

Draft 'Naming Policy for Roads'

Strategic Alignment - Our Places

Public

Tuesday, 17 September 2024

Infrastructure and Public Works Committee

Program Contact:

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Approving Officer:

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EXECUTIVE SUMMARY

Section 219(5) of the *Local Government Act 1999 (SA)* requires Council to have a policy relating to the naming of public and private roads. Council adopted the current 'Road Naming Policy' in June 2000, and it has not been reviewed since its adoption.

A review has been undertaken and has resulted in the development of a new policy, which is now titled 'Naming Policy for Roads'. The main change from the existing policy is that minor roads (lanes etc) may now be named. At its meeting on 28 May 2024, Council considered a report on a proposed new policy and resolved:

'To defer the item to a future meeting of the Infrastructure and Public Works Committee.'

This report provides additional information as requested at the meeting on 28 May 2024 and seeks the Committee's recommendation for Council to adopt the Draft 'Naming Policy for Roads'.

RECOMMENDATION

The following recommendation will be presented to Council on 24 September 2024 for consideration

THAT THE INFRASTRUCTURE AND PUBLIC WORKS COMMITTEE RECOMMENDS TO COUNCIL

THAT COUNCIL

1. Adopts the 'Naming Policy for Roads' as contained in Attachment A to Item 7.3 on the Agenda for the meeting of the Infrastructure and Public Works Committee held on 17 September 2024.
 2. Notes that the 'Naming Policy for Roads' as contained in Attachment A to Item 7.3 on the Agenda for the meeting of the Infrastructure and Public Works Committee held on 17 September 2024 will supersede the 'Road Naming Policy' that was adopted by the City Projects Committee on 13 June 2000.
 3. Authorises the Chief Executive Officer (or delegate) to make minor, typographical, syntactical and technical updates to the 'Naming Policy for Roads' as contained in Attachment A to Item 7.3 on the Agenda for the meeting of the Infrastructure and Public Works Committee held on 17 September 2024, to finalise the document.
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IMPLICATIONS AND FINANCIALS

City of Adelaide 2024-2028 Strategic Plan	Strategic Alignment – Our Places
Policy	This report requests that Council consider and endorse a draft policy relating to the naming of public and private roads. The draft policy is titled ‘Naming Policy for Roads’.
Consultation	The Surveyor-General is responsible for advising the Minister for Planning who responsible for the <i>Geographical Names Act 1991 (SA)</i> in relation to the naming of places in South Australia. The Surveyor-General was consulted during the drafting of the new policy (‘Naming Policy for Roads’).
Resource	Internal resources were used in researching and drafting the new policy (‘Naming Policy for Roads’).
Risk / Legal / Legislative	The <i>Local Government Act 1999 (SA)</i> requires Council to have a policy relating to the naming of public and private roads.
Opportunities	If Council adopts the draft policy (‘Naming Policy for Roads’) it will have the ability to assign names to numerous lanes that are currently unnamed.
24/25 Budget Allocation	Not as a result of this report
Proposed 25/26 Budget Allocation	Not as a result of this report
Life of Project, Service, Initiative or (Expectancy of) Asset	The draft policy (‘Naming Policy for Roads’) will remain relevant until such time as Council determines a review or further revision.
24/25 Budget Reconsideration (if applicable)	Not as a result of this report
Ongoing Costs (eg maintenance cost)	Not as a result of this report
Other Funding Sources	Not as a result of this report

DISCUSSION

Legislative framework for naming

1. In South Australia, the power to assign names to roads and places is split between State and Local Governments pursuant to the following acts:
 - 1.1. *Geographical Names Act 1991 (SA)* - The *Geographical Names Act 1991 (SA)* gives the Minister for Planning the power to assign a name to, or change the name of, a 'place' (as defined in that act).
 - 1.2. *Local Government Act 1999 (SA)* - Section 219(1) of the *Local Government Act 1999 (SA)* gives a council the power to assign a name to, or change the name of, a 'public road', a 'private road' or a 'public place' (as defined in that act).
2. The *Geographical Names Act 1991 (SA)* requires the Surveyor-General to advise the Minister for Planning on any matters related to the naming of a 'place'. A 'Geographical Names Unit' (the Unit) has been established within the Office of the Surveyor-General to provide expertise in that field.
3. Whilst the Surveyor-General's powers and duties only relate to the naming of 'places' in theory, in practice the Unit is the recognised authority in relation to the naming of all features – including roads. The Unit has collaborated with national and international industry bodies to ensure consistent naming throughout South Australia - by way of input into the relevant Australian Standard - AS/NZS 4819:2011 ('Rural and Urban addressing') in particular.
4. The Administration has consulted with the Unit in relation to the drafting of a new policy for the naming of roads, along with an external consultant who was the former Manager of the Unit and is widely recognised as an expert in naming in South Australia, Australia and internationally.

Policy

5. Section 219(5) of the *Local Government Act 1999 (SA)* requires a council to prepare and adopt a policy relating to the naming of 'public roads', 'private roads' and 'public places' – noting that these terms have specific meanings under the *Local Government Act 1999 (SA)* and are therefore written in italics hereafter in this Report.
6. In relation to Council's obligation to adopt a policy for the naming of *public roads* and *private roads*, on 13 June 2000 the City Projects Committee adopted the 'Road Naming Policy' (the Existing Policy) [\[Link 1\]](#). This policy is now due for review, primarily because an Australian Standard has since been introduced in relation to the naming of roads, the principles of which should be incorporated into Council's policy framework.
7. The Administration has completed this review and is now requesting that Council consider adopting a draft policy, which will be known as the 'Naming Policy for Roads' (the New Policy), which is shown as **Attachment A**. The title 'Naming Policy for Roads' was used instead of 'Road Naming Policy' because a policy relating to the naming of *public places* is also being drafted, which will be titled 'Naming Policy for Places'. It is more intuitive for the two policies relating to the naming of features to have titles that start with 'Naming Policy for...'.
 8. Section 219(6) of the *Local Government Act 1999 (SA)* provides that a council may alter a policy or substitute a new policy in relation to road naming, however Council has not delegated that power to the Administration.

Response to feedback from the Infrastructure and Public Works Committee on 28 May 2024

9. A report on this matter was presented to the Infrastructure and Public Works Committee on 28 May 2024. The decision of the Committee was that it '*Defers the item to a future meeting of the Infrastructure and Public Works Committee*'. The Committee raised concerns that the New Policy would result in numerous instances of existing road names in the City of Adelaide not complying with the New Policy. An example provided by the Committee was that streets crossing King William Street have different names either side of King William Street and would therefore, not comply with the New Policy.
10. The Committee's concerns have been addressed by amending section 2 of the New Policy to acknowledge that the City of Adelaide has its own unique history in relation to the naming of its roads, streets and laneways and recognises the historical significance of the naming of roads and that the New Policy will only be applied in relation to names that are assigned to roads after the adoption of the Policy. i.e. there is no intent to change the names of roads that do not comply with the New Policy.
11. Notwithstanding the amendment to the New Policy, Council will still be able to exercise its discretion to rename roads that are causing confusion to the public and first responders if it wishes to.

The review methodology

12. In undertaking the review of the Existing Policy, the Administration investigated 'best practice' principles in relation to the naming of roads. The primary source for these principles was:
 - 12.1. AS/NZS 4819:2011 ('Rural and Urban addressing').
 - 12.2. The Local Government Association's 'Model Policy for the Selection of Road Names' [\[Link 2\]](#) (drafted in 2010), which drew on the relevant Australian Standard at the time (the predecessor of AS/NZS 4819:2011) and also the expertise of the 'Geographical Names Unit'.
13. In drafting the New Policy, the Administration has adopted the principles provided by these documents wherever possible. It has also relied upon the advice of the Surveyor-General, the 'Geographical Names Unit' and an external expert.

Assigning of road names to previously unnamed roads

14. The documents listed in paragraph 11 require that all formed *public roads* and *private roads* will be assigned names. The New Policy differs slightly in that whilst it requires that all formed *public roads* will be assigned names, along with unformed *public roads* that are used by vehicles or pedestrians, it states that *private roads* 'may' be assigned names i.e. it is not compulsory. The requirement to assign names to all *private roads* is considered unnecessary and should be left to Council's discretion.
15. The Existing Policy does not allow names to be assigned to some roads (including *public roads*), stating that:

'Where a minor road has no property fronting onto it, or it is considered to be only a minor access lane to a small number of properties, then Council will not allocate a street name to it.'
16. This policy position was changed when drafting the New Policy because there are numerous *public roads* that fit the description in paragraph 14 yet would benefit from having a name, noting there are various benefits in a road having a name beyond addressing purposes - including for asset management and emergency services purposes.
17. As can be seen in this document, [\[Link 3\]](#) there are about 43 *public road* segments (for naming purposes) that are currently unnamed. The New Policy requires them to be named.
18. There are at least 100 *private road* segments that are currently unnamed. Some of these may also benefit from having names.

No company names

19. One notable principle in the LGA's 'Model Policy for the Selection of Road Names' (refer to paragraph 11.2) is that road names that are related to a '*commercial or company*' enterprise shall not be used. This principle is not in the Existing Policy; however, it has been adopted in the New Policy.

Existing road names that do not comply with the New Policy

20. Given almost all of the City of Adelaide's roads were named prior to the release of the documents listed in paragraph 11, there are numerous instances where existing road names do not comply with the New Policy. Most examples are related to the principle that:

'The name element of a road name, regardless of any difference in the road 'type', shall not be the same as an existing road name....'
21. As can be seen in this document, [\[Link 4\]](#) there are at least 38 instances where the 'name element' of a road name is the same as an existing road.
22. Another common instance where road names do not comply with AS/NZS 4819:2011 relates to the principle that:

'A single length of road will have only one name.'
23. In testing this principle, it is first necessary to determine what a '*single length of road*' is for the purpose of naming. As the New Policy states, a road segment must have '*logical start and end points*'. This can be subjective. For example, it requires thought as to whether the name of a road should be different either side of a 90 degree bend in the road.
24. As can be seen in this document, [\[Link 5\]](#) there are at least 15 instances in the City of Adelaide where an 'L' shaped road has the same name either side of a 90 degree bend in the road. Conversely, as can be seen in this document, [\[Link 6\]](#) there are at least six instances in the City of Adelaide when an 'L' shaped road has *different* names either side of a 90-degree bend in the road.

25. Advice received from the external consultant is that a 90 degree bend in a road is not a *'logical start or end point'* of the road (for naming purposes) when it results in an 'L' shaped road.
26. Conversely, a 'T' junction in a road *is* considered to be a *'logical start or end point'* of the road (for naming purposes).
27. The vast number of 'T' junctions in the City of Adelaide do have different names either side of the 'T' intersection, however, as can be seen in this document [\[Link 7\]](#) there are at least 15 instances where a 'T' shaped road has the *same* name either side of the 90-degree bend in the road comprising the 'T' intersection.
28. There are also other examples where a single length of road has different road names assigned to it. Most relate to when the City of Adelaide was first laid out, with the streets running in an east-west direction having different names either side of King William Street - for example, Grenfell Street on the eastern side of King William Street and Currie Street on the western side of King William Street. This was done because of a policy consideration at the time of naming than no road should cross over the road named after the King of England. For that reason, it could be argued that King William Street *does* constitute the *'logical start or end point'* of the roads crossing it.
29. As can be seen in this document, [\[Link 8\]](#) there are three instances where a *'single length of road'* has two names, noting that the changes from one name to the other do not coincide with a *'logical start or end point'* of the roads.
30. As can be seen in the examples in this document, [\[Link 9\]](#) there are instances where roads created after the original subdivision of the City of Adelaide have different names either side of roads that were created in the original subdivision. In these instances, the junction of the minor road and more major road is the *'logical start or end point'* of the more minor road, so are compliant with the New Policy, because it states:

'When a road crosses a more significant road (in terms of width or traffic volumes), different names should generally be assigned to the portions either side of the more significant road, because the more significant road is considered to be the 'logical start or end point' of the less significant road in most circumstances.'

Changes required as a result of adopting the New Policy

31. As discussed in section 2 of the New Policy, the City of Adelaide has its own unique history, including in relation to the naming of its roads. As such, the names of roads assigned prior to the adoption of the New Policy may only be changed in circumstances where they are causing confusion – including to the public and first responders. The most obvious instances where this could occur are shown in this document [\[Link 10\]](#).
 - 31.1. The name 'Gilbert Place' has been applied to two distinct road segments (for naming purposes).
 - 31.2. The name 'Dukes Lane' has been applied to a network of three distinct road segments (for naming purposes).
 - 31.3. The name 'Vinrace Street' has been applied to a network of three distinct road segments (for naming purposes). This issue has been raised by the owner of a property adjoining one of the segments comprising Vinrace Street.
 - 31.4. The prefix of 'Tomsey' is used on four adjacent roads (Tomsey Court, Tomsey Lane, Tomsey Street, Tomsey Alley). This has been raised by the owner of a property adjoining one of the Tomseys.

Naming Policy for public places

32. In relation to Council's obligation to adopt a policy for the naming of *public places* (refer to paragraph 5.3), Council does not have a policy. The Administration is currently working with the Surveyor-General to address anomalies with the names that have been assigned by Council in the Park Lands. Once that work has been completed the Administration will bring a further report back to Council, requesting its consideration and adoption of a policy for the naming of *public places*. That policy will be titled 'Naming Policy for Places'.

Next steps

33. If Council adopts the New Policy ('Naming Policy for Roads') – as shown in **Attachment A** - notice will be given in the SA Government Gazette, The Advertiser and on the City of Adelaide website, as required under section 219(7) of the *Local Government Act 1999 (SA)*.

DATA AND SUPPORTING INFORMATION

Link 1 - 'Road Naming Policy' (Existing Policy)

Link 2 - Model Policy for selecting road names for local councils

Link 3 - Unnamed *public roads*

Link 4 - Examples where a road has more than one name

Link 5 - Examples where L-shaped road has a single name

Link 6 - Examples where L shaped roads have two names

Link 7 - Examples where T-shaped roads have the same name

Link 8 - Examples of different road names for single length of road

Link 9 - Examples of different road names either side of major road

Link 10 - Road names that should be changed

ATTACHMENTS

Attachment A – 'Naming Policy for Roads'

- END OF REPORT -