

A New Commemorative Framework for the City of Toronto's Public Spaces

Date: June 27, 2022

To: Executive Committee

From: City Manager

Wards: All

SUMMARY

This report responds to direction from City Council to develop a new framework to guide how the City commemorates public figures and events in monuments, street names, and property names. The development of this framework is a core component of the ongoing Recognition Review project, which was initiated following receipt of the Dundas Street renaming petition by City Council. The Recognition Review seeks to understand how street names, property names and monuments have shaped an understanding of public history, and develop strategies to better represent the city's history and diversity in the public realm.

The new Commemorative Framework recommended in this report is intended to provide additional guidance to support members of the public, Elected Officials, and City staff when naming and renaming streets and City properties in a commemorative manner, and when considering proposals to develop new and review existing commemorative monuments. The proposed framework is based on the City's research on best practices from other cities around the world, and with input from close to 12,000 residents gathered through a virtual town hall and panel discussion, public surveys, and community dialogues with Indigenous rights holders, urban Indigenous community members, Black community members, and equity-deserving groups.

The Commemorative Framework includes:

- **New Guiding Principles for Commemoration**, outlining best practices and considerations for engaging communities in a meaningful way in commemoration; and for further diversifying the range of stories told through Toronto's monuments, street names, and property names. The principles include:
 1. Be informed by historical research, traditional knowledge, and community insights;
 2. Be supported by communities through meaningful engagement;
 3. Honour Indigenous ways of knowing and being;

4. Prioritize commemorations significant to Indigenous Peoples, Black communities, and equity-deserving groups;
 5. Connect to Toronto, Ontario or Canada's histories and cultures; and
 6. Share knowledge and stories behind commemorations.
- **Amendments to existing policies related to commemoration**, including the Street and Property Naming Policies and the Public Art and Monument Donations Policy, to incorporate the guiding principles into assessment criteria for commemorative name and monument selection. The amendments also outline steps for implementation, including an expanded role for the Economic Development and Culture Division to assess proposals for new commemorations and review existing commemorations in partnership with communities and other relevant City Divisions.
 - A recommended **process for responding to requests from the public to review monuments, street names and property names based on their historical legacy**, setting out clear criteria to assess a proposal and identifying potential responses for consideration that could include renaming, removing, or re-interpreting an asset, or concluding that no action is required.

Names and symbols in public spaces matter. They help to cultivate a sense of belonging, well-being, and connectedness for all, especially in support of Indigenous Peoples, Black communities, and equity-deserving groups. They also speak to what the City and community feel is important and worthy of celebration, documentation and commemoration. By developing and implementing a more intentional, community-centered approach to naming and commemoration, the City can help to build a more welcoming Toronto. The Recognition Review project is just one of the ways that the City is working to achieve this vision, alongside Council-approved strategies for system-wide change such as the City's Reconciliation Action Plan, the Toronto Action Plan to Confront Anti-Black Racism and the Toronto Newcomer Strategy, and significant investments in affordable housing and community safety.

If adopted by City Council, the new Commemorative Framework will be used to inform the selection of new names for Dundas Street and other properties named after Dundas. The City has convened a Community Advisory Committee made up of 20 Black and Indigenous community leaders and other diverse residents living and working along Dundas Street to develop a shortlist of new names. Recognizing the importance of having the new Framework in place to guide the Committee's deliberations, and the need for sufficient time for meaningful engagement and research into naming options, staff now propose to report to Council in early 2023 with recommendations for new names for Dundas Street and other civic properties named for Henry Dundas. This change in timing is supported by the Community Advisory Committee.

RECOMMENDATIONS

The City Manager recommends that:

1. City Council adopt the City of Toronto Commemorative Framework, consisting of:
 - a) the Guiding Principles for Commemoration, included as Attachment 1 to this report.
 - b) the revised City of Toronto Street Naming Policy, included as Attachment 2 to this report.
 - c) the revised City of Toronto Property Naming Policy, included as Attachment 3 to this report.
 - d) the revised City of Toronto Public Art and Monument Donations Policy, included as Attachment 4 to this report.
2. City Council request City Agencies and Corporations to adopt and follow the Guiding Principles for Commemoration, included as Attachment 1 to this report, when assigning commemorative names to properties.
3. City Council authorize staff to resume processing applications to name or rename streets or City properties received since October 1, 2020, using the criteria in the City of Toronto Commemorative Framework, effective as of City Council's decision on this item.
4. City Council authorize staff to process applications to name or rename streets or City properties received prior to October 1, 2020, using the criteria in the City of Toronto Street Naming Policy and the City of Toronto Property Naming Policy adopted by City Council in July 2015 in item 2015.EX7.8.
5. City Council lift the moratorium on accepting applications as of November 1, 2022, and authorize staff to resume accepting new applications to name or rename streets or City properties.

FINANCIAL IMPACT

There are no immediate financial impacts arising from the recommendations in this report. The City will continue to use existing resources to name and rename City streets and properties, and manage the Public Art and Monuments Collection. Additional support for reviewing proposals to commemoratively name streets and properties will be accommodated within existing staffing levels in the Economic Development and Culture Division. If additional resources are required to meet increased demand from the community, such resources would be requested as part of future budget processes.

There may be financial impacts in future years if major streets or City properties are renamed in accordance with the new Commemorative Framework. While most local

roads can be renamed for a minimal cost that can be accommodated within the Approved Operating Budget of Transportation Services, renaming major roads could have additional costs to replace a large volume of signs, update transit stations and systems, and support impacted businesses and residents. Similarly, the cost of renaming most City properties can be accommodated within the Approved Operating Budget for the Division responsible for the property, but some properties could have additional cost requirements. Funding sources for such cases would need to be identified through a coordinated approach among impacted City Divisions and Agencies. Financial impacts from any these additional costs would be reported to Council through budget processes in future years.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial implications as presented in the Financial Impact section.

EQUITY IMPACT

The Recognition Review builds on ongoing calls by diverse residents across Toronto to ensure meaningful engagement and commemoration that respects, centres and acknowledges the complexity and multiplicity of Toronto's history, and the history of the communities that live here. By advancing a new community-centered approach to commemoration in public spaces that aligns with the Reconciliation Action Plan, the Toronto Action Plan to Confront Anti-Black Racism, and other equity-related policies and plans, the City of Toronto acknowledges its role in addressing and removing barriers in local and city-wide decision-making processes, such as commemoration, as well as building trust, connection, and opportunities for repair with Indigenous Peoples, Black communities, and equity-deserving groups.

Through the proposed Commemorative Framework, the City will:

- Address the historic imbalance of who or what has been recognized in Toronto's public spaces and how such decisions have been made;
- Amplify and centre the ways in which Indigenous, Black and equity-deserving communities have and continue to remember, commemorate and reclaim their stories and experiences;
- Encourage greater equity and inclusion in placemaking by promoting a broader understanding of history and its legacy within communities, and confronting the legacy of colonialism and systemic racism;
- Create/facilitate opportunities for the City and communities to demonstrate values and commitments;
- Strengthen relations with Indigenous Peoples and advance truth, reconciliation, and justice;
- Advance actions that address and respond to anti-Black racism;
- Support equity, diversity, inclusion and justice in our communities; and
- Ensure policies and plans respect the diverse experiences, histories, and needs of Indigenous Peoples, Black communities, and equity-deserving groups with a clear understanding that taking such an approach benefits all Torontonians.

DECISION HISTORY

In September 2020, alongside a response to the Dundas Street renaming petition, City Council requested the City Manager to report on recommendations for developing a new Commemorative Framework for the City, to be prepared in consultation with City Divisions, Agencies, and Corporations. Council also directed that no new applications to name or rename streets or other civic properties (including parks) or requests to remove City monuments received on or after October 1, 2020 be considered until the framework was completed.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.EX16.3>

In July 2021, Council directed the City Manager to initiate a public engagement process to seek input on draft guiding principles for commemoration, and to report back to the Executive Committee with recommendations for a new framework and implementation plan to guide how the City of Toronto commemorates public figures and events in street and place names, monuments and other civic assets by the second quarter of 2022.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.EX25.1>

COMMENTS

A. Project Background

In cities around the world, ongoing conversations about racial justice and reconciliation have led to scrutiny of the origins and historical legacy of place names and monuments. In Toronto, this debate came to prominence in the summer of 2020 following receipt by City Council of a public petition signed by more than 14,000 residents calling for the renaming of Dundas Street. However, questions about the history and impact of place names and monuments are not new, and have been raised for many years by Indigenous Peoples, Black communities, and equity-deserving communities.

In addition to recommending a response to the Dundas Street petition, Council also directed the City Manager to initiate a broader review of the City's commemorative policies and practices, including those related to street and property naming, as well as public art and monuments. This broader review was intended to examine and respond to how the historical legacies of colonialism and systemic racism have been embedded in civic assets, while also identifying strategies to address how the City of Toronto reimagines commemoration in public spaces in a way that acknowledges and reflects the complex histories of the diverse peoples and communities that have and will continue to call Toronto home.

Defining Commemoration

Commemoration is an intentional act of acknowledging the memory of people, places, events, and ideas. It can include positive and honorific celebrations of the past and present, as well as the tragic, controversial, and shameful dimensions of history and culture. One of the ways that cities commemorate is by installing long-term markers in public spaces that are intended to encourage reflection on and shared memory of a

significant person, group, event, concept, practice, or relationship to the land. This includes the naming of streets, parks, and other civic properties, and representation in monuments. Civic commemorations reflect community values by how we choose to collectively honour the past, mark the present, and shape the future. Commemorations also symbolize who and what we collectively choose to include and exclude.

As community values evolve over time, there are occasions when older commemorations no longer fit with contemporary values. Commemoration must be distinguished from history, as history is an evidence-based process of understanding the past. When a street or place name is changed or a monument is removed, this must not be seen as erasing history, but rather as a change in what we choose to collectively honour or remember in public spaces. The subject depicted in such place names or monuments will continue to be treated as historically significant, where historical evidence shows them to be meaningful. Even if a commemoration is removed from public display, historical records and evidence will remain accessible and historical inquiry will persist.

B. Developing the Commemorative Framework – Secondary Research and Community Engagement

Following direction from City Council, the City Manager established the Recognition Review project team – led by Economic Development and Culture with representation from 13 other City Divisions and Agencies, including the City Clerk's Office, City Manager's Office, the Confronting Anti-Black Racism Unit, Engineering and Construction Services, Heritage Toronto, the Indigenous Affairs Office, Legal Services, Parks, Forestry and Recreation, People and Equity, Strategic Public and Employee Communications, Strategic Partnerships Office, Transportation Services, and the Toronto Public Library. This group has worked collaboratively to provide guidance and oversight to the Recognition Review project, and to develop the recommendations for a new commemorative framework included in this report.

Jurisdictional Review

Between June 2020 and May 2021, staff completed a comprehensive jurisdictional review examining more than 400 international case studies to learn how other governments have responded to proposals to rename streets and properties, or requests to remove monuments from public display. Based on insights and best practices identified through this review, the Recognition Review project team developed draft guiding principles for commemoration, which were included as part of the report to Council in July 2021. The draft guiding principles were used as a starting point to engage communities in conversations about the development of the new Commemorative Framework.

Additionally, between November 2021 and January 2022, staff conducted further jurisdictional research that more closely examined commemorative policies and practices in 13 municipalities of comparable sizes and that are undertaking similar equity-based policy reviews. This supplemental review was intended to identify specific actions to improve the City's commemorative practices. Key findings included:

- The City of Toronto is not alone in its efforts to develop more equitable approaches to naming and commemoration. Many global cities are also in the process of developing new commemorative policies, but few have completed this work. If the new Commemorative Framework is approved by Council, Toronto will be one of the first cities to adopt a new equity-focused approach to commemoration. In conversations with counterparts in other cities, staff have frequently heard that other cities are eager to learn from any new policies or practices introduced in Toronto to inform their own work.
- In their current form, the City's commemorative policies are already seen as best practices among Canadian cities. The Street Naming Policy in particular has been used as a template for smaller Canadian municipalities. As such, the City's existing policies do not need to be replaced altogether, but rather amendments and enhancements should be considered to help achieve greater equity outcomes.
- Emerging best practices to encourage greater diversity and reflection in commemoration include: revising existing policies to emphasize and centre reconciliation, inclusion, justice and equity; developing a "name bank" of potential names for new assets that commemorate the stories of equity-deserving groups; and uncovering and sharing the stories behind civic commemorations through web resources, apps, and events.

Community Engagement Plan

In developing the community engagement plan for the Recognition Review, the project team had the opportunity to present to Council Advisory Bodies including the Aboriginal Affairs Advisory Committee, the Toronto Accessibility Advisory Committee and more recently the Confronting Anti-Black Racism Advisory Committee. These committees provided critical feedback, insight and guidance on the best ways to engage Indigenous People, Black communities and equity-deserving groups. Drawing on their advice, the City committed to delivering public engagement that was both broad and targeted, and would:

- Use a range of methods and processes to ensure residents had various opportunities to engage and contribute; and
- Amplify and centre the perspectives of Indigenous Peoples, Black communities and equity-deserving groups by developing focused community sessions.

With these objectives in mind, the project team used a mix of tactics to seek broad public feedback on the Commemorative Framework. Input was received from close to 12,000 residents through public surveys, community dialogues, a virtual town hall and panel discussion, and a travelling interactive exhibit staged as part of ArtworxTO. Engagement opportunities were promoted through a news release and organic social media, and paid digital advertising through a multi-lingual promotional campaign that included digital ads in English and the top 12 spoken languages in Toronto in accordance with the City's Multilingual Information Provisions Policy (Mandarin, Cantonese, Tagalog, Tamil, Spanish, Portuguese, Persian [Farsi], Italian, Urdu, Korean, Russian, and French). Additional targeted outreach to the disability community was conducted to encourage participation in the survey.

Community Dialogues and Town Hall

The City engaged Monumental Projects Inc. to deliver focused public engagement on the Commemorative Framework in spring 2022. Monumental Projects specializes in public engagement and planning to support organizations to deepen their social impact and embed an equity lens into their work. They were procured through a competitive request for proposals process that specifically sought Black-led and/or Indigenous-led firms, recognizing the importance of delivering sensitive outreach to seek feedback from Indigenous Peoples, Black communities, and equity-deserving groups.

To provide an opportunity for close, focused conversations about naming and commemoration with equity-deserving groups, Monumental Projects delivered a series of small-group dialogues in partnership with trusted community organizations, including:

- Indigenous community leaders and organizations (hosted in partnership with Toronto Aboriginal Support Services Council)
- Black community leaders and organizations (hosted in partnership with the Network for Advancement of Black Communities)
- 2SLGBTQ+ communities (hosted in partnership with The 519 Community Centre)
- Diverse youth (hosted in partnership with The Students Commission of Canada)

Monumental Projects also led dialogues with Indigenous rights-holders including the Mississaugas of the Credit First Nation and the Huron-Wendat First Nation, and hosted an arts-based engagement session with youth artists in partnership with SKETCH Working Arts. In addition, City staff held conversations with members of the Indigenous Placemaking Circle, members of the Confronting Anti-Black Racism Partnership and Accountability Circle, and members of Preservation Panels and historical societies. Dialogues led by Monumental Projects and the City included a total of 56 participants.

In addition to the by-invitation focused dialogues, Monumental Projects hosted a virtual town hall and panel discussion exploring the importance of naming and commemoration. This event sparked dialogue around the history of commemoration in Toronto, and the untold stories of people, places, and events that could be commemorated in Toronto. Panelists included Dr. Melanie J. Newton (Associate Professor of History at the University of Toronto), Faizaan Khan (Public Space Fellow at The Bentway Conservancy), Catherine Tammaro (Artist and Elder), and Bonnie Devine (Associate Professor Emerita at OCAD University and the Founding Chair of OCAD U's Indigenous Visual Culture Program). Eighty-six members of the public registered to attend the event.

A report detailing the feedback received through these engagements is included as Attachment 5 to this report. Key learnings included:

- *Provide opportunities for education and outreach:* Communities see public commemorations as an opportunity for education and dialogue. There was a strong interest across all groups consulted to find ways to share the stories behind street names, place names and monuments, and learn from them to reflect on our shared history, and hopes for the future. Participants were particularly interested in seeing commemorations that reflect Toronto or Canada's histories.

- *Honour the past, present and future presence of Indigenous Peoples on the land:* Commemoration is one tool to help to restore visibility to the Indigenous past, present and future of the land, creating a greater sense of place and belonging, and sparking dialogue about the legacy of colonialism, and a shared path forward. Recognition, naming and honouring is integral to Indigenous placekeeping and placemaking, and help advance Indigenous self-determination, critical to the health and well-being of Indigenous People.
- *Recognize how communities already commemorate:* It is important to recognize that many equity-deserving communities already have their own traditions for commemoration, such as name-giving ceremonies, and ensure that the City's processes value and create space for these longstanding community practices and traditions.
- *Make time for meaningful engagement:* To build trust with communities, it is important for the City to provide ample time and various opportunities for communities to participate in commemoration processes, and continuously learn from communities about how they would like to be engaged. Many noted that the commemoration process should not be rushed, in recognition of the complex histories and issues being explored.
- *Help residents get involved:* Many participants were not aware of how City streets and properties are named. They encouraged the City to inform communities about how to take part in processes for commemoration, and how to submit an application to the City regarding a commemorative street name, property name, or monument.

Public Surveys

Public surveys were delivered by The Strategic Counsel, a professional research services firm, to seek public input on the new Commemorative Framework. This included a representative sample survey to obtain feedback from a cross-section of 1,000 Toronto residents aged 18 years and older. The sample was representative of the general population by age, gender, socioeconomic status, and geographic area within the city. The final data was also weighted against the latest Statistics Canada 2021 Census to ensure that findings are representative of the total population of adult Toronto residents.

In addition, an open (non-representative) survey was posted on the City's website to provide any interested members of the public with an opportunity to participate. The open survey ran for a period of three weeks (May 9 to 29, 2022) and received over 9,300 responses. The same questions were used for both surveys. Key findings include:

- The draft guiding principles tested very well in both the representative and non-representative surveys. Respondents ranked the importance of each of the draft principles on a scale from 1-7.
 - The highest-ranking principle in both surveys was "Relevance to Toronto", which 74% of respondents in the representative survey and 79% in the non-representative survey ranked as important (defined as 5-7 on the scale).

- The lowest-ranking principle ("Celebrating Untold Stories") was marked as important by 59% and 60% of respondents in the representative and non-representative survey respectively, which is still considered a high rating.
- No more than 13% of respondents in the representative sample ranked any of the principles as being unimportant (defined as 1-3 on the scale), while a higher portion of respondents in the non-representative survey ranked some principles as unimportant, including "Diversity, Our Strength" (30%), "Celebrating Untold Stories" (26%) and "Indigenous Placekeeping" (24%).
- The representative sample survey indicated that 73% of residents felt the City should consider making changes to place names and monuments that no longer fit with the City's values. Of the 73%, 49% preferred adding new signage or interpretation that explains the site's history, while 24% preferred changing the name or removing the monument altogether. Support for renaming and removals is higher among equity-deserving groups, with 49% of Black respondents and 31% of Indigenous respondents preferring this option.
 - Similarly, 49% of respondents in the non-representative sample survey preferred the option of re-contextualizing existing assets, while a higher portion (39%) of respondents preferred renaming or removal.
- When the City evaluates future proposals to review place names or monuments, seven-in-ten (70%) residents in the representative sample indicated that research on the character and actions of the historical figure represented is an important factor, closely followed by the cost of the renaming (67%) and input from local residents and property owners (66%).
 - Results from the non-representative survey were similar with 70% of respondents identifying research as an important factor. Cost of renaming and input from communities impacted by the actions of the historical figure were ranked as important by 61% of respondents.

Interactive Arts-Based Engagement through ArtworxTO

As part of ArtworxTO, the City commissioned Monument Lab, a public art studio working with local artist Quentin VerCetty, to design an interactive installation to seek feedback on the future of monuments in Toronto. To engage residents, their team designed the "Monument Mobile" – a truck with a flatbed gallery space outfitted with 3D digital sculptures, collages, and maps inspired to summon the past, present, and future of Toronto's monument landscape.

Over the course of one week in fall 2021, the Monument Mobile made daily stops across the city at Nathan Phillips Square, RoundHouse Park, Cloverdale Common, Scarborough Town Centre, Wexford Heights Business Improvement Area, and Mel Lastman Square. At each location, a team of locally-based Monument Lab researchers conducted an open engagement process with participants and passersby around how to create meaningful monuments that represent Toronto. Over 1,500 people engaged with the installation, and detailed research forms were collected from 103 people. Monument Lab considered participants' feedback and researched leading practices in collections management to recommend future considerations for the City's monuments collection. Highlights of their recommendations included prioritizing the acquisition of

monuments that celebrate the diversity and different identities of Torontonians; embracing re-contextualization and re-adaptation of historic monuments to give new relevance to the collection; and expanding the definition of a monument to include temporary structures that recognize changing histories and contexts. Monument Lab's report on engagement is included as Attachment 6.

C. Guiding Principles for Commemoration

Based on feedback from the public engagement process, as well as additional insights from continued jurisdictional research, City staff have identified six recommended principles to guide the City's future approach to commemorations in public spaces. The Guiding Principles encourage greater equity and inclusion in placemaking; promote a broader understanding of history and its legacy on communities; and confront the legacy of colonialism and systemic racism in the city's public spaces. A detailed description of each of the six Guiding Principles is included as Attachment 1 to this report.

The first three Guiding Principles relate to process. Principles #1 and 2 outline core requirements that must be demonstrated in order to proceed with a proposal for a commemorative street name, property name, or monument, while Principle #3 applies as a requirement for Indigenous commemorations.

1. Be informed by historical research, traditional knowledge, and community insights

Proposals for commemorative street names, property names, or monuments must be grounded in sound historical and/or community-based research that is carefully and ethically undertaken. Research should consider a range of primary and secondary sources, including peer-reviewed historical research where possible. Proposals could also be based on oral histories and traditional knowledge to provide for an authentic, local account of Toronto's history, and reflect community stories that may not be documented in other historical sources.

2. Be supported by communities through meaningful engagement

Proposals for commemorations must include evidence of demonstrated community support, taking into account the broad range of voices, perspectives, and experiences of local residents and impacted communities. Evidence of community support could include letters of support, petitions, or feedback from in-person or virtual community meetings.

3. Honour Indigenous ways of knowing and being

This principle will guide how subjects of significance to Indigenous Peoples are commemorated in public spaces. Through this principle, the City commits to the meaningful co-creation of Indigenous commemorations with Indigenous rights-holders, Elders, knowledge holders, language carriers, and community members; and honouring traditional Indigenous practices and protocols as part of the process – for example, by inviting Elders to walk the land and to offer ceremony.

The remaining three Guiding Principles relate to outcomes, including the subjects for commemorative street names, property names, and monuments that will be prioritized, and strategies for sharing their stories.

4. Prioritize commemorations significant to Indigenous Peoples, Black communities, and equity-deserving groups

Like in many North American cities, most commemorations in Toronto have celebrated the city's colonial history. This principle seeks to address the historic imbalance of who or what has been recognized in the City's public spaces by prioritizing proposed commemorations that share the stories of underrepresented groups in new commemorations.

5. Connect to Toronto, Ontario or Canada's histories and cultures

The subjects of proposed commemorative street names, property names, and/or monuments must have a clear connection to Toronto, Ontario or Canada's histories and cultures.

6. Share knowledge and stories behind commemorations

When something is being commemorated, it is important to tell the story of *why*. To help engage residents in conversation about our shared history, new commemorations will include an educational component wherever possible. This could include signage and plaques, QR codes, digital resources, community dialogues, or interactive events.

Scope of Guiding Principles

If approved by Council, the Guiding Principles will be used to develop and assess proposals to commemoratively name and rename streets and City properties, and develop and acquire new commemorative monuments that will be managed by the City.

The Guiding Principles will not apply to certain forms of commemoration or recognition that have been designed to achieve specific objectives, including:

- Civic honours, awards, and tributes
- Assets named in the context of sponsorships or donations in accordance with the City of Toronto Individual and Corporate Naming Rights Policy
- Fee-for-service programs, such as the Commemorative Tree and Bench Program
- Community-initiated memorials that are not owned or managed by the City
- Temporary community-initiated recognitions, including flag raising
- Programs commemorating those who have lost their lives in the line of duty

While the above-noted programs are considered to be out of scope, where appropriate they will be delivered with the objectives of the Guiding Principles in mind. For example, the City continues to explore strategies to improve outreach to equity-deserving communities to encourage participation in civic honours, awards and tributes programs.

This report also recommends that Agencies and Corporations be requested to follow the Guiding Principles for Commemoration. This request would apply to Agencies and Corporations that are assigning commemorative names to properties under their jurisdiction. Other Agencies will play a role in supporting the implementation of the

Guiding Principles. Specifically, Heritage Toronto will continue to advise the City on heritage matters related to commemoration, and will continue to deliver its Plaque Program. The Plaque Program is governed by Heritage Toronto's own policies and guidelines, which already reflect the underlying objectives of the Guiding Principles - for example, by encouraging proposals that represent the history of underrepresented communities, and also by requesting that proposals that have broad community support. Commemorative plaques developed by the City outside of this Program will be created in accordance with the objectives of the Principles.

Advancing the Reconciliation Action Plan and the Toronto Action Plan to Confront Anti-Black Racism

The Guiding Principles for Commemoration align with the City's Reconciliation Action Plan by restoring the visibility of Indigenous Peoples, advancing Indigenous placemaking and placekeeping, and revitalizing Indigenous languages through commemorative street names, property names, and monuments in public spaces.

Through this new approach, the City is also advancing Recommendation 20 of the Toronto Action Plan to Confront Anti-Black Racism and demonstrating its commitment to the International Decade to People of African Descent by helping to make public spaces more accessible and welcoming for Black Torontonians. Commemorations are opportunities to honour, uncover and preserve stories, culture, assets, and heritage of Toronto's diverse Black communities; strengthen, centre and acknowledge Black representation and leadership in local decision-making; and help Black residents feel connected to where they live.

D. Addressing Legacy Issues in Commemorations

The proposed framework also outlines a process to respond to future requests to review monuments, street names, and property names based on questions about their historical legacy. Currently, under the existing City of Toronto Street and Property Naming Policies, residents may submit applications to rename streets or City properties. This report recommends maintaining this community-driven process, but adapting it to be a request for a *review* of a street or property name, recognizing that there are options other than renaming that could be more appropriate to achieve equity and public education objectives in certain cases (such as re-contextualizing through interpretive signage or plaques). A similar process would also be created to allow for members of the public to request a review of City-owned monuments as part of a new Public Art and Monument Deaccession Policy, being developed as part of the implementation of the new Toronto Public Art Strategy (2020-2030).

Requests to review monuments, street names, or property names would be considered if the name or monument:

- Refers to current or historic persons known for their discriminatory views and actions, including committing or perpetuating acts of racism or violence against Indigenous Peoples, Black communities, and/or equity-deserving groups;
- Includes derogatory terms or imagery that might represent or be linked with discriminatory views and actions;

- Negatively represents or appropriates the culture of Indigenous Peoples, Black communities, and/or equity-deserving groups;
- Is inconsistent with City By-laws or Policies including the City of Toronto Human Rights and Anti-Harassment / Discrimination Policy; and/or
- Brings the City of Toronto into disrepute.

The criteria listed above is adapted from a draft policy developed by the Ontario Human Rights Commission on the discriminatory display of names, words and images, with modifications to reflect additional City policies. It is intended to focus on street names, property names, or monuments that have a clear, negative impact on Indigenous, Black, and/or equity-deserving communities; run counter to the City of Toronto's values of diversity and inclusion; or could damage the City's reputation by remaining on display.

Consistent with the existing process for proposing to rename a street or property, requesters would be required to explain the rationale for the review and how it relates to the above-noted criteria and the Guiding Principles for Commemoration. Requesters would also be required to provide evidence of community support for the review, such as letters of support or petitions. The review of names and monuments would be led by Economic Development and Culture staff, in consultation with other Divisions, including the Division responsible for the asset, the Indigenous Affairs Office, and/or the Confronting Anti-Black Racism Unit; and drawing on outside expertise from academics and community leaders where appropriate.

If the review by City staff determines that renaming of a street or property or the removal of the monument is warranted, staff would report to City Council with a request to initiate the renaming or removal process, given the city-wide significance of such an action. Other responses could be implemented by staff directly as part of existing authorities, such as the installation of new interpretive plaques or signage.

In a previous report to Council, staff identified a list of approximately 60 street names that had been questioned in media articles, academic studies or other jurisdictions based on their historic legacy. Maintaining a community-driven approach to reviewing street names in the future will allow the City to focus efforts and resources on those which matter most to communities. Since Council voted to rename Dundas Street, the City has not received any further formal requests to review street names, monuments or property names. However, staff and Councillors' offices have reported receiving inquiries about whether the City is considering changes to street names that include the phrase "Indian" (Indian Road, Indian Grove, and Indian Valley Crescent) and Ryerson Avenue.

E. Amendments to Existing Policies Related to Commemoration

As part of the new Commemorative Framework, City Council requested that staff recommend revisions to relevant existing City policies, including the Street and Property Naming Policies, and the Public Art and Monument Donations Policy. The recommended revisions are summarized below and the full revised policies are included as attachments to this report.

One key feature of each of the policies is a commitment that commemorations of significance to Indigenous peoples be meaningfully co-created with Indigenous rights-holders and Indigenous communities, and that the process for Indigenous commemorations honour Indigenous ways of knowing and being by adhering to Indigenous practices or protocols. Divisions will work with the Indigenous Affairs Office to ensure this commitment is realized in practice, and that commemorations of Indigenous significance further the objectives of the Indigenous Placemaking Framework being developed as part of the City's Reconciliation Action Plan.

Street Naming Policy (Attachment 2)

The revised Street Naming Policy incorporates the Guiding Principles for Commemoration into the assessment criteria for assigning a commemorative legal or ceremonial name to a street or laneway. Applicants will be required to demonstrate how a proposed name aligns with the Guiding Principles, including providing evidence of meaningful community support and research on the appropriateness of the name. An updated application form will be developed and posted on the City's website with instructions and checklists following Council consideration of this report.

The revised Policy defines an expanded role for the Economic Development and Culture Division to support the review of commemorative street naming applications. Currently, applications for ceremonial street names (secondary names displayed alongside a street's legal name - e.g. the portion of University Avenue ceremonially named "Nelson Mandela Boulevard") are vetted by professional historians in Economic Development and Culture's Museums and Heritage Services Section, who are tasked with reviewing the rationale for a ceremonial name and conducting research on the subject's history and contributions to Toronto. Under the new Policy, Economic Development and Culture staff will also be responsible for confirming whether a proposed legal street or lane name that is commemorative in nature is in alignment with the Guiding Principles for Commemoration. Engineering and Construction Services will continue to be responsible for technical reviews of applications and submitting reports to Community Councils. If the proposed street name is a commemorative name, the report to Community Council will be co-authored by Engineering and Construction Services and Economic Development and Culture.

In addition, the revised Policy incorporates the process to review existing commemorative street names based on questions about their historical legacy outlined in Section D of this report. Under the current Policy, consent must be obtained from 75% of property owners on a street prior to changing its name. Recognizing the importance of centering the voices of Indigenous Peoples, Black communities, and equity-deserving groups in discussions about renaming, the revised Policy stipulates that Council may choose to waive the 75% requirement in cases where there are significant equity considerations.

The revised Policy also addresses responsibility for costs. The existing Policy requires applicants to assume the cost of renaming a City street. This represents a barrier to participation for members of the public and is recommended to be deleted from the Policy. The updated Policy retains the requirement for applicants to assume the cost of naming and renaming private streets.

Property Naming Policy (Attachment 3)

Similar to the revised Street Naming Policy, the revised Property Naming Policy incorporates the Guiding Principles for Commemoration into the assessment criteria for assigning commemorative names to City properties. It also establishes a new role for Economic Development and Culture to assess proposals for commemorative property names, in consultation with the Division responsible for the property and other relevant Divisions. In addition, the revised Policy removes the requirement that an applicant be responsible for the cost of naming or renaming a City property, and includes the process to review existing commemorative property names based on questions about their historical legacy outlined in Section D of this report.

The revised Property Naming Policy clarifies the importance and function of wayfinding names. Wayfinding names refer to a property's location, function, or features. One example of a wayfinding name is "Eglinton Park", referring to the park's location on Eglinton Avenue. Currently, wayfinding names account for a significant majority of City property names and serve a critical function for helping residents identify and navigate to and from a property. The revised Policy stipulates that wayfinding names will be assigned to new City properties, unless an appropriate commemorative name is identified for the new property during the property development and capital project planning process. To streamline the process, the revised Policy includes a new delegated authority for the relevant Division Head to assign a wayfinding name to a new property in consultation with the local City Councillor.

The revised Property Naming Policy also clarifies that commemorative names should be assigned to whole City properties rather than property features such as rooms, trails, and sports fields. Where necessary, these property features can be assigned wayfinding names by the Division Head responsible for the property. This approach helps to maintain straightforward identification of and navigation to and from these amenities by members of the public.

Public Art and Monument Donations Policy (Attachment 4)

The Public Art and Monument Donations Policy has been updated to incorporate the Guiding Principles for Commemoration as assessment criteria when reviewing proposals for commemorative monuments. Staff did not identify other aspects of the Policy that require updating at this time.

F. Next Steps for Recognition Review Project

Lifting of Moratorium on Naming and Renaming Streets and Civic Properties

In September 2020, City Council directed that no new applications to name or rename streets or civic properties or requests to remove City monuments received on or after October 1, 2020 be considered until the new Commemorative Framework was completed. Council approved certain exemptions to the moratorium to allow time-sensitive work to continue, including naming new streets or properties that required a name prior to the completion of the Framework in order to proceed with construction.

The City Manager communicated to Council in July 2021 that interim names would be assigned to new City properties affected by the moratorium on naming.

With the Framework now complete, this report recommends that Council lift the moratorium on naming and renaming streets and City properties by authorizing staff to review and process proposals already submitted to the City effective as of the date of Council's decision this report, and to resume accepting new proposals as of November 1, 2022. This will provide staff with the time needed to create and post new online application forms and guidelines for the public.

Proposals to assign commemorative street or property names received prior to October 1, 2020, will be assessed using the current versions of the Street and Property Naming Policies (approved by Council in 2015). Proposals received since October 1, 2020, will be reviewed in accordance with the new Guiding Principles for Commemoration.

Recommendations for new commemorative names will be brought forward to Community Council meetings at the beginning of the next term of Council. Other street and property naming that is within staff's delegated authority can resume immediately following Council's decision on this report.

Renaming of Dundas Street and Other Properties Named after Henry Dundas

In fall 2021, the City convened a Community Advisory Committee made up of 20 local Black and Indigenous leaders and other diverse residents living and working along Dundas Street to develop a shortlist of potential names for the street and other properties named after Henry Dundas. Committee members were recommended by the Confronting Anti-Black Racism Unit and the Indigenous Affairs Office, and in addition, each of the nine Councillors whose Wards include Dundas Street were also invited to nominate a local resident to join the group.

In the coming months, the City will continue to work with the Community Advisory Committee to conduct additional research and consultation on potential naming options, with the intention of finalizing a shortlist later this year, informed by the new Commemorative Framework. Once the shortlist is confirmed, members of the public will be invited to provide feedback through a public survey. The Committee will review the results of the survey before recommending new names for the street and other properties named after Henry Dundas to present to Council in early 2023. Committee members are supportive of the extended timelines for the project, noting the importance of taking the time to build trust and consult with communities on this initiative.

CONTACT

Cheryl Blackman, Interim General Manager, Economic Development and Culture, 416-392-9135, Cheryl.Blackman@toronto.ca

Janie Romoff, General Manager, Parks, Forestry, and Recreation, 416-392-8182, Janie.Romoff@toronto.ca

Avi Bachar, PMP, P.Eng., Director, Engineering Support Services, Engineering and Construction Services, 416-397-4401, Avi.Bachar@toronto.ca

Vera Dodic, Director, Strategic Partnerships, 416-392-6119, Vera.Dodic@toronto.ca

SIGNATURE

Chris Murray
City Manager

ATTACHMENTS

- Attachment 1 – City of Toronto Guiding Principles for Commemoration
- Attachment 2 – City of Toronto Street Naming Policy
- Attachment 3 – Revised City of Toronto Property Naming Policy
- Attachment 4 – Revised City of Toronto Public Art and Monument Donations Policy
- Attachment 5 – Final Report on Consultations from Monumental Projects
- Attachment 6 – Final Report on Consultations from Monument Lab