

Attachment 2

Meeting September 23, 2024

COMMITTEE COVER REPORT

EXECUTIVE COMMITTEE OF COUNCIL**TO:** MAYOR AND COUNCILLORS**SUBJECT: INTERIM GUIDELINES AND PROCEDURES FOR NAMING CIVIC ASSETS****RECOMMENDATION:**

THAT the proposed guidelines and procedures for naming civic assets outlined in Section 3.0 of the report titled “Interim Guidelines and Procedures for Naming Civic Assets” dated September 4, 2024, be **REFERRED** to staff to incorporate recommended changes noted at the Executive Committee of Council Open meeting on September 4, 2024 as follows:

- ensure inclusive and gender-neutral language is used;
- allow for naming of living individuals except current City elected officials or staff and by including living individuals the following amendments would be required:
 - discussions regarding information related to preliminary naming considerations continue to be held in closed pursuant to section 90 of the *Community Charter*;
 - staff must obtain consent from the named individual, and if the naming is posthumous, the person’s immediate family or executor of the estate must provide consent;
 - include guidelines on how to decommission a named asset; and
 - include plaque installation when a new civic asset is named for an individual, and ensure biographical information is easily accessible to the public when visiting the asset.

REPORT

The Executive Committee of Council, at its meeting held on September 4, 2024, received the attached report seeking Council’s endorsement of a set of guidelines and

*Subject: Interim Guidelines and Procedures for Naming Civic Assets
Committee Cover Report: Meeting September 23, 2024 Page 2*

procedures for the naming of civic assets, as an interim measure while the development of a comprehensive Burnaby Naming and Commemoration Policy is undertaken.

The original recommendation was not moved and the Committee brought forward a motion that the report be **REFERRED** to staff to incorporate additional changes to the guidelines and procedures as noted above, and the motion was adopted.

On behalf of the Executive Committee of
Council,

Councillor Sav Dhaliwal
Chair

Councillor P. Calendino
Vice Chair



Meeting September 4, 2024

File: 79100-01

COMMITTEE REPORT

TO: EXECUTIVE COMMITTEE OF COUNCIL (ECC)

FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT
GENERAL MANAGER CORPORATE SERVICES

SUBJECT: **INTERIM GUIDELINES AND PROCEDURES FOR NAMING CIVIC ASSETS**

PURPOSE: To seek Council's endorsement of a set of guidelines and procedures for the naming of civic assets, as an interim measure while the development of a comprehensive Burnaby Naming and Commemoration Policy is undertaken.

RECOMMENDATION

THAT the proposed guidelines and procedures for naming civic assets, outlined in Section 3.0 of the report titled "Interim Guidelines and Procedures for Naming Civic Assets" dated September 4, 2024, be approved.

EXECUTIVE SUMMARY

The formal acknowledgement and endorsement by Council of guidelines and procedures for naming civic assets is required to provide direction to staff to advance recommended names for civic assets. Interim guidelines and procedures will serve as foundational elements to help inform the final comprehensive, consulted, and research-backed policy for civic naming and commemoration that is planned to be advanced to Council in fall 2025. This report details previous Council guidance on the naming of civic assets, proposes interim guidelines for naming based on best practices, provides information on procedures to advance names for Council's approval, and delineates the scope and timeline for a forthcoming Burnaby Naming and Commemoration Policy.

1.0 POLICY SECTION

The Executive Committee of Council (Executive Committee) is responsible for making recommendations to Council on the naming of parks, civic buildings, and facilities, as outlined in the Terms of Reference for the committee. This report is supported by the following policy:

- Official Community Plan (1998)
- Burnaby Procedure Bylaw (2024)
- Corporate Strategic Plan (2022)

2.0 BACKGROUND

2.1 Existing Council Guidance and Direction for Naming Civic Assets

Guidelines for commemorating individuals are found in the November 15, 1982 Council report, "Naming of Freeman of the Municipality, Park Names and Street Names." The report recommends that selection of individuals as Freeman or as the namesakes of parks be reserved for those who have made outstanding contributions to the community, and that the honour be conferred sparingly only upon individuals who have given outstanding community and/or public service within the general community over a sustained period of time.

The report further recommends that consideration be given to elected or appointed municipal officials as namesakes for parks, as well as citizens at large who have given outstanding service to the community.

In 1989, Council created the "Housing and Civic Development Committee" (later the Finance and Civic Development Committee) and part of its overall responsibilities included submitting for Council's consideration the proposed names of new buildings and facilities, other than those located in City parks.

At its May 7, 2007 meeting, Council authorized the Finance and Civic Development Committee to develop and recommend names for civic buildings and facilities not located in City parks. The report identified that the committee would take the following criteria into consideration for its work:

- The need to consult and receive suggestions from the community and others as appropriate.
- The merit of using the names of past and present Burnaby Freeman and Gold Key recipients that have not already been recognized in a civic facility or park name, or other appropriate references for names (note: "Gold Key" was an award equivalent to "Freeman," used before the "Freeman" honour was made possible through the Municipal Act in the 1960s).
- The wishes of the person to be honoured or the family of a deceased person, as possible.
- The review and selection of names through Closed Council reports until a final decision is authorized in order to respect the privacy of individuals being considered.

In response to a February 2021 staff report recommending guidelines to consider requests for commemorative plaques on the grounds of City Hall, the Executive Committee provided direction to staff to align commemorative policy with Burnaby's community spirit and values (including fostering inclusivity within the community). The committee also requested that commemorative processes include opportunities for proposals to be received from the community, not only for commemorations located on the grounds of City Hall, but at any City location.

The reports summarized above provide guidance when considering naming a civic asset after an individual that includes the significance of the person's contribution to

Burnaby, including lengthy and sustained service. Direction from the Executive Committee from February 2021 articulates a desire for commemorative initiatives to reflect a commitment to inclusion and the contemporary values of the City.

2.2 Council Direction for an Updated Policy

At its November 20, 2023, meeting, Council authorized staff to implement action items outlined in the *Implementation of the Heritage Policy and Programs Review* report, including:

Develop a policy to guide the naming of civic facilities (including parks) and streets, and a commemoration policy to guide the City's official commemoration of important places, people, and events through plaques and other commemorative works. The policy will be reflective of the City's commitment to reconciliation with Indigenous Peoples, and to equity, diversity, and inclusion.

Work on developing a policy for naming and commemoration ("Burnaby Naming and Commemoration Policy") is in progress and is being led by the Planning and Development Department with support from the Corporate Services Department and the Indigenous Relations Division, and input from other impacted departments.

Establishment of an interdepartmental staff working group to guide the development of the Burnaby Naming and Commemoration Policy is in progress, and this group will serve as a resource for the Executive Committee and Department Heads to implement the interim guidelines and procedures outlined in this report.

As there is an immediate need to receive guidance from Council for the naming of new civic facilities, this report seeks Council's approval of interim guidelines and procedures for the naming of civic assets.

Should Council support the recommendations in this report, the Interim Guidelines and Procedures for Naming of Civic Assets outlined in this report will guide staff to advance proposed names for civic assets while the more comprehensive policy for naming and commemoration is under development.

3.0 GENERAL INFORMATION

3.1 Interim Guidelines and Procedures for Naming Civic Assets

The proposed interim guidelines and procedures outlined below and in Attachment #1 provide guidance on the types of assets that should be named, how to select names, and the process for approval.

3.1.1 Scope of Interim Guidelines and Procedures

Naming of Parks, Civic Buildings and Facilities

The Terms of Reference (TOR) of the Executive Committee assign it responsibility for making recommendations to Council on the naming of parks, civic buildings, and civic facilities. These guidelines and procedures would apply to the naming of those assets.

Naming of Assets within Parks, Civic Buildings and Facilities

Should Council wish to name other types of assets, such as rooms in civic buildings, or trails or features in a City park, direction can be provided to staff through a Council resolution. Past examples of other assets that have received formal name recommendations that were considered, approved and adopted by Council, include:

- The Pixie McGeachie Reading Room at the City Archives in McGill Library,
- Drummond's Walk at Barnet Marine Park, and
- The Central Park Variety Playground.

The guidelines and procedures for naming such other assets would be the same as for naming parks, civic buildings, and civic facilities.

Indigenous Names

The City currently does not have a process for receiving or requesting the gift of an Indigenous name from the Host First Nations. The Host First Nations on whose unceded territory the City is now located include the xʷməθkʷəyəm (Musqueam), Skwxwú7mesh (Squamish), səliłwətał (Tseil-Waututh), and kʷikʷəłəm (Kwikwetlem) First Nations (the Host First Nations).

Developing a protocol for Indigenous naming is within the scope of the policy review for the Burnaby Naming and Commemoration Policy that is described in Section 3.3 of this report. Names that refer to Indigenous peoples and cultures, are based on Indigenous place names, are written in an Indigenous language, or could otherwise be considered an Indigenous name must be generated in consultation with the Host First Nations following appropriate cultural protocols.

In the event that Council directs that an Indigenous name should be considered for a specific asset before a protocol has been established, it is recommended that a temporary geographic-based name be identified that could be replaced with an Indigenous name at a later date.

3.1.2 Guidelines for Naming an Asset for an Individual

Naming a civic asset is a way to recognize or acknowledge significant individuals who have contributed to, and shaped, the City of Burnaby. The following guidelines can be used when considering naming a civic asset for a person:

- It is best practice that at least ten years should have passed following the death of an individual before they be considered for commemoration. While it is not considered best practice to name assets for living individuals, if desired by Council, this could be considered in exceptional circumstances.
- A decision to honour a specific individual should include consideration of length of service, with a preference for individuals being honoured with a sustained period of service to the City and/or the community.

- Consideration should be given to how the nominee serves as an exemplar of the City of Burnaby's values as set out in the Corporate Strategic Plan: Community, Integrity, Respect, Innovation, and Passion. The values of equity, diversity and inclusion should also be considered.

3.1.3 Guidelines for Naming Assets based on Geography

Many civic assets have place names based on geographic location. Examples include the Burnaby Art Gallery, the Edmonds Community Centre or the Riverway Golf Course. The following guidelines can be used when naming a civic asset for a geographic feature:

- Use of the name "Burnaby" should be reserved for assets that serve the community as a whole.
- Geographic place names should correspond to their location, either by reflecting existing names or natural, cultural and/or built characteristics.

Note that place names that are in turn named for a person (such as Edmonds and Willingdon) are considered geographic-based names.

3.1.4 General Procedure for Naming Assets

Proposals for naming civic assets are advanced by staff to the Executive Committee, which may in turn advance them to Council. Key steps in this process include:

- Step 1: Staff research on the proposed name(s), including background research and review of any previous discussion at an Executive Committee meeting. Proposals to commemorate an individual will require preparation of a well-researched biography by heritage planning, City Archives, or Burnaby Village Museum staff.
- Step 2: Review of the proposed name(s) by the Director, Indigenous Relations and Reconciliation.
- Step 3: Consideration of the proposed name(s) at an Executive Committee meeting. Proposals that commemorate individuals require review at a closed meeting, pursuant to Section 90(1)(b) of the *Community Charter*.
- Step 4: If more than one proposed name is initially advanced, further research on the preferred name and advancement at a future Executive Committee meeting, as directed by the Committee.
- Step 5: With the approval of the Executive Committee, advancement of the proposal to Council. Proposals that commemorate individuals require review at a closed meeting, pursuant to Section 90(1)(b) of the *Community Charter*.
- Step 6: Following Council approval, if the name commemorates an individual, the following steps are required:

- a. Engagement with the family of the person to be commemorated, to request their support for the proposal.
- b. If the family supports the proposal, further engagement as the family reviews the biography and provides any additional information, followed by presentation of the report at an open Council meeting for information.
- c. If the family does not support the proposal, preparation of a report to a closed Council meeting with a recommended course of action.

Step 7: For all approved names, communication of the new name to the community and interested parties by Public Affairs.

3.2 Removing or Replacing an Existing Name

Consideration of a process for removing and/or replacing a name or commemoration that no longer reflects the City's values will be considered as part of the development of the fulsome Burnaby Naming and Commemoration Policy.

In practice, the City has decommissioned names when an asset has reached the end of its lifecycle and is demolished. An interim procedure is included in Attachment #1 to address the decommissioning of names until the full Policy review is complete.

The procedure requires staff to ensure that when decommissioning a name, a plan is in place and is communicated to Public Affairs. If the name being decommissioned is the name of an individual, it is recommended that staff contact the family and/or others in the community with a connection to the namesake to inform them that the name will be decommissioned. Consideration should also be given to commemorating the decommissioned building and its name in the new facility, for example by including a plaque or interpretive panel.

3.3 Burnaby Naming and Commemoration Policy Development

Work is underway to develop the Burnaby Naming and Commemoration Policy, a comprehensive policy to guide the naming of streets and civic assets, and for the installation of memorials and commemorative installations at City-owned parks and facilities. It will also give consideration to the use of Indigenous names for civic assets, including protocols for engaging the Host First Nations for the naming and commemorative activities included in the policy. The policy will include guidance for decommissioning names, memorials, and commemorative installations. The project team will consider if guidance for Council recognition of events should be included in the policy. The timeline for this work is as follows:

- Phase I: Confirm scope, project team, and resources (August 2024)
- Phase II: Undertake research and initial consultation, including initiating engagement with Host First Nations through the referrals process (October 2024)
- Phase III: Prepare draft policy directions for stakeholder engagement (January 2025)

- Phase IV: Present final report (Fall 2025)
- Phase V: Implementation (Fall 2025/Winter 2026)

Reporting on the work to the Executive Committee will take place prior to stakeholder engagement in Phase III; the final report with policy recommendations will be advanced to Council through the Executive Committee in Fall 2025.

4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

No community engagement is planned to implement the recommendation of this report, which involves implementing interim guidelines and procedures for naming civic assets. It is expected that the interim guidelines and procedures contained within this report, and Attachment #1, will be replaced with the final comprehensive Burnaby Naming and Commemoration Policy that is under development and will include consultation with the broader community, and engagement with x^wməθk^wəyəm (Musqueam), Skw^xwú7mesh (Squamish), səliwətaʔ (Tsleil-Waututh), and k^wik^wəʔəm (Kwkwetlem) First Nations.

5.0 FINANCIAL CONSIDERATIONS

Resources for developing the Burnaby Naming and Commemoration Policy and related engagement are included in the operating budget of the Planning and Development Department.

Respectfully submitted,

E.W. Kozak, General Manager Planning and Development
 Juli Halliwell, General Manager Corporate Services

ATTACHMENT

Attachment 1 - Interim Guidelines and Procedures for Naming Civic Assets

REPORT CONTRIBUTORS

This report was prepared by Lisa Codd, Heritage Planner, and Samantha Pellizzari, Policy and Governance Administrator, and reviewed by Jennifer Wong, Assistant City Solicitor, Mikelle Sasakamoose, Director Indigenous Relations and Reconciliation, Nikki Best, Director Legislative Services, Lily Ford, Planner 3, Johannes Schumann, Director Community Planning, Lee-Ann Garnett, Deputy General Manager, Planning and Development, James Lota, Director Lands and Facilities, Carmen Gonzalez, Deputy General Manager Parks, Recreation and Culture, Noreen Kassam, Deputy Chief Administrative Officer and Chief Financial Officer.

Attachment 1

Interim Guidelines and Procedures for Naming Civic Assets

Purpose

This document identifies guidelines for naming civic assets, and how to advance a proposed name for a civic asset to Council.

Guidelines

1. Scope of Interim Guidelines

Assets that can receive a formal name, as outlined in the Terms of Reference for the Executive Committee, include parks, civic buildings, and facilities.

Council direction must be received to advance a name for any other type of asset.

Previous examples of other types of assets and spaces receiving a formal name through recommendations that were considered, approved and adopted by Council, include:

- the Pixie McGeachie Reading Room at the City Archives in McGill Library,
- Drummond's Walk at Barnet Marine Park, and
- the Central Park Variety Playground.

2. Guidelines for Naming an Asset for an Individual

Naming a civic asset is a way to recognize or acknowledge significant individuals who have contributed to, and shaped, the City of Burnaby. The following guidelines can be used when considering naming a civic asset for a person:

- It is best practice that at least ten years should have passed following the death of an individual before they be considered for commemoration. While it is not considered best practice to name assets for living individuals, if desired by Council, this could be considered in exceptional circumstances.
- Consideration of length of service, with a preference for individuals being honoured having provided a sustained period of service to the City and/or the community.
- Consideration of how the nominee serves as an exemplar of the City of Burnaby's values, as set out in the Corporate Strategic Plan: Community, Integrity, Respect, Innovation, and Passion. The values of equity, diversity and inclusion should also be considered.

3. Guidelines for Naming Assets based on Geography

Many civic assets have place names based on geographic location. Examples include the Burnaby Art Gallery, the Edmonds Community Centre or the Riverway Golf Course. The following guidelines can be used when naming a civic asset for a geographic feature:

- Use of the name “Burnaby” should be reserved for assets that serve the community as a whole.
- Geographic place names should correspond to their location, either by reflecting existing names or natural, cultural and/or built characteristics.

Note that place names that are in turn named for a person (such as Edmonds and Willingdon) are considered geographic-based names.

Procedure

This procedure applies to the naming of municipal parks, buildings, and facilities and, with Council direction, other features and spaces within those assets. Below are the key steps in the procedure. Please note that these steps include additional procedures for names commemorating individuals.

Proposals for naming civic assets are advanced by staff to the Executive Committee, which may in turn advance them to Council for approval. Key steps in this process include:

- Step 1: Staff research on the proposed name(s), including background research and review of any previous discussion at an Executive Committee meeting. Proposals to commemorate an individual require preparation of a well-researched biography by heritage planning, City Archives, or Burnaby Village Museum staff.
- Step 2: Review of the proposed name(s) by the Indigenous Relations Manager.
- Step 3: Consideration of the proposed name(s) at an Executive Committee meeting. Proposals that commemorate individuals require review at a closed meeting, pursuant to Section 90(1)(b) of the *Community Charter*.
- Step 4: If more than one proposed name is initially advanced, further research on the preferred name and advancement at a future Executive Committee meeting, as directed by the Committee.
- Step 5: With the approval of the Executive Committee, advancement of the proposal to Council. Proposals that commemorate individuals require review at a closed meeting, pursuant to Section 90(1)(b) of the *Community Charter*.
- Step 6: Following Council approval, if the name commemorates an individual, the following steps are required:

- a. Engagement with the family of the person to be commemorated, to request their support for the proposal.
- b. If the family supports the proposal, further engagement as the family reviews the biography and provides any additional information, followed by presentation of the report at an open Council meeting for information.
- c. If the family does not support the proposal, preparation of a report to a closed Council meeting with a recommended course of action

Step 7: For all approved names, communication of the new name to the community and interested parties by Public Affairs.

Decommissioning Names

The City sometimes decommissions names when an asset that has reached the end of its lifecycle is demolished. In cases where a name will be lost alongside demolition or replacement of a facility, the Executive Sponsor for the project will ensure that a plan is in place for decommissioning the name and is communicated to Public Affairs.

If the name being decommissioned is the name of an individual, the plan would include contacting the family and/or others in the community with a connection to the namesake, and consideration for commemorating the building and its name (such as including a plaque or interpretive panel to be displayed at the site or in the new facility).