

To: Economic and Development Services Committee

From: Anthony Ambra, P. Eng., Commissioner,
Economic and Development Services Department

Report Number: ED-24-69

Date of Report: May 29, 2024

Date of Meeting: June 3, 2024

Subject: Renaming of Bagot Street

Ward: Ward 4

File: 12-12-0006

1.0 Purpose

The purpose of this Report is to respond to the Oshawa City Council directives of June 21, 2021, September 27, 2021, June 20, 2022 and June 26, 2023, as outlined in Section 5 of this report.

Attachment 1 is a map showing the location of Bagot Street.

2.0 Recommendation

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

1. That, pursuant to Report ED-24-69 dated May 29, 2024, Bagot Street be renamed as Debwewin Miikan and the appropriate by-law be passed, and that the standard ex-gratia payment of \$250 provided to each property owner and tenant affected by the street name change be charged to the 2024 Planning Services Operating Budget as set out in said Report.
2. That, pursuant to Report ED-24-69 dated May 29, 2024, staff be directed to proceed with the planning and implementation of the educational signage and awareness campaign associated with the renaming, together with a traditional Indigenous renaming ceremony, in collaboration with the Indigenous Working Group.

3.0 Executive Summary

Not applicable

4.0 Input From Other Sources

4.1 Other Departments

The following were consulted in the preparation of this Report:

- Chief Administrative Officer
- Commissioner, Community and Operations Services Department
- Commissioner, Corporate and Finance Services Department
- Commissioner, Safety and Facilities Services Department
- Fire Services
- Innovation and Transformation Branch

4.2 Consultation with the Region of Durham and Emergency Service Providers

The following have been consulted in the preparation of this Report:

- Oshawa Fire Services
- Region of Durham Planning and Economic Development Department
- Oshawa Central Ambulance Communications Centre (C.A.C.C.)

The Region of Durham Planning and Economic Development Department reviews street names in consultation with Durham Regional Police Services and maintains the Region's Street Name Index. This index contains a list of all existing and reserved street names in the Region of Durham. The Region, Oshawa Fire Services and the C.A.C.C. have no objection to the street name change.

4.3 Consultation with the Indigenous Working Group

Following Council's approval of Item ED-23-121, Innovation and Transformation staff invited Indigenous communities to participate in the Indigenous Working Group.

The following Williams Treaties First Nations were involved in the renaming recommendations:

- Alderville First Nation
- Beausoleil First Nation
- Curve Lake First Nation
- Georgina Island First Nation
- Hiawatha First Nation
- Rama First Nation
- Scugog Island First Nation

Additionally, the following Indigenous representation from the urban community were involved in the renaming recommendations:

- Bawaajigewin Aboriginal Community Circle
- Community Diversity Equity and Inclusion Committee
- Dnaagdawenmaag Binoojiyaag

- Durham Region Community Health Centre
- Durham Region Indigenous Community Circle
- Oshawa and Durham Region Métis Council

4.4 Indigenous Community Consultation

The Indigenous Relations Advisor reached out directly to Indigenous communities to invite engagement, and accepted street name recommendations for over five months, beginning on November 1, 2023 and concluding on April 12, 2024.

The following were circulated notice of the engagement opportunity:

- All seven Williams Treaties First Nations and their Process Coordinator
- Bawaajigewin Aboriginal Community Circle
- Dnaagdawenmaag Binoojiyaag community workers
- Durham Region Indigenous Community Circle
- Oshawa and Durham Region Métis Council
- Durham Community Health Centre, Indigenous Initiatives
- First Peoples House of Learning, Trent Durham
- First Peoples Indigenous Centre at Durham College
- Indigenous Education and Cultural Services at Ontario Tech
- Indigenous Education Circles at both Durham District and Durham Catholic School Boards

Names could be submitted:

- through an online form on the City's engagement platform, Connect Oshawa;
- on paper through individual Indigenous community resources; or,
- by emailing the City's Indigenous Relations Advisor directly.

The City's Indigenous Relations Advisor was also offered as being available to meet directly with interested groups.

Six Indigenous community members made seven submissions, some with multiple recommendations per submission. In total, 11 street name recommendations were received.

4.5 Consultation with Property Owners and Tenants of Bagot Street

On May 6, 2024, the affected property owners and tenants along Bagot Street were mailed a letter from the Commissioner, Economic and Development Services Department, including a short questionnaire, requesting their comments on the potential renaming of Bagot Street. A total of three (3) letters (one to each property owner and tenant on Bagot Street), including self-addressed stamped envelopes for returning the questionnaire, were mailed out. Property owners and tenants were also provided with Planning Services' staff email to submit comments electronically. A letter was not sent to the McLaughlin Branch of the Oshawa Public Library since it is a City-owned facility. Questionnaires were requested to be returned by May 22, 2024.

The questionnaire asked if property owners and tenants supported renaming the street and if they supported renaming the street Debwewin Miikan or Debwewin Road.

One response was received from property owners and tenants of Bagot Street. The returned questionnaire indicated that they did not support renaming the street or the proposed street name. No comments or reasons for their position were provided.

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 of 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.”

On June 26, 2023, after considering Report ED-23-121, City Council adopted the following motion:

- “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.”

5.2 Actions to Date

Subsequent to Council's direction to staff to investigate the potential renaming of Bagot Street and the motions noted in Section 5.1 of this Report, a variety of actions have been taken to advance the renaming. As previously outlined in Report ED-23-121, considered by Council on June 26, 2023, various actions were taken between June 2021 and June 2023 including the engagement of various Indigenous groups and the National Centre for Truth and Reconciliation by City staff. In addition, Report ED-23-121 contained information on the Bagot Commission and identified municipal initiatives other municipalities have taken on renaming initiatives.

The following additional actions have been undertaken to advance the matter since June 2023:

- Invitations were sent to the Williams Treaties First Nations and the Urban Indigenous community in June 2023 to form the Indigenous Working Group, chaired by the Indigenous Relations Advisor, with the first meeting occurring in July 2023.
- The Indigenous Working Group convened six times from July 2023 to April 2024.
- The Indigenous Working Group agreed upon the following criteria which would guide the recommended name change:
 - Not be an individual's name;
 - Be reflective of the area and how this route may have been utilized in the past by the local Indigenous peoples;
 - Focus on Indigenous language reclamation; and,
 - Be a name that is meaningful, reflects local historic events and/or places and distinguishing characteristics of the area.
- The Indigenous Working Group agreed that Indigenous community members should be consulted broadly on suggested new names for Bagot Street.
- Indigenous communities were invited to contribute suggested names through iConnect from November to April 12, 2024.
- On April 30, 2024, the Indigenous Working Group met and agreed upon the name Debwewin Miikan for the recommended new name of this street.

5.3 Proposed Street Name Change

The name Bagot has been used as a street name as early as 1868 according to the Oshawa Museum. Although there is no historical record regarding the name Bagot Street, it was common practice to name streets after prominent political figures such as Governor Generals.

In 2021, City Council approved a motion to change the name of Bagot Street to a name that is connected to local Indigenous history. This was in recognition of the presumed fact that Bagot Street was named after Sir Charles Bagot, who was responsible for leading the Bagot Commission which, through its final report in 1844, recommended a broad range of measures to establish control over Indigenous peoples, including creating boarding schools to isolate Indigenous children from their families and promote Christianity.

In 2023, the City established an Indigenous Working Group comprised of members of both the Williams Treaties First Nations, as well as the Urban Indigenous population, to develop guidelines for the new name and select an option for consideration by City Council. It has been a priority of the City to centre Indigenous voices in this conversation.

The Working Group has chosen the word “Debwewin” as the recommended new name, and is further requesting that “Road” be the street type. Debwewin (Duh-Bway-Win) is an Anishinaabemowin word that means “Truth” (Anishinaabemowin is the language of the First Peoples of this territory). This word was chosen to commemorate the City’s recognition of the truth of Canadian history and its commitment to Truth and Reconciliation.

The Working Group has also requested that the Anishinaabemowin word for road “Miikan” appear on the street sign. This could be included in accompaniment with the English word “Road”.

In accordance with Council’s direction on this item and the City’s street naming policy, the Economic and Development Services Department has consulted the property owners and tenants of the three (3) properties having Bagot Street addresses that are not owned by the City. A summary of the consultation is provided in Section 4.5 of this Report.

There are three (3) properties in the City with addresses on Bagot Street, not including the McLaughlin Branch of the Oshawa Public Library which is owned by the City. The properties include a portion of the Simcoe Street United Church, which has a secondary address of 24 Bagot Street, and two commercial properties on the south side of Bagot Street.

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.

It is recommended that Bagot Street be renamed Debwewin Miikan in accordance with the comments contained in this Report.

5.4 Process for Renaming a Street

The process for renaming a street is generally as follows:

- (a) The Economic and Development Services Committee makes a recommendation to Council;
- (b) If Council approves the proposal to rename the street, it is an approval “in principle” with direction that staff undertake the street renaming process;
- (c) Staff undertake the street renaming process which involves:
 - Preparing a by-law renaming the street;
 - Providing notice of Council’s intent to pass the proposed by-law renaming the street by including the notice on the City’s website and by mailing out a copy of the notice to all affected property owners;
 - Having Council hear any person that claims to be adversely affected by the by-law and who applies to be heard. While Council is required to hear a person who claims to be adversely affected, there is no mechanism for appealing a by-law renaming a street;
 - Having Council pass the by-law renaming the street; and,
- (d) Advise affected property owners and tenants by mail of the Council-approved street name change and provide them with the ex-gratia payment.

Generally, items (a) and (b) would take place in June 2024, item (c) would take place between June and September 2024, and item (d) would take place in September 2024.

5.5 Next Steps: Education, Awareness and Traditional Indigenous Renaming Ceremony

The Indigenous Working Group who has recommended the street name change has also indicated the importance of accompanying the name change with broad community education and awareness. The Working Group has commented that the City should strive not to erase history, but rather use the name change to help educate Oshawa residents on the history of Indian Residential Schools in Canada and gain greater knowledge of the Truth and Reconciliation Calls to Action, and to show leadership in supporting the reclamation of Indigenous language and culture.

In the event City Council approves the name change, Innovation and Transformation staff will work with Corporate Communications to create education and awareness regarding the name change through the City’s website and other communication tools. A City webpage will explain the background behind the change, and the meaning and pronunciation of Debwewin Miikan.

The Indigenous Working Group has recommended that exterior signage with education regarding the name change be fabricated and erected at the corner of Queen Street and

Debwewin Miikan. Innovation and Transformation staff will work with the Indigenous Working Group on appropriate wording, and with Operations Services for fabrication and installation.

The Indigenous Working Group has recommended that a traditional Indigenous renaming ceremony for the street take place in September 2024, with engagement from the Indigenous Working Group.

6.0 Financial Implications

There are certain costs to those affected by any street name change.

If the street name is changed, compensation for affected residents and property owners would amount to $\$250 \times 3 = \750 . This can be accommodated in the 2024 Planning Services operating budget.

Estimated City costs for changing the street name to Debwewin Miikan are as follows:

- Cost of the mail out notices to affected residents: approximately \$3;
- Cost to manufacture and install four (4) new street signs: \$104.00 in total;
- Cost to register the by-law: approximately \$76; and,
- Cost to change City records including maps and Geographic Information System: Unknown (primarily staff time).

Estimated costs associated with the educational signage and ceremony are as follows:

- Costs associated with Elders to conduct the traditional renaming ceremony: approximately \$1,000; and,
- Cost to fabricate and install the educational signage: approximately: \$5,000.

The above-noted costs can be accommodated in the existing 2024 Departmental operating budgets as appropriate.

7.0 Relationship to the Oshawa Strategic Plan

The Recommendation advances the Accountable Leadership and Social Equality goals in the Oshawa Strategic Plan.



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



Anthony Ambra, P. Eng., Commissioner,
Economic and Development Services Department

Item: ED-24-69
Attachment 1

Title: Location of Bagot Street
Subject: Renaming of Bagot Street
Ward: Ward 4
File: 12-12-0006

