

To: Economic and Development Services Committee

From: Warren Munro, HBA, MCIP, RPP, Commissioner,
Economic and Development Services Department

Report Number: ED-23-121

Date of Report: May 31, 2023

Date of Meeting: June 5, 2023

Subject: Status of Renaming Bagot Street

Ward: Ward 4

File: 12-12-0006

1.0 Purpose

The purpose of this Report is to respond to the following Oshawa City Council directions of June 21, 2021, September 27, 2021 and June 20, 2022:

- June 21, 2021:

- “1. That the City of Oshawa rename Bagot Street to a new street name that is connected to local Indigenous history; and,
2. That the selection of a new street name be carried out as part of the City of Oshawa’s forthcoming consultations with Indigenous leaders; and,
3. That the selection of a new street name with the cooperation of Indigenous leaders be completed before National Indigenous Peoples Day 2022; and,
4. That prior to the selection of a new street name a copy of this motion be sent to businesses located on Bagot Street to allow them the time and ability to update their contact information.”

In addition to passing the above noted motion, Council also directed staff to prepare a report on the matter of renaming Bagot Street for presentation to the then Development Services Committee and Council in September 2021.

- September 27, 2021 (Resolution DS-21-152):

- “1. That, pursuant to DS-21-152 dated September 13, 2021, the Mayor be authorized to send a letter to Chief Kelly LaRocca of the Mississaugas of Scugog Island First Nation, Senator Cecile Wagar of the Oshawa and

Durham Region Métis Council, Mary George of Bawaajigewin Aboriginal Community Circle and Uzma Danish, Chair of Oshawa's Community Diversity, Inclusion and Equity Committee requesting comments on the potential renaming of Bagot Street including options for the name if it is concluded that it is appropriate to rename the street.

2. That, pursuant to DS-21-152 dated September 13, 2021, staff consult with the Region of Durham Planning and Economic Development Department, Oshawa Fire Services and the Oshawa Central Ambulance Communications Centre to ensure that the names being considered are acceptable for street naming purposes from an emergency response perspective.
 3. That, pursuant to DS-21-152 dated September 13, 2021, staff consult the four property owners and tenants with an address on Bagot Street and request comments on the potential names identified through Parts 1 and 2 of this Resolution for the renaming of Bagot Street.
 4. That, pursuant to DS-21-152 dated September 13, 2021, staff report back to the Development Services Committee on the results of Items 1 to 3 above and present options for the potential renaming of Bagot Street.”
- June 20, 2022 (Item DS-22-123, being the Development Services Committee Outstanding Items List Report – 2nd Quarter):

“That Item 24 regarding the Proposal to Rename Bagot Street be referred back to staff to be updated to reflect results of consultation with Indigenous representatives as directed in Part 1 of the motion passed by Council on September 27, 2021, and that it duly be made the position of Oshawa City Council to rename Bagot Street at an appropriate future date and based on the results of the remaining consultations directed in the full motion.”

2.0 Recommendation

That the Economic and Development Services Committee recommend to City Council:

1. That, pursuant to Report ED-23-121 dated May 31, 2023, Bagot Street be renamed in recognition of the harmful recommendations included in the Bagot Commission's Report of 1844 toward Indigenous Peoples in Canada.
2. That, pursuant to Report ED-23-121 dated May 31, 2023, staff establish a Bagot Street Renaming Working Group for consultation purposes as shown on Attachment 1, with the objective of developing guidelines for a new name and recommending potential new names for consideration by City Council.
3. That, pursuant to Report ED-23-121 dated May 31, 2023, staff report back to the Economic and Development Services Committee with recommended potential new street names following consultations as outlined in Part 2 above in addition to those previously directed by Council pursuant to Item DS-21-152 dated September 13, 2021 and Item DS-22-123 dated June 20, 2022.

Attachment 1 to this Report is a recommended membership for the Bagot Street Renaming Working Group.

3.0 Executive Summary

The commitment to renaming Bagot Street is an important statement from the City of Oshawa and would further highlight the City's commitment to recognizing and confronting our colonial past, building relationships with Indigenous communities, and assisting with reclaiming Indigenous culture and language. In doing so, the City would be acting on an action within the Truth and Reconciliation Commission's Calls to Action and honouring the United Nations Declaration on the Rights of Indigenous Peoples.

It is recommended that staff continue to engage the appropriate Indigenous communities, through the establishment of a Working Group, to develop guidelines for a new street name and recommend potential new names to City Council.

It is recommended that City Council choose a new name for Bagot Street in consultation with the Indigenous community rather than the City's standard practice of selecting a new street name from the City's existing Street Name Reserve List.

4.0 Input From Other Sources

The following have been consulted in preparation of this Report:

- Chief Administrative Officer
- Commissioner, Corporate and Finance Services

5.0 Analysis

5.1 Background

On June 21, 2021, in response to the Truth and Reconciliation Commission's Final Report and Calls to Action, Oshawa City Council adopted the following Motion:

- “1. That the City of Oshawa rename Bagot Street to a new street name that is connected to local Indigenous history; and,
2. That the selection of a new street name be carried out as part of the City of Oshawa's forthcoming consultations with Indigenous leaders; and,
3. That the selection of a new street name with the cooperation of Indigenous leaders be completed before National Indigenous Peoples Day 2022; and,
4. That prior to the selection of a new street name a copy of this motion be sent to businesses located on Bagot Street to allow them the time and ability to update their contact information.”

At the same meeting, Council passed a related motion directing staff to report back on the matter of renaming Bagot Street in September 2021.

On September 27, 2021, City Council adopted the following recommendation contained in Resolution DS-21-152:

- “1. That, pursuant to DS-21-152 dated September 13, 2021, the Mayor be authorized to send a letter to Chief Kelly LaRocca of the Mississaugas of Scugog Island First Nation, Senator Cecile Wagar of the Oshawa and Durham Region Métis Council, Mary George of Bawaajigewin Aboriginal Community Circle and Uzma Danish, Chair of Oshawa’s Community Diversity, Inclusion and Equity Committee requesting comments on the potential renaming of Bagot Street including options for the name if it is concluded that it is appropriate to rename the street.
2. That, pursuant to DS-21-152 dated September 13, 2021, staff consult with the Region of Durham Planning and Economic Development Department, Oshawa Fire Services and the Oshawa Central Ambulance Communications Centre to ensure that the names being considered are acceptable for street naming purposes from an emergency response perspective.
3. That, pursuant to DS-21-152 dated September 13, 2021, staff consult the four property owners and tenants with an address on Bagot Street and request comments on the potential names identified through Parts 1 and 2 of this Resolution for the renaming of Bagot Street.
4. That, pursuant to DS-21-152 dated September 13, 2021, staff report back to the Development Services Committee on the results of Items 1 to 3 above and present options for the potential renaming of Bagot Street.”

On June 20, 2022, City Council adopted the following motion regarding Item 24 on the 2022 2nd Quarter Development Services Committee’s Outstanding Items Status Report:

“That Item 24 regarding the Proposal to Rename Bagot Street be referred back to staff to be updated to reflect results of consultation with Indigenous representatives as directed in Part 1 of the motion passed by Council on September 27, 2021, and that it duly be made the position of Oshawa City Council to rename Bagot Street at an appropriate future date and based on the results of the remaining consultations directed in the full motion.”

On June 20, 2022, City Council also adopted the following motion:

- “1. That pursuant to Report CNCL-22-48, dated June 16, 2022, City Council acknowledge and recognize the Truth and Reconciliation Commission’s Calls to Action and the United Nations Declaration on the Rights of Indigenous Peoples; and,
2. That City Council commit to meaningful reconciliation with Indigenous communities and direct staff to investigate, propose and initiate a process to develop a Reconciliation Strategy and Action Plan and to utilize the Truth and Reconciliation Commission’s Calls to Action and the United Nations

Declaration on the Rights of Indigenous Peoples as the framework for the City's Reconciliation efforts and report back to Council; and,

3. That a copy of this report be sent to the National Centre for Truth and Reconciliation, the Mississaugas of Scugog Island First Nation, the Oshawa Durham Métis Council and Bawaajigewin Aboriginal Advisory Circle."

5.2 Actions to Date

Subsequent to Council's direction to staff to investigate the potential renaming of Bagot Street, the following actions have been undertaken to advance the matter:

- A letter was sent through the Mayor's office to the Community Diversity Equity and Inclusion Committee ("C.D.E.I.C."), Bawaajigewin Aboriginal Community Circle ("Bawaajigewin"), the Mississaugas of Scugog Island First Nation ("M.S.I.F.N.") and the Oshawa and Durham Region Métis Council inviting comments on the proposed street name change. Written correspondence was subsequently received from the C.D.E.I.C. and the Oshawa and Durham Region Métis Council indicating support for changing the name of Bagot Street. No letters have been received from Bawaajigewin or M.S.I.F.N.
- The Director, Innovation and Transformation attended a meeting of Bawaajigewin in August 2022 to discuss the proposed street name change. Bawaajigewin's comments on the proposal to rename Bagot Street were favourable. It was suggested that if the City is aware that the street was named after Sir Charles Bagot, it would be appropriate for the City to commit to changing it. While no suggested names were brought forward, comments were made that fulsome consultation with Indigenous Communities should occur to determine appropriate potential street names.
- Innovation and Transformation staff contacted the National Centre for Truth and Reconciliation for advice on archival material on the Bagot Commission and Bagot Report.
- Innovation and Transformation staff have conducted a jurisdictional scan on other municipal renaming efforts. A summary of this review is outlined in Section 5.4 of this Report.
- Innovation and Transformation staff spoke about the potential name change at the Durham Region Aboriginal Advisory Committee on April 13, 2023. There were no objections to the concept of Council committing to a name change and entering into discussions regarding a potential new name with Indigenous Communities.
- Mayor Carter had a number of meetings scheduled with Chief LaRocca of M.S.I.F.N. to discuss this issue, among other matters. However, it was mutually agreed that these meetings needed to be postponed. The meeting is being re-scheduled and is expected to be held prior to the end of Summer 2023.

5.3 Information on the Bagot Commission from the National Centre for Truth and Reconciliation Archives

Charles Bagot was the Governor General of Canada from 1841 to 1843 and led the Bagot Commission which was active from 1842 to 1844. Charles Bagot died in 1843 prior to the release of the Bagot Commission's final report.

The Bagot Commission submitted a report entitled "Report on the Affairs of the Indians in Canada" in 1844. This report is preserved in the National Centre for Truth and Reconciliation Archive, and is described in the following way:

"Governor General Sir Charles Bagot undertook a commission to study the condition of Aboriginal people in 1842, finally reporting his findings in 1844. The Commission issued a report in 1844. The report recommended a broad range of measures to establish centralized control over Indigenous peoples, including creating boarding schools to isolate Aboriginal children from their families and promote Christianity."

In 1996, historian J.S. Milloy, a professor emeritus in the departments of Native Studies and History, and Master of Peter Robinson College, Trent University, undertook a report for the Royal Commission on Aboriginal Peoples. In his report entitled "Suffer the Little Children – A History of the Residential School System, 1830-1992", he states:

"The recommendations of the Bagot Commission began the reformulations that brought forward the assimilative policy and eventually the residential school system."

"In the commissioners' view, education was of all the elements of the civilizing system the most important - by it "Your Commissioners look to the future elevation of the Indian race." They proposed therefore, as well as the continuation of on reserve Common schools, the beginning of "as many manual labour or Industrial schools" as possible."

5.4 Naming and Re-claiming Names:

Throughout Canada, municipalities have started to change road, place and public asset names in response to acknowledging our settler-colonial history and to better reflect Indigenous culture, history and values.

The following table is a summary of examples from other jurisdictions in Canada that have advanced renaming initiatives:

City/Region	Renaming Details	Process Used
Oshawa	Renamed Squaw Valley Court to Revelstoke Court	In 2018, Council initiated a process to change the street name. The new name followed the theme for the area which

City/Region	Renaming Details	Process Used
		includes streets named after popular ski resorts. The new name was approved by Council in September 2018.
Muskoka	Renamed Muskoka Road 38 to Kanien'kehá:ka Iohatátie (Mohawk People Road) https://muskoka.civicweb.net/filepro/documents/39730/?preview=39758	In 2021, Council initiated a process to change the street name. A Renaming Working Group was formed, which developed guidelines for choosing a new name, then recommended names for Council approval. The new name was approved by Council in March 2023.
Toronto	Renaming of Dundas Street	On July 14, 2021, City Council voted to rename Dundas Street. A Community Advisory Committee has been formed and City staff are planning to report back to Council in 2023 with recommended new names.
Montreal	Renamed Amherst Street to Atateken Street (Mohawk word) https://www.ctvnews.ca/canada/montreal-street-renamed-to-erase-tribute-to-amherst-honour-indigenous-history-1.4477295?cache=baaosfalzs	Consultation with Indigenous Committee.
Vancouver	Renamed Trutch Street to Musqueamview Street https://vancouver.ca/people-programs/vancouver-journey-towards-reconciliation.aspx	City asked Musqueam Nation for a new name. Name gifted to the City by the Musqueam.
Victoria	Renamed Trutch Street to Su'it Street https://www.victoria.ca/assets/City~Hall/Media~Releases/2022.07.10_MR_City%20renames%20Trutch%20Street.pdf#search=%22trutch%20%22	University of Victoria students initiated the call to change the name. City staff worked with First Nations on the new name.
Kenora	Renamed Colonization Road to Nash Street	Unknown.

City/Region	Renaming Details	Process Used
Dryden	Renamed Colonization Road to Boozhoo Avenue and Memorial Avenue	Unknown.
Fort Frances	Renamed Colonization Road to Sunset Drive and Agamiing Drive	Unknown.
Lake of Bays	Renamed Colonization Road to Old Sinclair Road.	Unknown.
Prince Edward Island (P.E.I.)	The P.E.I. legislature has voted unanimously to urge the federal government to change the name of the Confederation Bridge to Epekwitk Crossing	Not applicable.
British Columbia	British Columbia has changed 34 place names from English to the local Indigenous language of Nisga'a	Unknown.
Quebec	The Eeyou Istchee (Cree Nation in Quebec) have renamed 20,000 place names throughout the province, and have built a database to assist with spelling, pronunciation, and cultural knowledge associated with places	Unknown.

5.5 Language Revitalization and Links to Truth and Reconciliation Commission and United Nations Declaration on the Rights of Indigenous Peoples

Language revitalization and the promotion of Indigenous languages as a “fundamental and valued element of Canadian Culture” is an important way to honour the Truth and Reconciliation Commission’s Calls to Action. Calls 10, 13, 14, and 15 are all calls to government to acknowledge Indigenous language rights, and strengthen language revitalization.

Language revitalization is also prevalent in the United Nations Declaration on the Rights of Indigenous Peoples. Article 13 states “Indigenous peoples have the right to revitalize, use, develop and transmit to future generations their histories, languages, oral traditions, philosophies, writing systems and literatures, and to designate and retain their own names for communities, places and persons.”

Subject to community consultation, an Anishinaabemowin word should be considered for the new street name for Bagot Street, to support language revitalization in a meaningful way.

5.6 Next Steps

In most instances where a street name is proposed to be changed, staff would recommend to City Council that a new name be selected from the City’s existing Street Name Reserve

List. The Street Name Reserve List is a list of street names that have been approved by the Region of Durham Planning and Economic Development Department (which is responsible for reviewing street names in consultation with Durham Regional Police Services), Oshawa Fire Services and the Oshawa Central Ambulance Communications Centre (C.A.C.C.) for use in the City of Oshawa. These agencies must approve all street names to ensure that street names are acceptable from an emergency response perspective.

In this instance, it is recommended that the existing Street Name Reserve List not be used and that staff continue to engage the appropriate Indigenous communities, through the development of a Circle or Working Group, to develop guidelines for a new street name and select options for new names to be advanced.

Once potential new street names have been identified through the Circle or Working Group, staff will consult with the Region of Durham Planning and Economic Development Department, Oshawa Fire Services and the C.A.C.C. to ensure that the names being considered are acceptable for street naming purposes from an emergency response perspective.

Staff will also consult the four property owners and tenants with an address on Bagot Street and request comments on the identified potential names.

Once consultations are complete staff will report back the Economic and Development Services Committee with the new potential street names recommended for consideration.

The experiences of other municipalities, including Muskoka and Toronto, indicate that these types of changes can take significant time, and engaging meaningfully with stakeholders will take time to identify appropriate new potential names.

6.0 Financial Implications

There are no financial implications associated with the recommendation in this Report.

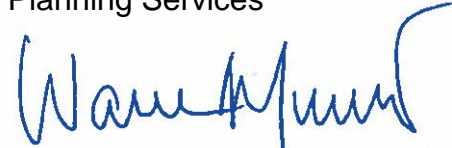
There will be certain costs associated with the renaming of Bagot Street and those costs will be outlined in a subsequent staff report when appropriate new potential street names are presented for consideration.

7.0 Relationship to the Oshawa Strategic Plan

The Recommendation advances the Accountable Leadership and Social Equity goals of the Oshawa Strategic Plan.



Tom Goodeve, M.Sc.Pl., MCIP, RPP, Director,
Planning Services



Warren Munro, HBA, MCIP, RPP, Commissioner,
Economic and Development Services Department

Recommended Membership for the Bagot Street Renaming Working Group

Membership for the Bagot Street Renaming Working Group consists of the following:

- City of Oshawa Indigenous Relations Advisor (Chair)
- Commissioner, Economic and Development Services
- A minimum of one (1) member from one of the following Williams Treaties Signatory First Nations to a maximum of seven (7) members to represent each First Nation
 - Mississaugas of Scugog Island, Alderville, Hiawatha and/or Curve Lake First Nation
 - Chippewas of Georgina Island, Beausoleil and/or Rama First Nation
- One (1) member from the Bawaajigewin Aboriginal Community Circle
- One (1) member from Durham Region Métis Council
- One (1) Indigenous member from the City's Community Diversity, Equity and Inclusion Committee

Note: Members from Indigenous Communities can be added or deleted as necessary without the requirement of obtaining Council approval.