



**City of Kingston
Information Report to Council
Report Number 15-004**

To:	Mayor and Members of Council
From:	Cynthia Beach, Commissioner, Corporate & Strategic Initiatives
Resource Staff:	Colin Wiginton, Cultural Director
Date of Meeting:	December 16, 2014
Subject:	City of Kingston and Alderville First Nation Commemoration Project

Executive Summary:

The purpose of this report is to provide Council with an update regarding a motion passed at its meeting held on July 16, 2013:

***“THEREFORE BE IT RESOLVED THAT** the Council of the City of Kingston extend greetings to the Council of Alderville First Nation and invite them to join with the City of Kingston in the creation of a commemoration project and that staff be directed to work with the Alderville First Nation on developing a plan for the project and report back at an appropriate time with detailed plans and budgeting for the project.”*

Work on this project is ongoing and this report describes the activities that have taken place between City of Kingston staff and members of the Alderville First Nation and the plans for future action in fulfillment of this motion.

Staff and members of the Alderville First Nation have met several times over the past year both in Kingston and in Alderville, which is located on the south side of Rice Lake. In an atmosphere of a strengthening relationship between the two groups, participants have defined the terms of reference for a commemorative project as well as potential locations for these commemorations in city parks. Working groups have also been established to advise and monitor future steps that include the confirmation of an implementation timeline and budget.

A positive outcome of this project has been its contribution to the development of effective and respectful working relationships between the City of Kingston and all First People’s (First Nations, Inuit and Métis) community members with both ancestral and modern ties to the Kingston region.

Recommendation:

This report is for information only.

Authorizing Signatures:

ORIGINAL SIGNED BY COMMISSIONER

**Cynthia Beach, Commissioner,
Corporate & Strategic Initiatives**

ORIGINAL SIGNED BY CHIEF ADMINISTRATIVE OFFICER

Gerard Hunt, Chief Administrative Officer

Consultation with the following Members of the Corporate Management Team:

Lanie Hurdle, Community Services	Not required
Denis Leger, Transportation, Facilities & Emergency Services	Not required
Jim Keech, President and CEO, Utilities Kingston	Not required
Desiree Kennedy, Chief Financial Officer & City Treasurer	Not required

Options/Discussion:

City of Kingston and Alderville First Nation Commemoration Project

In the spring of 2013, James Marsden, Chief of the Alderville First Nation, approached the City of Kingston with a request to form a partnership in the development of an appropriate vehicle to commemorate the history of the Mississauga Nation in Kingston. The Chief requested this commemoration should link the story of the Mississauga Ojibway and members of the Anishinaabeg Nation with their long connection to the Kingston region, Bedford Township, Grape Island (Bay of Quinte) and Alnwick (Alderville) at Rice Lake. When plans for the commemoration are finalized, Chief Marsden also proposed a special visit of Alderville Elders and youth to these historic locations to announce the joint project with the City.

In response to the Chief's invitation, City Council passed the following motion at its meeting on July 16, 2013:

"THEREFORE BE IT RESOLVED THAT the Council of the City of Kingston extend greetings to the Council of Alderville First Nation and invite them to join with the City of Kingston in the creation of a commemoration project and that staff be directed to work with the Alderville First Nation on developing a plan for the project and report back at an appropriate time with detailed plans and budgeting for the project."

Progress to Date

The Cultural Services Department was given responsibility to define and implement the requested commemoration given the nature of the project as a cultural heritage initiative. The City has been in discussions with First Nations for some years on various issues and in relation to events like National Aboriginal Day. Building on that experience, this commemoration project affords an important opportunity for the City to work with a specific group to collaborate in ways that will help the broader public be more aware of the First Peoples' narrative that exists in Kingston. The project is a welcome addition to the many more traditional forms of commemorations that already exist throughout the city (plaques, statues, memorial benches and trees, etc.).

Work on the project is ongoing. A Coordination Team consisting of Cultural Services staff members (City Curator Paul Robertson and Program Coordinator Terri-Lynn Brennan), members of the Alderville First Nation (Chief James Marsden, Councillor John Mattson, Councillor Julie Bothwell, Councillor Dave Mowat, Elder Alfred Simpson, and Taynar Simpson) and Kingston historian Brian Osborne have met four times since December 2013 in both Kingston and in Alderville.

During this developmental stage, participants have spent much time defining the terms of reference for a joint commemorative project (objectives, messages, participants, options for tangible and intangible forms of a commemoration). This process has required careful work and the members of the Coordination Team have agreed that the final form of the commemoration will be told from a First Nations' perspective. It has also been agreed that the resulting

commemoration function as a teaching tool and that it should not take the form of a traditional plaque. The story will be specific to Mississauga culture, voice, language, identity and way of life and that the resulting commemoration will focus on the people involved and their journey, with strong links to space, the land, and water. Some early suggestions have focused on the desire to see the commemoration be presented as a work of public art or manifest itself in the form of a landscape design within a City-owned park. The Coordination Team has also expressed a preference for an Anishinaabe artist to lead the design process but not if the selection proves incompatible with the City's Purchasing By-law and/or Public Art Policy.

Among the locations being considered for this commemoration is Battery Park, located on Lake Ontario close to an area long known as Mississauga Point. Early on it was identified this location may not be preferable so other waterfront locations have been toured and are being considered, including Lake Ontario Park, MacDonald Memorial Park, Douglas R. Fluhrer Park and Emma Martin Park. The site selection process is being facilitated through the Recreation and Leisure Department at the City of Kingston and historical advice is being provided by Alderville Council Member Dave Mowat and Brian Osborne, Kingston historian and long-time advisor to the Alderville First Nation.

Commemoration Working Group

At its most recent meeting held in June 2014, the Coordination Team agreed to form a Commemoration Working Group to continue the development of this project. The Working Group will play an advisory role and be involved in the site selection process, the development of the Request for Qualifications (RFQ) needed to solicit artists and the development of the Terms of Reference for the project as a whole. Membership in the Working Group will be drawn from the Alderville First Nation, City staff and possibly from the broader community of First Peoples to be found in Kingston (to be confirmed). The Working Group will be asked to review the project timeline and budget and it is currently anticipated this phase of work will be complete by Q2 2015. At that time a budget request will be brought forward to Council for consideration and it is anticipated the Working Group will remain in place until the completion of the project.

City/First Peoples' Community Working Group

The Coordination Team's past meetings have included discussions around the evolving relationship between the City of Kingston and the First Peoples' that have connections to this area, both past and present. In response to these discussions, the Coordination Team is recommending that a second working group be established that is tasked with examining the current state of relationships, resources and protocols that exist and investigate best practices to be found in other jurisdictions. This second working group would also provide information, counseling and messaging to City staff and Council and ensure expectations are met among all the partners involved in this commemoration, including the City, Alderville First Nation and other First Peoples' within the community. Potential membership on this City/First Peoples' Community Working Group will be drawn from Alderville First Nation, City staff and the broader community of First Peoples' in Kingston. It is also anticipated the efforts of this second Working Group will blend well with other City initiatives described below.

The City of Kingston and First Peoples' in the Kingston Region

The commemoration project as it is evolving is emblematic of a much broader, ongoing dialogue that has been evolving in recent years between City staff and the First Peoples associated with the Kingston region. At its core is the desire to establish respectful relations with the First Peoples who not only have historical ties to Kingston but who also have strong connections to this community today for a variety of different reasons.

For its part, the Cultural Services Department has been working on a series of separate, yet related initiatives over the past few years that serve the desire to establish respectful relations First Peoples at a local level. These include the following:

- **National Aboriginal Day:** Cultural Services has assisted with the coordination of this event at City Hall since 2011.
- **First People's Community Assets and Needs Assessment:** Cultural Services staff initiated this relationship building project in 2014 to determine what assets exist and the extent to which the needs of local First Peoples are being met. Research included a series of one-on-one and group interviews with community members. A findings report is forthcoming in 2015 and the outcomes of this project will be used to support decision making and to inform strategic planning and priority setting both within the City of Kingston and the broader community.
- **Kingston Indigenous Community Council (KICC):** Cultural Services staff meets regularly with community representatives to identify and discuss issues of mutual interest and concern as it relates to First Peoples in Kingston.
- **Kingston Aboriginal Community Information Network (KACIN):** Cultural Services staff meets regularly with representatives of this network of services providers as a way to stay informed.
- **City of Kingston Smudge Policy:** Cultural Services staff have been working with advisors from the First People's community and Facilities Management staff to develop a policy governing ceremonies involving the burning of sacred medicines within City Facilities. This policy will be presented to Council for approval in the spring of 2015 as a first step in the creation of a coordinated set of protocols, procedures and policies governing City relations with local First Peoples. As demonstration events, Cultural Services coordinated with Anishinaabe community member Paul Carl to facilitate two smudge ceremonies for in Council Chambers involving Council and the Municipal Heritage Committee.
- **Belle Island Implementation Team:** Cultural Services staff sits on the Belle Island Implementation Team along with members representing the Mohawk Nation Council of Chiefs and City Senior Legal Counsel to implement the joint strategy that is expressed in the Accord approved by Council in 2006.
- **City of Kingston Totem Poles:** In 1973, several totem poles carved by aboriginal inmates who were members of the Native Brotherhood were given to the City to mark its Tercentenary. Now part of the civic collection, Cultural Services staff has been working with aboriginal colleagues connected with Correctional Service Canada to evaluate and

restore these poles in ways that are deemed culturally appropriate. It is anticipated protocols for future treatment will be developed as a result of this process.

Commemorations in the City of Kingston

With a human presence dating back centuries and even millennia, Kingston is home to many forms of non-aboriginal traditional commemoration. They that tell certain stories well but that generally do not acknowledge or include the history and culture of those who lived here before contact with European contact and whose descendants continued here loving alongside the settler culture – with perhaps the exception of the 1973 totem poles noted above. Work with the Alderville First Nation and other First Peoples in Kingston has helped to widen the general understanding and definitions of commemorations to include non-monumental forms such as landscapes and intangible forms such as ceremonies and stories. This work has provided learning opportunities for City staff and other stakeholders and it is anticipated that the lessons learned as a result of the Alderville First Nation commemoration project will help inform future work involving First Peoples in Kingston.

In the absence of the policies needed to assess requests for community-driven commemorations in Kingston, Council imposed a moratorium in 2014 on tangible commemorations until a policy could be developed. The Alderville project was approved by Council prior to that date and, as such, staff continues to move the project forward.

Kingston Commemoration Strategy

Cultural Services is currently developing a municipal commemorations plan and associated policies and procedures for the City of Kingston. This strategy will provide a holistic approach to the concept of commemoration in the City, both tangible and intangible (for example, monuments, statues, public art, plaques, memorial benches and trees, naming rights, landscapes, events, festivals, ceremonies, etc.). Currently, the City of Kingston has no formal protocol or consolidated set of policies and procedures with which to address the demand for commemorations on City property. The purpose of the Kingston Commemoration Strategy is to develop a philosophical and practical framework for assessing and supporting commemorations and will take the form of an ‘umbrella’ document that examines: (1) the meaning and purpose of commemorations specific to Kingston (persons, events, ideas); (2) definitions and criteria supporting both tangible and intangible forms of commemoration; (3) and the history and context for commemorations in Kingston.

The Kingston Commemoration Strategy will look at the inventory of commemorative items within the Civic Collection and will set a standard and a long-range plan for commemorations to be permitted and supported by the City. The development of the Kingston Commemoration Strategy will also provide the opportunity to examine the various, disparate commemorative policies and procedures that now exist and to recommend how they could be drawn together into a cohesive whole, while retaining the lines of authority and responsibilities that currently exist. The Kingston Commemoration Strategy and accompanying policy and procedures will be presented to Council in the spring of 2015.

Existing Policy/By-Law:

Not applicable

Notice Provisions:

Not applicable

Accessibility Considerations:

Not applicable

Financial Considerations:

Final plans for a joint City of Kingston and Alderville First Nation commemoration will include a specific budget for this project. To date, specific funds have not yet been identified but a project description and budget will be submitted to Council for consideration in 2015.

Contacts:

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Other City of Kingston Staff Consulted:

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Annalee Adair, Manager, Community Engagement and Education, Cultural Services

Terri-Lynn Brennan, Program Coordinator, Cultural Services

Neal Unsworth, Manager, Parks Development, Recreation and Leisure

Alan McLeod, Senior Legal Counsel

Exhibits Attached:

None