



Report to General Manager

Attachments:
1. Road and Place Naming Policy

SUBJECT: Naming Lavender Bay Boardwalk and Kurraba Point Reserve

AUTHOR: Ian Hoskins, Council Historian

ENDORSED BY: Martin Ellis, Director Community and Library Services

EXECUTIVE SUMMARY:

Recent resolutions of Council called for a report on the naming of the Boardwalk at Lavender bay and the Reserve at Kurraba Point. Research, including consultation with both the Geographic Names Board, those proposed to be honored and relatives of those proposed to be honored, indicates that Council can support the proposed name for the Boardwalk, should retain the name for Kurraba Point Reserve, and consider signage at the latter commemorating the many who campaigned to preserve the Point from development.

FINANCIAL IMPLICATIONS:

Nil

Local Government Act 1993: Section 23A Guidelines - Council Decision Making During Merger Proposal Period

The Guidelines have been considered in the preparation of this report and are not applicable.

RECOMMENDATION:

- 1. THAT** Council name the boardwalk at Lavender Bay the *Peter Kingston Boardwalk*.
 - 2. THAT** the Road and Place Naming Policy be amended as recommended in the report to allow for the naming of facilities such as boardwalks and buildings after living people.
 - 3. THAT** Council retain the name Kurraba Point Reserve and signage be installed to convey the role of previous Councils and local residents in the creation of the park.
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LINK TO DELIVERY PROGRAM

The relationship with the Delivery Program is as follows:

Direction: 4. Our Social Vitality

Outcome: 4.1 Community is connected
4.4 North Sydney's history is preserved and recognised

BACKGROUND

Council resolved the following at its meeting on 18 July 2016:

Mayoral Minute MM01 (Min No. 229)

- 1. THAT Council given in principle support to the renaming of the Lavender Bay Boardwalk to recognise the contribution of Peter Kingston.*
- 2. THAT a Councillor briefing be held to consider this matter as well as Council policy on naming places.*
- 3. THAT a further report come to the next council meeting as a matter of urgency.*

NoM04 (Min. No. 256)

- 1. THAT Council call for a report to look at the naming of the parkland area known as Kurraba Point Reserve, to consider whether some or all of the area or feature within it should be named to honour the former Mayor, Royce Jeffrey (Mayor from 1 December 1964 until his sudden death in office on 14 July 1966) who it is understood at the time was responsible for this area of approximately two and a half acres being acquired for and dedicated as foreshore public open space.*
- 2. THAT this matter also be considered at the Councillor briefing on the renaming of the Lavender Bay Boardwalk.*

CONSULTATION REQUIREMENTS

Community engagement will be undertaken in accordance with Council's Community Engagement Protocol.

SUSTAINABILITY STATEMENT

The sustainability implications are of a minor nature and did not warrant a detailed assessment.

DETAIL

Lavender Bay Boardwalk

The *Geographical Names Act 1966*, ‘empowers the GNB to assign names to places, investigate and determine the form, spelling, meaning, pronunciation, origin and history of any geographical name and to apply names with regard to position, extent or otherwise’. (*Placename Application Fact Sheet*, GNB, January 2016) The Board does not encourage the naming of public places, including natural features, parks and roadways, after living people. This position is explained as follows: ‘The most vexing naming decisions arise when features are named after people, especially those still living. The GNB’s experience is that proposals of this kind invariably lead to division in the community’... Therefore, the GNB strongly recommends that local councils do not prepare proposals to name features to honour living persons. Alternatives are to use commemorative plaques or naming a particular community facility such as a building or oval after the person to be commemorated.’ (*Commemorative Naming Fact Sheet*, GNB, January 2016).

This explanation implies that the commemoration of living people is acceptable if the name is applied to facilities such as buildings. However, the definition of ‘place’ offered in the Board’s own definition of ‘place’ somewhat confusingly includes facilities: ‘Place means any geographical or topographical feature or any district, division, locality, region, city, town, village, settlement, railway station or school or any other place within New South Wales’. (*Placename Application Fact Sheet*, GNB, January 2016) Indeed, the *Glossary of designation values in the Geographical Names Register* (GNB July 2015) includes several built structures including ‘homestead’ and ‘marina’, to which application of the name of a living person is discouraged.

The list of designated ‘values’ does not include boardwalks. The specific advice of the GNB in this instance is that ‘this feature can be named by [North Sydney] Council without consultation with Geographical Names Board’.

Furthermore, Council’s *Road and Place Naming Policy* has as one of its aims the promotion of ‘names within the local government area which have a locally relevant historical, botanical and/or aboriginal context’. In September 2012 Council voted unanimously both to recognise artist Brett Whiteley with the naming of Brett Whiteley Place, and to identify other local public buildings and places that might be ‘named in celebration of the life of prominent North Sydney artists’. The naming of the boardwalk at Lavender Bay accords with these decisions. Peter Kingston’s close association with Lavender Bay extends back more than 40 years.

During that time he has worked as an artist at Luna Park, depicted the Bay in numerous artworks and created a series of metal statues celebrating characters from Australian popular culture which now line the northern side of the Boardwalk. Mr Kingston has also contributed to ‘Nutcote’, most recently with the creation of a Banksia Man statue which now stands in the front garden. Naming the facility after Mr Kingston would clearly mark his association with this special place and his contribution to the cultural life of North Sydney more generally.

The Sustainability Centre at Waverton and part of the Council administrative building in North Sydney are both named after former and still living Mayors.

Minor amendment to Road and Place Naming Policy

Clause 4.1.3.1 of Council’s *Road and Place Naming Policy* states.

Current:

‘Names of living persons should not be used’.

Proposed

‘Names of living people should not be used for topographical features and those places specified in the *Glossary of designation values in the Geographical Names Register* (GNB July 2015). However other undesignated facilities may be named after living people with due consideration by Council and public consultation.’

Given the established possibility of naming undesignated facilities without consultation, it is appropriate to amend the aforementioned clause to allow the commemoration of living people through facility names. It would, of course, also be prudent to check the list of designated values beforehand and consult with the GNB if necessary.

Kurraba Point Reserve

The issue of the role of Royce Jeffrey and the creation of the park at Kurraba Point has been raised by the family of Ald. Jeffrey. It is their belief that there was a suggestion at the time of his passing to name the park in his honour: he died in office on 14 July 1966 having been elected to council as representative of Tunks Ward in 1959 and becoming Mayor in 1964. Examination of surviving archival documents and newspaper reports indicate that the move to acquire the land from the Company and create a park was first suggested by the National Trust of NSW to the Cumberland County Council soon after the likelihood of the closure of the Ferry depot became apparent in December 1962. Council’s Town Planner, Maurie Ross, endorsed the Trust’s suggestion in a report to Council of 14 January 1963. The idea was supported by the then Mayor Barton Higgs, the Deputy Mayor AJ Mitchell and several other Councillors - particularly in light of the likely alternative high rise development of the site. Ald. Leslie Loughland appears to have been the most enthusiastic supporter of the park option.

Neither the Cumberland County Council, nor the State Planning Authority [SPA] that replaced it in 1963, were prepared to buy the land for the purpose of creating open space. Indeed, the latter was receptive to the high rise development of the site. The PJMSSC remained hopeful of selling the land in accord with its residential development potential – then an estimated £130,000. Council did not have the funds but continued to press the issue.

The election of the Askin Liberal Government in 1965 elevated Mosman MLA Pat Morton to the portfolio of Local Government Minister. Morton had supported Council’s position on the creation of a park while in opposition and he remained receptive to the idea despite the refusal of the SPA to acquire the site. Community groups, including the Foreshore Preservation (Kurraba Point) Committee, supported Council’s ongoing campaign. All those in favour of creating a park noted the paucity of open foreshore around the Harbour and the need to take the opportunity to ‘preserve’ such open space.

The issue had reached an impasse in April 1966 when Royce Jeffrey suggested Council pay \$45,000 of the estimated \$450,000 needed to acquire and develop the site as a park. It would appear that the offer and Council’s persistence were effective as for, in early July, the Government agreed that the site would be purchased and Council would assume responsibility for its ‘care, control and management’. Morton’s support and negotiations with the SPA were almost certainly pivotal in the decision.

Royce Jeffrey died shortly after the announcement, on 14 July 1966. No minuted record of a suggestion to name the Park after him has been found, although it is quite conceivable that the idea was raised as a gesture of respect to a Mayor recently deceased. The only naming proposal in the years immediately following the ‘saving’ of the site found in Council Minutes appears to be ‘PH Morton Park’, a suggestion obviously intended to mark the role played by the Minister Pat Morton. That was presented in a motion that was subsequently withdrawn by Ald. Kesterton on 24 August 1966.

There were various expressions of gratitude from Council and the community in the wake of the decision. Ald. John Woodward praised the Foreshore Preservation (Kurraba Point) Committee, and characterised the campaign as the ‘initiative of residents’. The Committee, for its part, praised the ‘men of vision on North Sydney Council’. Ald. Kesterton obviously felt that the Minister had been instrumental. The initial role of the National Trust was also critical.

It would appear, then, that no one person was responsible for the acquisition of the PJMSSC site at Kurraba Point for open space. It is considered therefore that it would be misleading to name the space after an individual. Further research might well confirm that the creation of Kurraba Point Reserve was a critical point in subsequent SPA moves to create headland parks around Sydney Harbour. It is definitely an important, if under-recognised, moment in the longer history of Harbour foreshore preservation that began with the initiatives of WA Notting and Niels Nielson in the early 20th century and continues today with the work of local groups around Berrys Bay and elsewhere. Should Council wish to consider an alternative name then ‘Preservation Park’ is recommended.

It is also the case, however, that neither the GNB’s *Guidelines* for naming places or Council’s naming policy encourages ‘the changing of long-established names’. The name Kurraba Point Reserve has been used for at least 30 years. It is recommended that signage outlining the history of the campaign to ‘preserve’ the space be installed.



ROAD AND PLACE NAMING POLICY

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Policy Owner: Director Engineering and Property Services

Category: 2. Our Built Environment

1. STATEMENT OF INTENT

1.1 The objectives of this Policy are to:

- a) provide a consistent procedure for the naming of local roads and places within the North Sydney local government area;
- b) ensure that the road's, street's and place names comply with the relevant legislation and locality requirements;
- c) promote the use of names within the local government area which have a locally relevant historical, botanical and/or aboriginal context; and
- d) provide staff, the local community and future developers with clear information on Council's requirements for the naming of roads, streets and places.

2. ELIGIBILITY

2.1 This policy applies to all Council staff, Councillors and contractors working on behalf of Council.

3. DEFINITIONS

3.1 Feature - includes a road, place, park, reserve or facility. Excludes memorials, plaques, public art, statues or items of heritage significance.

3.2 Place - includes open space such as dedicated reserves, road closures or parks and, in rare instances, the naming of a locality or place of local significance.

3.3 Public Road - is any road that is opened, dedicated or declared to be a public road, whether under the *Roads Act 1993* or any other Act. A public road can be created by:

- a) the registration of a plan at the Office of the Registrar General;
- b) the dedication by way of notice in the NSW Government or Minister; and
- c) by the publication of a proclamation by the Governor.

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3.4 Private Road - is any road that is not a public road. Private roads can include:

- a) some roads or driveways to battleaxe blocks;
- b) roads indicated on community subdivision plans;
- c) roads in various cluster developments;
- d) roads on private property, for example, roads in caravan parks; and
- e) other forms or 'rights of way'.

4. PROVISIONS

In accordance with the Geographical Names Board (GNB) 'Guidelines for Naming of Roads':

4.1 Naming Convention - When naming or renaming roads and places the following guidelines should be observed.

4.1.1 General

- a) Council is the authority responsible for the naming or re-naming of public roads and places.
- b) This includes any road or place under the control of Council including public roads, road closures or a road that is to be dedicated to Council by way of a subdivision of land and excludes Crown public roads, private roads and roads under the control of any State Government Authority.
- c) All naming proposals will be submitted to the GNB for approval before it is exhibited.
- d) Council may be requested to name areas which are not directly under its control e.g. by the Roads and Maritimes Services or State Rail. This Policy will apply in those instances.
- e) Changing of long-established names is not generally encouraged.
- f) Names should be easy to read, spell and pronounce. Names should, where possible be phonetically spelt (spelt how they are pronounced).
- g) Names should be appropriate to the physical, historical or cultural character of the area.
- h) Names should be as short and simple as possible and preferably consisting of only one word plus the street type.
- i) Road and Place names should not contain abbreviations, e.g. Smith Creek Road not to be abbreviated to Smith Ck Road. There is however one exception "St" should always be used in place of "Saint".
- j) The apostrophe mark must be omitted e.g. Smith's Road should be Smiths Road.
- k) Road and Place names will not contain hyphens.

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- l) Road and Place names will not use compass directions as prefix or suffix e.g. North, South.

4.1.2 Source - preferred sources for road and place names in North Sydney include:

- a) Local History, including significant persons and events;
- b) Thematic names derived from sources such as local flora and fauna and or geographical features;
- c) Landmarks; and
- d) Aboriginal names

4.1.3 Uniqueness

- a) Name duplication within a local government area should be avoided. If possible duplication of names in proximity to adjacent local government areas should also be avoided. Similarity in road names within these areas is also discouraged (e.g. White Street and Whyte Street). Roads crossing council boundaries should have a single and unique name.
- b) However, Roads crossing council boundaries should have a single and unique name.

4.1.4 Road Type

- 4.1.4.1 Proposal for road names should include an appropriate road type suffix.

- 4.1.4.2 Road type suffixes are grouped into three categories:

- a) Culs-de-sac, eg. 'Court', 'Place';
- b) Open ended e.g. 'Street', 'Boulevard' or 'Avenue'; or
- c) Either e.g. 'Laneway'.

- 4.1.4.3 Road types should not be abbreviated when being proposed, advertised and gazetted. It is acceptable to use Road Type Codes on mail, road signs and maps.

4.1.5 Propriety

- 4.1.3.1 Names of living persons should not be used.

- 4.1.3.2 Names which are characterised as follows are to be avoided:

- a) Offensive or likely to give offence
- b) Incongruous - out of place
- c) Commercial or company

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4.2 Process for considering road and place name change applications

Appendix A (flowchart) outlines the process followed by Council after receiving a request to name/rename a road or place. Council has developed an Application Form to facilitate the implementation of this Policy. Application Forms are available from Council's website.

4.3 Public Exhibition

Part 2, Division 2, Section 7 of the Roads Regulation 2008, provides that a Roads Authority that proposes to name/rename a road must:

- a) Publish notice of its proposal in a local newspaper; and
- b) Serve notice of its proposal to the statutory authorities outlined in the Regulation.

Appendix B (flowchart) outlines Council's public exhibition process in accordance with Council's *Community Engagement Policy*, which comes into effect after the GNB has approved the name change.

4.4 Post Gazettal Process

Council is required to:

- a) update the signage - Council arranges for the manufacture and installation for street signs other than those in new subdivision areas, and private roads. In the event of a new subdivision, the developer is required to supply the road signs until Council accepts the responsibility of the maintenance of the road as a public road;
- b) update the GIS mapping system;
- c) advise Statutory Authorities e.g. GNB, Ausgrid, NSW Police, Ambulance and other Emergency Services of the new name in order that the GPS navigation system and the residents mailing addresses have been updated;
- d) advise local residents of the name change through a letter drop;
- e) advise North Sydney Precinct Committees; and
- f) update Council's Gazette Register.

5. RESPONSIBILITY/ACCOUNTABILITY

5.1 Council's Property Assets Department is responsible for actioning all applications received for any proposed road or place name changes, the details of which are outlined in Section 4.2.

5.2 The naming process of private roads and roads within community subdivisions is the responsibility of the landowner; however the name must be consistent with GNB guidelines on naming.

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6. RELATED POLICIES/DOCUMENTS/LEGISLATION

The Policy should be read in conjunction with the following Council policies and documents:

- Community Engagement Policy
- Property Addressing Policy

The Policy should be read in conjunction with the following documents/legislation:

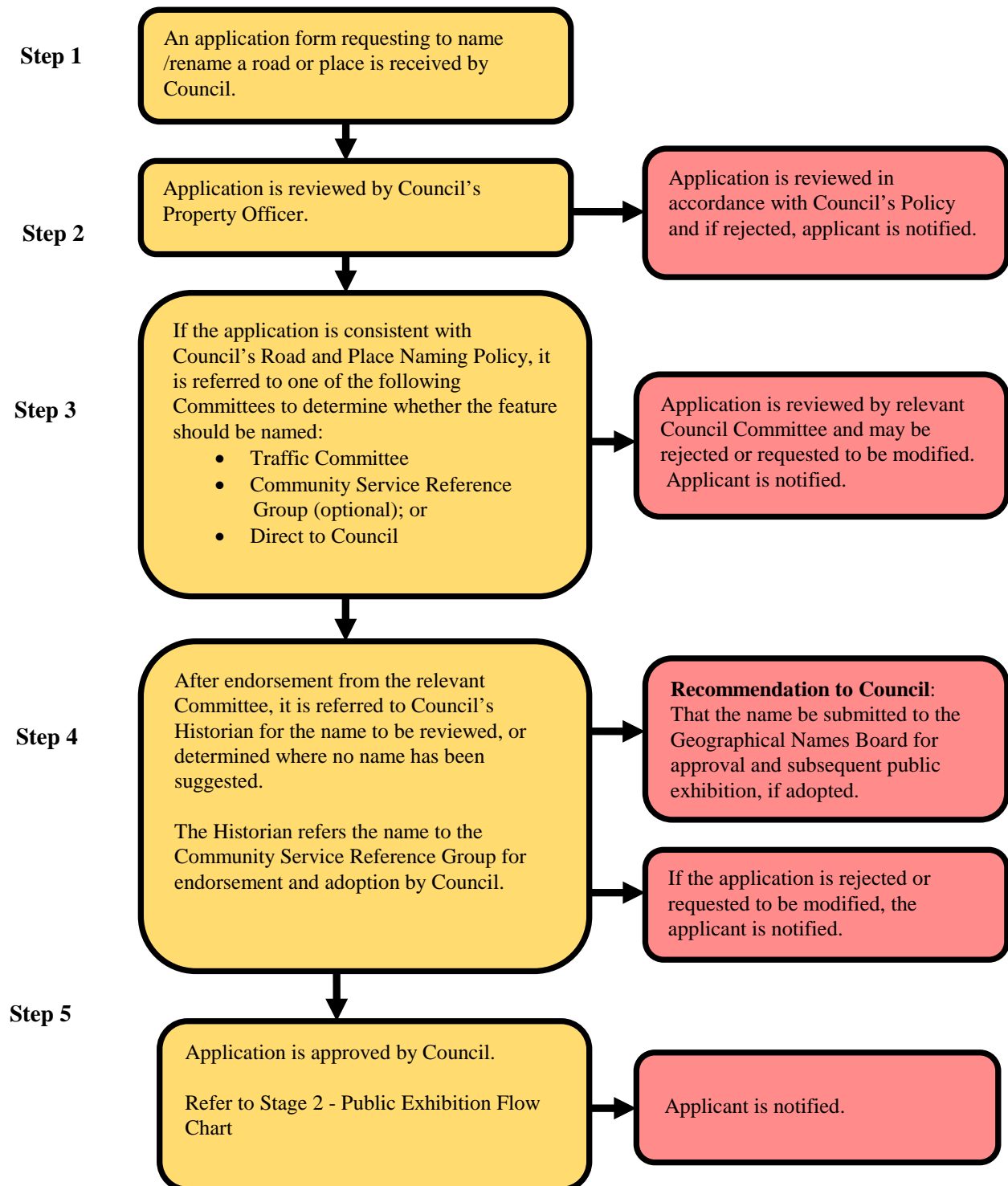
- AS/NZS 4819:2003 Geographic Information - Rural and urban addressing
- AS1742.5-1997 Manual of uniform traffic control devices - Part 5 Street name and community facility name signs
- Geographical Names Act 1966
- Guidelines for the Determination of Place Names, October 2009
- Roads Act 1993 (Section 162)
- Roads (General) Regulation 2008

Version	Date Approved	Approved by	Resolution No.	Review Date
1	27 November 2012	Council	726	2012/13
2	18 February 2013	Council	61	2016/17

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APPENDIX A: FLOWCHART FOR CONSIDERING AN APPLICATION (STAGE 1)



APPENDIX B: FLOWCHART - PUBLIC EXHIBITION PROCESS (STAGE 2)

