

City of Mississauga
Corporate Report



<p>Date: March 22, 2024</p> <p>To: Mayor and Members of Council</p>	<p>Originator's files:</p>
<p>From: Shari Lichterman, CPA, CMA, City Manager and Chief Administrative Officer</p>	<p>Meeting date: April 3, 2024</p>

Subject

City Asset Naming Policies Equity, Diversity and Inclusion Review

Recommendations

1. That the Council endorse and adopt the following six (6) principles to guide asset naming and commemoration activities: Community collaboration and consultation; Indigenous recognition and prioritization; environmental and historical stewardship; navigational clarity and descriptive relevance; uniqueness and adaptability; and legislative compliance.
2. That Corporate Policy and Procedure 10-02-01 - Street Names and Corporate Policy and Procedure 10-02-02 - Facility Naming be consolidated into a single (new) Asset Naming Policy that integrates the principles and asset naming policy framework outlined in this report.
3. That the role of the Heritage Advisory Committee be expanded to include asset-naming consultations, and that the accountability of the proposed Asset Naming Policy be delegated to the Parks, Forestry and Environment Division, and the naming intake process be centralized within the Indigenous Relations, Heritage, and Museums Team.
4. That the ongoing review of the following Corporate Policies and Procedures integrate the principles outlined in this report: 06-01-03 - City Plaques, 05-02-07 - City Art Collection, 05-01-11 – Museums' Collections and Exhibitions, and 05-07-02 - Tree and Bench Donation Program.
5. That the Indigenous Relations, Heritage and Museums team, in collaboration with the interim Asset Naming EDI Review working group, use the proposed principles and asset naming framework to assess new street and facility name submissions until the proposed naming policy and processes are fully implemented.

6. That the Council-imposed moratorium on adding names to the Street Name Reserve List and on the naming of parks and facilities be lifted.
7. That all necessary by-laws be enacted or amended to support the implementation of the recommendations outlined in this report.

Executive Summary

- Mississauga is one of the most diverse cities in the world and is committed to the principles of equity, diversity and inclusion (EDI), and to ensuring all residents feel represented by their City institutions.
- On January 19, 2022, Council directed staff to undertake a review of the seven Corporate Policies and Procedures that address asset naming and commemoration from an EDI perspective, but to exclude from the review the renaming of existing public assets (such as Dundas Street). The Corporate Policies and Procedures included in the review were: 10-02-01 - Street Names; 05-02-02 - Facility Naming; 06-01-03 - City Plaques; 05-02-07 - City Art Collection; 05-01-11 Museums' Collections and Exhibitions; 05-07-02 - Tree and Bench Donation Program and 08-03-08 - Use of Indigenous Images/Themes in City Sports Facilities.
- Council also placed a moratorium on adding names to the Street Names Registry and the naming of parks and facilities, until such a time as this review was completed. There was however, an interim process established to meet urgent requests.
- City staff engaged QuakeLab Incorporated to lead the EDI review of the Corporate Policies and Procedures that address asset naming and commemoration. QuakeLab's initial EDI assessment identified gaps in representation, inclusion and community engagement across all Corporate Policies and Procedures as well as positive practices in Policies and Procedures such as the Use of Indigenous Images/Themes in City Sports Facilities and Museums' Collections and Exhibitions.
- The City undertook extensive community engagement and consultation, initiating over 5,000 conversations with residents and receiving over 2,000 survey responses. The survey was available from July to October 2023 and was advertised on all City communications channels. Forty (40) in-person engagements were held at community centres, libraries, and other city facilities, in each ward, to engage directly with residents. Quakelab also initiated targeted discussions with Black, South Asian, and Indigenous Nations and organizations.
- The results of these efforts show residents support nature-based and historically significant naming, linguistic diversity, and naming after people, if proper research is conducted, and only posthumously. As well, residents expressed a strong desire for

community involvement in naming decisions and consultation with Indigenous Nations and organizations when choosing names.

- Staff undertook a review of the naming practices in Canadian and global municipalities and other public sector organizations. This research revealed that many institutions are grappling with the same challenges as the City of Mississauga and are reviewing their naming policies as well. The recommendations in this report are similar to those being adopted by public institutions in Canada and internationally.

Background

On January 19, 2022, Council directed staff to review the seven corporate policies and procedures that address asset naming and commemorations using an Equity, Diversity, and Inclusion (EDI) lens. Direction was also given to develop principles and refine existing policies with the assistance of a third-party consultant and through targeted community consultation. Council also placed a moratorium on adding new names to the existing Street Name Reserve List, explicitly directing staff not to explore the renaming of existing city assets, in particular, Dundas Street. The focus of this project and recommendations contained in this report reflect future naming opportunities.

During this project, there was still a need to name city assets. To address this need and ensure development could proceed, staff convened an internal working group to review naming requests. This group utilized the Draft Seven Principles for Commemoration in the Public Realm developed by the City of Toronto to provide perspective on naming (Appendix 1). To date, this working group has provided feedback on submissions such as the Karl Steip Lacrosse Box plaque; Chechalk Trail; the Jonathan Davis Center (Malton Youth Hub); the Dixie Woods Room; and renaming Camilla Park as Iggy Kaneff Park.

In January 2023, the City engaged QuakeLab Incorporated, to lead the EDI review of policies that address asset naming and commemoration. QuakeLab, in close collaboration with City staff, conducted global research of place making practices and facilitated community-wide consultations. The findings from this research and consultations have informed the development of a set of comprehensive principles and recommended policy changes detailed in this report.

Present Status

The City of Mississauga has a considerable portfolio of named assets, including 3,530 public streets and highways, 374 buildings and facilities including arenas and museums, 158 commemorative parks, and 18 art collection items. Additionally, there are 162 names on the City's Street Name Reserve List, some dating back 30 years, with the review process for their inclusion unknown. Policies not directly related to asset naming or place making, such as the Advertising and Sponsorship policy, were excluded from this review.

The seven policies included for review as part of this project were:

- 10-02-01 - Street Names
- 05-02-02 - Facility Naming
- 06-01-03 - City Plaques
- 05-02-07 - City Acquired Art Policy
- 05-01-11 - Museums' Collections and Exhibitions
- 05-07-02 - Tree and Bench Donation Program
- 08-03-08 - Use of Indigenous Images/Themes in City Sports Facilities

Although the review is termed 'Asset Naming,' it broadly encompasses the concept of “place making” within the community, a concept reinforced by feedback during engagement and consultations. In this report, the term “place making” will be used to collectively refer to these seven policies.

Review of Existing Policies

The initial assessment of the listed policies identified some gaps that pose potential barriers to equitable participation and representation, namely:

- Exclusion of underrepresented groups from current policies;
- Unclear criteria for involving diverse communities;
- Lack of reference to historically underrepresented groups;
- Lack of explicit inclusion of diverse communities;
- Accessibility issues due to decentralization of policies;
- Lack of documented justification for naming assets after people;
- Overlooking potential systemic biases and barriers; and
- Inconsistencies in recognizing Indigenous contributions and heritage.

Notwithstanding these gaps, some positive City practices were identified, such as ensuring an inclusive experience for Indigenous nations and organizations in the Use of Indigenous Images/Themes in City Sports Facilities Policy, and the provision of a transparent acquisitions process in the Museums' Collections and Exhibitions Policy. These findings laid the groundwork for research and engagement with the broader community in Mississauga.

Comments

Research Insights from Canada and Around the World

A jurisdictional scan of fourteen organizations across Canada including City of Ottawa, City of Toronto, Toronto Metropolitan University (formerly Ryerson University) and the City of Red Deer was conducted to better understand their approach to naming. The research findings highlight a significant trend towards naming assets after individuals, with the best practice being undertaking extensive due diligence and research before conferring a name.

Most of the organizations studied demonstrate a commitment to preserving historical integrity through thorough due diligence and adhering to fundamental principles such as strategic vision,

community engagement and the celebration of heritage. There is growing awareness of the importance of inclusivity and community engagement and a shift towards more representative and participatory approaches in place making (Appendix 2).

A recently published paper (2023), "*Identity in Canada's Place Name Policy: A Knowledge Synthesis*," funded by the Social Sciences and Humanities Research Council and Genome Canada, offers a broader Canadian perspective. The full report is accessible [online](#). This research analysis covering 4,840 Canadian municipalities, towns, and regions, and 159 place name policies shows progress towards more inclusive place making practices, with a focus on Indigenous perspectives and community engagement. The report highlights persisting challenges like policy inconsistencies, gender disparities, the lack of integration of marginalized viewpoints and reluctance to rename existing assets due to complex histories.

The research suggests the development of a naming policy that ensures clear naming criteria, detailed definition of underrepresented groups, naming restrictions to guide robust development of inclusive naming practices that address historical biases and promote equitable representation. The recommendations in this report are informed by this research.

Global Cities

On the global stage, cities such as Berlin, London, Rotterdam, Vancouver, New Orleans, and Cape Town have a diversity of best practices regarding place-naming strategies. These jurisdictions, chosen for their relevance to the City of Mississauga, provide comprehensive documentation of practices and policies, use an EDI lens in naming, and have recently engaged in a re-evaluation of their naming practices. In their revised policies, these cities have focused on:

- Gender parity
- Racial and cultural diversity
- Addressing historical exclusions
- Providing historical contexts
- Using Indigenous languages
- Avoiding duplications in naming
- The establishment of public consultation committees
- Reconciling with past injustices, such as colonial legacies and racial discrimination

The naming practices from global cities not only address historical injustices but also encourage proactive, inclusive place making that reflects contemporary societal values. As one of the most diverse cities in the world, Mississauga can learn from these comparator cities.

City of Toronto

In 2020, the City of Toronto undertook a study to rename Dundas Street, following a petition from residents with over 14,000 signatures. While the initial decision made was to rename the street, the City has since decided not to rename Dundas Street, but instead to rename landmarks along the corridor. The City has recently released their principles and framework for recognition and commemoration.

The City of Toronto's process underscores the critical need for transparency and deep public consultation, careful consideration of historical and cultural relevance, and the inclusion of Indigenous perspectives. The insights from the City of Toronto, as well as the other cities studied, were adapted into Mississauga's community engagement and consultation process and informed the development of the proposed principles to inform place making and detailed policy recommendations.

Engagement and Consultation

From July to October 2023, all residents of Mississauga were invited to provide their views on naming practices in Mississauga through a city-wide survey. The survey was publicized through all City communication channels and achieved over 95,000 digital impressions. In addition, six virtual and/or in-person consultations were conducted with representatives from Indigenous Nations and organizations, as well as Black and South Asian communities – groups deeply impacted by colonialism. Staff also hosted a hybrid community meeting on November 2, 2023 open to all residents. Through this engagement, feedback was gathered on the City's current place making practices, focusing on residents' awareness, desire for engagement and consultation, and their preferences for cultural, linguistic, gender, and sexual diversity representation in asset names, including the prioritization and involvement of the Indigenous community.

To remove barriers to participation and enhance the effectiveness of outreach methods, the City's team of staff volunteers proactively met residents where they naturally congregate both online and concurrently in person – during swim lesson drop-offs, library events, transit stations, and community festivals – leveraging existing gatherings and meetings to foster deeper connection and participation from the community.

Forty (40) person-to-person engagements were organized across the 11 wards in Mississauga, with 29 City staff and resident volunteers interacting with the public in libraries, community centers, transit terminals, and at festivals. The engagement and awareness activities resulted in connections with over 5,000 residents and the completion of over 2,000 survey responses. The distribution of resident participation in the survey by ward and events conducted across Mississauga is detailed in Appendix 3.

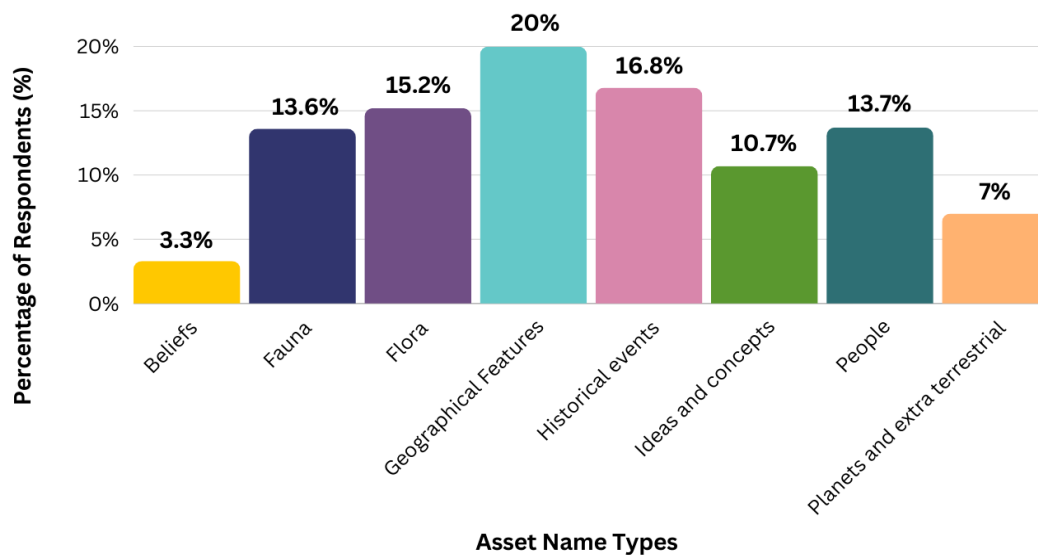
Engagement and Consultation Results

A combination of insights from these extensive consultations and engagement with the City of Mississauga's diverse communities reveals consensus on the significance of place names reflecting the rich heritage of Mississauga. However, there were divergent views on specific

naming preferences and methodologies. The results of these consultations, summarized below, provide a good understanding of the values and common perspectives across different community groups.

Chart 1: Community Preferences for Mississauga (City) Place (Asset) Names

Statement Evaluated: What should City places be named after? (All respondents)



*Data normalized to 100% to show representation of responses across all responses received.

Highlights from Survey and Consultations

- Fifty-six percent of respondents prefer nature-based names, including geographical features (20%), flora (15%), fauna (14%), and extraterrestrial elements (7%). These are valued for their neutrality and respect for Indigenous stewardship.
- Forty-two percent (42%) of respondents advocate for names that reflect Mississauga's linguistic diversity and promote ease of pronunciation and navigation.
- About 14% favoured naming assets after individuals and 17% for historical events to reflect diverse backgrounds and contributions.
- There was widespread resistance to renaming existing assets, driven by concerns of historical erasure and financial costs.
- The prioritization of the Indigenous community in place making was deemed critical by 78% of survey respondents and backed with consensus from all consulted community groups.
- The significance of community involvement in place making is underscored, with 87% of survey respondents supporting the need for public consultation. This process is essential

for addressing intercultural conflicts and guaranteeing the inclusive representation of Mississauga's diverse stories.

A more detailed review of the survey results can be found in Appendix 4.

The following recommendations are based on feedback received through public consultation, as well as engagement with the various service areas responsible for naming assets and place making within the City and are informed by the research conducted nationally and internationally.

Recommendation #1: Adopt proposed place making principles

It is recommended that the proposed place making principles be adopted to guide policy revisions across the seven identified Corporate Policies and Procedures (policies). These principles articulate a vision for community heritage and place making in Mississauga.

Principle #1: Intentional & Inclusive Place making

The City prioritizes place making that reflects its diversity and history, valuing positivity while prioritizing historically underrepresented groups. Community feedback supports this, with 79% advocating for names that mirror cultural diversity, 62% favouring linguistic diversity, and 91% interested in the stories behind names. This principle aims to celebrate cultural diversity and inclusivity while preserving history and heritage.

Principle #2: Community Collaboration and Consultation

The City adopts a community-based approach to place making, with 87% of survey respondents supporting public consultation in naming processes. The City will seek to engage diverse communities and people in place making, prioritizing community support and input from groups most directly impacted. This approach tackles gaps in public awareness and engagement, with 70% of survey respondents unaware of how to find information and 83% unclear on current consultation processes. Exceptions are considered where functionality or utility is paramount, like industrial or technical zones.

Principle #3: Indigenous Recognition and Prioritization

In acknowledgment of its location on Indigenous lands, the City of Mississauga commits to prioritizing Indigenous traditions in place making, supported by 78.8% of respondents favoring Indigenous-inspired names. The City will continue to engage with Indigenous communities to ensure their perspectives inform place making, reflecting a commitment to Truth and Reconciliation.

Principle #4: Environmental and Historical Stewardship

The City prioritizes place making that preserves history, memorializes significant contributions, and promotes environmental sustainability. This principle honors individuals or events important to the City's heritage, fosters environmental awareness, and ensures responsible stewardship of the collective history of its residents.

Principle #5: Navigational Clarity and Descriptive Relevance

The City values naming that facilitates navigation and asset identification, with a preference for pronounceable names. This principle emphasizes intuitive naming that reflects the location's unique history or asset features, supporting the needs of both emergency services and the community's cultural diversity.

Principle #6: Uniqueness and Adaptability

The City values naming that is distinctive, enduring and reflective of its diverse histories and cultures. Community feedback shows a preference for originality to prevent overuse and duplication of names while accommodating evolving values. Exceptions include geographically clustered assets with thematic or historical names, e.g. streets in a new development named after trees, or parks deriving names from neighbouring asset names.

Principle #7: Legal and Ethical Compliance

All place making will adhere to Canadian laws, Ontario Human Rights Commission policies, and City by-laws, and align with the City of Mississauga's legal, ethical values and strategic vision.

Recommendation #2: Create a New Asset Naming Policy

It is recommended that Corporate Policy and Procedure – 10-02-01 - Street Names and Corporate Policy and Procedure – 05-02-02 - Facility Naming be consolidated into a new Asset Naming Policy that integrates the guiding principles and asset-naming framework outlined in this report.

The new Asset Naming Policy would establish a community-focused approach to naming municipal assets, aimed at celebrating heritage and diversity under the oversight of the City's Council through implementation of the following standards:

- Asset naming should be inclusive, inviting submissions from residents and owners of business in Mississauga, with criteria focused on local significance, uniqueness, clarity, and positive meanings. Commercial affiliations should be avoided, and adherence to relevant legislation ensured.
- Naming after individuals should be done posthumously and should adhere to strict criteria focused on significance of contributions and achievements to Mississauga and Canada.
- Renaming of assets should not be permitted, in order to maintain historical continuity, except where required to support the efficient provision of emergency services or demonstrated community support initiated through City Council.
- Allow contextual additions such as informational QR codes to existing asset names to provide appropriate background information.
- Submissions should be centralized, and engagement with the Region of Peel Street Names Committee, Indigenous communities and the wider public incorporated as appropriate. Consultations with the Heritage Advisory Committee will precede final approval by the General Committee.

Council	2024/03/22	10
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For more detailed information, please refer to Appendix 5.

Recommendation #3: Revised Process

To align with the community's desire for a multidisciplinary and culturally diverse equity perspective in asset naming and to ensure cost-effective implementation, the following three process changes are recommended:

- **Expand the Role of the Heritage Advisory Committee:**
It is recommended that the Heritage Advisory Committee (HAC) take on the responsibility of consultations on asset naming for Council consideration. This approach already adopted by municipalities such as the City of Guelph streamlines efforts by reducing unnecessary committee overlaps. This expansion necessitates updating the Committee's Terms of Reference to include the proposed place making principles with provision of specialized training to equip the committee with the essential tools and knowledge, as well as updating any applicable by-laws.
- **Delegate Accountability for the (new) Asset Naming Policy to the Parks, Forestry and Environment Division**
It is recommended that the accountability for developing and maintaining the proposed Asset Naming Policy be assigned to the Parks, Forestry and Environment Division. This aligns with their current mandate to support the preservation and enhancement of the City's cultural heritage in the designated liaison with the Heritage Advisory Committee, engagement with the Indigenous communities.
- **Establish a Centralized Digital Naming Intake Platform with a Designated Naming Coordinator:**
It is recommended that a centralized public facing digital intake platform with all resources for asset naming be implemented, with coordination facilitated through the Indigenous Relations, Heritage and Museums team. They will coordinate with the City's EDI program office and the Employee Equity Advisory Committee (EEAC) to provide a multi-disciplinary lens to naming proposals. This approach will improve visibility, accessibility, and transparency, facilitating appropriate community engagement in the naming process.

Recommendation #4: Embed Principles in other Placemaking Policies

An examination of other place making policies through the lens of the proposed principles reveals opportunities to improve the following Corporate Policies and Procedures:

- **City Plaques - 06-01-03**
It is recommended that the City Plaques policy be updated to enhance accessibility and inclusivity. This update should include the use of technologies such as QR codes in place of physical plaques and should clearly define design and placement standards to accommodate those with visible or invisible disabilities.

- **City Art Collection - 05-02-07**

It is recommended that the City Art Collection policy be revised to ensure diversity and inclusivity in selection criteria, encouraging participation from historically underrepresented groups and diverse artists. The policy should mandate a diverse Art Selection Committee composition, including Indigenous representatives or involvement, to guarantee equitable artist selection. It should also integrate clear measures that demonstrates respect of diverse cultural traditions in Mississauga. (This policy was revised on January 16, 2024. It now states: “the City seeks artwork that builds the cultural consciousness of Mississauga residents and visitors; embraces audience engagement, interaction, or dialogue; and strives to be diverse and accessible to all ages, abilities, ethnic groups and socio-economic backgrounds”.)

- **Museums’ Collections and Exhibitions - 05-01-11**

It is recommended that the Museums’ Collections and Exhibitions policy be revised to clearly articulate the commitment to representing Mississauga's diverse communities within its collections, ensuring equitable access and visibility. The policy should be updated to broaden representation requirements, encompassing not only Indigenous artifacts but also those of other racialized and underrepresented groups. It includes establishing themes through transparent and inclusive public consultation processes, with criteria for participant selection. And, a comprehensive consultation strategy should be researched and implemented, detailing engagement mechanisms for diverse community members and prioritizing input from underrepresented groups.

- **Tree and Bench Donation Program - 05-07-02**

The City is continuing to review the Tree and Bench Donation Program through an Equity, Diversity and Inclusion lens to remove barriers and address disparities to ensure there are opportunities for all groups to achieve recognition.

Recommendation #5: Extend the Role of the Interim Asset Naming Working Group

It is recommended that the interim Asset Naming Review working group continue to review asset naming submissions in collaboration with the Indigenous Relations, Heritage and Museums (IR/H/M) team using the proposed principles and Asset Naming policy framework. This will ensure continuity and effective coordination of pending naming proposals until the recommended policy and process changes have been fully approved and implemented.

Recommendation #6: Remove moratorium on adding names to the street name reserve list and the naming of parks and facilities.

It is recommended that the Council-imposed moratorium on adding names to the Street Name Reserve List and on the naming of parks and facilities be lifted. All street names approved by Council before the moratorium, and under the previous policies, remain unaffected by the recommendations from the review. Following approval by Council, staff will review the names on the list through the new principles and process.

Financial Impact

No budgetary changes are necessary, as all recommended activities will be funded through existing budgets.

Conclusion

The review of Mississauga's asset naming and place making policies, guided by a commitment to equity, diversity, and inclusion, demonstrates a critical shift towards a more inclusive and representative approach to public space creation. The widespread, detailed, intentional, and transparent engagement process has proven successful, showcasing a people and community-focused approach that highlights Mississauga's commitment to inclusively capturing community sentiments. The informed recommendations propose systemic changes to cultivate a deeper sense of belonging and acknowledge the diverse tapestry of Mississauga's community and ensure that asset naming and place making become avenues for celebrating the City's rich heritage. The City Asset Naming Policies EDI review not only augments the City's efforts but also underscores Mississauga's leadership in fostering an inclusive policy framework that could serve as a model for other Canadian municipalities.

Attachments

Appendix 1: City of Toronto Draft Guiding Principles for Commemoration

Appendix 2: Researched Asset Naming Practices in Canada

Appendix 3: Asset Naming Survey Participation and Community Events

Appendix 4: Asset Naming Survey Results

Appendix 5: Recommended Asset Naming Policy Framework



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