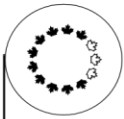


Public

Submission



NATIONAL CAPITAL COMMISSION
COMMISSION DE LA CAPITALE NATIONALE

No.	2022-C24
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To	Board of Directors
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For	DECISION
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Date	2023-01-19
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Subject/Title

Proposal to rename the Sir John A. Macdonald Parkway.

Summary

In 2015, to advance the process of Canadian reconciliation and redress the legacy of residential schools in Canada, the Truth and Reconciliation Commission (TRC) made 94 calls to action, which included among other themes language and culture, and commemoration. As well, the Government of Canada is committed to achieving reconciliation and renewing the relationship with Indigenous peoples, based on recognition of rights, respect, cooperation and partnership.

The National Capital Commission (NCC) has acknowledged the significance carried by names of sites and other public commemorations. Given the TRC calls to action, the NCC has committed to reviewing its approach to naming its assets, incorporating best practices and public input. In the spirit of reconciliation, this will also include perspectives from the Algonquin Nation and other Indigenous communities.

In April 2022, the NCC updated its Toponymy Policy and confirmed that the Sir John A. Macdonald Parkway name would be the first asset reviewed under the policy.

In August 2022, the NCC formed an Advisory Committee on Toponymy (ACT). The process to review the name of the Parkway officially began in September 2022.

Over the course of the fall, NCC staff met with the advisory committee on two occasions and reviewed work conducted to date, including an environmental scan, an overview of existing studies, as well as proposed approaches to Indigenous engagement and public consultation.

Members of the ACT provided feedback on the studies and the detailed plans for Indigenous engagement and public consultation. Key highlights of their suggestions include:

- That the NCC provide clear direction to the public on the process and objectives, confirming that the new name would be an Indigenous name.
- That an Indigenous engagement approach should be held, whereby Indigenous communities would come together and propose a new name for the Parkway.
- That there be an opportunity for information sharing and an exchange of stories with the public, as part of the reconciliation exercise.
- That other opportunities be explored to review names of other assets that align with the interests of other ethnocultural groups, as a way to ensure that Canada's diversity is fully represented in the Capital.

NCC staff has completed its analysis and reviewed the advice provided by the committee. Based on this analysis, management recommends an Indigenous naming approach for this toponymy initiative. There are many factors that contribute to this preferred approach, including continued support from community groups and the public for a name change that is focused on Indigenous peoples, repeated calls from Indigenous community members to reconnect with the river and its importance to the Nation through this process, as well as a clear opportunity for meaningful reconciliation.

To ensure the Capital reflects the social and cultural diversity of Canada, the NCC will also build on this initiative to continue to engage with a variety of ethnocultural group representatives to further develop a toponymy workplan. A review of current NCC assets names will be developed to better understand representation in the Capital.

Recommendations for a new name for the parkway will be presented for approval to the NCC Board of Directors in June 2023.

Risk Summary

Renaming risks are generally related to the potential controversy of the change of the current name, the reasoning in support of a renaming proposal and the future proposed name. There is additional risk due to the high visibility of the site and with regards to the current social climate. For some, the NCC could be perceived as removing a reference to a key historical figure, while others may think that the NCC is moving too slowly to change the name.

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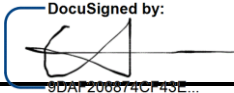
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Recommendation

That the NCC move forward with renaming the Sir John A. Macdonald Parkway, using an Indigenous naming and engagement approach, with information sharing and storytelling opportunities to exchange with the public throughout the process.

Submitted by :

Véronique de Passillé, VP, PLCA

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Signature

1. Strategic Priorities

- Plan for Canada's Capital (PFCC) 2017-2067:
 - Chapter 3: An Inclusive and Meaningful Capital
- Corporate Plan – Strategic Directions, 2021-2022 and 2022-2023:
 - Foster an inclusive and meaningful National Capital Region of national significance reflective of all Canadians, including Indigenous peoples, and all levels of government.
- Corporate Plan – Corporate priority 3 – 2022-2023 to 2026-2027
 - Ensure that inclusiveness and the richness of Canada's diversity are reflected in the stewardship of NCC assets and the development of its workforce.

2. Authority

- National *Capital Act*, s. 10(2) l(i)
- *National Capital Commission Toponymy Policy* (April 2022)

3. Context

The process to review the name of the Sir John A. Macdonald Parkway officially began in September 2022. It is the first name to be reviewed by the committee since it was formed. At the first meeting, the ACT provided the following advice:

- To frame the name review process as a Truth and Reconciliation exercise and acknowledge the significance of the shoreline for the Algonquin Nation within the name review process.
- To review existing studies and conduct further research and analysis to inform engagement and the name review process.
- To consider various elements for both Indigenous engagement and public consultation (i.e., integrate the Algonquin Nation alongside public consultation activities and take a values-based approach for engagement).

At the second ACT meeting held on November 29, 2022, members continued their consideration of the name review for the Sir John A. Macdonald Parkway. This meeting was an opportunity to review work conducted thus far, including:

- An environmental scan where we highlighted issues generating interest in the name review for the Sir John A. Macdonald Parkway, such as the announcement of the naming of Kìwekì Point in October 2022 and the march organized on Truth and Reconciliation Day 2022 on September 30th from the Canadian War Museum to Parkdale Avenue.
- Studies conducted by the NCC in the past including:
 - Ottawa River Parkway Corridor Cultural Landscape Study (2006)
 - Re-imagining the Sir John A. Macdonald Parkway – A Waterfront Linear Park for Canada's Capital (2014)
 - River, Rail and Road: Historical Analysis of the Ottawa River Parkway (2017)
 - Ottawa River South Shore Riverfront Park Plan (2018)
- Options for the Indigenous engagement plan and public consultation plan.

The Committee highlighted:

- The need for an Indigenous naming approach that would directly contribute to the reconciliation process, by giving Indigenous communities a greater voice in the naming process. It would allow for Elders, knowledge keepers, survivors, and community members to be consulted and their views respected, while also contributing to healing and having their voices heard.
- That there may be an opportunity to build awareness and share stories with the general public following the Indigenous naming process.

- That there be an opportunity to capture the stories from the neighbourhood and the public, with regards to the importance of their connection to the land and the waterfront.

4. Analysis

The original name of the Parkway when it was created in the 1960s was the Ottawa River Parkway. It received this name because of the natural topography of the Parkway as well as its design. It was designed to provide pedestrian access to the Ottawa River Front, with pathways, underpasses, parking lots and various parks and beaches along the river.

The most recent name, the Sir John A. Macdonald Parkway, was approved in 2012, at a time when there was a priority to highlight historical contributions to the development of Confederation.

Many Canadians and Indigenous peoples have called on governments to address naming for many sites. A change in the name of the Parkway was also specifically requested by Chief Dylan Whiteduck of Kitigan Zibi Anishinabeg First Nation and the Band council of the Algonquins of Pikwakanagan First Nation.

There is continued support from community groups and the public for a name change that is focused on Indigenous peoples, and repeated calls from Indigenous community members to reconnect with the river and its importance to the Nation through this process; therefore, it is believed the renaming of the Parkway represents a concrete opportunity for meaningful reconciliation.

Our analysis of existing studies, the current environment, and the advice provided by the committee, indicates Indigenous engagement and public engagement focused on storytelling to honour the importance of the river, shoreline and lands for the Algonquin Nation, the public and community members would best meet public expectations. An opportunity also exists to contribute to the interpretation plan for the area, as plans for the riverfront park advances.

To ensure the process supports reconciliation efforts, the NCC will proceed with the implementation of an Indigenous engagement approach, with information sharing and storytelling opportunities to exchange with the public throughout the process. Along with other recent naming changes, such as Kiweki Point and Mawandoseg Bridge, this Indigenous naming process will further ensure greater balance in Indigenous representation in the Capital, thus highlighting the pre-settler history of the area.

5. Financial Details

A budget will need to be set aside to support the Indigenous and public engagement approaches and translation requirements. Details can be found below.

- Indigenous Engagement Approach – \$35k
- Public outreach, event planning and management – 20K
- Reporting, editing and translation – \$11.5K

The NCC will also develop an overall budget for the implementation of renewed signage and information campaign.

6. Opportunities and Expected Results

This initiative will provide an occasion to contribute to greater understanding of perspectives, while also meeting a Plan for Canada's Capital (PFCC) 2017-2067 key policy objective to "contribute to the recognition of Indigenous peoples in the toponymy of the region." In line with recent toponymy decisions by the NCC (Pindigen Park, Mâwandòseg Bridge, Pangishimo Park, Kiwekì Point), the parkway renaming will allow the NCC to further contribute to the Truth and Reconciliation Commission Calls to Action.

The approach proposed by management will anchor the renaming process in the perspective of honouring the profound significance of the river, shoreline, and landscape to the Algonquin Nation and to the community. This could support a future interpretation plan for the area.

To ensure that the Capital reflects the social and cultural diversity of Canada, the NCC will also build on this initiative to continue to engage with a variety of ethnocultural group representatives to further develop a toponymy workplan. A review of current NCC assets names will be developed to better understand representation in the Capital.

7. Risks and Mitigation Measures

Renaming risks are generally related to the potential controversy of the review of the current name, the reasoning in support of a renaming proposal and the future proposed name. Below is a breakdown of the main risks associated with the name review at this stage of the process.

Risk	Likelihood	Impact	Planned Response
<p>A misunderstanding surrounding the announcement that will be made at the January Board. Some may expect the new name to be shared.</p>	<p>Medium</p>	<p>Medium</p>	<ul style="list-style-type: none"> • Coordinate with staff who interact with media channels and elected officials to ensure that intents for the January Board presentation are effectively communicated. • Take a proactive media approach ensuring that the process is communicated to Indigenous communities and the public. Highlight the decision-making process, including the timelines, decision points and engagement opportunities.
<p>Public perception that a reference to a key historical figure is removed. That the NCC is only responding to social pressures.</p>	<p>Low</p>	<p>Low</p>	<ul style="list-style-type: none"> • Share with members of the public the existing studies and current research conducted by historians which includes a balanced view that incorporates multiple perspectives and supports reconciliation with Indigenous peoples. Give members of the public an avenue during the online engagement to share their concerns surrounding the name review process. While also providing an explanation of the process and the history of the name

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			<p>changes of the Parkway on the NCC's website and consultation webpage.</p> <ul style="list-style-type: none"> • Seek information and stories from community members on the significance of the river and landscape.
<p>Current deadlines are not able to be met and the name review process will need to be extended.</p>	Low	Medium	<ul style="list-style-type: none"> • Develop a detailed planning process which supports current deadlines that are communicated to all interested parties and updated as necessary. • Ensure that the process is communicated effectively. Highlight the decision-making process, including the timelines, decision points and engagement opportunities.
<p>A negative perception by leaders and members of local Algonquin communities if the Parkway is not renamed or if the renaming does not include a high degree of involvement by Indigenous communities.</p>	Medium	High	<ul style="list-style-type: none"> • Follow the Indigenous engagement plan, ensuring that we hear the thoughts and concerns of Indigenous communities. Centering the initiative on a Truth and Reconciliation exercise. In the communication strategy and engagement approach, consider the various potential outcomes on community members.

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<p>That because it is an Indigenous naming approach, some members of the public may not feel included in the naming process.</p>	<p>Medium</p>	<p>Medium</p>	<ul style="list-style-type: none"> • A Public Outreach and Engagement Plan will provide an opportunity for members of the public to share their stories about the significance of the river, shoreline and landscape. This could contribute to a future interpretation plan for the riverfront park.
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8. Consultations and Communications

- The NCC has begun pre-engagement activities with the Algonquin Nation, as the Host Nation in the Ottawa-Gatineau region. An Indigenous Engagement Plan has been developed.
- A Public Outreach and Engagement Strategy has also been developed.
- A comprehensive communications strategy is being prepared to ensure that the process and timeline are clear for all audiences. Some communication products being developed include:
 - o Press release
 - o Prepared Q&As
 - o Newsletters and/or blogs
 - o Social media messages
 - o A project webpage

9. Next Steps

- Indigenous engagement is expected to take place over winter 2023 on naming suggestions.
- An ACT meeting to review the progress on the renaming of Parkway (winter 2023).
- Gathering stories about the river, shoreline and landscape from the public could take place over the spring 2023 and the findings could contribute to a future interpretation plan for the area.
- A name recommendation will be made to the Board of Directors for approval in June 2023.

- Following the June Board of Director's meeting, a public event would be held where Indigenous community members would share the new name and naming process, as well as Indigenous knowledge about the land and river. Members of the public would also have the opportunity to exchange and learn from Indigenous community members.
- A report summarizing the Indigenous engagement process, story telling and new Indigenous name for the Parkway and riverfront park, as well as stories from the public would be tabled at the Board of Directors meeting in fall 2023.

10. List of Appendices

N/A

11. Authors of the Submission

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