

Road Renaming Request

Tuesday, 17 March 2026
Infrastructure and Public
Works Committee

Strategic Alignment - Our Places

Program Contact:
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Public

Approving Officer:
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EXECUTIVE SUMMARY

The purpose of this report is to present the outcomes of a road naming investigation and further engagement with the family of Sister Janet Mead as per Council's resolution at the meeting held on the 25 February 2025 as outlined below:

1. *"Notes the report and asks Administration to
 - 1.1. Undertake consultation with the executors of Sister Janet Mead's will and legacy, along with the owners of land adjoining to ensure that the naming process appropriately reflects her contributions and aligns with their insights and preferences.
 - 1.2. Explore alternative roads and/or lanes that may be more suitable in recognising Sister Janet Mead's legacy, particularly locations that are more publicly accessible and appropriately reflect her life's work (in accordance with Council's 'Naming Policy for Roads').
 - 1.3. Include 'Sister' in the proposed name to properly acknowledge Sister Janet Mead's identity and her lifelong dedication to compassion and service, ensuring that the name is clearly recognised as belonging to the woman who profoundly impacted the lives of so many.*
2. *That the outcomes of this consultation are brought back to Council for consideration."*

In accordance with this resolution, the Administration met with the family of Sister Janet Mead. The Administration has undertaken a site inspection of possible roads adjacent to the Adelaide Day Centre and St Aloysius College, which were significant places to Sister Janet Mead's life and legacy.

The family of Sister Janet Mead have requested that a portion of Queen Street located between Angus Street and Carrington Street be renamed to Sister Janet Mead Street.

This creates several challenges such as the renumbering of properties located along the southern portions of Queen Street between Carrington Street and Halifax Street.

It is the family's preference to pursue the renaming of this section of Queen Street, as this is a public road that provides the frontage to the Adelaide Day Centre. The family have confirmed that they do not wish to pursue the naming of an unnamed private road, as they are of the opinion that this would not appropriately reflect Sister Janet Mead's life and legacy.

The Naming Policy for Roads, which was endorsed by Council on 24 September 2024, defines the accepted principles for the naming of roads including reference to the length of road, whether the road crosses a more significant road, and the preferred process to rename existing roads.

Based on the guidance in Council's Naming Policy for Roads, it is recommended that Council does not proceed with the process to rename a portion of Queen Street to Sister Janet Mead Street.

RECOMMENDATION

The following recommendation will be presented to Council on 24 March 2026 for consideration

THAT THE INFRASTRUCTURE AND PUBLIC WORKS COMMITTEE RECOMMENDS TO COUNCIL

THAT COUNCIL

1. Notes the report outlining the request from the family of Sister Janet Mead to rename a portion of Queen Street located between Angus Street and Carrington Street to Sister Janet Mead Street.
 2. Notes that the family of Sister Janet Mead do not wish to pursue the naming of an unnamed private road after Sister Janet Mead, as they believe that the unnamed private roads are not suitable to reflect her life and contributions to society.
 3. Resolves to not proceed with the request to rename a portion of Queen Street between Angus Street and Carrington Street as outlined in Attachment A to Item 7.3 on the Agenda for the meeting of the Infrastructure and Public Works Committee held on 17 March 2026, to Sister Janet Mead Street on the basis that the renaming request is not supported by Council's Naming Policy for Roads and notifies the family of Sister Janet Mead of Council's decision.
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IMPLICATIONS AND FINANCIALS

City of Adelaide 2024-2028 Strategic Plan	Strategic Alignment – Our Places Our public spaces will be designed for people, making them safe and lively and a reflection of our history and identity.
Policy	Naming Policy for Roads, which does not support the renaming of roads unless necessary.
Consultation	Should Council wish to proceed, public consultation would be undertaken on the proposed road renaming with the broader community and residents of Queen Street.
Resource	The road naming request will be managed by existing resources in the Strategic Property & Commercial Program, subject to the extent of consultation requirements.
Risk / Legal / Legislative	Section 219 of the <i>Local Government Act 1999</i> (SA) grants Council the power to name public roads and places.
Opportunities	To rename a portion of Queen Street after Sister Janet Mead, in recognition of her contributions to charitable work and society.
25/26 Budget Allocation	Not as a result of this report
Proposed 26/27 Budget Allocation	Not as a result of this report
Life of Project, Service, Initiative or (Expectancy of) Asset	Should Council wish to proceed with the road renaming, the process and public consultation is anticipated to take approximately two months, with a report on the outcomes of public consultation to be presented back to Council in July 2026.
25/26 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

Background

1. On 28 May 2024, Council resolved *“that Council asks the Administration to prepare a report consistent with Council Policy on the possible naming of a street in the City of Adelaide after the late Sister Janet Mead to honour her contribution to our community, including her tireless work to assist the homeless.”*
2. On 25 February 2025, Council considered proposing to commence the process to name an unnamed private road located off Moore Street to the rear of the Adelaide Day Centre after Sister Janet Mead.
3. The family of Sister Janet Mead were not supportive of naming this unnamed private road after Sister Janet Mead, believing that this was an unsuitable representation of her life and legacy.
4. In response to their objections, Council resolved not to proceed with the proposed naming of the unnamed private road and instead resolved that Council:
 1. *“Notes the report and asks Administration to*
 - 1.1. *Undertake consultation with the executors of Sister Janet Mead's will and legacy, along with the owners of land adjoining to ensure that the naming process appropriately reflects her contributions and aligns with their insights and preferences.*
 - 1.2. *Explore alternative roads and/or lanes that may be more suitable in recognising Sister Janet Mead's legacy, particularly locations that are more publicly accessible and appropriately reflect her life's work (in accordance with Council's 'Naming Policy for Roads').*
 - 1.3. *Include 'Sister' in the proposed name to properly acknowledge Sister Janet Mead's identity and her lifelong dedication to compassion and service, ensuring that the name is clearly recognised as belonging to the woman who profoundly impacted the lives of so many.*
 2. *That the outcomes of this consultation are brought back to Council for consideration.”*
5. In accordance with this resolution of Council, the following consultation was undertaken with the family of Sister Janet Mead:
 - 5.1. An in-person meeting discussing the unnamed private roads available for possible renaming at [Link 1](#) and the implications of Council's Naming Policy for Roads.
 - 5.2. An in-person site inspection of unnamed private roads available for renaming in proximity of the Adelaide Day Centre and St Aloysius College, which were significant places in the life of Sister Janet Mead.
 - 5.3. Consideration of correspondence about the family's wishes and legacy of Sister Janet Mead.
6. Following this consultation, the family of Sister Janet Mead advised that it is their request and preference for the portion of Queen Street, between Angus Street to the north and Carrington Street to the south, be renamed to Sister Janet Mead Street.
7. An aerial image outlining the portion of Queen Street proposed for renaming is shown in **Attachment A**.
8. The Naming Policy for Roads, endorsed by Council on 24 September 2024, most relevantly states that *“it is a widely accepted principle that road names are supposed to be enduring and should only be changed if necessary”*. The Naming Policy for Roads also states that *“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”*, which is relevant as Queen Street crosses over Carrington Street, this policy principle is expressly *“not intended to be applied retrospectively to remedy those road names”*. In addition, the Naming Policy for Roads encourages the use of shorter road names and the avoidance of unduly long road names comprising two or more words.
9. The family were asked whether they wished to pursue the renaming of an unnamed private road as previously proposed to Council in February 2025, should their request to rename portion of Queen Street not be supported by Council.
10. The family advised that they did not wish to proceed with the naming of an unnamed private road, as they were of the view that a smaller unnamed private road would not appropriately reflect the legacy of Sister Janet Mead.
11. A short biography of Sister Janet Mead is included at [Link 2](#). The portion of Queen Street desired for renaming was chosen by the family given its location at the entrance to the Adelaide Day Centre, which was

established by Sister Janet Mead as a support base for people experiencing homelessness, refugees, newly released offenders, the unemployed and people facing financial hardship.

12. Consultation has not as yet been undertaken with the owners and occupiers of land adjoining Queen Street about the possible road renaming, as this would only be required should Council resolve to proceed with the family's request.
13. The renaming a portion of Queen Street will directly impact approximately 30 properties along the full length, with 13 properties being located along the portion of Queen Street between Angus Street and Carrington Street proposed for renaming.
14. The renaming of a portion of Queen Street will also impact owners and occupiers of properties on the southern portion of Queen Street between Carrington Street and Halifax Street, as these properties are numbered 51 to 70 Queen Street following the numbering on the northern portion of Queen Street requested for renaming. The addresses of these properties will need to be renumbered and updated. There are approximately 17 properties that will require renumbering along the southern portion of Queen Street between Carrington Street and Halifax Street.
15. The address of the Adelaide Day Centre is 32 Moore Street, so this property would also need to have its address changed away from Moore Street should the renaming be supported.

Historical Background to Naming of Queen Street

16. The major streets of Adelaide, as delineated on Colonel Light's original plan, were named by a Street Naming Committee on 23 May 1837. Most were named after persons instrumental in the foundation of the Colony.
17. However, there was no systematic method of naming smaller streets, and it is not always apparent when or why they were assigned their name.
18. Many were named after prominent individuals, original landowners or nearby landmarks. Sometimes it is possible to discover the origin of a street name from the Assessment Books, which are annual rate records of persons who owned or occupied land within the city. Often it seems, streets became known by the names of longstanding occupiers of the land on which they were laid out, generally in the first instance, as private thoroughfares.
19. The City of Adelaide Rate Assessment Books show Queen Street being on PTA415/490 from at least 1850, however the name was not shown on the Kingston Map of 1842, meaning it probably dates from the mid-1840s, making it one of the earliest smaller streets in the city.
20. Queen Street appears in the Corporation's old Register of Public Streets indicating that it was originally used as a private thoroughfare created by the owners of the abutting properties and that it was dedicated to public use by them between April 1858 and November 1861.
21. As for the historical reasoning for the naming of Queen Street, there are no documents in the City of Adelaide's archival collection that provide a definitive source as to the origins of the name or who named it, however it can reasonably be presumed that it was connected to the reigning monarch at the time, Queen Victoria.
22. It is also notable that the adjacent parallel street to the east between Angus Street and Carrington Street is named Princess Street, adding to the context of naming of roads after royal titles in this area.

Naming of Roads Policy

23. On 24 September 2024, Council endorsed a new Naming Policy for Roads ([Link 3](#)). The Naming Policy for Roads most relevantly states at policy statement 2 that:
"Council may change the name of a public road or private road if it considers it appropriate to do so, however it is a widely accepted principle that road names are supposed to be enduring and should only be changed if necessary".
"The City of Adelaide has its own unique history - including in relation to the naming of its roads - and it is important that this history is respected".
24. The background to the naming of Queen Street is outlined above. Whilst Queen Street was not one of the original major streets named by a Street Naming Committee in 1837, it was one of the earliest smaller streets in the city, with its naming dating back to the mid-1840s. It is not necessary to change the name of Queen Street, and the current naming of Queen Street does contribute to the historical background of naming of streets and places in Adelaide after reigning monarchs of the time.
25. Policy statement 3.1 of the Naming Policy for Roads relevantly states that:

“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.”

26. Queen Street currently runs from Angus Street to Halifax Street, crossing Carrington Street (being a more significant road in terms of width and traffic volumes). Therefore, if Queen Street were to be named at the present time in accordance with Australian Standard 4819:2011 – “Rural and urban addressing”, the use of one road name crossing both sides of Carrington Street would not comply with the current Naming of Roads Policy.
27. However, policy statement 2 of the Naming of Roads Policy confirms that:

“For reasons outlined above (in relation to Adelaide’s unique history) the policy principles outlined in section 3 are not intended to be applied retrospectively to remedy those road names.”
28. It is therefore not necessary to remedy the historical naming of Queen Street across both sides of Carrington Street, as this policy statement of the Naming of Roads Policy is explicitly not intended to be applied retrospectively to existing road names.
29. Policy statement 3.3 of the Naming of Roads Policy also states that:

“The length of a road name should be shorter, rather than longer, especially where the road itself is short.”
30. Policy statement 3.7 also states that:

“Unduly long road names and road names composed of two or more words should be avoided, noting that some roads require a two-word name because of their geographic relationship e.g. Proof Range Road.”
31. The request to rename Queen Street (which is an appropriately short name to reflect the relatively short length of Queen Street) to Sister Janet Mead Street (which is long and comprises of four words to reference the title of a specific person) does not comply with this preference in the Naming of Roads Policy for road names to be short, particularly for shorter streets.
32. Given the above guidance in Council’s Naming of Roads Policy, it is recommended that Council does not proceed with the request to rename a portion of Queen Street to Sister Janet Mead Street on the basis that:
 - 32.1. Policy statement 2 states that the existing names of public roads should be enduring and should only be changed if necessary to respect the City of Adelaide’s history.
 - 32.2. Policy statement 2 also states that it is not intended for existing road names to be changed to remedy existing situations, such as road names crossing over more significant roads.
 - 32.3. Policy statements 3.3 and 3.7 express a preference for road names to be short, with names of two or more words to be avoided, particularly where the road length itself is short.

Process to Rename a Public Road

33. Legal advice has been sought on the process that would need to be followed to rename a portion of Queen Street as proposed by the family of Sister Janet Mead. *The Local Government Act 1999 (SA)* (‘the Act’) does not prescribe a process for the renaming of public roads, so the process to be followed is heavily guided by Council’s Naming Policy for Roads and Community Consultation Policy. Legal advice with respect to the process is summarised as follows:
 - 33.1. If the Council determines to progress the proposal it is recommended that public consultation be carried out, given that it involves a change that will impact existing occupiers of land. The following is relevant in the context of public consultation:
 - 33.1.1 There is no statutory requirement in the Act to undertake public consultation in respect of the Proposal.
 - 33.1.2 The Naming Policy for Roads (refer policy statement 4) provides that:

“Council will consult with the owners of land adjoining a public road...when it proposes to ... change the name of, the road. Broader consultation should be considered if the road name being ... changed is for a major road or if the name being proposed could be considered contentious.”
 - 33.1.3 At the very least, consultation should, in line with the Policy, involve direct consultation with the occupiers/owners of the properties adjoining the full length of Queen Street (for example, by way of correspondence sent to notify them of the proposal and its impacts and to invite written feedback).

- 33.1.4 Given the proposed change could be considered contentious (as it will impact a number of properties), it is recommended that the Council undertake 'broader consultation' as referred to in the Policy. Neither the Act nor the Policy is prescriptive in terms of what this consultation should involve and, therefore, the Council should be guided by its usual approach to public consultation.
- 33.1.5 Council's Community Consultation Policy outlines consultation steps in respect of matters where the Act requires consultation to be undertaken and can still guide a decision in relation to discretionary consultation processes (noting that, the Community Consultation Policy will need to come under review in the near future as a result of the recent changes to section 50 of the Act). The Community Consultation Policy outlines a minimum of 21 days to give notice and invite feedback in respect of a proposal, which is considered a reasonable timeframe that can be adopted in the case of consultation in respect of the road renaming proposal. Further, the Community Consultation Policy refers to notice of proposals being given on the Council's Our Adelaide website, which would also be appropriate in this case.
- 33.1.6 As the proposal involves the name of a person, it is recommended to directly write to any known Next of Kin of Sister Janet Mead and/or the Catholic Church to notify them of the proposal and to invite any feedback.
- 33.2 Following completion of the consultation process a report to Council would be prepared that outlines the consultation outcomes for the purposes of obtaining a decision of the Council in respect of the proposal. In accordance with Policy Statement 6 of the Naming Policy for Roads, the date of effect of any change in name must be determined at the time of the decision and the date of effect should allow sufficient time for all stakeholders to make arrangements to ensure a smooth transition (and should be specified) in any Council resolution to implement the proposal.
- 33.3 Notice of the Council's decision to approve a change of name to the road must be given as follows:
- 33.3.1 Immediately notify the Registrar-General, the Surveyor-General and the Valuer-General of the change of name.
- 33.3.2 Give public notice of the change in name, which can be done by giving notice of the decision in the Government Gazette and on the Council's website; and
- 33.3.3 Give public notice of a decision to alter the numbering of the balance of Queen Street under section 220(3) of the Act (one notice addressing both the change of name and alteration of numbering would be sufficient), and the Council must immediately notify the Valuer-General of the decision to alter the numbering.
- 33.3.4 It is also recommended to give notice of the decision direct to all persons who made a submission in relation to the proposal during consultation.

Next Steps

- 34 Should Council accept the Administration's recommendation to resolve not to proceed with the proposed renaming of Queen Street, then this decision will be communicated to the family of Sister Janet Mead. It is noted that the family have indicated that they do not wish to proceed with the naming of a private road if their request to rename a public road is not supported by Council.
- 35 Should Council resolve to proceed with the process to rename the portion of Queen Street to Sister Janet Mead Street, public consultation will be undertaken with owners and occupiers of affected properties along Queen Street about the proposed road renaming, as well as with the broader community via the 'Our Adelaide' platform and process outlined in paragraph 33 and supporting subparagraphs. A report on the outcomes of public consultation will then be presented back to Council for a final decision about whether to proceed with the proposed road renaming.

DATA AND SUPPORTING INFORMATION

Link 1 – Map of Unmanned Roads / Laneways in Adelaide

Link 2 – Biography of Sister Janet Mead

Link 3 – Naming Policy for Roads

ATTACHMENTS

Attachment A – Aerial image or portion of Queen Street proposed for renaming

- END OF REPORT -