

HALIFAX

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Item No. 9
Halifax Regional Council
June 8, 2021

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY:

Original Signed by 

Jacques Dubé, Chief Administrative Officer

DATE: May 1, 2021

SUBJECT: Update on Recommendations from the Task Force on the Commemoration of Edward Cornwallis and the Recognition and Commemoration of Indigenous History

INFORMATION REPORT

ORIGIN

July 21, 2020 Council Motion: It is recommended that Halifax Regional Council: (1) Accept the report of the Task Force on the Commemoration of Edward Cornwallis and the Recognition and Commemoration of Indigenous History; (2) Approve the proposed HRM responses to the recommendations of the Task Force report; and (3) Direct the CAO to return to Council annually to report on progress addressing the recommendations.

LEGISLATIVE AUTHORITY

Administrative Order Number 2017-2012-GOV Respecting the Commemoration of Edward Cornwallis and the Recognition and Commemoration of Indigenous History Special Advisory Committee.

BACKGROUND

In October 2018, Halifax Regional Council authorized the establishment of a joint Task Force on the Commemoration of Edward Cornwallis and the Recognition and Commemoration of Indigenous History (Task Force) to reflect an equal partnership between Halifax Regional Council and the Assembly of Nova Scotia Mi'kmaq Chiefs. The Task Force became responsible to determine the process it would follow and its mandate was to provide advice and make recommendations to Council, through staff, on: (a) proposed changes to the commemoration of Edward Cornwallis on municipal assets, including Cornwallis Park and Cornwallis Street; and (b) recognizing and commemorating the indigenous history in the lands now known as Halifax Regional Municipality.

In December 2018, an approach to the new governance structure was agreed to between the Halifax Regional Municipality and Kwilmu'kw Maw-klusuaqn Negotiation Office (Mi'kmaq Rights Initiative) on behalf

of the Assembly of Nova Scotia Mi'kmaq Chiefs and the Mi'kmaw of Nova Scotia. A motion was passed at the first meeting of the committee on January 21, 2019 for the Committee to be renamed the Task Force on the Commemoration of Edward Cornwallis and the Recognition and Commemoration of Indigenous History (Task Force). The Task Force completed its final report in April 2020. Due to delays related to COVID 19, the report was formally submitted by the Co-Chairs to the Chief Administrative Officer on May 29, 2020.

On July 21st, 2020 the report of the Task Force was accepted by Regional Council, including all 20 recommendations. As noted in the Origin section, Council accepted the report recommendations and directed the CAO to report annually to Regional Council on progress addressing the recommendations. The purpose of this report is to provide Regional Council with the first annual status update.

DISCUSSION

When the Task Force Report was tabled in 2020, the Chief Administrative Office (Diversity and Inclusion and Government Relations and External Affairs) conducted an initial review and provided a response to each recommendation, identified Business Unit leads, and estimated timelines for implementation. Since that time, staff have been working with Business Units to track progress in implementing the recommendations. In all, five Business Units have been identified as a lead or primary support in implementing the recommendations. The table attached to this report (Attachment 1) includes a broad timeframe, status, Business Unit lead, and update for each of the 20 recommendations from the Task Force Report.

It should be noted that full implementation of some of the recommendations are long term in nature and/or ongoing. For instance, development of some policy or programming elements may take some time and activities such as relationship building are expected to be an ongoing process. Implementation of several recommendations are tied to existing municipal programs and initiatives or require policy changes so require staff to return to Council for additional direction. In some instances, the municipality is not the primary lead but can facilitate discussion or processes with the appropriate parties to advance the recommendation. Therefore, timelines for implementing recommendations are dependant on several factors.

Highlights of progress in the initial year since the tabling of the Task Force Report include:

- Ongoing development of the HRM Culture and Heritage Priorities Plan and associated Museum Strategy, which are required to advance some of the Task Force recommendations;
- Work to revise policy and naming protocols to allow for official renaming of Cornwallis Park and Cornwallis Street, including a report to Regional Council recommending changes to Administrative Orders related to Asset Naming and Civic Addressing;
- Initial updates on potential redesign and programming in the park;
- Alignment with the Cogswell redevelopment project; and
- Continued partnership building with Indigenous organizations to identify further ideas or actions.

More detail on these highlights are included in the attachment.

FINANCIAL IMPLICATIONS

There are no immediate financial implications to this report. Any future financial implications arising from implementation of the recommendations will be addressed in staff reports and HRM departmental budgets as required.

COMMUNITY ENGAGEMENT

The Task Force held two series of public engagement sessions. Four public sessions took place in June 2019. The second series of public engagement sessions took place in October 2019.

ATTACHMENTS

Attachment 1: Report of the Task Force on the Commemoration of Edward Cornwallis and the Recognition and Commemoration of Indigenous History (Status Report Update for HRM Council).

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

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ATTACHMENT 1

**REPORT OF THE TASK FORCE ON THE COMMEMORATION OF EDWARD CORNWALLIS
AND THE RECOGNITION AND COMMEMORATION OF INDIGENOUS HISTORY
Summary of Recommendations and Status Updates (as of May 2021)**

Recommendation	Timeline	Lead	Status	Updates
(1) That the statue of Edward Cornwallis not be returned, under any circumstances, to a position of public commemoration.	Long Term	Parks and Recreation	COMPLETE	The statue of Edward Cornwallis remains in storage.
(2) That the Cornwallis statue be retained in storage pending the creation of a civic museum (see also recommendation 6), owned and operated by the HRM according to the highest professional museological standards, and that the statue then be transferred to the collection of the civic museum.	Short Term (storage) Long Term (museum)	Parks and Recreation	COMPLETE - Short Term PENDING - Long Term	<p>Council has directed staff to undertake a Museum Strategy. The strategy will address HRM’s role in collection and programming, including demand for a physical museum, whether HRM has sufficient artifacts to house in a museum, etc. The approach will be aligned with the municipality’s Culture and Heritage Plan.</p> <p>Phase One of the Museum Strategy has been submitted and staff has begun an in-depth review and is gathering feedback from HRM Archives and the Association of Nova Scotia Museums. The staff report is expected for Council's consideration in 2021.</p> <p>After completion of the Museum Strategy and determination of follow up actions, HRM may consider an interim loan to a museum that can meet the museological standards, apply appropriate display parameters and provide educational context if the relevant Museum Strategy recommendation cannot be achieved in a reasonable timeline.</p>
(3) That Cornwallis Park be renamed “Peace and Friendship Park.”	Medium Term	Planning and Development (with Parks and Recreation support)	ON TRACK	<p>HRM Civic Addressing has confirmed with Legal Services that any request to name or rename a park must go through the application process, which includes choosing the criteria on which the application will be reviewed.</p> <p>A report has been drafted for regional Council to pursue the required policy amendments to allow for this type of renaming request, with a goal to recognize the name change on National Indigenous Peoples day (June 21) and hold a ceremony in the park unveiling a new “Peace and Friendship Park” ID sign.</p>

Recommendation	Timeline	Lead	Status	Updates
<p>(4) That the renamed Peace and Friendship Park be repurposed, and possibly redesigned and re-landscaped, to accommodate the creation of a performance space; that any organized activities in the park include programs that have a focus on youth; and that civic programming there include an emphasis on education as a way of addressing and combating racism of all kinds.</p>	<p>Long Term</p>	<p>Parks and Recreation</p>	<p>PENDING/ ON TRACK</p>	<p>A capital project for upgrades to the park was determined prior to the taskforce report and included construction of a performance space. A final phase is remaining to be completed. Minor maintenance landscaping will be completed to ensure the site is safe and functional until future capital work is completed. Consultation on the remaining work and possible redesign of the park or portions of it will be completed in preparation for a project to be considered in future capital budgets, with the work expected to be completed in the following year.</p> <p>Recreation staff are working towards organizing activities for the performance space at the park with a focus on youth and addressing / combatting racism. As well, staff are collecting data as part of the next youth services plan to identify what youth in the area near the park want in the way of programs, events, and workshops.</p>
<p>(5) That Cornwallis Street, subject to an expression of approval by the congregation of the New Horizons Baptist Church, be renamed “New Horizons Street.”</p>	<p>Short Term</p>	<p>Planning and Development</p>	<p>ON TRACK</p>	<p>Agree with this recommendation but further engagement with the community is required regarding the potential name change. A report has been drafted for Regional Council recommending the required changes to Administrative Order 29 to allow for street renaming, other than renaming for public safety reasons or where 100% of the property owners on the street agree to a name change, and getting Council’s approval to begin the public consultation process to rename Cornwallis Street.</p> <p>Current policy does not allow for “double barrelled” street names (i.e. New Horizons), unless it is an approved commemorative name, in which case the asset naming criteria would be required, similar to the approach noted for Peace and Friendship Park in the response to Recommendation 3 above. Therefore, it is recommended that the approach to renaming the Park also be followed for renaming the street.</p> <p>It should be noted that there is a petition being circulated to name this street after a community member and staff will need to confirm that the proposed name does not pose a duplication issue with “Horizon Court” in Dartmouth.</p>

Recommendation	Timeline	Lead	Status	Updates
<p>(6) That the HRM prioritize the creation of a civic museum, owned and operated by the HRM according to the highest professional museological standards, and begin immediately to explore potential funding and planning processes for this purpose.</p>	<p>Long Term</p>	<p>Parks and Recreation (with Planning and Development support)</p>	<p>PENDING</p>	<p>Council has directed that staff undertake a Museum Strategy. The strategy will address HRM's role in collection and programming, including demand for a physical museum, whether HRM has sufficient artifacts to house in a museum, etc. The approach will be aligned with the municipality's Culture and Heritage Priorities Plan.</p> <p>Phase One of the Museum Strategy has been submitted and staff has begun an in-depth review and is gathering feedback from HRM Archives and the Association of Nova Scotia Museums. The staff report is expected for Council's consideration in 2021.</p> <p>Once the strategy is completed, HRM will be in a better position to begin a potential planning and funding process. Planning and Development will be consulted in site selection to confirm appropriate zoning.</p>
<p>(7) That, pending the opening of the civic museum, the HRM create a virtual museum, along with working with and supporting the Mi'kmaw Native Friendship Centre to enhance its capacity for displaying material representations of Mi'kmaw history.</p>	<p>Long Term</p>	<p>Lead: Parks and Recreation (with Diversity & Inclusion support)</p>	<p>ON TRACK</p>	<p>HRM will explore collaboration with Archives/Libraries to develop a virtual museum as well as enhancing online offerings.</p> <p>Phase One of the Museum Strategy has been submitted and staff has begun an in-depth review and is gathering feedback from HRM Archives and the Association of Nova Scotia Museums. The staff report is expected for Council's consideration in 2021.</p> <p>The draft Culture Heritage Priorities Plan also contemplates arts/culture/heritage and events presentation in the virtual space to build on the virtual experiences undertaken due to COVID-19.</p> <p>The Canada Council released its 5-year strategic plan and there is a heavy focus on digital arts and digital platforms.</p> <p>Virtual Celebrations are currently being utilized for significant cultural events such as Asian Heritage month, Indigenous History Month, etc.</p>

Recommendation	Timeline	Lead	Status	Updates
<p>(8) That the Point Pleasant Park Mi'kmaq Heritage Area Interpretive Plan (June 2008) be made a priority for HRM action, and that the process of assembling funding proceeds without delay.</p>	<p>Medium Term</p>	<p>Lead: Parks and Recreation (with Planning and Development, Diversity & Inclusion support)</p>	<p>PENDING</p>	<p>This initiative will be considered as part of the HRM Culture and Heritage Priorities Plan (CHPP).</p> <p>Objectives and draft actions for the plan have been developed, including an action to work with the Mi'kmaq on commemoration in Point Pleasant Park.</p> <p>Engagement with the Mi'kmaq and Indigenous rights-holders on the CHPP took place in 2019, and further discussions have occurred in winter/spring 2021.</p> <p>A final CHPP is expected to be provided to Regional Council in late 2021 or early 2022. The recommendation will proceed once this plan is completed and alignment is ensured.</p> <p>HRM will need to re-engage on elements of the interpretative plan including with the Mi'kmaw Native Friendship Centre and KMKNO.</p>
<p>(9) That the HRM, as the capital city of Nova Scotia, initiate a process (with full participation by representatives of the Mi'kmaw community) by which further outdoor spaces for the recognition and commemoration of Indigenous history can be identified and appropriate action taken, and that priority be given to memorializing survivors of the Shubenacadie Residential School and missing and murdered Indigenous women and girls.</p>	<p>Medium Term</p>	<p>Planning and Development (with Parks and Recreation and Diversity & Inclusion support)</p>	<p>PENDING</p>	<p>Priorities and next steps are being explored through the Culture and Heritage Priorities Plan (CHPP) engagement process, with specific direction anticipated following adoption of the CHPP.</p> <p>HRM Heritage Staff, with the assistance of HRM Diversity and Inclusion, have been undertaking engagement with Mi'kmaq communities and Indigenous organizations to advance the Culture and Heritage Priorities Plan (CHPP).</p> <p>This Plan will provide overarching policy and direction on how to work with and support Indigenous communities to identify, protect and commemorate significant sites, and tell important stories associated with Indigenous culture in HRM.</p> <p>HRM Heritage staff, under the direction of Regional Council and with the assistance of HRM Diversity and Inclusion staff, intend to review the evaluation criteria for heritage sites and properties to include more emphasis on intangible and cultural significance, with increased focus on under-represented groups, including Mi'kmaq and First Nations.</p>

Recommendation	Timeline	Lead	Status	Updates
				The forthcoming Plan will identify opportunities for expanded commemoration of indigenous history through municipal programming, including the designation of heritage sites, heritage properties, and cultural landscapes.
(10) That the process leading to finalization of the art and commemoration components of the Cogswell Street Redevelopment Project be continued and supported, and that every opportunity be taken to involve Mi'kmaw artists and designers in all aspects of the process, including architectural design.	Medium Term	Parks & Recreation (with support from Diversity & Inclusion and the Cogswell Redesign PMO)	ON TRACK	This work will be aligned with the Cogswell Development Project and Culture and Heritage plan. Development of the Cogswell art and commemoration program will continue beyond construction commencement. A project charter for this project is being drafted and will outline the requirements for outreach, program development and implementation.
(11) That in the interests of ensuring that the art and commemoration components of the Cogswell Street Redevelopment Project are accompanied by the continued and enhanced health of North End Halifax communities, a rigorous requirement be applied for affordable housing in all the related developments, and that the relevant criteria be developed with the full participation of the Mi'kmaw community in the area.	Medium / Long	Planning and Development (with support from the Cogswell Redesign PMO)	ON TRACK	<p>The land use planning process for the Cogswell District will begin following Council direction on the Centre Plan.</p> <p>Affordable housing can only be incorporated to the newly created development lots that do not have carryover legacy rights (currently 1 block).</p> <p>HRM has limited involvement with affordable housing, but options are available through conditions placed on the sale of development blocks within the project, which would require direction from Regional Council. HRM has limited abilities by way of density bonusing, but much more flexibility with land that is municipally owned.</p>
(12) That the HRM explore the development of bonusing guidelines that will offer incentives for elements of any development that will demonstrably bring benefits to the Mi'kmaw community, through commemorative installations or in any other evident way, and that representatives of the Mi'kmaw community participate in assessment of proposals that apply for such an incentive.	Medium	Planning and Development (with support from Finance and ICT)	PENDING	<p>Implementation of this recommendation will require connection with HRM Grant programs and exploration of how the Indigenous community can be involved in the assessment of proposals.</p> <p>There are opportunities and challenges for adding a bonus zoning category for "on-site commemoration", i.e. criteria and review process would be needed to ensure the proposals are appropriate. Given discussions in the CHPP, this initiative could be broadened beyond Mi'kmaw commemoration, such as the addition of African Nova Scotian commemoration. Currently, the criteria options are limited to avoid diluting the funding that is available. If this or similar category</p>

Recommendation	Timeline	Lead	Status	Updates
				<p>of criteria were added, consideration should be given to eliminating one of the other categories.</p> <p>A potential next step may be to incorporate this action item into an existing public incentive or bonus zoning program. It should be noted that this would potentially require amendments to bonus zoning provisions. All categories could incorporate elements that will demonstrably bring benefits to the Mi'kmaw community. However, the provision of public art and heritage conservation are best suited to such a program.</p> <p>It should be noted that, at this point, density bonusing can only be done in the Regional Centre.</p> <p>Package B of the Centre Plan is moving through Committee review presently.</p>
(13) That the diversity of new names for streets and other HRM assets be enhanced by working with the Mi'kmaw community to generate an expanded list of potential names.	Medium Term	Planning and Development (with support from Parks and Recreation)	ON TRACK	<p>Work in this area by HRM Civic Addressing staff has been initiated and will continue to move forward.</p> <p>Collaborative work between Civic Addressing and Diversity and Inclusion have resulted in a list of indigenous Mi'kmaq plants as suggested street names. One street has been chosen from this list: Maskwi lane in Halifax (meaning Birch Bark). Work will continue to expand this list.</p> <p>In addition, a neighbourhood sign information strategy has been submitted for internal review.</p>
(14) That opportunities be comprehensively explored for additional usage of the Mi'kmaw language in naming and signage, beginning with currently anglicized Mi'kmaw names being adjusted back to the Mi'kmaw original, such as Chebucto Road to K'jipuktuk Road.	Medium / Long Term	Lead: Planning and Development	ON TRACK	<p>A report has been drafted for Regional Council with a recommendation to modify the civic addressing policy to allow for the use of apostrophes in street names, as current civic addressing policies do not allow for any punctuation as part of an official street name.</p> <p>There have been areas in Nova Scotia where street and community names have been translated into Gaelic and both are posted on signs. Staff will examine approaches from other Nova Scotia municipalities where street names have been translated and/or use punctuation.</p>

Recommendation	Timeline	Lead	Status	Updates
(15) That the HRM work with the Halifax International Airport Authority and the Halifax Port Authority, and with Mi'kmaw artists and designers, to develop welcoming displays drawn from Mi'kmaw culture and history.	Medium Term	CAO / GREA (with support from Diversity & Inclusion)	ON TRACK	HRM staff have reached out to both the Halifax International Airport Authority and Halifax Port Authority to begin exploring this issue. Staff from HRM and the Halifax Partnership will help facilitate further conversations between HIAA and Halifax Port Authority with HRM's Indigenous Advisor.
(16) That the HRM work with Mi'kmaw organizations to offer opportunities for educational programming, supplementary to formal education, in such areas as Treaty Education and Mi'kmaw Language Education, and that libraries in particular be supported to create such programs.	On-going	Lead: CAO / GREA (with support from Diversity and Inclusion)	ON TRACK	<p>The Diversity and Inclusion Office is working in collaboration with Indigenous organizations to develop an Indigenous training program and associated resources.</p> <p>Relationship building continues with the Indigenous community and Halifax Regional Libraries, including work with the Mi'kmaw Native Friendship Centre, MK Education Authority, Debert Cultural Centre, and Treaty Education. Indigenous celebrations (both June 21 and the month of October) will be amplified this year with more resources and events. Last October was limited due to COVID and partner availability but Libraries are planning more activity this year, including a focus on Mi'kmaq artists, online events, and community engagement through social media, kits, and in person events where possible. HRL is also hiring an Indigenous specialist which will help in work with the community.</p>
(17) That copies of this report be placed in schools and libraries throughout the HRM.	Short Term	CAO / GREA (with support from Diversity & Inclusion)	ON TRACK	<p>Connections have been made with the Halifax Regional Libraries for addition of the Report into their collections. The Nova Scotia Chiefs Assembly has also identified Indigenous organizations and First Nation Schools for distribution of the report.</p> <p>Initial contact has been made for inclusion of this report in Halifax schools, but it should be noted that HRM has limited participation in the education system.</p>
(18) That the HRM prioritize support of youth activities furthering the recognition and commemoration of Indigenous history, and that a small fund be created that can provide grants on an adjudicated basis to Indigenous or non-Indigenous recipients	Medium Term	Diversity & Inclusion (with support from Parks and Recreation, Finance and ICT)	PENDING	<p>The Diversity and Inclusion Office is connecting with HRM grants programs staff to explore possible alignment of this recommendation with development of the Culture and Heritage Priorities Plan.</p> <p>Parks and Recreation staff will provide advisory support as needed and Community Recreation Coordinators are aware of the proposed grant to bring</p>

Recommendation	Timeline	Lead	Status	Updates
who propose activities that will bring benefits in this area.				recognition and commemoration of Indigenous history into their program / activity plans.
(19) That where and when possible, the HRM look for and facilitate the holding of major Indigenous events that combine economic benefits with the opportunity to showcase Mi'kmaw history and culture.	Short Term (NAIG) Long Term (other opportunities)	Parks and Recreation	PENDING	<p>In the short term, HRM was named the host city for the 2021 North American Indigenous Games (rescheduled from 2020 due to COVID-19 and currently on hold). Discussions continue on opportunities for future dates for this event.</p> <p>On an ongoing basis, the municipality will continue to monitor opportunities to host similar events, perhaps in partnership with the Halifax Partnership and/ Discover Halifax.</p> <p>In the long term, this direction will align with Culture and Heritage Priorities Plan goals in relation to growing the creative economy.</p>
(20) That the HRM continue to nurture its close and productive relationships with Mi'kmaw organizations that can assist with the effective recognition and commemoration of Indigenous history, including (though not limited to) Kwilmu'kw Maw-klusuaqn (the Mi'kmaq Rights Initiative), Mi'kmaw Kina'matnewey (the Mi'kmaw education authority), and the Mi'kmaw Native Friendship Centre.	Long Term / Ongoing	Lead: Diversity & Inclusion (with support from CAO / GREA)	ON TRACK	<p>HRM has continued to build on these productive relationships with Mi'kmaw Organizations, in particular the Assembly of Nova Scotia Chiefs and Kwilmu'kw Maw-klusuaqn. In particular:</p> <ul style="list-style-type: none"> • The Diversity and Inclusion Office works closely with Indigenous organizations and continues to foster productive relationships; • Engagement with Mi'kmaw organizations has been nurtured through development of the Culture and Heritage Priorities Plan; • HRM staff are beginning to explore the concept of Friendship Accords with Indigenous communities in the municipality; • Fostering relationships with Indigenous Organizations and Halifax Regional Library has been a focal activity and, to date, has resulted in collaborative Virtual Celebrations and grant submissions; • HRM was a key strategic partner in the Mi'kmaw Native Friendships Centre's Participatory Cities, Everyone Everyday Initiative, and Rapid Housing Initiative application. • HRM is a key partner in the support and planning for the North American Indigenous Games.