

Recognition Review Project Update and Response to the Dundas Street Renaming Petition

Date: June 18, 2021
To: Executive Committee
From: City Manager
Wards: All

SUMMARY

In June 2020, City Council received a petition signed by close to 14,000 individuals calling for Dundas Street¹ to be renamed, citing its namesake Henry Dundas' role in delaying the abolition of the trans-Atlantic slave trade. Subsequently, in September 2020, City Council approved a consultation and research plan to explore four potential options for responding to the petition: doing nothing (which was not recommended by staff); maintaining the street names with additional interpretation; maintaining the street names but changing the names of other civic assets bearing Dundas' name; and a full renaming of the streets and civic assets carrying the Dundas name.

The petition has led to a broader review of how the City commemorates public figures and events in place names, monuments and other civic assets, with Council directing the City Manager to develop an overall commemorative framework for the City, including guiding principles for naming/renaming and other forms of commemoration. To better reflect this expanded scope, the project is now called the Recognition Review.

A key objective of the Recognition Review is to examine and respond to how systemic racism and discrimination may be embedded in place names and City assets. Public commemorations – including monuments, plaques, and the naming of streets, parks and other civic properties – reflect community values through how we choose to collectively honour the past and shape the future. The City of Toronto communicates a core value through its motto, "Diversity Our Strength". However, most commemorations in Toronto represent the stories of white settler males in positions of power. This historic imbalance has meant that other stories – including those of Indigenous Peoples, Black communities, racialized communities, women, 2SLGBTQ+ persons, and other equity-deserving groups – are underrepresented in the public realm. Developing a new commemorative framework to address this imbalance will have a positive long-term

¹ For the purposes of this report, "Dundas Street" refers to Dundas Street (East and West), Old Dundas Street (a local road east and west of the Humber River, south of Dundas Street West), and Dundas Square (a local road south of Yonge-Dundas Square).

impact for the City by building the foundation for a stronger, more inclusive Toronto through an intentional, equitable and community-centred approach to consultation, naming and commemoration.

To begin this work, staff have developed draft guiding principles for a new commemorative framework (included in Attachment 1) to encourage greater equity and inclusion in place-making, promote a broader understanding of history and its legacy within communities, and confront the legacy of colonialism and systemic racism. This report recommends that staff seek public feedback on these principles, and test the practical application of the principles to name selected new streets and civic assets in the coming months while the moratorium on further naming and renaming of City properties previously directed by Council remains in place. A recommendation for the first street to be named in alignment with the draft principles is included as part of this report. This report recommends assigning the name "Freemon Redmon Circle" to a new public street at 971-979 Warden Avenue, which requires a name prior to occupancy on August 1, 2021. A new corporate framework for commemoration in the public realm, incorporating the guiding principles, updates to related policies and programs, and considerations for implementation will be recommended to Council in Q2 2022.

Responding to the Dundas Street petition is a foundational step in the Recognition Review. Following the September report to Council, City staff engaged an independent firm with extensive experience working with equity-deserving communities to develop a public consultation plan for the project. As part of this preparatory work, the City and its consultants hosted discovery sessions with Black and Indigenous community leaders, Business Improvement Areas (BIAs) located along Dundas Street, and Black business owners and entrepreneurs across Toronto to seek feedback on the proposed options for responding to the petition and strategies for engaging the broader public. Staff also met with Dundas Street resident associations as part of this initial work. In addition, City staff conducted an extensive review of academic research on Dundas' role in abolition and over 400 global case studies on the evolution of commemoration and naming policies.

Based on feedback from discovery sessions with Black and Indigenous community leaders and business groups, the findings of peer-reviewed academic research, and trends in global case studies, it is very clear that engaging the public on any option other than a full renaming of Dundas Street and civic assets runs counter to the commitments Council has made to equity, reconciliation and inclusion. The continued commemoration of Henry Dundas – who is described in peer-reviewed academic research as having played an instrumental role in delaying the abolition of the slave trade – is in direct conflict with the values of equity and inclusion that the City of Toronto upholds. Taking steps to right wrongs, challenge systemic institutionalized racism, and build a more inclusive Toronto is more important than ever. Addressing the historical legacy of Dundas Street is one of these steps.

This report therefore recommends that Council support a process to rename Dundas Street and other civic assets bearing Dundas' name, with guidance from a Community Advisory Committee made up of Black and Indigenous residents and business owners. The Advisory Committee will develop a shortlist of potential names with community input as part of a commitment to healing, and recommend new names for Dundas Street and other civic assets for consideration by City Council by Q2 2022. It is

estimated that the new names for the street and civic assets could be put in place approximately one year after their approval by Council.

A key component of this work will be the development of a transition plan to support impacted residents and businesses. Dundas Street is home to over 97,000 residents and 4,500 businesses. The transition plan will include strategies to make the change as easy as possible for these residents and businesses, such as automatic mail forwarding arranged by Canada Post; working with search engines to update online results for businesses; and identifying specific supports for vulnerable residents. Most address changes can be made at no cost, though businesses could incur additional expenses to update materials such as letterhead, and approximately 60 businesses with Dundas in their name may incur further costs related to re-branding and signage should they choose to change their names as well. Businesses within BIAs that update their exterior signage to reflect a name change could be eligible for funding through the existing Commercial Façade Improvement Program, which covers up to 50% of eligible expenses.

The petition to rename Dundas Street has been the most prominent example of public calls for change about how we commemorate historic figures and events in Toronto. However, other commemorative street names, place names and monuments have also been critiqued for honouring subjects that are no longer considered to be reflective of the city's contemporary values. Staff are aware of approximately 60 other street names, primarily small local roads, which could require further examination, including at least 12 streets named after slave owners. While the previously-approved moratorium on further naming/renaming of streets and removal of monuments remains in place, the City has an opportunity to consider an approach to addressing questions related to existing place names and monuments that will examine each asset individually with an historic review, community input and opportunities to educate and celebrate Toronto's commitments to equity for all. The new commemorative framework, to be presented to Council in 2022, will help guide the City's decision-making on the range of potential responses, and will detail resource implications for reviewing existing assets.

RECOMMENDATIONS

The City Manager recommends that:

1. City Council direct the City Manager to initiate a public engagement process to seek input on the draft City of Toronto Principles for Commemoration in the Public Realm, included as Attachment 1 to this report, and report back to Executive Committee with recommendations for a new framework and implementation plan to guide how the City commemorates public figures and events in street and place names, monuments and other civic assets by Q2 2022.
2. City Council direct the City Manager to convene a Community Advisory Committee made up of Black and Indigenous leaders to develop and seek community input on potential new names for Dundas Street and other City-owned assets bearing the Dundas name, and report back to Executive Committee with recommended names by Q2 2022.

3. Subject to the adoption of Recommendation 2, City Council direct the City Manager to develop a transition plan to support Dundas Street residents and businesses impacted by the name change, and include this plan as part of the report to Executive Committee in Q2 2022.
4. Subject to the adoption of Recommendation 2, City Council direct impacted City divisions and agencies to include costs related to renaming Dundas Street as part of their 2022 and 2023 budget submissions.
5. City Council authorize the Chief Engineer and Executive Director, Engineering and Construction Services, in consultation with Ward Councillors and other City divisions and agencies as appropriate, to process applications for new street names received between October 1, 2020 and July 15, 2021, despite the previous moratorium on naming or renaming of streets and other civic properties, in order to test the practical application of the draft City of Toronto Principles for Commemoration in the Public Realm, included as Attachment 1 to this report.
6. City Council authorize the General Manager, Parks, Forestry and Recreation, in consultation with the Director, Indigenous Affairs Office and the City Librarian, to investigate options for naming the community recreation centre to be located at 100 Ethennonnhawahstihnen' Lane, in alignment with draft City of Toronto Principles for Commemoration in the Public Realm in Attachment 1, and in coordination with the Toronto Public Library's process for naming the new on-site library branch, despite the previous moratorium on naming or renaming of streets and other civic properties, and to recommend a name to the North York Community Council by Q4 2021.
7. City Council approve the name "Freemon Redmon Circle" to identify the proposed public street at 971-979 Warden Avenue.

FINANCIAL IMPACT

This report is seeking approval to undertake community engagement to inform the development of a new commemorative framework for the City and the renaming of Dundas Street and City-owned assets named after Dundas. This will require \$450,000 in 2021, including \$250,000 for community engagement and \$200,000 for the first phase of a city-wide communications campaign to inform residents and businesses about the pending change to Dundas Street. Funding for this initiative is available in the 2021 Council Approved Operating Budget of Non-Program Expenditure. This 2021 investment will have broader and longer-term benefits beyond the Recognition Review, as staff will align this work where possible to the City's review of public engagement strategies that has been directed by Council, and the commemorative framework will inform future City asset naming processes.

If Council directs staff to rename Dundas Street and civic assets bearing Dundas' name, there will be additional costs beginning in 2022 and continuing in 2023 to implement the new street and asset names, pending confirmation of the length of the transition period. Total costs are estimated as ranging from \$5.1 million to \$6.3 million over two years, including a 15% contingency. This cost estimate reflects the significant number of

changes and complexity of work involved in changing the name of Dundas Street as a major arterial road, with its direct linkages to provincial highways, and impacts to the transit system and other civic assets.

Estimated costs to the City to rename Dundas Street and related civic assets are summarized in the table below, with cost ranges indicated where applicable. Funding sources will need to be identified through the 2022 and 2023 budget processes as applicable to cover future year impacts. Where possible, staff will seek to align this work with planned construction or upgrades to achieve efficiencies. Financial resources required to implement other naming initiatives under a revised commemorative framework will be reported in Q2 2022 and future budget processes.

Cost Projections for Dundas Street and Civic Asset Renaming (2022-23)	
Description	Estimated Cost
Toronto Transit Commission costs (includes changes to Dundas and Dundas West Stations, train and streetcar technical systems, Dundas streetcar, signage, system-wide maps)	\$1,600,000
Transportation Services costs (includes changes to street and highway directional guide signs, TO360 Wayfinding signage, and costs for materials, fabrication and labour)	\$1,313,000 to \$2,165,000
Toronto Parking Authority costs (includes changes to Bike Share stations, parking equipment, signage, and information technology)	\$525,000
Communications costs (includes costs related to city-wide multilingual marketing campaign to inform businesses and residents of change)	\$500,000
Yonge-Dundas Square renaming costs (includes costs for rebranding and signage)	\$300,000
Parks, Forestry and Recreation costs (includes costs for changing park signage and community engagement costs for park renaming)	\$120,000 to \$300,000
Other signage costs (includes costs for PATH signage and other civic buildings located on Dundas Street)	\$75,000
Subtotal	\$4,433,000 to \$5,465,000
Contingency (15%) (<i>rounded to nearest \$10,000</i>)	\$660,000 to \$820,000
Total Estimated Cost Impact in 2022-23 (<i>rounded to nearest \$100,000</i>)	\$5,100,000 to \$6,300,000

Resident and Business Transition Plan

Costs related to the resident and business transition plan will be included for consideration as part of the 2022 and 2023 budget processes. Businesses within BIAs that update their exterior signage as a result of the name change may be eligible for support through the City's existing Commercial Façade Improvement Program, administered by the Economic Development and Culture Division. This is expected to result in a higher demand for grant funds in 2022-23. The Economic Development and Culture Division will consider strategies to meet this demand as part of its 2022 and 2023 Capital Budget Submissions.

Freemon Redmon Circle

This report also recommends that a proposed new public street at 971-979 Warden Avenue be named "Freemon Redmon Circle". The cost to install street name signage is approximately \$500 and is included within the Transportation Services Division Operating Budget.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact information.

EQUITY IMPACT

The recommendations in this report will have a strong, positive and long-term equity impact by helping to advance a number of goals that align with the Confronting Anti-Black Racism Action Plan, Council's commitment to Indigenous truth and reconciliation, and other equity-related policies and plans. This work will:

- Build the foundation for a stronger, more inclusive and accessible City through an intentional, equitable and community-centred approach to consultation, naming and commemorative processes;
- Reinforce the City's commitment to repairing relationships and building mutual trust, while addressing the inequities and barriers Black, Indigenous and equity-deserving groups face when engaging with City processes, such as consultation, commemoration and naming;
- Acknowledge the legacy of colonialism, oppression, systemic institutionalized racism and the reverberating impacts of displacement and dispossession on the lives of Black, Indigenous and equity-deserving groups past and present;
- Recognize the need for broader public awareness and education on the implications of insensitive/unequitable naming and commemorative practices and the importance of ensuring whole stories are documented, shared and told; and
- Reaffirm the City of Toronto's commitment to recognize the United Nations International Decade for People of African Descent, recognizing that the renaming review and its associated actions are regarded as a legacy project of the Decade.

DECISION HISTORY

In June 2020, City Council received for information a petition titled "Let's Rename Dundas Street in Toronto", containing the names of 13,955 persons.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.RM22.4>

At its meeting on September 30, 2020, City Council authorized the City Manager to undertake consultation on a response to the Dundas Street renaming petition and a broader review of commemoration and recognition in Toronto, and report back to the Executive Committee with recommendations including a preferred response to the petition, a work plan to implement the response, and recommendations for an overall commemorative framework for the City, including guiding principles for naming/renaming and other forms of recognition.

City Council also directed that no new applications to name or rename streets or other civic properties or requests to remove City monuments received on or after October 1, 2020 be considered until the review of policies and programs has been completed.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.EX16.3>

COMMENTS

Commemoration is an intentional act of acknowledging the memory of people, places, events and ideas. It can include positive and honorific celebrations of the past and present, as well as the tragic, controversial and shameful dimensions of history and culture. Public commemorations - including the naming of streets, parks and other civic properties, and representation in monuments and plaques - reflect community values by how we choose to collectively honour the past, and symbolize who and what we collectively choose to include and exclude. As community values evolve over time, there are occasions when older commemorations no longer fit with the contemporary values of today.

Commemoration must be distinguished from history, as history is an evidence-based process of understanding the past. When a civic commemoration is changed or removed, this must not be seen as erasing history, but rather as a change in what we choose to collectively honour or remember in public spaces. Its subject may continue to be treated as historically significant, where historical evidence shows it to be meaningful. Even if a commemoration is removed from public display, historical records and evidence remain accessible and historical inquiry persists.

Dundas Street is an example of a commemorative street name, honouring the legacy of Henry Dundas, 1st Viscount Melville (1742-1811). Henry Dundas was a Scottish lawyer, Whig politician, and one of British Prime Minister William Pitt's most trusted and powerful ministers. Some of his major appointments included Secretary of State for the Home Office (1791-1794), President of the Board of Control, responsible for oversight of the colonial administration of India (1793-1801), and Secretary of War (1794-1801). The road was named in honour of Dundas in 1793 by John Graves Simcoe, the first Lieutenant-Governor of Upper Canada. Simcoe's exact motivations for naming the road

after Dundas are unclear, though as Home Secretary at the time, Dundas had oversight of colonial affairs and it followed Simcoe's pattern of naming places in the province after prominent British politicians in power at the time of colonization.

Dundas also left behind a controversial legacy. Many scholars have written about Dundas' role in delaying the abolition of the slave trade, leading some to question whether Dundas' legacy should be publicly commemorated in Toronto. In June 2020, an online petition calling for Dundas Street to be renamed collected signatures from 13,955 respondents in just under one month. The large majority of respondents (75%) are from the Greater Toronto and Hamilton Area (55% from City of Toronto and 20% from GTA), while another 10% are from the rest of Ontario, 10% from the rest of Canada, and 5% international or unknown. The petition was received by City Council on June 29, 2020.

The Dundas Street renaming petition is one of many global efforts currently underway to confront anti-Black racism and advance truth and reconciliation with Indigenous communities. The origins and meanings of monuments and street, park, and building names are being scrutinized as part of efforts to identify figures who contributed to the oppression and discrimination of Black, Indigenous, and other racialized communities through colonialism and other processes. While there were many prominent public debates about these issues in summer 2020, in the aftermath of the killing of George Floyd and the global protests that followed, these questions are not new, and are part of an ongoing legacy of activism by Black and Indigenous communities.

In keeping with the City of Toronto's motto, "Diversity Our Strength", the City is committed to taking action to address anti-Black racism, as well as racism against Indigenous and equity-deserving communities, in order to build a city that is more inclusive and reflective of the values of its diverse population. This commitment includes City Council's unanimous adoption in 2017 of the Toronto Action Plan to Confront Anti-Black Racism (CABR) and the formation of a CABR unit, as well as the 2010 Statement of Commitment to Aboriginal Communities, ongoing commitment to truth and reconciliation and the creation of an Indigenous Affairs Office. It is also reflected in the recommendations of the Toronto Office of Recovery and Rebuild and the City's Economic and Culture Recovery Advisory Group for building a more inclusive Toronto, following the devastating impacts of COVID-19 on the City's most vulnerable communities. Responding to the Dundas Street petition, while at the same time implementing the important actions included in these policies and plans, is a key opportunity for the City to confront the legacy of colonialism and systemic racism.

A. Responding to the Dundas Street Renaming Petition

The report to City Council in September 2020 proposed four options for responding to the community petition:

- 1) Do nothing (which was not recommended by City staff);
- 2) Retain the legal street names with additional interpretation and recognitions;
- 3) Retain the legal street names but rename those civic assets bearing Dundas' name, except TTC facilities; and
- 4) Rename the streets and all other civic assets now carrying the Dundas name.

The report also described how a response to the petition would be considered within the context of a broader review of the City's commemorative policies and programs, which would examine how systemic racism and discrimination may be embedded in other City assets, commemorative programs and naming policies.

Following the September report to Council, the City Manager convened an interdivisional working group led by Economic Development and Culture to recommend a response to the petition and provide overall guidance for the Recognition Review. This working group includes representatives from the City Clerk's Office, City Manager's Office, Engineering and Construction Services, Heritage Toronto, the Indigenous Affairs Office, Legal Services, Parks, Forestry and Recreation, People and Equity, Social Development, Finance and Administration, Strategic Communications, Strategic Partnerships Office, Transportation Services, and the Toronto Public Library. This report's recommendations were developed by the working group through extensive research, including a review of published, peer-reviewed academic literature on the legacy of Henry Dundas, and more than 400 global case studies of how other jurisdictions have responded to legacy issues in public commemorations, as well as discovery sessions with communities that have been most impacted by the historic naming of Dundas Street. Key findings from these processes are detailed in the following sections of this report.

Historical Research

Staff have reviewed published peer-reviewed academic research prepared by professional historians on Henry Dundas to understand his legacy and how it may impact Black and Indigenous communities in Toronto. Staff have also consulted with more than 20 academic experts knowledgeable in the areas of public history, Black Canadian studies, and public commemoration to inform this report's recommendations and the Recognition Review project as a whole. As an educational resource for the public, staff have partnered with the Toronto Public Library to publish a reading list on Henry Dundas' life and legacy, the history of Dundas Street, and the contemporary Black experience in Canada. This reading list is available on the City's [Recognition Review web page](#).

Henry Dundas has long been viewed as a controversial figure in the history of the abolition movement. In 1776, Dundas, as Lord Advocate, was one of the lawyers who represented Joseph Knight, an enslaved man who had been purchased by John Wedderburn in Jamaica in 1765. In 1768, Wedderburn returned to Scotland, taking Knight with him. In Scotland, Knight asserted his freedom based on an earlier English case, *Somerset v. Stewart*. *Knight v. Wedderburn* was settled in 1778, and Dundas has been credited for helping to affirm the principle that slavery did not exist under Scottish law, and that any formerly enslaved people living in Scotland could claim their freedom.²

In 1792, independent Member of Parliament William Wilberforce brought a bill before the British House of Commons to immediately abolish the trans-Atlantic Slave Trade. This proposal followed growing support for abolition among the British public, with a

² Cairns, John, "After Somerset: The Scottish Experience", in *The Journal of Legal History*, Volume 33.3 (2012), p. 291-312.

then-record 500 petitions being submitted to the House in support of Wilberforce's bill.³ During the parliamentary debate, Dundas proposed an amendment qualifying support for the bill by adding the word "gradually", so that it read that the slave trade "ought gradually to be abolished". In his speech to parliament, Dundas explained that while he had "long entertained the same opinion ... as to the abolition of the slave trade", he "must consider how far it may be proper for [him] to give [his] assent" to the bill. He went on to describe how "this trade must ultimately be abolished, but by moderate measures which shall not invade the property of individuals, nor shock too suddenly the prejudices of our West India Islands".⁴

In moving this amendment, Dundas set out a middle-ground proposal that voiced moderate support for abolition, while also acknowledging the arguments of opponents of the bill, who saw the continuation of the slave trade as essential to the economy of the British West Indies. Dundas' intentions for doing so have been subject to debate. Biographer Michael Fry, for example, has interpreted the amendment as a compromise solution that allowed the bill to pass in the House of Commons, laying the groundwork for eventual abolition⁵. On the other hand, peer-reviewed academic research offers different interpretations of his actions. Scottish historian Dr. Glen Doris suggests that Dundas' amendment was motivated by "fear of radical change".⁶ Dr. Iain Whyte described how Dundas' amendment "effectively delayed abolition for nearly two decades".⁷

Dundas' actions following the 1792 parliamentary debate show a clear opposition to abolition. Wilberforce continued to present an abolition bill every year until 1799 – but as Glen Doris argues, Dundas "worked hard to defeat subsequent bills".⁸ He points to a communication between Dundas and Wilberforce in 1794 in which Dundas stated that he had "used all the influence he possessed to prevent the abolition question being raised at any rate while the nation was at war," in reference to Britain's wars with France (1793-1815).⁹ The work of historian Roger Buckley shows that from 1795 until the abolition of the slave trade in 1807, the British government sought to enhance its army's military capability by purchasing approximately 13,400 slaves to serve in the West India

³ Page, Anthony, "Rational Dissent, Enlightenment, and the Abolition of the British Slave Trade", in *The Historical Journal*, Volume 54.3 (2011), p. 754-755.

⁴ From *The Debate on a Motion for the Abolition of the Slave-Trade: in the House of Commons, on Monday the Second of April, 1792, Reported in Detail*. London, 1792. Accessed online at <https://archive.org/details/debateonamotion01commgoog>.

⁵ Fry, Michael. *The Dundas Despotism*. Edinburgh: Edinburgh University Press, (2004 edition), p. 200. Originally published in 1992.

⁶ Doris, Glen, *The Scottish Enlightenment and the Politics of Abolition*, PhD Thesis, University of Aberdeen, 2011.

⁷ Whyte, Iain. *Scotland and the Abolition of Black Slavery, 1756-1838*. Edinburgh: Edinburgh University Press, (2006), p. 89.

⁸ Doris, Glen, *The Scottish Enlightenment and the Politics of Abolition*, p. 178.

⁹ Doris, *ibid*, p. 178.

Regiments.¹⁰ As Secretary of War, Dundas was a key architect behind this policy, which made the British Government the largest individual purchaser of slaves during this period. In a paper titled "Henry Dundas: a 'Great Delayer' of the Abolition of the Transatlantic Slave Trade," Dr. Stephen Mullen expands on this work, arguing that Dundas' opposition to abolition after 1792 was grounded in his interest in preserving both the economy of the British West Indies as well as British military capabilities, describing how Dundas "designed a gradual abolition to suit the needs of enslavers and the British state".¹¹ In a recent interview with the Scottish Herald, Dr. Mullen concludes that scholarship by historians of slavery and abolition is "unequivocal that Henry Dundas played an instrumental role in delaying abolition for vested interests after 1792".¹²

Whatever the motivation behind his amendment may have been, the consequences of Dundas' actions are clear. Whether he is viewed cynically or as a pragmatist, his actions and those of the British government he served contributed to the perpetuation of the enslavement of human beings. Though Dundas' amendment was adopted and a date for abolition was proposed for 1796, the bill was never enacted by the House of Lords. It would be 1807 before the Slave Trade Act was finally passed. During this time, more than half a million Africans were enslaved and trafficked across the Atlantic, many to British colonies.

Consideration must also be given to Dundas' role in the continued subjugation of Indigenous peoples in Canada in his capacity as Home Secretary. The Home Secretary held oversight over colonial affairs, and as such was a powerful figure who upheld imperial rule. Drawing on maps produced in the 1780s and 1790s, Professor Thomas Pearce has traced how the origins of the western portion of Dundas Street are traced back to an Indigenous trail pre-colonialism.¹³ The naming of this street, which assumes the path of a traditional Indigenous route, after a colonizer, erases Indigenous presence from the landscape, further calling into question the appropriateness of commemorating it with the Dundas name.

Jurisdictional Review

The origins and meanings of monuments, street, park and building names are being scrutinized in jurisdictions around the world as part of an effort to identify figures who contributed to acts of violence, oppression and discrimination against Black, Indigenous, and racialized communities through colonialism and other processes. In order to identify

¹⁰ Buckley, Roger N. 2008. "The British Army's African Recruitment Policy, 1790-1807". *Contributions in Black Studies: A Journal of African and Afro-American Studies* Volume 5, Article 2 (<https://scholarworks.umass.edu/cibs/vol5/iss1/2>)

¹¹ Mullen, Stephen. (2021). "Henry Dundas: A 'Great Delayer' of the Abolition of the Transatlantic Slave Trade", *Scottish Historical Review* (Accepted for Publication). Accessed online at <http://eprints.gla.ac.uk/240875/>.

¹² Leask, David. "Dundas 'key' to Britain's slave army, investigation finds." *The Herald*. March 29, 2021. Accessed online at <https://www.heraldscotland.com/news/19194356.dundas-key-britains-slave-army-investigation-finds/>.

¹³ Pearce, Thomas. "So long Dundas: From Colonization to Decolonization Road?" In *Active History*. June 17, 2020. Accessed online at <http://activehistory.ca/2020/06/so-long-dundas-a-colonization-to-decolonization-road/>.

best practices, staff are actively monitoring global developments to understand how other jurisdictions are responding to proposals to rename streets and facilities and requests to remove monuments.

As of May 31, 2021, 430 case studies primarily from 2017-21 were identified, drawn from Canada, the U.S., the U.K., and 11 other countries. Overall, 64% of the cases relate to anti-Black racism; 27% relate to anti-Indigenous racism; 4% relate to both anti-Black and anti-Indigenous racism; 4% relate to other groups; and 1% to a combination of groups.

Staff collected and analyzed data from various municipalities and found that, generally, an appetite for change exists in light of community concerns. Key findings include (Canadian cities identified in parenthesis):

- Reviewing names: 129 municipalities changed a street/public asset name (Montreal, Halifax); 37 did not (Kitchener); 2 added interpretive plaques
- Anti-racism statements: 13 municipalities issued anti-racism statements (Mississauga)
- Additional forms of commemoration: 15 are looking into a variety of ways to honour Indigenous and equity-deserving communities (Halifax)
- Advisory committees: 47 established advisory committees, and 135 included public consultation (Halifax, Winnipeg)
- Review of monuments: 178 removed monuments (Victoria, Regina, Halifax); 26 kept monuments but added or plan to add new interpretative plaques or make other modifications (Orillia); 17 kept monuments and made no further changes

The Toronto District School Board has also announced plans to develop a proposal for a city-wide review of all TDSB school names, with the objective of ensuring that school names better represent the diverse people, cultures and history of Toronto, including, but not limited to, Indigenous and Black leaders and the contemporary values of the city.

Many of the larger renaming projects have made use of advisory committees. These committees consist of community leaders, with an emphasis on including Black and/or Indigenous members, and people from other communities impacted by the name change. They often provide arms-length guidance on public engagement strategies and assist with the name selection process.

Seven case studies relate to Henry Dundas, including four in Ontario (Belleville, Dundas County, London, and Hamilton, which includes the former town of Dundas) and three in Scotland (Edinburgh, Fife, Glasgow). The most prominent of these has been the public debate over Edinburgh's Melville Monument to Henry Dundas and whether it should be removed or reinterpreted. A petition signed by over 13,000 people urged Edinburgh City Council to remove the statue of Dundas from atop the monument. The petition requested that the column portion of the monument be retained, but with a plaque added to educate the public on Dundas', and Edinburgh's, involvement in the slave trade. It also asked the Council to rename Dundas Street, Melville Street and Melville Crescent after Joseph Knight.

Edinburgh's solution was to adopt a "retain and explain" approach towards the monument. Providing additional information through signage is a common approach for contextualizing monuments, but is rarely used for street names, which, unlike monuments, do not have a single focal point to share this information with all viewers. Wording for an interpretive plaque was developed by a panel consisting of City Council Leader Adam McVey, Deputy Council Leader Cammy Day, Edinburgh World Heritage, an expert from Edinburgh University, and Sir Geoff Palmer of Edinburgh's independent Slavery and Colonialism Legacy Review Group. On March 17, 2021, the City of Edinburgh's Development Management Committee approved the permanent installation of the plaque. It reads:

"At the top of this neoclassical column stands a statue of Henry Dundas, 1st Viscount Melville (1742-1811). He was the Scottish Lord Advocate, an MP for Edinburgh and Midlothian, and the First Lord of the Admiralty. Dundas was a contentious figure, provoking controversies that resonate to this day. While Home Secretary in 1792, and first Secretary of State for War in 1796, he was instrumental in deferring the abolition of the Atlantic slave trade. Slave trading by British ships was not abolished until 1807. As a result of this delay, more than half a million enslaved Africans crossed the Atlantic. Dundas also curbed democratic dissent in Scotland, and both defended and expanded the British empire, imposing colonial rule on Indigenous peoples. He was impeached in the United Kingdom for misappropriation of public money, and, although acquitted, he never held public office again. Despite this, the monument before you was funded by voluntary contributions from British naval officers, petty officers, seamen, and marines and was erected in 1821, with the statue placed on top in 1827.

In 2020 this plaque was dedicated to the memory of the more than half-a-million Africans whose enslavement was a consequence of Henry Dundas's actions."

Commenting on the approval of the plaque, Sir Geoff Palmer said:

"This is the public's victory, that the governing body of Edinburgh has looked at the evidence, looked at the evidence very carefully, and decided that slavery should be on this plaque, and that some recognition should be given to the suffering of the people, who not only endured slavery as whole, but of the 630,000 people [Dundas] was responsible for transporting into slavery."¹⁴

Reviewing the Options with Community Leaders

The City sought to develop a community engagement plan that was accessible and particularly sensitive to the perspectives of Black, Indigenous and equity-deserving individuals and organizations. The City retained QuakeLab, an independent firm with extensive experience working with equity-deserving communities, to provide this

¹⁴ Anderson, Joseph, "'An enormous victory for Edinburgh and the people of Scotland' - reaction to Melville Monument slavery plaque" in *Edinburgh Evening News*, March 17, 2021, Accessed online at <https://www.edinburghnews.scotsman.com/heritage-and-retro/retro/an-enormous-victory-for-edinburgh-and-the-people-of-scotland-reaction-to-melville-monument-slavery-plaque-3169619>

strategic advice to the project working group. As a first step, the consultant reviewed the four proposed options for responding to the Dundas Street petition. Given the profound impact and harm caused by slavery and colonialism against Black and Indigenous communities, and that the proposed options for responding to the petition were developed without direct community engagement, they strongly recommended that the City begin the public engagement process by first holding discovery sessions with representatives of these communities to review and validate the four proposed options ahead of broader public consultations. With support from the Confronting Anti-Black Racism Unit and the Indigenous Affairs Office, QuakeLab convened these discussion groups of Black and Indigenous community leaders. Participants were chosen to reflect a range of perspectives and lived experiences. Small groups were formed to allow for honest and open conversations with 25 community leaders over 4 sessions.

Key points raised by Black and Indigenous leaders include:

- Many participants felt that given the information that has surfaced about Henry Dundas, to not completely remove and rename the streets and all other civic assets now carrying the Dundas name would be compromising Toronto's position against anti-Black racism.
- Participants from the Black community leaders discussion questioned the authenticity of implementing options 1-3 given how Torontonians engage with Dundas as a street name, typically only considering its geographic reference point and not its broader meaning.
- Participants in the Indigenous community leaders discussion were all in agreement that option 4 was the only viable response presented.
- Participants also acknowledged the complexities of renaming a major street like Dundas. Participants felt this would require clear public communication about the transition process, and ongoing education and outreach about the change. One participant stressed that this communication would need to be provided in multiple languages to account for the diversity of Toronto.
- There was broad consensus about the importance of encouraging public education and dialogue about historic commemorations alongside a renaming process. One participant suggested the idea of staging a "living museum" on Dundas Street to highlight and commemorate local community stories.
- Many felt that the response to the petition and the broader review of civic commemorations requires collective accountability to future generations and sets a precedent for the importance of change.
- Almost all participants described their communities as diverse groups requiring various forms of engagement to capture various viewpoints. Many emphasized that youth voices need to be well-represented in future consultations.
- In the Indigenous community leader discussion, it was mentioned that engagement that allows for Black and Indigenous communities to come together would be valuable and in line with how these communities show up for each other during times of conflict.

Following the initial meetings with community leaders, QuakeLab held additional discovery sessions with representatives of Business Improvement Areas (BIAs) located along Dundas Street, and with Black business owners and entrepreneurs. Findings from these discussions include:

- Similar to the previous discovery sessions, BIA representatives and business leaders agreed that a renaming of Dundas Street is the best way forward to meet the City's commitment to confronting anti-Black racism and other forms of systemic discrimination.
- Participants expressed some discomfort in "having to choose" one of the four options. They believed there would be a wide range of opinions among their members and customers. Some indicated a fear of potential backlash from opponents of renaming if they spoke out in favour of making a change. They were concerned that consultations around this issue could become divisive for the community.
- Like the previous discovery sessions, almost all of the participants mentioned a need to share educational resources about Henry Dundas' legacy. Many believed that with new context comes action. Many also mentioned they were unaware of Dundas' history until recently.
- Participants emphasized the importance of the City supporting businesses through the period of transition if a decision is made to rename the street. They felt that business owners will require time and guidance to prepare for a change. They also expressed confidence that the City would provide effective support for businesses through a renaming, referencing the support provided during the pandemic.

Representatives of resident associations for neighbourhoods along Dundas Street were also invited to participate in a discovery session, but not enough responses were received to hold a full focus group. Instead, staff met with representatives of two associations individually. Both felt that action was required to educate the broader public about the history of Henry Dundas, expressing support for a plaque or other interpretive program. They also highlighted the complexity of changing a major street name and the potential cost to residents and businesses.

Recommendation for Responding to the Petition

Based on strategic advice from QuakeLab, the results of the discovery sessions, the findings of peer-reviewed academic research and trends in global case studies, the City working group recommends that Council remove the first three options for responding to the Dundas Street petition from consideration (do nothing; retain street name with additional interpretations and recognitions; retain street name but rename civic assets). The working group notes that these three options do not take into account the unequal impact that the commemoration of Henry Dundas has on Black and Indigenous individuals. QuakeLab described the "visceral reaction [Black and Indigenous community leaders] had to these proposed solutions, and their feelings that these solutions are disingenuous and inauthentic to honouring the City's commitment to fighting racism," and caution that a public debate about these options could risk becoming a divisive process with the potential to draw anti-Black and anti-Indigenous rhetoric and racism.

This report therefore recommends that Council support a process to rename Dundas Street in order to fully address the City's commitment to confronting anti-Black racism, and advancing reconciliation. A proposed work plan for undertaking a renaming process is included in the following section of this report.

B. Proposed Work Plan and Engagement Strategies for Phase 2 of the Recognition Review

With Council approval, the next phase of the Recognition Review project would include:

- Developing a new commemorative framework to inform how the City commemorates individuals, places, and events in the public realm;
- Pilot-testing the draft guiding principles for commemoration on select projects while the Council-directed moratorium on naming or renaming civic assets remains in place;
- Consulting on possible new names for Dundas Street and other civic assets bearing Dundas' name; and
- Developing a transition plan to support residents and businesses to prepare for the Dundas Street name change.

A competitive procurement process would be undertaken to retain a consultant or group of consultants to lead public engagement in support of this work. Vendors will be sought that are led by and/or have extensive experience working with Black, Indigenous and equity-deserving groups. Building on the learnings from the first phase of the project, the City and the engagement consultant(s) will maintain a flexible approach and seek to identify opportunities to embed co-design, co-facilitation and community-led activities throughout the engagement process.

The vendor procurement process, engagement methods and feedback collected through the Recognition Review consultations will also advance the City's broader review of its public engagement strategies that was directed by Council in the 2021 Budget process, as the engagement review includes a focus on developing an engagement strategy that promotes meaningful engagement with Black, Indigenous and equity-deserving Torontonians.

1) Developing a New Corporate Framework for Commemoration

As part of the Recognition Review project, Council directed the City Manager to develop an overall commemorative framework for the City, including guiding principles for naming/renaming and other forms of recognition. Council also requested that this framework include any necessary revisions to the City's commemorative policies and programs, including the Property Naming Policy, the Street Naming Policy, and the Public Art and Monuments Donation Policy, and programs relating to civic honours, awards, and tributes.

This direction covered a broad range of assets and programs, and as such staff are implementing parts of this direction in different ways. First, civic honours, awards and tributes are distinct from monuments and naming in that they recognize a specific act or achievement, rather than commemorating an individual or event on a long-term basis in the public realm. Given the unique nature of honours, awards and tributes, staff requested that QuakeLab, the independent consultant engaged to support the first phase of the Recognition Review, examine selected civic honours and awards programs and make recommendations on how to increase participation and representation of equity-deserving communities. QuakeLab's recommendations

included greater outreach to equity-deserving communities to provide information about nominations, and greater diversity on award panels and juries. Staff will implement these recommendations where applicable as part of continuous improvements to the honours and awards programs.

With respect to the balance of the review directed by Council, the staff working group is developing a new corporate framework with guiding principles to inform how the City commemorates public figures, places, and events in civic assets such as street, building and place names, monuments, and historical plaques¹⁵. Draft guiding principles for the framework, developed based on best practices identified in global case studies and incorporating considerations for Toronto's specific cultural context, are included in Attachment 1.

The City will engage a broad public audience to provide input on the draft guiding principles. This engagement is intended to create dialogue and build awareness of the history and equity impact of civic commemorations, including those related to Henry Dundas. Communications will promote the engagement process and details to the public, as well as inform the public about how they can be involved. A wide range of engagement strategies will be used, including an educational speaker and dialogue series, community conversation circles, telephone town halls, an online survey, meetings with stakeholders and community organizations, and activations staged as part of ArtworxTO: Toronto's Year of Public Art. The City's Indigenous Place Making Circle will also be engaged. Public engagement will include appropriate accessibility supports, such as American Sign Language (ASL) interpretation or professional speech-to-text interpretation known as Communications Access Realtime Translation (CART), and will include outreach to persons with disabilities with guidance from the Toronto Accessibility Advisory Committee. An overview of proposed engagement strategies is included in Attachment 2.

Based on the results of the engagement process and learnings from pilot projects (detailed below), City staff will recommend a new commemorative framework to Council in Q2 2022. This report would also detail implementation considerations and the process for putting the new guiding principles and enhanced policies into practice. If Council directs staff to rename Dundas Street, the final framework would be recommended to Council at the same time as a proposed new name.

2) Continuation of Moratorium and Testing of Principles for Current Naming Requirements

In September 2020, City Council directed that no new applications to name or rename streets or other civic properties (including parks) or requests to remove City monuments received on or after October 1, 2020 be considered until the review of commemorative policies and programs has been completed. This direction applied to those agencies that are City boards under the *City of Toronto Act, 2006*, while the Board of Health,

¹⁵ Unless they are specifically named to commemorate a historic figure or event, civic properties named under the City's Individual and Corporate Naming Rights Policy are considered to be out of scope, since such properties are generally named in recognition of a financial contribution rather than for a personal or historical legacy.

Police Services Board and Public Library Board were requested to comply with this direction.

While this moratorium remains in place pending the completion of the commemorative policy review, this report recommends proceeding with naming a small number of new civic assets to test the practical application of the draft commemorative principles. Assets have been selected that require new names ahead of the next report to Council in Q2 2022. This includes the naming of streets as part of subdivision applications to avoid any delays in the development approvals process, and new public streets including one at 971-979 Warden Avenue, which requires a name prior to occupancy on August 1, 2021. The developer for the properties, working with the local Councillor's office, has proposed that this new public street be named "Freemon Redmon Circle", honouring a local resident and pillar of the Black community in Wexford. Given the need to name this new street by August 1, staff reviewed the request against both the existing Street Naming Policy and the draft Guiding Principles for Commemoration in the Public Realm, and recommend proceeding with the proposed name. Additional information about the proposed naming of the street is included in Attachment 3 to this report.

The draft principles will also be tested to name a new community recreation and library complex at 100 Ethennonnhawahstihnen' Lane. A name for these new facilities needs to be selected shortly to develop signage and prepare for the grand opening in 2022. Staff seek Council authorization to proceed with a consultative approach to naming the community recreation centre in alignment with the draft commemorative naming principles, the current naming policy and in coordination with Toronto Public Library's process for naming the new library branch. Naming the new facilities and Indigenous place making onsite will be guided by the engagement and counsel of Toronto's Indigenous Affairs Office and the Toronto Public Library's Indigenous Advisory Council. The name of the community recreation centre will require the approval of North York Community Council. The name of the library branch will require the approval of the Toronto Public Library Board as outlined in Toronto Public Library's Naming Policy.

3) Consulting on possible new names for Dundas Street and civic assets bearing Dundas' name

To further Council's stated objectives of confronting anti-Black racism and advancing Indigenous truth and reconciliation, Black and Indigenous voices must be centred in the selection of a new name for Dundas Street and related civic assets. To this end, the staff working group is recommending a process to consult on possible new names that closely engages these communities, alongside local Dundas Street residents and businesses, to develop suggestions for new names for Dundas Street and civic assets bearing Dundas' name as part of a commitment to healing. This process is intentionally different from the City's existing naming policies, recognizing the unique nature and complexity of this particular renaming.

A detailed overview of the proposed naming process is included in Attachment 4 of this report. The naming process would be undertaken concurrently with the public engagement on the draft principles for commemoration, allowing for learnings from that process to inform the plans for renaming Dundas Street and related civic assets. A chart

illustrating the proposed timing of the engagement processes is included in Attachment 5.

Potential names would be recommended by a Community Advisory Committee, with input from Black, Indigenous and local communities. Members of the Committee may include Black and Indigenous community leaders and historians; representatives of existing Council or Program Advisory Bodies, such as the Confronting Anti-Black Racism Advisory Committee, the Aboriginal Affairs Advisory Committee, and Economic Development and Culture's Program Advisory Committee; and local Dundas Street residents and businesses, including BIA representatives.

The Community Advisory Committee would be responsible for:

- Providing advice on community engagement related to the naming process and the draft commemorative principles;
- Offering input into a transition plan to support Dundas Street residents and businesses as they prepare for the name change;
- Engaging Black, Indigenous and local communities to develop naming suggestions for Dundas Street and other City assets bearing Dundas' name;
- Building a shortlist of potential names, which will be introduced to the broader public through a communications campaign and tested through public surveying; and
- Recommending preferred new names for Dundas Street and other civic assets to be included in a staff report to City Council by Q2 2022.

This approach draws on best practices used by other Canadian and international cities in equity-driven renaming processes. One such example is the renaming method used by the City of Montreal to name rue Atateken (formerly rue Amherst), in which an Indigenous advisory committee oversaw the naming selection process with Indigenous community guidance as part of Montreal's commitment to reconciliation.

4) Developing a Transition Plan for Residents and Businesses

Renaming a major arterial road requires careful planning and clear communication about what residents and businesses can expect. Many of the jurisdictions surveyed established a transition period, in some cases up to one year, to plan for and broadly communicate the pending change. Numerous participants in the discovery sessions also brought up the idea of a transition period to effectively prepare for a change of this scale. Input on how to best support residents and businesses will be sought through the engagement process.

Dundas Street is home to over 97,000 residents and more than 4,500 businesses who would be impacted by a name change. Most residents will not incur any direct costs to change their address, as most residential changes can be made online or by phone, though it would take time to update personal information with a variety of institutions and personal contacts. Businesses would incur higher financial costs than residents. Though most changes to business addresses can also be made online, providing updated information to a variety of suppliers, institutions and other contacts could take time and resources. Costs to businesses could include printing of new marketing materials, letterhead, envelopes and business cards, as well as potential costs related to business signage. As well, of the 4,500 businesses on Dundas Street, approximately

60 have "Dundas" as part of their legal or branded name. These 60 businesses may have additional expenses related to re-branding and signage. The six Business Improvement Areas (BIAs) along Dundas Street may also incur costs. One BIA includes Dundas in its name (Little Portugal on Dundas) and would incur additional costs related to re-branding.

If Council opts to change the name of Dundas Street, it is recommended that staff report back to Council with a transition and support plan for residents and businesses (including BIAs) by Q2 2022, at the same time that a proposed new name will be recommended to Council. This transition plan would include resources and guidance to prepare for the name change, as well as recommended strategies to make the transition as easy as possible, including considerations for vulnerable populations, residents without regular internet access, and residents of Toronto Community Housing Corporation complexes on Dundas Street. One example of a potential strategy is the City arranging for automatic mail forwarding through Canada Post for all residents, businesses and institutions along Dundas Street. Staff have engaged in preliminary discussions about this with Canada Post, who have confirmed that it is an option should Council vote to proceed with renaming. Pending direction from Council to change the street name, staff could also engage Service Ontario and Service Canada about the potential for supporting address and identification changes for impacted residents, and search engines like Google about updating search results for businesses. The plan will also outline any specific business support programs that may be required to prepare for the transition, recognizing that businesses situated along Dundas Street are likely to be impacted by the change financially and operationally by a change in name.

Staff have considered whether financial compensation should be provided to residents and businesses on Dundas Street. Businesses within BIAs along Dundas Street that need to make changes to their exterior signage could be eligible support through the existing Commercial Façade Improvement Program, which provides half of the cost of eligible improvements to commercial or industrial building façades. The minimum grant funding is \$2,500 for \$5,000 worth of improvements, with a maximum of \$12,500 for \$25,000 worth of improvements. This is expected to result in a higher demand for grant funds in 2022-23. The Economic Development and Culture Division will consider strategies to meet this demand as part of its 2022 and 2023 Capital Budget Submissions.

Though some smaller municipalities have provided a one-time goodwill payment to residents and businesses when the municipality initiated a name change, this is not a common practice among larger cities. Since most address updates can be made online or by phone, and City staff are investigating further options to automate this process, additional financial support to residents and businesses is not recommended. If the City of Toronto were to provide compensation for residents of Dundas Street, the costs could be around \$500,000 at \$100 per property, or around \$980,000 at \$100 per resident (based on Statistics Canada's dissemination blocks). Similarly, goodwill payments to businesses is not common among large municipalities. If the City of Toronto were to provide compensation of \$250 to these businesses for a change of street name and civic address, costs could run up to \$1,200,000.

A change to Dundas Street will also need to be communicated city-wide. To broadly communicate this change to as many residents as possible, it is a best practice to run a multi-channel communications campaign launching in the lead-up to the selection of a new name, and continuing until after its implementation. The staff working group recommends undertaking such a campaign in advance of a change to Dundas Street. Specific tactics could include digital, social and print ads, including ethnic and specialized media; organic social media content; content for Councillors and BIAs to share with constituents and the business community; media releases and outreach; and out-of-home advertising. Announcing the new name chosen for Dundas Street could also include radio ads, streetcar wraps and other marketing tactics, in addition to previously used strategies. Campaign materials would be translated into multiple languages to reach the widest possible audience.

Impacts on City Assets and Services

If Dundas Street is renamed, impacts on City assets and services include:

- 730+ street signs replaced
- Replacement of signage on Highway 427
- 2 subway stations, 2 streetcar/bus routes and numerous transit shelters renamed and signage, etc., replaced
- Yonge-Dundas Square renamed and signage, etc., replaced
- 3 parks renamed and 12 park and facility signs replaced
- 1 Toronto Public Library branch renamed and signage, etc., replaced
- 625 Bike Share station and Green P carpark signs, etc., replaced
- 129 signs and 35 info pillars for the TO360 wayfinding program replaced
- PATH signage replaced
- 1 Toronto Police Service division headquarters sign replaced
- 1 Corporate Real Estate Management operations centre sign replaced
- Updates to internal systems and databases

Civic assets bearing Dundas' name - including parks, a library branch, TTC stations, and Yonge-Dundas Square - would need to be renamed at the same time as a new name is implemented for Dundas Street. Where geographic reference is a primary consideration (e.g. TTC station), these assets also could take the new street name. In other cases, other new names may be preferred, and suggestions could be drawn from the advice of the Community Advisory Committee. The process for renaming and the selection of a new name for assets overseen by City agencies would be subject to the approval of their respective boards. The City would also need to change the name of two local streets, including Old Dundas Street in the city's west end, and Dundas Square, a minor arterial road south of Yonge-Dundas Square. New names for these streets could be chosen based on advice from the Community Advisory Committee.

It is estimated that it could take up to one year to implement new names for the streets and related assets once names are chosen. This length of time is consistent with the experience of other jurisdictions that have renamed major roads. Determining how long the transition would take is dependent on when the City could secure provincial approval to install new Directional Guide Signs on Highway 427, replacing those that currently reference Dundas Street. Any planned work by the Province along the

Highway 427 corridor could have a significant impact on the ability to complete the renaming process on the Directional Guide Signs. It is also important to note that if a larger sign is required to accommodate the approved street name it will also require the replacement of the associated support structure, thus incurring further significant costs. Moreover, there may be further resource requirements and pressures contingent on the delivery expectations.

Staff will also communicate with neighbouring municipalities throughout the process about the impact of the change. Dundas Street extends into Mississauga, Oakville, Burlington and Hamilton. Beyond the former town of Dundas in Hamilton, the street turns into various numbered highways, periodically picking up the Dundas name again into Brant, Oxford, and Middlesex Counties and London. Staff have had preliminary conversations with counterparts in some of these municipalities who have indicated that they are awaiting the outcome of Toronto's review prior to considering changes of their own. A change to the name of Dundas Street in Toronto does not mean that other municipalities need to adopt this same name. There are many examples of roads taking on different names as they cross municipal boundaries.

The cost of to change and communicate the street and asset names has been estimated at \$5.1 million to \$6.3 million, including a 15% contingency, over two years (2022-23). The cost was previously estimated at \$4.6 million in the September 2020 report to Council, but has increased based on newly identified cost requirements, and costs related to changing the names of civic assets bearing the Dundas name. This cost estimate reflects the significant number of changes and complexity of work involved in changing the name of Dundas Street as a major arterial road with direct linkages to provincial highways, and impacts to the transit system and other civic assets. Many of these costs are unique to Dundas as a major street; potential changes to other street names would not involve consideration of as many complicating factors. Where possible, staff will seek to align this work with planned construction or upgrades to achieve efficiencies. If Council directs staff to rename Dundas Street, it is recommended that any associated costs be submitted as part of the 2022 and 2023 budget processes.

C. Learning from the Recognition Review: Toward a Future Approach to Reviewing Civic Commemorations

The petition to rename Dundas Street has been the most prominent example of public calls for change about how we commemorate historic figures and events in Toronto. However, other commemorative street names, place names and monuments have also been critiqued for honouring subjects that are no longer considered to be reflective of the city's contemporary values. Some recent examples include the public debate on the naming of roads in the Baby Point neighbourhood after James Baby, a Toronto resident and slave owner; the naming of Ryerson University and Ryerson Avenue after Egerton Ryerson, who is regarded as one of the architects of the residential school system; a protest at the City-owned King Edward VII equestrian statue in summer 2020; the naming of Jarvis Street after William Jarvis, who was also a slave owner in Toronto; and the naming of Yonge Street for George Yonge, a British politician who has been implicated in corruption and slave trafficking. Staff are also aware of at least 60 other street names, primarily small local roads, which could require further examination in the future, including at least 12 streets named after slave owners.

While the previously-approved moratorium on further naming/renaming of streets and removal of monuments remains in place, the City has an opportunity to consider an approach to addressing other issues related to naming and monuments in the future. The new commemorative framework, to be presented to Council in 2022, will set out such an approach.

Further examination of commemorations will likely be warranted where an integral part of the history of a subject is missing in its commemoration, where there are significant new developments in research or scholarship on the commemorated subject, or where there is significant community support for making a change. A decision to make a change should be based on careful, ethical historical research, and meaningful community engagement. When a change to the commemoration is warranted, actions on legacy issues could take a three-Rs approach: **rename** (e.g., a street), **remove** (e.g., a monument), or **reinterpret** (e.g., a street name, monument, or artwork). In the case of Dundas Street, it is clear based on historical evidence and engagement with impacted communities that a renaming is the most appropriate approach to uphold Council's commitment to confronting anti-Black racism and advancing reconciliation. Other responses could be more appropriate for other cases, taking into account the historical record, impact on communities, and the type of asset.

The new commemorative framework will detail the required processes, internal capacity, and financial resources to plan for future work in this area. While the proposed renaming of Dundas Street is complex and costly due to the street's length and connections to the TTC and provincial highways, other potential changes that do not impact major arterial roads would be on a much smaller order of magnitude. Additionally, depending on the historic record, community input, size, location and significance of the asset, options might include approaches that focus on one of the other "R's". As such, the framework will consider how to replicate and scale the Dundas review for other street and place names, and for other types of civic assets. It will also consider strategies from the Dundas review to adopt for future processes, such as a longer-term role for a Community Advisory Committee to guide naming and reviews of civic assets over time.

CONTACT

Cheryl Blackman, Interim General Manager, Economic Development and Culture,
Cheryl.Blackman@toronto.ca, 416-392-9135

SIGNATURE

Chris Murray
City Manager

ATTACHMENTS

Attachment 1 - Draft City of Toronto Principles for Commemoration in the Public Realm

Attachment 2 - Proposed Engagement Strategies for Commemorative Principles

Attachment 3 - Naming of a New Public Street at 971-979 Warden Avenue

Attachment 4 - Overview of Proposed Naming Process

Attachment 5 - Proposed Timing of Public Engagement Processes