

# HALIFAX

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**Item No. 2**  
**Halifax Regional Council**  
**January 10, 2023**

**TO:** Mayor Savage and Members of Halifax Regional Council

**SUBMITTED BY:**

Original Signed by 

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Jacques Dubé, Chief Administrative Officer

**DATE:** December 29, 2022

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

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## 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 21<sup>st</sup>, 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 this year include:

- Regional Council approved the amendments to Admin Order 46 allowing for the renaming of the park and also approved the new name, Peace and Friendship Park;
- Initial scoping out process for the redesign and programming in Peace and Friendship Park has been started and discussion on engagement approaches underway;
- Regional Council approved 12 Mi'kmaw Language Names. Two are reserved for the new streets in the Dartmouth Cove redevelopment project and a third is being placed on a new HRM park in Bedford. The remaining 9 names are on the commemorative names list;
- Civic Addressing has completed the report to Council and amendments have been made to the civic addressing policy to allow the use of apostrophes in street names. Civic Addressing has begun the process of applying correct Mi'kmaw language names to new assets, two are reserved for Dartmouth Cove and a third to be placed on a new HRM park in Bedford and will be reviewing opportunities to correct previous spellings on existing assets. Continued partnership building with Indigenous organizations to identify further ideas or actions; and
- Work to develop a consultation process with the Mi'kmaw Friendship Centre and other local stakeholders to reimagine future Natal Day celebrations to honor the Mi'kmaw Nation and pan-Indigenous communities is currently being considered.

More details 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).

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A copy of this report can be obtained online at [halifax.ca](http://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 2022)**

<b>Recommendation</b>	<b>Timeline</b>	<b>Lead</b>	<b>Status</b>	<b>Updates</b>
(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 safe storage and there are no plans or relocating.
(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 ON TRACK - Long Term	The statue of Edward Cornwallis remains in storage. See update for recommendation #6 regarding Phase 2 of the Regional Museum Strategy and the creation of a civic museum.
(3) That Cornwallis Park be renamed "Peace and Friendship Park."	Medium Term	Planning and Development (with Parks and Recreation support)	COMPLETE	June 8, 2021- Regional Council approved the amendments to Admin Order 46 allowing for the renaming of the park and also approved the new name, Peace and Friendship Park  June 21, 2021 Mayor Savage participated in a ceremony in the park unveiling the new "Peace and Friendship Park" park sign.
(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.	Long Term	Parks and Recreation	ON TRACK	Based on the July 21, 2020 approved "Report - Task Force on the Commemoration of Edward Cornwallis and the Recognition and Commemoration of Indigenous History," this park will undergo consultation  and redesign starting in 2022/23. This budget item included \$250,000 for the initial consultation and design considerations with further resources projected for 2025/26. While staff pressures have impacted P&R park planning projects, this

Recommendation	Timeline	Lead	Status	Updates
				specific project is being initiated with the development of a preliminary scoping document and in close discussions with HRM's D&I Office.
(5) That Cornwallis Street, subject to an expression of approval by the congregation of the New Horizons Baptist Church, be renamed "New Horizons Street."	Short Term	Planning and Development	ON TRACK	<p>The renaming project is currently underway. The first round of public engagement – a survey for all residents to submit new name suggestions – was open from October 4, 2021, to November 12, 2021. 3,300 suggestions were received.</p> <p>All received street name suggestions are being reviewed and evaluated, based on appropriateness, cultural significance, diversity and originality. From this review, any commemorative name suggestions will go through the Asset Naming Application Process. Once that process is complete a short list of potential new street names will be created.</p> <p>The second round of public engagement took place in the summer of 2022, residents had the opportunity to select their three preferred street names from the short list via a second survey. 8,733 surveys were completed.</p> <p>The final step will include a staff report brought to Regional Council for deliberation and a decision, with anticipated implementation of the new name in the fall of 2023.</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.	Long Term	Parks and Recreation (with Planning and Development support)	PENDING	Phase One of the Museum Strategy was approved in April 2022. Staff are currently developing the RFP for consultant services for Phase 2. The primary undertaking for Phase 2 is an in-depth analysis to present options for consideration for HRM's role regarding museums and collection support, cultural and heritage program delivery, and governance. The models would be based on the comparative analysis of other Canadian municipalities in terms of heritage delivery, ownership of collections and relationship to civic and community museums. Work is ongoing for the next 12 months.

Recommendation	Timeline	Lead	Status	Updates
<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>	Long Term	Lead: Parks and Recreation (with Diversity & Inclusion support)	ON TRACK	<p>HRM continues to explore collaboration with Archives/Libraries to develop a virtual museum as well as enhancing online offerings. A final CHPP is expected to be provided to Regional Council in late 2022. Phase 2 of the museum strategy began in June 2022.</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>(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>	Medium Term	Lead: Parks and Recreation (with Planning and Development, Diversity & Inclusion support)	ON TRACK	<p>A final CHPP is expected to be provided to Regional Council in late 2022. The recommendation will proceed once this plan is completed and alignment is ensured.</p> <p>March 3<sup>rd</sup>, 2022 a presentation was made to the Point Pleasant Advisory Park regarding Indigenous content and taskforce recommendation</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>	Medium Term	Planning and Development (with Parks and Recreation and Diversity & Inclusion support)	PENDING	<p>The HRM Culture and Heritage Priorities Plan (CHPP) is currently in the final stages of public and stakeholder engagement and is expected to come before Council for approval in the fall of 2022.</p> <p>CHPP contains a number of actions that pertain specifically to the Mi'kmaq community and reconciliation. The most important and foundational of these actions is the creation of a "friendship accord" with Mi'kmaq Nations that will lay out the means of engagement and cooperation between those Nations and the Municipality moving forward. The details of the accord are currently being explored by HRM Government Relations and External Affairs staff.</p> <p>CHPP also contains several other actions relating to the identification, protection and commemoration of sites that are significant to the Mi'kmaq community. These actions will be implemented in the coming years following significant engagement and with the cooperation of the Nova Scotia Department of Tourism, Communities, Culture and Heritage. 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.</p>

Recommendation	Timeline	Lead	Status	Updates
(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. Both projects have been delayed. Development of the Cogswell art and commemoration program will continue beyond construction commencement. A project charter for this project has been drafted and staff are in the initial stage of the selection process to select a consultant who excels at public engagement, public space design, and art / commemoration to lead the project.
(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	The land use planning process for Cogswell is expected to be initiated in 2022 and will propose for Council's consideration how the issue of affordable housing can be addressed through the land use planning and/or purchase and sale process. Given the extensive public feedback regarding affordable housing as part of the Cogswell project so far, options and their financial implications, will be presented as part of the overall recommendations for Plan and LUB amendments for the Cogswell District. The process will include the participation of the Mi'kmaw community in the area as per the Cornwallis report. The community engagement process will be developed in collaboration with the Office of Diversity and Inclusion and with the participation of the Mi'kmaw community. The process will also be informed by the currently draft HRM Culture and Heritage Priorities Plan (CHPP).
(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)	ON TRACK	The land use planning process for Cogswell is expected to be initiated in 2022. The plan amendment process can maintain current bonus zoning benefits under the Centre Plan, or it can explore provisions that are tailored to the Cogswell District. The intent will be to explore tangible benefits to the Mi'kmaw community in collaboration with the Mi'kmaw community, Office of Diversity & Inclusion, the Cogswell Advisory Committee, and HRM Parks & Recreation staff who are leading the commemorative public art program. It should be noted that public benefits can be collected on site, or as cash-in-lieu that can be directed to other projects in the area.
(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	Civic Addressing in collaboration with D&I continue to work together to submit commemorative name applications for Mi'kmaw language names. These names, once approved by Regional Council are available for placement on

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				<p>municipal assets. It is the intention of staff that each Asset Naming Report will contain Mi'kmaw language names for approval.</p> <p>March 22, 2022 – Regional Council approved 12 Mi'kmaw Language Names. Two are reserved for the new streets in the Dartmouth Cove redevelopment project and a third is being placed on a new HRM park in Bedford. The remaining 9 names are on the commemorative names list.</p> <p>Civic Addressing Staff have had preliminary conversations with Park staff and have recommended that any Mi'kmaw language named parks include a banner underneath the sign with the translation and significance of the name of the park.</p>
<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.</p>	<p>Medium / Long Term</p>	<p>Lead: Planning and Development</p>	<p>ON TRACK</p>	<p>Civic Addressing has completed the report to Council and amendments have been made to the civic addressing policy to allow the use of apostrophes in street names. Civic Addressing has begun the process of applying correct Mi'kmaw language names to new assets, two are reserved for Dartmouth Cove and a third to be placed on a new HRM park in Bedford and will be reviewing opportunities to correct previous spellings on existing assets.</p> <p>A report examining opportunities for corrections within the municipality along with medium and long term recommendations will be brought forward to Regional Council.</p>
<p>(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.</p>	<p>Medium Term</p>	<p>CAO / GREA (with support from Diversity &amp; Inclusion)</p>	<p>ON TRACK</p>	<p>HRM staff will reach out to both the Halifax International Airport Authority and Halifax Port Authority to begin exploring this issue.</p> <p>HRM staff have worked with Halifax International Airport on the creation of permanent art installation by Mi'kmaw Artist Loretta Gould. A birch bark canoe was also donated from the North American Indigenous Games to HIA and is on display in the arrivals area. HRM is working in collaboration with the HIA to train their staff with the Indigenous Blanket Exercise. HRM team also provided teaching on Land Acknowledgments at the Annual General Assembly of the Halifax International Airport.</p> <p>HRM staff will continue to reach out and build relationships with the Halifax Port Authority.</p>

Recommendation	Timeline	Lead	Status	Updates
<p>(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.</p>	<p>On-going</p>	<p>Lead: CAO / GREA (with support from Diversity and Inclusion)</p>	<p>ON TRACK</p>	<p>It should be noted that HRM has limited participation in the education system, but staff will reach out to explore opportunities and foster further relationships between HRM Libraries, Treaty education, MK Education and Mi'kmawey Debert Culture Centre (among others).</p> <p>HRM Diversity &amp; Inclusion staff have been working close with HRM Libraries to provide educational programming. Indigenous Artist Alan Syliboy is the new artist in resident for HRM libraries and numerous indigenous content programs are being offered.</p> <p>HRM staff have been working closely with Treaty Education on programs and services. We collaborate on Indigenous History Month, Mi'kmaw History Month and Treaty Day Celebrations. HRM staff are also working with Office of L'nu Affairs and Treaty Education on the delivery of Indigenous Blanket Exercise Training.</p> <p>HRM staff have been working with MK and First Nation Organization on the Mi'kmaw Language Act that was approved in Nova Scotia in October. Mi'kmaw language lunch and learns are being offered to municipal staff.</p>
<p>(17) That copies of this report be placed in schools and libraries throughout the HRM.</p>	<p>Short Term</p>	<p>CAO / GREA (with support from Diversity &amp; Inclusion)</p>	<p>COMPLETE</p>	<p>It should be noted that HRM has limited participation in the education system, but staff will reach out to explore opportunities with the MK Education Authority &amp; Halifax Regional School Board. Staff will also explore this possibility with Halifax Regional Libraries staff.</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>
<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 who propose activities that will bring benefits in this area.</p>	<p>Medium Term</p>	<p>Diversity &amp; Inclusion (with support from Parks and Recreation, Finance and ICT)</p>	<p>ON TRACK</p>	<p>HRM Diversity and Inclusion will connect with HRM grants programs staff and explore possible alignment with development of the HRM Culture and Heritage Plan.</p> <p>A formalized request to Regional Council will be created for consideration in the upcoming fiscal year budget.</p>

Recommendation	Timeline	Lead	Status	Updates
				<p>Youth Community Developer will continue running youth grant writing workshops to connect youth to funding that recognizes the commemoration of Indigenous history.</p> <p>In July 2022, Bedford-Hammonds Plains CC staff met with Cameron McCrae and Sara-Lynne Knockwood, Sport &amp; Venue Coordinators with NAIG to discuss potential Venue sites for the games. It was discussed in that meeting, on how we could incorporate the Day Camps as spectators for the games, the Youth Leadership Participants as volunteers and if NAIG could provide any cultural awareness activities to the camps as a form of giving back to the community. It was well received, and we are working towards that goal.</p> <p>Community Recreation Coordinators are aware of the proposed grant to bring recognition and commemoration of Indigenous history into program/activity plans. Will await further direction/input from D&amp;I regarding the outcome of the grant proposal and parameters.</p>
<p>(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.</p>	<p>Short Term (NAIG)</p> <p>Long Term (other opportunities)</p>	<p>Parks and Recreation</p>	<p>ON TRACK</p>	<p>HRM increased its funding to the 2023 North American Indigenous Games with an additional \$429,500 and up to \$400,000 in Value-In-Kind (VIK) for a total cash support of \$929,500 and a total of \$1,400,000 for VIK.</p> <p>Parks and Recreation's Youth Community Developer is working with the Director of NAIG to support their Youth Ambassador Program. The Community Developer will offer workshops and training to the Indigenous youth in the program and provide them with opportunity to lead indigenous specific events during the 2022 Youth Summit.</p> <p>Developed in close collaboration with the local Indigenous communities, KANA'TA: Canada Day 2022 offered a new, re-envisioned format for Canada Day programming that honours the traditions of the Mi'kmaw Nation and celebrates pan-Indigenous communities that call the municipality home.</p> <p>KANA'TA: Canada Day 2022 programming included Mawio'mi on the Commons, and a KANA'TA x Grand Oasis Festival free concert – which featured indigenous headliners Crown Lands, supported by Drives The Common Man, DeeDee Austin, and Eastern Eagle. The KANA'TA x Grand Oasis Festival concert event was hosted by Garratt Gloade.</p>

Recommendation	Timeline	Lead	Status	Updates
				<p>Work to develop a consultation process with the Mi'kmaw Friendship Centre and other local stakeholders to reimagine future Natal Day celebrations to honor the Mi'kmaw Nation and pan-Indigenous communities is currently being considered.</p>
<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.</p>	<p>Long Term / Ongoing</p>	<p>Lead: Diversity &amp; Inclusion (with support from CAO / GREA)</p>	<p>ON TRACK</p>	<p>HRM will continue to build on these productive relationships with Mi'kmaw Organizations.</p> <p>HRM continues to build and foster relationship with MK, KMKNO and the MNFC. This year HRM has amplified their relationship with the Indigenous communities by jointly planning Indigenous focus event such as Kanata Day, Indigenous People's day and the National Truth &amp; Reconciliation Day.</p> <p>We continue to have ongoing discussion with these organizations on various engagements such as Culture &amp; Heritage Plan, Climate Change, Food action, Gender Equity.</p> <p>Joint meeting was held with Mayor, CAO and Assembly Chief on how to create more awareness for Mi'kmaw History Month.</p> <p>Meetings were also hosted with Mayor, CAO office, MNFC and the Atlantic Policy Congress of First Nation Chiefs about the advancement &amp; continue support for the new Mi'kmaw Friendship Centre.</p> <p>HRM staff has contributed to both the Mawitajik and the North American Indigenous Games 2023.</p> <p>New relationships are being built with the Mawitamjik Society and the Wabanaki Council on Disability in support of recognition of National Indigenous Disabilities Awareness Month.</p>