

## MANAGEMENT REPORT

Date: June 14, 2022  
Author: Carol Nelson, Director Planning & Communications  
VanDocs#: DOC/2022/156044  
Meeting Date: June 22, 2022

TO: Library Board  
FROM: Kurt Heinrich, Chair, CRPD Committee  
**SUBJECT: Draft Interim Naming Library Spaces Policy**

---

### **SUMMARY**

As part of VPL's Board policy review in 2020, the Board prioritized VPL's Donor Recognition policy for review and confirmed the need for a new stand-alone naming policy distinct from the Donor Recognition and Sponsorship policies, that considers *hən̓q̓əmiñəm* and *Sḵwxwú7mesh sníchim*, as well as donor and commemorative naming. In July 2021, the CRPD Committee discussed considerations related to a new naming policy.

This report provides a draft Interim Naming Library Spaces policy for discussion. Staff are recommending an interim policy in order to provide time for discussions related to naming process between the City of Vancouver and the Musqueam, Squamish and Tsleil-Waututh Nations to reach a conclusion.

### **PURPOSE**

This report is for discussion and information.

### **RECOMMENDATIONS**

That the CRPD committee recommend that the Board receive the Interim Naming Library Spaces Policy for discussion and information.

### **COMMITTEE DISCUSSION**

The CRPD Committee discussed and supported the approach of an interim policy. Members inquired about the interim process for naming by the local Nations, identified changes to the approach for establishing a naming subcommittee under CRPD, identified the need for edits to clarify that the policy is interim, to increase emphasis that naming is not in perpetuity, and to

identify the importance of opportunities for philanthropic naming for fundraising, and discussed the framing of points related to equity, diversity and inclusion. Following robust discussion, and recognizing the interests of the VPL Foundation in receiving a naming policy from the VPL Board, the Committee referred the Interim Naming Library Spaces policy to the Board for further discussion among a larger group with initial edits incorporated, and for the Board to consider further revisions or to approve.

## **POLICY**

The [current Donor Recognition Policy](#) was last updated in 2018. It outlines the Library's position regarding recognition of private philanthropic and corporate support, as well as naming of library branches. In 2020, as part of VPL's Board policy review, this policy was confirmed for review and the Board identified the need for a stand-alone naming policy that considers hə́ŋqəmiñə́m and Sk̓wxwú7mesh sníchim as well as donor and commemorative naming.

The Donor Recognition policy outlines a process for removal of philanthropic names where actions of the donor or individual recognized may result in negative implications for VPL.

## **INDIGENOUS CONSIDERATIONS**

VPL has identified Reconciliation as a priority and is seeking opportunities to implement principles in the UN Declaration on the Rights of Indigenous Peoples (UNDRIP). A Naming policy can support the implementation of the UN Declaration Article 13: *Indigenous peoples have the right to revitalize, use, develop and transmit to future generations their histories, languages, oral traditions, philosophies, writing systems and literatures, and to designate and retain their own names for communities, places and persons*, as well as Article 11: *Indigenous peoples have the right to practise and revitalize their cultural traditions and customs. This includes the right to maintain, protect and develop the past, present and future manifestations of their cultures, such as archaeological and historical sites, artefacts, designs, ceremonies, technologies and visual and performing arts and literature.*

VPL has invited the Musqueam, Squamish and Tsleil-Waututh Nations to participate in the development of VPL's new naming policy. The revitalization of language has been identified as a priority by all three Nations, and our goal is to develop a policy that incorporates feedback of these Nations on when and how to use hə́ŋqəmiñə́m and Sk̓wxwú7mesh sníchim, and for considerations related to donor and commemorative naming. To date, Tsleil-Waututh Nation has expressed interest in naming of branches, and has provided input.

The City of Vancouver is developing a comprehensive commemoration and naming policy which will also outline a process for naming with the Musqueam, Squamish and Tsleil-Waututh Nations. VPL will follow the approach of the City when seeking guidance from local Nations to determine Indigenous language names. This VPL Interim Naming Library Spaces policy is proposed to function on an interim basis for local Indigenous language naming while the City of Vancouver

develops their policy and process with the local Nations. Following creation of those policies, the Library Board will review and revise this policy.

## **STRATEGIC IMPLICATIONS**

Within the next decade, VPL will be undertaking a number of capital projects with potential naming or re-naming opportunities. These projects are described in the [Facilities Redevelopment Overview](#) for the March 23, 2022 Board meeting.

Within VPL's 2020-2023 Strategic Plan, Strategic Priority 2 relates to shared spaces and experiences. Within this, two goals relate to physical spaces:

- Goal 2.1 Reflect and celebrate Indigenous cultures and history, where the strategic initiative is to collaborate with Musqueam Indian Band and the City of Vancouver to plan and design the new Marpole library and civic centre
- Goal 2.2 Develop welcoming, accessible, and sustainable facilities, where the strategic initiatives focus on revitalization of the Children's Library at Central, and branch revitalizations including Oakridge, Collingwood, Joe Fortes and Britannia.

The addition of Early Literacy Spaces at some branches may also attract philanthropic investment and naming opportunities.

## **BACKGROUND**

Naming of assets in the public sector has taken on increased prominence over the past year, as societies are re-evaluating the impact of some historical figures after which many public assets are named. VPL staff have undertaken a review of other institutions, cities, and libraries to identify common issues and approaches to naming and renaming.

In the review undertaken by staff, commonly identified objectives for naming by other organizations include:

- To further Reconciliation efforts
- To create welcoming/inclusive spaces for all
- To commemorate / honour service, leadership, and contributions to the library / city
- To recognize / thank donors
- To create a distinct identity / be functionally descriptive of spaces to make it easy to find them (e.g. location based)

These different objectives lead to types of naming, such as: Indigenous, commemorative, philanthropic, and functional/descriptive naming.

Philanthropic naming is currently guided by the [Donor Recognition policy](#), which will be updated once a new naming policy is approved. Solicitation, due diligence research on donors, and negotiation of donor agreements, including donor recognition (which may include naming

opportunities), is led by the VPL Foundation in consultation with the Chief Librarian & CEO. The VPL Foundation follows VPL's policies to ensure consistent approach. Board approval is required for recognition where the value of the donation is more than \$50,000 per year or has a total multi-year value of more than \$150,000.

At times, commemorative naming at VPL has included community consultation. The naming of meeting rooms and the branch itself at n̓č̓aʔmat ct Strathcona in 2014 included public surveys soliciting suggested names, a review by staff and presentation of recommended options. These were shortlisted by trustees and subsequently reviewed with the City as well as Musqueam, Squamish, and Tseil-Waututh Nations. A blended name was ultimately selected as it recognizes the local Nations through use of the h̓əŋq̓əmiŋəm language, which is spoken by both Musqueam and Tseil-Waututh Nations, as well as reflects the identity of the Vancouver neighbourhood by incorporating the neighbourhood's historical name, Strathcona. Some of the other short listed names were adopted for meeting rooms at the branch.

At the CRPD committee meeting in July 2021, the Committee discussed naming considerations extensively, and provided feedback to guide the development of the draft naming policy.

## **DISCUSSION**

Feedback from the CRPD Committee included:

- The need to be thoughtful in naming for individuals, particularly those who are living, since their actions and the political and ideological landscape can change over time.
- Naming for a limited term may be preferable to perpetual naming.
- The policy should identify goals, which could include inclusion, building excitement with donors and in community, and partnership with the community.
- The opportunity to learn from Indigenous place naming which often links to the story of the land, rather than to individuals, and that naming can help toward VPL's implementation of UNDRIP
- When names are considered, background research and analysis into the individual or corporation's history with Indigenous peoples should be undertaken.
- Different approaches may be appropriate for branches, rooms, programs.
- Consider the mind-set of donors and how philanthropic giving could be affected if we move away from individual or corporate naming.
- Consider community-based naming and consultation within the neighbourhood, as well as with philanthropic organizations.

Attached as **Appendix A** is a draft naming policy for discussion. This policy aims to provide guidelines for the naming of library spaces, engaging the public and local communities, and reviewing existing names. Staff have received and incorporated feedback on the draft from the VPL Foundation Executive Director and from the CRPD Committee.

**Questions for Board discussion:**

1. Does the draft address the goals and feedback provided previously?
2. Are there other considerations that should be incorporated?
3. Would you like staff to develop and recommend guidelines for the proportion of spaces (or maximum percentages) available for philanthropic naming?
4. Is the Board prepared to approve the policy at this meeting, or does the Board wish to provide suggestions and reconsider the policy at a fall 2022 meeting?

**FINANCIAL IMPLICATIONS**

VPL's Naming and Donor Recognition policies can have a significant impact on the ability of the Library to attract larger philanthropic gifts, as these are generally associated with visible named recognition, such as the Dilawri Square at Central Library in 2019, or the Terry Salman branch in 2011.

# BOARD POLICY

<b>SUBJECT:</b> Naming Library Spaces (interim)	
<b>CATEGORY:</b> Community Relations	<b>POLICY CODE:</b> VPL-BD-CR-XXX-202X

## Objective

The objectives of Vancouver Public Library’s Naming Library Spaces (interim) policy include:

- Ensuring that naming at VPL is consistent with the Library’s mission, vision and values
- Ensuring a consistent approach to naming system-wide;
- Providing guidelines for both naming and the removal of names;
- Providing guidelines for engagement and community input; and
- Articulating levels of authority related to the naming of Library spaces.

## Scope

This policy applies to naming of VPL’s places and spaces, such as branches, rooms, gathering areas and collection areas; it does not apply to library materials, furniture, services, programs or events.

This policy will function on an interim basis for local Indigenous language naming while the City of Vancouver develops naming policy and processes with the Musqueam, Squamish and Tsleil-Waututh Nations. Following creation of those policies, the Library Board will review and revise this policy.

## Definitions

**Commemorative naming:** Assets are named to commemorate or honour an individual or group’s service, leadership, or contributions to the City or to the Library; or to commemorate significant historical sites.

**CRPD:** Community Relations, Policy Development Committee.

**Functional/neighbourhood-based naming:** Names that are functionally descriptive of spaces or refer to geographical locations so they are easy to find.

**Indigenous language naming:** The naming of assets in local Indigenous languages (hən̓q̓əmiñəm and Skwxwú7mesh) as determined with one or more of the Musqueam, Squamish, or Tseil-Waututh Nations.

**Philanthropic naming:** Naming designed to recognize and thank donors for their financial contributions to the Library.

**VPLF:** Vancouver Public Library Foundation

## **Indigenous Considerations**

VPL's Naming policy supports the implementation of UNDRIP's Article 13: *Indigenous peoples have the right to revitalize, use, develop and transmit to future generations their histories, languages, oral traditions, philosophies, writing systems and literatures, and to designate and retain their own names for communities, places and persons, as well as Article 11: Indigenous peoples have the right to practise and revitalize their cultural traditions and customs. This includes the right to maintain, protect and develop the past, present and future manifestations of their cultures, such as archaeological and historical sites, artefacts, designs, ceremonies, technologies and visual and performing arts and literature.*

VPL will work collaboratively with the Musqueam, Squamish, and Tsleil-Waututh Nations on a process for Indigenous language naming of Library spaces that is consistent with these UNDRIP articles, and provides opportunities to reinforce cultural presence and public awareness of the local Nations and their languages through naming of VPL spaces.

## **Policy Statements**

### **1. Principles**

- Naming carries considerable social significance, affecting how people feel about and interact with an asset. Names reflect a community's values, affect perceptions of history, and communicate what is considered important in a particular time and place.
- Naming reflects VPL's vision, mission, values, and strategic priorities.
- Naming is applied in a manner which reflects the diversity of Vancouver and the land on which the asset is situated, considering historic and current places, events and peoples. Proposed names should be meaningful to the neighbourhood or area served.
- Naming will seek to support Indigenous language learning and usage.
- Naming is conducted thoughtfully, with due diligence, background research, [and community input](#), where applicable, to ensure all names are consistent with, and strengthen, the reputation of the Library.
- Local Nations, communities and/or other identified stakeholders are included as a part of naming processes as appropriate.

### **2. Goals of Naming**

- To create welcoming, accessible, and inclusive spaces;

- To further VPL’s commitment toward Truth and Reconciliation in supporting the implementation of language and culture rights of the Musqueam, Squamish, and Tsleil-Waututh peoples, and honouring the histories and ongoing connections of local Nations in these territories;
- To reflect priorities related to equity, diversity and inclusion;
- To commemorate and honour service, leadership, contributions to the Library/City, or historical events or places;
- To thank and recognize donors and support fundraising efforts; and
- To create a distinct identity or functional description to support wayfinding.

### 3. General Guidelines

- VPL will apply a combination of Indigenous language, commemorative, philanthropic, and functional names across and within its physical spaces.
- Branches will not be available for philanthropic naming. Naming of Library branches will be reserved for Indigenous language, commemorative and/or functional naming.
- Indigenous language names will be considered a priority for prominent, highly visible VPL spaces, such as library branches, providing opportunities for public education and awareness building.
- Temporary or leased branch locations will maintain their existing names, with new names being applied to permanent locations
- Functional names may be considered in combination with Indigenous language or commemorative names for branches, to assist with wayfinding.
- Commemorative names will not recognize individuals who are still living.
- VPL will follow the approach of the City of Vancouver when seeking guidance from local Nations to determine Indigenous language names.
- Naming will not extend beyond the useful life of spaces or facilities.
- ~~VPL The CRPD committee~~ will form a **naming** subcommittee to review proposed names and requests for ~~removal and~~ re-naming, and approve its terms of reference. making recommendations to the CRPD Committee and the VPL Board for approval. ~~The committee will comprise the Chief Librarian & CEO, Chair of the CRPD Committee, the Director, Planning and Communications and the executive director, VPLF, with other members to be added at the discretion of the Chief Librarian & CEO.~~



#### 4. Local Indigenous Naming

- As the ~~joint~~ City and local Nations naming ~~committee and~~ processes are being developed, VPL will follow the guidance of local Nations in undertaking Indigenous language naming.
- VPL will seek input from local Nations to identify which branches or spaces should be considered for Indigenous language naming, and will work with the local Nations to jointly develop an implementation process for naming these spaces.

#### 5. Philanthropic Naming

- VPL will not engage in naming which creates the impression that the Library endorses a commercial product or a partisan political or ideological position. Names will not include any design trademarks, slogans or logos.
- Donor names will not have prominence over the Vancouver Public Library name and/or logo.
- Depending on the size and nature of the gift, recognition options may include naming of rooms or space within a VPL branch, to be determined in consultation with the donor, the VPLF, and VPL.
- Naming opportunities do not extend beyond the useful life of the spaces or facilities where they are located, unless otherwise specified in a gift agreement signed by the donor, VPL, and VPLF representatives.
- Naming opportunities for people or organizations are guided by the following:
  - The amount of the gift reflects the perceived value of the space to be named.
  - The name to be used is appropriate for enhancing the image of the Library in the community.

#### 6. Removal and re-naming

- If a donor and/or an individual after which an asset is named is accused of any act, event, or conduct that could bring risk of harm, reputational or otherwise, to the Vancouver Public Library, the Library may in its sole and absolute discretion and in consultation with legal counsel, determine the appropriate process and remedy to address the risk of harm including, without limitation, removing donor recognition, renaming or determining appropriate alternate recognition.

- Existing names can be proposed for review by the VPL Board, staff, or members of the public. Proposals must be submitted in writing to the Naming Committee for consideration.

## 7. Public Engagement and Community Input

- In the naming of highly visible spaces, such as branches, VPL will engage with the local community to gather input on the significance of names to the neighbourhood and immediate area.
- VPL will design and deploy community consultation approaches that are inclusive, equitable and accessible to ensure that all community members' voices have the opportunity to be expressed and heard.

### Non-compliance Consequences

All naming of library spaces requires approval of the Chief Librarian & CEO and VPL's Board. Staff who convey commitments that are not aligned with this policy, or otherwise fail to comply with this policy, may face disciplinary action up to and including termination of employment.

### Policy Administration Roles and Responsibilities

<b>Director, Planning &amp; Communications</b>	Oversees and recommends updates to the policy as required.
<b>CRPD</b>	Reviews policy as required and recommends changes to the Board <u>Establishes and sets terms of reference for the Naming Subcommittee</u>
<b>Board</b>	Approves policy and revisions to the policy
<b>Chief Librarian and CEO</b>	Administers the policy

### Related Policies

- Donor Recognition
- Diversity and Inclusion Statement
- Public Space

**Approval History**

<b>ISSUED BY:</b>	Library Board	<b>APPROVED BY:</b>	Library Board	<b>DATE:</b>	YYYY/MM/DD	
<b>REVISED BY:</b>	Library Board	<b>APPROVED BY:</b>	Library Board	<b>DATE:</b>		

<b>DATE OF NEXT REVIEW</b>		<b>REVIEW CYCLE</b>	<b><u>2</u> Years</b>
----------------------------	--	---------------------	-----------------------