



Report to General Manager

Attachments:

1. Road and Place Naming Policy (D2-15)
 2. Application Form
-

SUBJECT: Amended Road and Place Naming - Policy and Procedural Amendments

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ENDORSED BY: Adrian Panuccio, A/General Manager

EXECUTIVE SUMMARY:

Council recently considered, and ultimately approved, a request stemming from a Precinct Committee resolution supported by a Mayoral Minute for naming a boardwalk in Lavender Bay. The approval was informed by a subsequent report from Council's Historian providing background and justification for the naming.

Council also resolved that a further report be provided exploring how a more systematic approach might be adopted for future suggestions for recognising people and organisations, including a nomination process and annual meeting of Councillors to consider the nominations.

The resolution did not confine the report to place naming (there might be other means of conferring recognition) but anticipated that some additional procedures adopted for such an approach may be incorporated as amendments to Council's Road and Place Naming Policy (D2-15). All proposed amendments are indicated in Attachment 1 as italics/red font for new/additional wording and strikethrough for deletion. The proposed amendments are considered minor and do not warrant public exhibition.

FINANCIAL IMPLICATIONS:

May occur dependent on type of recognition, to be determined on a case by case basis.

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** the Road and Place Naming Policy be amended as outlined in Attachment 1. The amendments are considered minor and do not warrant public exhibition.
 2. **THAT** Council call for a report on whether a more significant name for Civic Park can be determined, if consistent with Council's Road and Place Naming Policy.
 3. **THAT** notwithstanding these changes, Council determines whether it wishes to proceed with the annual meeting to determine nominations to recognise prominent people/organisations.
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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

At its meeting on 18 July 2016 Council adopted a Mayoral Minute (Min. No. 229) as follows:

- 1. THAT Council given in principle support to the renaming of the Lavender Bay Boardwalk to recognise the contribution of Peter Kingston.*
- 2. THAT 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.*

At its meeting on 15 August 2016 Council considered a report from the Council Historian and resolved (Min. No. 272):

- 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.*

A Notice of Rescission was later lodged and subsequently at its meeting on 19 September 2016 Council resolved (Min. No. 294):

- 1. THAT Council acknowledge the recommendation of the Lavender Bay Precinct and the Mayoral Minute of 18 July 2016 and name the boardwalk at Lavender Bay the Peter Kingston Walkway.*
 - 2. THAT Council call for a report to facilitate the establishment of an annual meeting to consider nominations to recognise prominent people/groups in the North Sydney Community.*
 - 3. THAT the report out-line a process for such a nomination which includes:*
 - a nomination form identifying the person/group to be considered, the nominee and seconder and an outline of why the nominated person/group should be considered*
 - the criteria for a person/group being nominated*
 - the nature of the community consultation process.*
 - 4. THAT the report detail appropriate types of recognition for such prominent people/groups e.g. a plaque, naming of a park/building/place.*
 - 5. THAT the report detail the approximate costs associated with any such naming/re-naming.*
 - 6. THAT any necessary amendments to the Road and Place naming policy be identified in the report.*
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CONSULTATION REQUIREMENTS

Community engagement will be undertaken in accordance with Council’s Community Engagement Protocol. Apart from the comprehensive consultation procedures set out in the Roads and Place Name Policy there is also the issue of confidentiality to be considered; whether it’s the obligation imposed by the Electoral Office for Australia Day Awards, or the propriety of nominating a person publicly who is subsequently denied that recognition. This applies even in the case of persons no longer living, as the families of the deceased are often consulted during the course of research.

SUSTAINABILITY STATEMENT

A significant sustainability issue is the time required for researching background historical and legal material related to naming suggestions. Council has in past years managed this issue by ensuring that no extensive research is undertaken until Council has given in principal support to the proposal through a resolution of Council or a Committee whose minutes Council has adopted. It is recommended that this protection of scarce staff resources (Council’s Property Officer and Council Historian) be kept in place.

DETAIL

Current Processes for Council Recognising Persons/Groups

Note: this section addresses only the recognition of people or organisations, not the naming of roads and places such Tramway Lane (referring to the depot), or Kelrose Lane referring to the historic name of the Council Chambers) which are recommended by the Council Historian for their historical significance but do not refer to people or organisations.

(A) RECOGNITION OF LIVING PERSONS & GROUPS:

- 1. Australia Day Awards. (Jan)**
 - i. Australian of the Year
 - ii. Young Australian of the Year
 - iii. Community Organisation of the Year

Process:	Call for nominations in the local paper; <i>confidential report</i> to Council with background information
Type of recognition:	Certificate and public ceremony with press coverage
Frequency:	Annual
Official application form used	Yes

2. Other Volunteers and Sustainability Awards

Process:	International Volunteers Day evening event takes place each November at which achievements in Sustainability are also recognised (and Garden Competition winners recognised) and Volunteers Christmas Parties (notably for Bush care) are held in December.
Type of recognition:	Certificate, supper, BBQ, press coverage
Frequency:	Annual
Official application form used	No

3. Naming of buildings, facilities, events such as:

- i. Genia McCaffery Centre for Sustainability (building)
- ii. Peter Kingston Walkway (structure)
- iii. Carole Baker Building (building)
- iv. Wendy Whiteley's Secret Garden (special place with a defined area)
- v. Bill Coppell Young Writers Award (event)

Process:	Ad hoc suggestion in writing from members of the public, Councillors or Council committee; requires resolution of full Council. These reports are generally not confidential , as the naming is considered have wide community acceptance.
Extensive community consultation:	No
Type of recognition:	Signage, sometimes a plaque, and use in promotional material
Frequency:	Ongoing (until changed by subsequent Council resolution)
Official application form used	No

(B) RECOGNITION OF PERSONS NO LONGER LIVING

1. Naming of Roads or places such as

- i. Dr Mary Booth Lookout
- ii. Primrose Park
- iii. Brett Whiteley Place

Process:	Ad hoc suggestion in writing from members of the public, Councillors or Council committee; requires resolution of either Traffic Committee or full Council before the Property Officer and later the Council Historian is directed to research the suggestion and who then reports directly to full Council. <i>These reports are not confidential</i>
Extensive community consultation:	Yes
Type of recognition:	Signage and sometimes a plaque
Frequency:	Ongoing (until changed by subsequent Council resolution)
Official application form used	No

2. Naming of buildings, events such as

- i. Ros Crichton Pavilion
- ii. John Griffin Memorial Stage
- iii. Nan Manefield Young Writers Award

Process:	Ad hoc suggestion in writing from members of the public, Councillors or Council committee; requires resolution of full Council. <i>These reports are generally not confidential.</i>
Type of recognition:	Signage and sometimes a plaque, used in promotional material
Frequency:	Ongoing (until changed by subsequent Council resolution)
Official application form used	No

Proposed Application Form

A form identifying the person/group to be considered, the nominator and an outline of why the nominated person/group is required, as per Attachment 2 to this report.

Criteria for Recognition

It is recommended that the Clause 1.1c) of the Road and Place Naming Policy be amended as indicated in italics:

promote the use of names within the local government area which have a locally relevant historical, botanical and/or aboriginal context *and where the name proposed is the name of a person, consideration has been given to that person's:*

- *Positive contribution to the community;*
- *How the contribution was made (e.g. as a volunteer, office holder etc.); and*
- *The length of time over which the contribution was made; and*

Costs

Costs associated with recognition vary according to the circumstance. For example:

- Event naming: Nil
- Plaques: \$350 ceramic, \$700 bronze
- Signage: \$500 - \$3,000
- Advertising: \$300
- International Volunteers Day event: \$8,000
- Research, liaising with families: un-costed

Considerations - Suggested Annual Meeting to Consider Nominations to Recognise Prominent People/Groups in the North Sydney Community:

In favour:

- Assuming the meeting was in closed session, perhaps a briefing, Councillors could consider a number of proposals in an orderly fashion, allowing for a sense of proportion and impact on the LGA as a whole. They would be followed by a public report to Council from the relevant officer.

Against:

- Council would not wish to move the small number of established recognition programs from their current schedule: Australia Day (January), International Volunteers Day including Sustainability Awards (November);
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- Some proposals may be linked to capital works (such as John Griffin Memorial Stage) and may be difficult to associate with an annual meeting;
- While the completed Application Forms will provide some information for Council's consideration, they will not necessarily substitute for the fully contextualized judgement that the Council Historian's reports provide;
- Proposals from Councillors, from the public and from Precinct Committees requiring research are better dealt with as they come in (spread throughout the year) rather than accumulated to be researched all at once following an annual meeting of Councillors.

Alternative Suggestion to an Annual Meeting

Assuming the objective of the Council resolution on 19 September 2016 is to allow due consideration of suggestions without exposing the nominees (if living), or their families (if the nominee is no longer living) to potential disappointment, it is recommended that Clause 4.2 of the Road and Place Naming Policy be amended as indicated in italics:

Appendix A (flow chart) 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. For reasons of confidentiality in the early stages, Councillors wishing to propose a naming or change of name will initiate the process by forwarding a completed Application Form to the General Manager, who will refer it to Council's Property Officer to commence the assessment process as set out in Appendix A.

The effect of this change would be that all nominations (whether from the public, Councillors or Precinct Committees) would be treated similarly, with confidentiality in the early stages and appropriate community consultation once the naming has "in principle" Council approval. For example, Council has recently received a request from a member of the public to consider a more significant name for Civic Park (adjacent to the Chambers). It may wish to consider this following assessment by the Property Officer and a report from the Council Historian.

All proposed amendments the Road and Place Naming Policy are indicated in Attachment 1 as italics/red font for new/additional wording and strikethrough for deletion. The proposed amendments are considered minor and do not warrant public exhibition. As application of this policy relates only to Councillors and Staff, external (community) consultation (i.e. public exhibition) is not required.



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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 where the name proposed is the name of a person, consideration has been given to that person's:*
 - *Positive contribution to the community;*
 - *How the contribution was made (e.g. as a volunteer, office holder etc.); and*
 - *The length of time over which the contribution was made;* 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;

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- b) the dedication by way of notice in the NSW Government or Minister; and
- c) by the publication of a proclamation by the Governor.

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".

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- 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.
- 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', 'Boulevarde' 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, *except in the case of structures such as boardwalks, special places with a defined area, and buildings.*

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

- a) Offensive or likely to give offence

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- b) Incongruous - out of place
- c) Commercial or company

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. *For reasons of confidentiality in the early stages, Councillors wishing to propose a naming or change of name will initiate the process by forwarding a completed Application Form to the General Manager, who will refer it to Council's Property Officer to commence the assessment process as set out in Appendix A.*

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.

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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.

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:

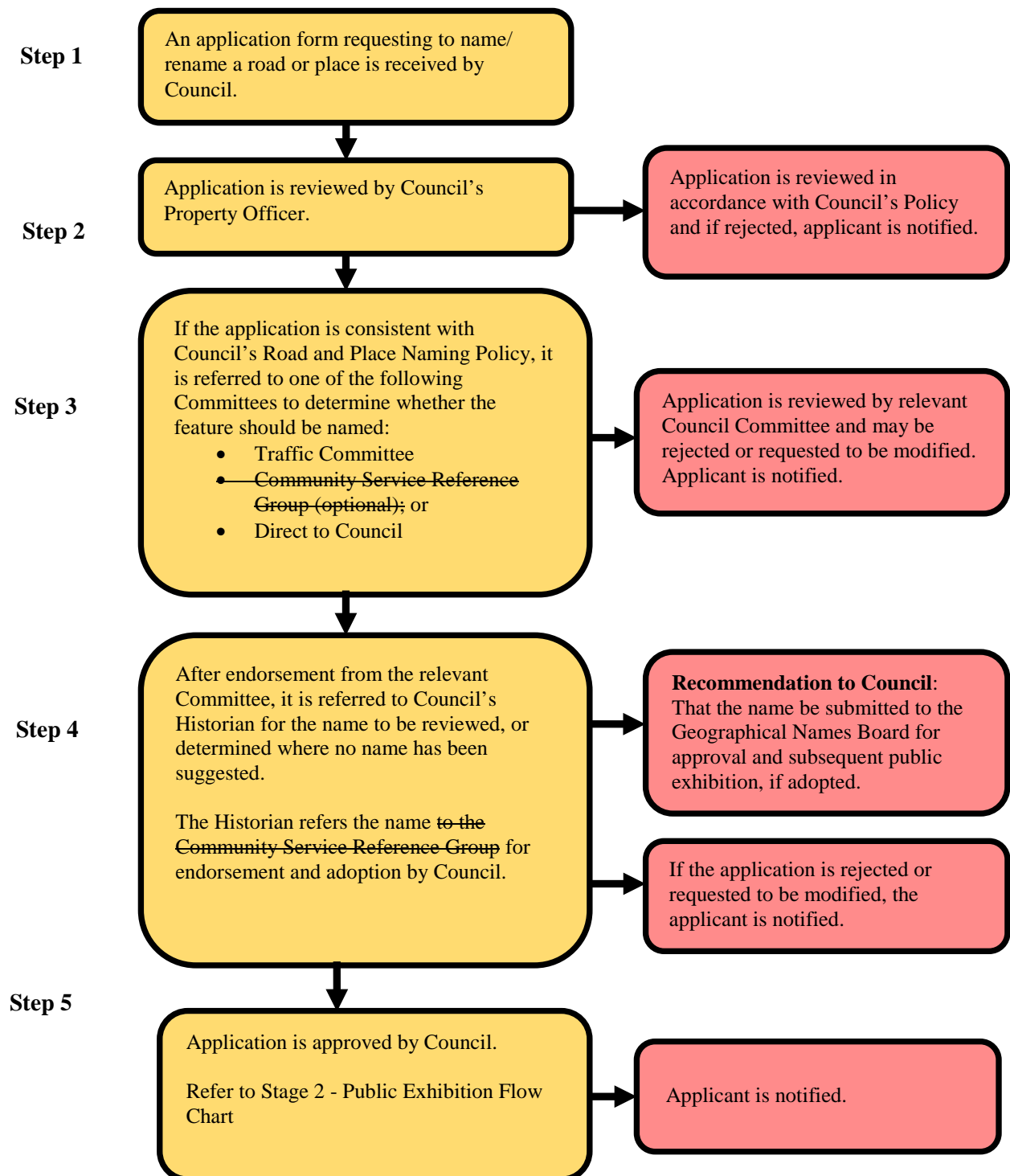
- AS/NZS 4819:2003 Geographic Information - Rural and urban addressing
- AS1742.5-1997 Manual of uniform traffic control devices - Part 5 Street name and community facility name signs
- Geographical Names Act 1966
- Guidelines for the Determination of Place Names, October 2009
- Roads Act 1993 (Section 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
3	# July 2017	Council	#	2017/18

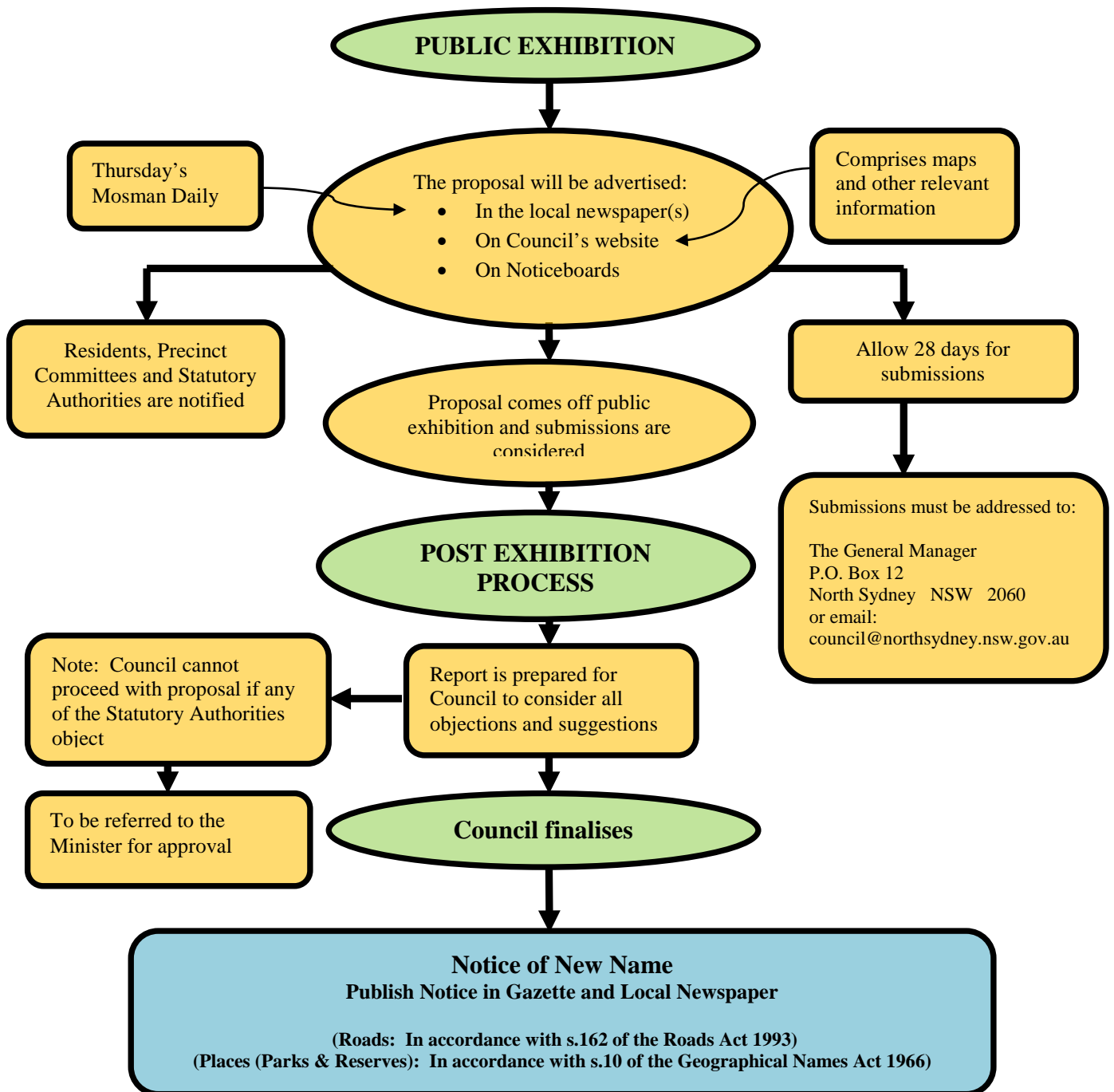
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APPENDIX A: FLOWCHART FOR CONSIDERING AN APPLICATION (STAGE 1)



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



APPLICATION FORM



ROAD / PLACE NAMING CHANGE PROPOSAL

This form is to be used by any individual or Authority who are proposing to change the name of a road or place in North Sydney Councils Local Government Area. Before submitting this application, please refer to North Sydney Council's Road and Place Naming Policy at www.northsydney.nsw.gov.au as well as the Guidelines on naming located on the Geographical Names Board website at www.gnb.nsw.gov.au

Checklist: Information to be completed
 (If there is insufficient space, please attach details.)

- * Reasons for choice of new name being proposed.
- * Reasons for change of name if re-naming.
- Biographical details if the name commemorates a person.

Requestor's Details

Name:

Address:

Tel. No. (Bus.Hrs) **Mobile No.:**

Email:

Feature Description

Eg. Road, Park, Reserve, Facility etc

New Feature

*Proposed Name:

* Reason for choice of name:

.....

.....

Council to determine name.

Existing Feature

Current Name:

*Reason for change of name:

.....

Proposed Name:

*Reasons for choice of name:.....

.....

.....

Location of Feature

(Please attach identification aids e.g. marked map; marked photograph, etc)

Brief Description:

.....

.....

Signature: **Date:**

