading community practitioners and researchers well versed in local, national, and international commemorative practices.

Commemorative Naming Program

On [July 24, 2002](#), City Council approved the "Commemorative Naming Policy for Municipal Parks, Streets, and Facilities" ([ACS2002-CRS-SEC-0057](#)). The intent of the policy was to ensure a clear and efficient process for the commemorative naming of municipal streets, parks, parts of parks, facilities, or parts of facilities after a person, persons or family name. Since the policy's implementation, there have been a total of 389 approved commemorations, including 183 streets, 137 parks and 69 facilities.

On February 8, 2023, a City Council motion temporarily paused the Commemorative Naming Program to allow for a full program and policy review to align with a new Municipal Commemoration Policy as an overarching framework to guide municipal commemorative and memorial programs. The Commemorative Naming Program review was intended to strengthen the City's approach to commemoration and implement a more equitable, inclusive, and financially sustainable process that reflects the diversity and values of Ottawa.

DISCUSSION

The Municipal Commemoration Policy will support increased public transparency around commemoration-related decisions by establishing a consideration process and embedding an arms-length mechanism for providing guidance to the City in this area of work. This will be particularly important in helping the City navigate the challenges presented by contentious commemorations.

An arms-length advisory body comprised of practitioners, researchers and community members with an interest in commemoration was integral to the development of the Municipal Commemoration Policy. The informal commemoration policy development advisory group was co-chaired by Lynne Whiteduck of Kitigan Zibi Anishinabeg who brought extensive policy development experience and researcher Jonathan Paquette of the Université du Québec en Outaouais (formerly of the University of Ottawa) who met with the project team on a weekly basis.

While the City of Ottawa has several commemoration and naming programs and practices, there has not been an overarching municipal commemoration policy post-amalgamation. Without such a policy, a set of core commemoration principles to guide these programs and ensure consistency had yet to be established, leaving a policy gap.

This gap presents a reputational risk for the City, particularly as contention around commemorative activity increases. Clarity, transparency and consistency are vital in communicating to residents that commemoration is dealt with in a way that is fair, respectful and in line with the City's human rights and equity obligations. Through this policy's adoption and the development of a Commemoration Working Group, the risks of the policy gap can be mitigated.

This policy recognizes that Ottawa occupies a unique place nationally and internationally as the national capital. The City's approach would be to emphasize local commemoration - the recognition of the histories, stories and legacies that are defined by their relationship to the City.

In its goals, principles and implementation, the Policy is designed to remain open in terms of commemorative activities and practices in which both the City and residents/resident groups can engage. Traditional commemorative forms, including plaques, events and naming - addressed in the separate Commemorative Naming

Policy - remain significant. Alternative commemorative forms, including hybrid digital/physical activities, artworks and participatory commemoration provide a greater range of options that have the potential to increase the accessibility of commemoration and lessen its environmental impact.

Goals and principles

The seven goals for municipal commemoration as set out in the Policy are to:

1. Prioritize local Ottawa histories, stories and legacies with an additional goal of promoting mechanisms.
2. Ensure all municipal commemorative activities respectfully include the Anishinabe Algonquin Nation on whose unceded territory Ottawa is built, in accordance with the Council-approved City of Ottawa - Anishinabe Algonquin Nation Civic Cultural Protocol.
3. Promote and encourage the respectful participation of urban First Nations, Inuit and Métis residents in City of Ottawa commemoration.
4. Enhance involvement of equity-denied residents and communities who have historically been underrepresented in municipal commemoration activities.
5. Promote alternative commemoration methods and encourage public interaction with municipal commemoration practices.
6. Support the adherence of municipal commemoration programs and practices to the United Nations Sustainable Development Goals.
7. Promote collaboration across municipal services and work areas engaged in commemorative activity.

The Policy sets out eight guiding principles that when considered together, commemorations by the City or on City land will present a comprehensive picture of Ottawa's stories, histories and legacies.

1. Local legacies
2. Inclusion
3. Openness and transparency
4. Cultural values and engagement
5. Human rights, mutual respect, and sustainable development
6. Accurate information
7. Accessibility
8. Renewal and continuous improvement

Research

In addition to extensive collaboration, consultation and engagement as detailed in the Consultation section, the policy as written is supported by recent background research.

In 2022 EVOQ Strategies and Archipel Research and Consulting carried out an independent survey of Ottawa's commemorative practices and those of other cities in Canada and internationally. The resulting report, the extensive Survey of Past/Existing City of Ottawa Commemorative Programs and Policies, was made public in March 2023 on the project's Engage Ottawa page Remembering Ottawa: Stories and Legacies. Archipel also conducted interviews with Indigenous and racialized community leaders to gather additional insight into the significance of commemoration and needs from a municipal commemoration policy.

Additional research was undertaken by staff on the foundations of commemoration in a local, national, and international context, and was consulted for as reference background data.

Implementation

The Commemoration Working Group will support implementation of the policy, identify priority work areas such as the potential development of a commemoration program, and support existing programs, including the Commemorative Naming Program with advice and guidance on major and contentious applications. This department-led working group is to be established by the General Manager, Recreation, Cultural and Facilities Services following the approval of this report. The annexed Document 2: Terms of Reference for the Commemoration Working Group contains detailed information on its term, mandate, composition, relation to the City and Ottawa residents, and work method.

The composition of this group is designed to reflect a broad spectrum of residents, communities and ensure that Municipal Commemoration remains respectful of the Anishinabe Algonquin Nation. In addition to four City staff connected to commemoration, the group will include two representatives selected by the Anishinabe Algonquin Nation through the Host Nation Consultative Circle, nine residents to be selected based on a matrix including:

- Understanding and experience (practitioner, researcher and or/lived experience) of commemoration.
- Inclusion of Urban First Nations, Inuit and Métis voices.
- Equity-lens considering lived experience and involvement as a member of one or more equity-denied communities including women and gender diverse, racialized, differently-abled, francophone and linguistic minority,

rural, immigrant and newcomer, older adult, youth and 2SLGBTQIIA+ residents and those experiencing poverty.

As part of the implementation plan, staff will provide an annual report to the appropriate standing committee, listing the commemorative initiatives undertaken by the City of Ottawa or on municipal land under the purview of this policy starting in Q1 2026.

Commemorative Naming Program

The Commemorative Naming Program is one type of [recognition](#) available through the City of Ottawa that celebrates outstanding citizens of Ottawa. Other programs include the Key to the City, Order of Ottawa, Brian Kilrea Award for Excellence in Coaching, Freedom of the City, Mayor's City Builder Awards, Commemorative Street Naming for Veterans, and certificate of congratulations from the Mayor. There are also Commemorative Benches and the new Tree Dedication Program.

Following the motion approved by Council in February 2023, the Commemorative Naming Program was placed on hold to allow for a comprehensive review of the policy.

The review focused on several key areas:

- Ensuring the policy adopted the principles of the Municipal Commemoration Policy.
- Establishing an equitable, inclusive, and sustainable commemorative naming program that honours the uniqueness of Ottawa, including its diverse communities and cultures, histories and legacies that rest upon and live on the traditional territory of the Anishinabe Algonquin Nation.
- Creating a more financially sustainable model for the Commemorative Naming Program.
- Adopting a simplified approval process for commemorative naming of minor City assets.

Benchmarking

Extensive benchmarking was completed to evaluate commemorative naming policies across other comparable Canadian municipalities and organizations. Particular consideration was given to costs, program process, categories and themes, re-naming and key recognition criteria. The intention of benchmarking was to evaluate comparable policies and provisions that could be reviewed and adapted to best fit the City of Ottawa.

The information gathered through the development of the Municipal Commemoration Policy, as well as the insights of the Advisory Committee, were also considered in the writing of the Commemorative Naming Policy.

Financial sustainability of commemorative naming

The current Commemorative Naming Program has a small annual operating budget of just under \$19,000 that can, on average, only afford the cost of four namings per year. A typical commemorative naming costs approximately \$3,900 for the production and installation of a commemorative plaque. Depending on the asset being named, associated changes to park or facility sign costs can range anywhere between \$1,600 and \$40,000.

In order to create a more financially sustainable model, staff recommend implementing a hybrid model for costs associated with commemoration including the commemorative plaque, changes to existing signage (ex: park signs), and installation. The hybrid model proposes that the City and the person or group requesting a commemoration share in the cost of the initiative. Benchmarking on programs in other municipalities indicates that this is a common practice with proponents being asked to pay varying amounts of the total cost. It is also noted that during consultation on this policy, 54% of residents indicated support for either a hybrid cost sharing model (37%) or a cost recovery model (17%). Of those who suggested a hybrid model, 55% suggested 50/50 cost sharing to this open-ended survey question. Some of the City's other commemoration programs, including the Commemorative Bench and Tree Dedication Program, already require applicants to pay implementation cost.

There is currently no budget allocated to support lifecycle replacement or repair costs to commemorative plaques or stands, nor is there a budget to support the repair or replacement of a commemoration approved prior to amalgamation. The new policy recommends that these costs be the responsibility of the Department who owns and manages the commemorated asset.

In an effort to reduce the overall cost of commemorative naming, staff have also explored alternatives to the expensive bronze commemorative plaques and is recommending the use of these alternatives for the commemoration of smaller indoor assets and amenities. The alternative is a plaque made of strong plexiglass with stylized graphics and text made to look very similar to the traditional bronze plaques. This approach will offer a more affordable option for residents and expands the number of commemorations the City can support with its own limited budget. Bronze plaques remain the most economical and durable option for the outdoors, offering the same look, and will continue to be used for those assets.

Based on the asset being named, the type and size of plaque, mounting requirements and the need for changes to existing signs, applicants would be responsible for paying a fee ranging from \$400 to \$5,000. As part of the implementation of this policy, these fees will be clearly posted on ottawa.ca, along with the application. There is no fee associated with new commemorative names of municipal streets, except with private roads, as per the addressing by-law, and the re-naming of streets.

Costs associated with commemorative names brought forward by way of motion, which fall outside the program, will continue to be the responsibility of the Councillor's office bringing forward the motion. Commemorative plaques can be paid for using available office budget, while park signage is eligible for Ward CIL funds. Staff will continue to provide estimates of associated costs and assist with implementation.

Following the 2023 naming moratorium, staff have worked to implement 18 previously approved commemorations, and these will all be completed by the end of 2024.

Key Policy Changes

The proposed Commemorative Naming Policy aims to create a principles-based framework for the Commemorative Naming Program, Commemorative Street Naming, and Commemorative Street Naming for Veterans. The general principles in the policy outline the City's commitment to an open and inclusive process, the inherent rights of the Anishinabe Algonquin Host Nation, and the prioritization of commemorations of local Ottawa individuals, histories, stories, and legacies with equitable representation of communities and cultures, including underrepresented and equity-denied residents in urban, suburban, and rural areas.

Staff acknowledge that equity-denied groups are underrepresented on the list of individuals that have been commemoratively named to date. To ensure equality and inclusivity in the future, the policy states that names received from the Anishinabe Algonquin Host Nation, and those names representing equity-denied groups will be prioritized for review. This will assist in achieving a more balanced representation of the Ottawa community and its unique citizens.

The new policy also proposes an expanded eligibility criteria – Individual Merit, Collective or Group Merit, and Events of Local Significance. The intent of the expanded criteria is to allow for more flexibility for commemorations that are reflective of the community, while maintaining a focus on merit and contribution to the City of Ottawa. The eligibility criteria for Commemorative Street Naming for Veterans remains unchanged.

The policy review identified assets that are key components of the City's emergency response system and that require clear and standardized identification. The policy specifically excludes fire stations and paramedic facilities from the list of potential commemorative naming assets and these facilities will continue to be identified using existing protocols. Recommendation 5 gives the General Manager of RCFS the delegated authority to add to this list as needed.

Eligible assets for commemorative naming are further classified as either a minor or major asset; with eligible assets listed in each category. Minor assets are those that have a primarily local interest versus major assets which are of broad or city-wide significance. The proposed policy allows for minor assets to follow a more simplified

approval process using delegated authority, with concurrence from the Ward Councillor and community association; Major assets would still require Council approval. The Commemorative Naming Program has aligned its public engagement process with the Commemorations Departmental Working Group being recommended as part of the Municipal Commemoration Policy. While all proposed commemorations will still go through an online public engagement process, applications will first be reviewed by the departmental working group. As outlined in the Document 2, this group will be comprised of both members of the public and City staff. All applications will be reviewed and prioritized for approval and funding based on the policy criteria. The Working Group's comments and rationale will be collected and retained as part of the approval process.

Understanding the inherent rights of Indigenous people, consideration of proposed Indigenous names will be Indigenous-community led. This means that proposed names received in the Anishinabemowin Algonquin language, the language of the Host Nation, any other Indigenous language, or a name recognizing the Host Nation or an Urban Indigenous individual, organization, event, or concept, will require engagement with the Host Nation through the Anishinabe Algonquin Consultative Circle prior to approval. This supports the commitment made by Council with the approval of the [Anishinabe Algonquin Nation Civic Cultural Protocol \(ACS2022-RCF-GEN-0004\)](#). The Anishinabe Algonquin Consultative Circle was established in the last few months and is collaborating to determine its practices, procedures and governance structure for decisions, including consultation with other Urban Indigenous individuals and groups and the Host Nation, as appropriate. RCFS is working in collaboration with Indigenous Relations to develop and evolve processes to best accommodate these new responsibilities.

The Commemorative Naming Program will move from accepting applications year-round to bi-annual application periods in the spring and fall. This will allow for applications to be considered and prioritized based on criteria, ease some of the administrative burden, and create a more streamlined process for applicants.

Requests to Re-Name Existing Commemorative Names

The City acknowledges that public views can change over time, and as a result, some commemorations may no longer align with community sentiment. Because a re-naming can be costly, generate wayfinding confusion, and be divisive in the community, staff will continue to seek out alternatives where possible. However, the removal and replacement of an existing commemorative name may be considered on a case-by-case basis based on the provisions of the Municipal Commemoration Policy and the criteria outlined in the Commemorative Naming Policy.

Non-Commemorative Names

Throughout the review process, staff determined that there is community interest in naming eligible assets with non-commemorative names that are reflective of the site or specific neighbourhood, or other notable attributes. To support this interest, the policy has a provision for non-commemorative names.

Proposed names would follow similar approval processes to commemorative naming based on the asset classification but would not be eligible for funding from the Commemorative Naming Program. A funding source would have to be identified by the applicant to cover the full cost of signage and installation of a non-commemorative name. There would be no commemorative plaques installed or associated with a non-commemorative name. Applications for non-commemorative names may be accepted year-round but will be prioritized for approval and implementation after commemorative names.

The Commemorative Naming Program is not responsible for any other type of plaques outside of the program scope.

FINANCIAL IMPLICATIONS

There are no immediate financial implications to the City of Ottawa. Any incremental revenue resulting from the implementation of the policy will be used to offset the incremental cost.

LEGAL IMPLICATIONS

There are no legal impediments to approving the recommendations in this report.

ADVISORY COMMITTEE(S) COMMENTS

In June 2021, the Municipal Commemoration Policy Development Project, of which the recommended policy is the conclusion, was presented to the Arts, Culture and Recreation Advisory Committee. The project scope and plan, including planned engagement activities and the role of the informal Municipal Commemoration Policy Development Advisory Group were covered among other details.

The presentation was well received, with ACRAC commending the project team for their careful consideration of project scope, methodology and the need for a working group on contentious commemoration. Additional recommendations and advice were provided by individual committee members and addressed in policy development.

CONSULTATION

The City of Ottawa Municipal Commemoration Policy was developed with community using multiple pathways of engagement including:

- “Remembering Ottawa: Stories and Legacies” Engage Ottawa page and prompts

- Municipal Commemoration Policy Development Advisory Group
- Bilingual public engagement session
- Host Nation engagement session
- Indigenous youth engagement session

Interviews with City of Ottawa staff working on commemoration programs, heritage professionals, Indigenous community leaders, racialized residents and community heritage organizations by both City staff and Archipel Research and Consulting. Engagement began in 2021 following preliminary research and continued through early 2024.

Engage Ottawa | Remembering Ottawa: Stories and Legacies

Engage Ottawa served as the primary platform for communicating with the public online. The project page collected feedback in 2021 and 2022. It provided project documentation, contact information, an educational summary in nine languages, a banner representing the spirit of the project, and an accessible video, and invited the public to share their ideas on engagement questions.

The ideas shared publicly, helped shape the policy's approach to alternative commemoration. The hesitancy that the respondents expressed about naming things after people was shared with the Commemorative Naming Program staff.

Municipal Commemoration Policy Development Advisory Group

An independent informal advisory group was formed to support the project team in the development of the Policy. This advisory group was comprised of 10 voting members with extensive experience as practitioners or researchers and included significant Anishinabe Algonquin Nation representation, reflecting the significance of commemoration to the Host Nation as set out in the City of Ottawa - Anishinabe Algonquin Nation Civic Cultural Protocol. In addition, there were four ex officio seats for involved City staff, and the meetings welcomed observers and special guests.

Between March 2021 and February 2024 10 official meetings of the advisory group were held. These meetings, led by elected Co-Chairs, provided regular updates to members on the progress of the engagement process and policy development and solicited advice from members on key questions and thematic issues emerging from research and engagement sessions.

The Co-Chairs met with the project team on a weekly basis to provide additional guidance and connection to the group.

Recognizing the significance of contentious commemoration within current debates on commemorative practice, a Working Group on Contentious Commemoration was struck. The advice of this working group was incorporated into the policy's approach.

Bilingual Public Engagement Session

A bilingual public engagement session was held on March 20, 2023, in Council Chambers in partnership with Capital Heritage Connexion. The session was attended by 31 residents who shared their thoughts on the policy development process, the significance of commemoration in their own lives, the role of a department-led working group (committee) and its ideal composition.

Results were compiled into a final report and integrated into the policy development process.

Host Nation Engagement Session

Early in the policy development process, a dedicated engagement session was held for representatives of the Algonquin Anishinabe Tribal Council, Kitigan Zibi Anishinabeg First Nation and the Algonquins of Pikwakanagan. It highlighted the importance of making the history of the Anishinabe Algonquin nation visible, including youth voices, transparency around the full history of the land and Canada, and making use of technology in commemoration (ex. apps) but not relying solely on technology for engagement were key insights incorporated into the policy's approach to commemoration.

Indigenous Youth Engagement Session

A strategic cultural partnership with Assembly of Seven Generations (A7G) led to the development of the thoughtful and well-researched ***Meaningful Connections through Commemorations*** (May 2023) which provided an Indigenous youth perspective on commemorative practices in Ottawa. Issues such as the ubiquity of national "Canadian" commemorative objects within the urban landscape without recognition of their contested symbolism and negative impact on Indigenous youth were highlighted as something that a local approach to commemoration needs to keep in mind. The need for accuracy when using Indigenous names and languages in naming, describing, and otherwise engaging in commemoration was also flagged.

As part of this research, an engagement session dedicated to 30 Indigenous youth in Ottawa and from the Anishinabe Algonquin Host Nation was hosted by A7G in January 2023.

What was heard in this engagement has been incorporated into the policy and will continue to inform cultural planning and development at the City of Ottawa.

Commemorative naming program public engagement

A six-week public engagement campaign was launched through Engage Ottawa. To broaden the scope of residents reached, a number of communication formats were utilized. This included an Engage Ottawa survey, City social media channels, newspaper and radio ads, public service announcements, marketing images were

displayed on facility screens and posters were placed in all recreation facilities. A memo was sent Members of City Council encouraging distribution to their constituents and community associations, as well as emails sent to all DiscoverRec newsletter recipients. Personalized letters were also sent to the Anishinabe Algonquin Host Nation inviting any comments or feedback they might have. To ensure accessibility for all, paper copies of the survey were made available at each recreation facility. Based on statistics collected throughout the campaign, a large and diverse audience with a mix of rural, urban and suburban residents were informed of the opportunity to share feedback regarding the future of the policy and program.

ACCESSIBILITY IMPACTS

Accessibility is one of the City of Ottawa Municipal Commemoration Policy's guiding principles. Commemoration must be accessible to all and the contributions, histories, and legacies of Ottawa residents with disabilities are an essential part of the fabric of the city.

The policy, in encouraging consideration of alternative commemoration, is designed to help support the diversification of commemorative forms, while promoting the general goal of making all municipal commemorations accessible for all residents. It is hoped that this will allow for the identification of new commemorative opportunities accessible to an even broader range of residents than traditional commemorative methods such as plaques, flags, monuments, and memorials.

Commemorative plaques installed by the Commemorative Naming Program are designed and installed in accordance with the City of Ottawa's corporate design standards and meet accessibility requirements.

DELEGATION OF AUTHORITY IMPLICATIONS

The delegated authority of the General Manager of Recreation, Cultural and Facility Services (RCFS) is outlined in the Delegation of Authority By-law No. 2023-2, Schedule "E".

Staff is recommending that the General Manager of RCFS be delegated the authority to:

1. Delegate the authority to the General Manager of RCFS, in consultation with the General Manager responsible for the asset being commemoratively named, to approve minor commemorative naming applications that do not have City-wide interest.
2. Delegate the authority to the General Manager of RCFS to make minor administrative amendments to the Municipal Commemoration and Commemorative Naming policies including adding to the list of eligible assets for commemoration.

3. Delegate the authority to the General Manager of RCFS to make minor edits to Council approved commemorative names to account for minor errors such as spelling, punctuation, or military abbreviations.

To facilitate a simplified approval process for minor assets, the General Manager would be able to approve a commemorative name with the concurrence of the General Manager who owns the asset, the Ward Councillor, and the local Community Association. All proposed commemorative names for major assets, those with City-wide significance, would still proceed to Committee and Council for approval.

The authority for the General Manager of RCFS to make minor administrative edits to the two policies, including adding to the list of eligible assets, will allow for flexibility and ensure the policies are accurate. Any substantial changes to either policy will be brought to committee and Council for approval. Furthermore, the delegated authority to make minor edits following approval allows for a mechanism to make small corrections that may have been identified after the fact during the implementation phase. These may include, but are not limited to spelling, punctuation or military abbreviations. This removes the need to go back to Committee and Council if an error is identified.

All uses of delegated authority are reported annually to Council through the RCFS Information Previously Distributed Report (IPD).

INDIGENOUS, GENDER AND EQUITY IMPLICATIONS

Indigenous Policy Considerations

The Anishinabe Algonquin Nation was included in the development of the Policy in fulfilment of the commitments made in the City of Ottawa - Anishinabe Algonquin Host Nation Civic Cultural Protocol. Maintaining the precedent set with the informal advisory group through the inclusion of two designated seats in the Working Group to be appointed by the Anishinabe Algonquin Nation through the Host Nation Consultative Circle will provide for continued involvement, engagement, and leadership in the implementation of the Policy.

The distinct needs of Urban First Nations, Inuit and Métis peoples and communities in Ottawa were heard through a dedicated seat in the advisory group, interviews and survey by Archipel Research and Consulting, and the engagement session for urban Indigenous youth led by Assembly of 7 Generations and integrated into the policy being recommended for approval. Going forward, the participation of Indigenous residents in the Commemoration Working Group is needed to maintain the City's commitments to ongoing engagement and to mitigate risks of municipal commemorative activities negatively impacting Indigenous residents. The annexed Working Group terms of reference (Document 2) reflects the City's engagement towards Indigenous consideration.

Acknowledging the inherent rights of Indigenous people, consideration of proposed Indigenous names, in the new Commemorative Naming Policy, will be Indigenous community led. Proposed names received in the Anishinabemowin Algonquin language, the language of the Host Nation, another Indigenous language, or a name recognizing the Host Nation or an Urban Indigenous individual, organization, event, or concept, will require engagement with the Host Nation through the Anishinabe Algonquin Consultative Circle prior to approval. This supports the commitment made by Council with the approval of the [Anishinabe Algonquin Nation Civic Cultural Protocol \(ACS2022-RCF-GEN-0004\)](#).

Gender and Equity Implications

The City of Ottawa recognizes that not all histories, stories and legacies have been considered equally deserving of commemoration and that there needs to be a rebalancing within the City's commemoration efforts to better reflect the full diversity of Ottawa's cultures and communities. Women and gender-diverse, Black, racialized, differently-abled, francophone, newcomer and immigrant, socio-economically marginalized, rural, youth and senior residents and communities are among those for whom equity has been denied.

Improving the balance and ensuring that the City's commemorations reflect the full diversity of Ottawa is a key desired outcome of this policy and a core guiding principle in its implementation. Through increased commemorative activity from underrepresented groups, it is hoped that more residents will see themselves, increasing feelings of inclusion and being valued.

RISK MANAGEMENT IMPLICATIONS

The increasingly contentious nature of commemoration poses an ongoing reputational risk for the City of Ottawa in the absence of a reference municipal commemoration policy and a process for the assessment of proposed commemorative activities or actions. Dealing with contentious commemoration on an ad-hoc basis or within the context of a single program may lead to inconsistencies that can exacerbate tensions among local communities or with the City.

The City of Ottawa Municipal Commemoration Policy provides clarity on the City's goals and principles for commemoration, including consistency with the City's established commitment to a respectful relationship with the Anishinabe Algonquin Nation, human rights obligations, and ongoing equity efforts. The Commemoration Working Group will provide a diverse, community-engaged table for the consideration of commemoration proposals according to these principles and providing the City with advice about the appropriateness of moving forward with such proposals. Together they provide a system of checks and balances that will allow the City to maintain a transparent, public and coherent approach to commemoration.

RURAL IMPLICATIONS

The recommendations contained in this report do not carry specific implications for rural Ottawa.

However, in supporting a distinctly local, inclusive and open approach to commemoration, these policies support, encourage and embrace commemoration within and of Ottawa's rural communities as well as the extensive contributions rural Ottawa makes to the cultural composition of Ottawa.

The scope of the Municipal Commemoration Policy notes that Ottawa's inclusion of neighbouring urban, suburban and rural communities and accompanying lifestyles is one of the city's unique features that shape its histories and legacies.

TERM OF COUNCIL PRIORITIES

There is no specific link to the current Term of Council Priorities.

SUPPORTING DOCUMENTATION

Document 1: City of Ottawa Municipal Commemoration Policy

Document 2: Terms of Reference for the Commemoration Working Group

Document 3: Commemorative Naming Policy

DISPOSITION

Following approval from Committee and Council, the Municipal Commemoration Policy and Commemorative Naming Policy will be adopted and implemented and the commemoration departmental working group will be formally established.