

NGQUSHWA LOCAL MUNICIPALITY



STREET & PUBLIC PLACE NAMING POLICY 2016/17

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1. BACKGROUND

The United Nations Group of Experts on Geographical Names (UNGEGN) was established in pursuance of Economic and Social Council Resolutions 715 A (XXVII) of 23 April 1959 and 1314 (LXIV) of 31 May 1968 to further the standardisation of geographical names at both the national and international level.

In order to continuously coordinate the achievement of the required results across the world, the UNGEGN performs its work by means of divisions based on geographical proximity and the linguistic systems in use in the world. The Africa South Division, consisting of Botswana, Lesotho, Malawi, Namibia, South Africa, Swaziland and Zimbabwe, is one of four African divisions.

Recognising that national standardisation is a basic requisite for international standardisation and that each country has the sovereign right to decide on the names and written forms for its features, the United Nations recommended that each country should have a national geographical names authority to standardise its names.

The South African Geographical Names Council (SAGNC) is an advisory body appointed by the Minister of Arts and Culture in terms of the South African Geographical Names Act, 1998 (Act 118 of 1998). It is the supreme authority on geographical names in South Africa and has jurisdiction over all names of geographical features and entities in the territories over which the South African government has sovereignty or jurisdiction acquired by treaty. The SAGNC replaced the National Place Names Committee (NPNC), which was appointed in 1940 by the then Minister of Education, Arts and Science.

Not only is the SAGNC the highest advisory body to the Minister on official place names in South Africa, but it also advises the Minister on the transformation and standardisation of official geographical names.

It is also responsible for facilitating the establishment of provincial geographical names committees. A provincial geographical names committee advises local authorities and works with them to ensure they apply the principles of the SAGNC. The provincial geographic names committee makes recommendations to the SAGNC on geographical features within the provincial boundaries and liaises between communities and/or municipalities and the SAGNC. A priority of the SAGNC is to ensure that the general public of the country is involved in the naming process.

In order to advise the Ngqushwa Local Municipality on the naming of public places and streets, the Municipality's Council has to establish the Public Place and Street Names Committee (PPSNC) in terms of section 80 of the Local Government: Municipal Structures Act, 1998 (Act 117 of 1998).

2. INTRODUCTION

Geographical names fill a double role: a cultural role in terms of the messages they convey – messages that express the soul of the country, often in an exuberant and spontaneous manner – and a technical role in terms of their locational function.

Geographical names include the names of natural (topographical) features and names of features created or adapted by humans, and are used to refer to populated as well as unpopulated places.

Geographical names can be used to reaffirm traditional culture and national identity and are important for reference purposes in conservation, education and training, tourism, trade and commerce, transportation, regional and environmental planning, science and technology, search-and-rescue operations, and in people's ordinary orientation and communication.

According to the South African Geographical Names Council Regulation 3(1) The criteria for deciding whether or not a geographical name is to be regarded as a local competence are as follows:

The area must be situated within the jurisdiction of the local authority and geographical names of local concern include streets, municipal buildings and squares, local parks and cemeteries and privately owned buildings.

Geographical names in Ngqushwa Municipality should reflect the rich and diverse cultural, natural resources, religious, ethnic and historical heritage of the area. The Municipality must therefore have a comprehensive policy with guidelines, rules and procedures for the naming and renaming of public places and streets, so that naming and renaming can be done in a constructive and transparent manner.

2.1 Vision of the Ngqushwa Local Municipality

Ngqushwa Local Municipality should have a well-managed settlement zones and environment, with access to infrastructure and socio-economic services, well developed transport routes, good governance and efficiency

2.2 Mission of the Street Naming Policy

To enhance the quality of life of people in Ngqushwa Local Municipality, through the provision of public place and street names.

2.3 Objectives of the policy

To standardise, transform and correct the naming of Public Places and street names in the area of jurisdiction of the Ngqushwa Local Municipality, in line with the national and provincial legislation.

2.4 Advancing the objectives of the Five-year Strategic Plan

One of the strategic objectives of the Five-year Strategic Plan is good governance. The key performance area coupled to this is sustainable management, with the development of proper revenue plans, the optimisation of the revenue base and the improvement of revenue collection being key initiatives. This calls for the provision of an address for every property, which in turn calls for the timely and effective allocation and recording of street names. Indeed, addresses are essential for:

- providing municipal services (ie engineering services);
- billing for rates and municipal services;
- completing the registration of ownership;
- ensuring the data integrity of the Municipality;
- contacting property owners for public participation processes; and - finding properties in response to emergency calls, etc.

The policy will enhance the strategic objective of good governance.

1. LEGISLATIVE CONTEXT

The policy is embedded in national and provincial legislation.

The following national legislation was taken into consideration in this policy:

- Constitution of the Republic of South Africa, 1996
- South African Geographical Names Council Act, 1998 (Act 118 of 1998)
- Regulations on the standardisation of geographical names published in *Government Gazette* 24999 of 7 March 2003 by Notice R339
- Land Survey Act, 1997 (Act 8 of 1997)
- Land Use Planning Ordinance 15 of 1985 (Ordinance 15 of 1985)
- Local Government: Municipal Structures Act, 1998 (Act 117 of 1998)
- Local Government: Municipal Systems Act, 2000 (Act 36 of 2000)
- Development Facilitation Act, 1995 (Act 67 of 1995)

4. DEFINITIONS

For the purpose of the policy the following definitions apply:

Cul-de-sac means a street with a single entry, which is also the exit, into the street.

Duplication of street names means the repetition or near repetition (identical or similar in spelling or pronunciation) of already approved street names within the jurisdictional area of the Ngqushwa Local Municipality, within a radius of 20 km and/or within the same postal code.

Geographical name means the name of any terrestrial feature within the borders of the Republic of South Africa, together with the area of jurisdiction of the Republic acquired by treaty, whether –

- Natural or man-made or adapted by human agency; or
- Populated or unpopulated.

Geographical Names bank means a database consisting of approved geographical names within the area of jurisdiction of the Ngqushwa Local Municipality.

Local competence is taken to apply, in terms of section 3(1) of regulation 339 of 2003, on the standardisation of geographical names when –

- The area is situated within the jurisdiction of the local authority; and
- Streets, municipal buildings and squares, local parks and cemeteries are to be named.

Municipality means the "Ngqushwa Local Municipality" established and instituted in terms of Notice 6770 of 2000, promulgated in terms of section 12(1) of the Local Government Structures Act, 1998 (Act 117 of 1998), as amended.

Municipal property means an asset that is owned by the Municipality. This will include buildings, parks, libraries, museums, clinics, stadiums etc.

Panel of external advisers means people who are nominated and appointed by the Council and who are experts on history, culture, linguistics, town planning, toponymy, reconciliation and religion.

Policy means a set of guidelines that assists a public authority, such as a municipality, to make decisions in terms of its legislative authority and is therefore part of its constitutional and legislative framework.

(What is imperative, though, is the principle that the decision-making authority must in all instances and in all matters before it, still consider every individual matter on merit, and that *no policy* of the Municipality is supposed to be a rigid and inflexible set of rules.)

Public Open Place means land which falls under, or is intended to come under the ownership of the local authority, which is not leased or intended to be leased on a long term basis and which is utilised or will be utilised as

an open space, park, garden, playground or square and include a public place (Section 8 of the Land use Planning Ordinance 15 of 1985)

Public Place means any land in respect of which the ownership as such vests in a local authority in terms of section 28 Land Use Planning Ordinance (15 of 1985).

Private Street means a street that is not a public street that is inside a sectional title complex or a Section 21 homeowner's association complex. A body corporate/home owners association will thus be the owner of the street. Private streets also include rights of way registered in favour of private users.

Public street means any street, road or thoroughfare shown on the general plan of a township, agricultural holding or other division of land or in respect of which the public has acquired a prescriptive or other right of way registered and/or zoned as a street in favour of the public.

Toponymy means the science or discipline with the study of place names, which is apparent from the word itself, which is derived from the Greek "topos" meaning 'place' and "onama" meaning 'name'. The object of Toponymy is anything that can pass as a geographical name, ie. names of cities, towns, provinces, regions, districts, mountains, rivers, farms, roads, buildings etc.

Township zone name means a distinct name reserved for a broader area in which township development can take place. (All new township establishments will then bear the same distinct zone name as well as a unique extension number. If a township zone does not have an approved name, a township zone name needs to be approved before new townships can be reserved.)

Township name means the name allocated to a new township establishment. (This name is made up of the name of the township zone name and the next available extension number. Names of new township developments have to be allocated by issuing a reservation letter.)

5. GENERIC TERMINOLOGY AND CLASIFICATION OF ROADS

5.1 Generic terminology

All street names must contain one of the following generic terms or suffixes:

- Avenue is a wide and attractive city street, a tree lined road, a road lined with trees, smaller than a boulevard

- Boulevard is a wide, prestigious street – usually a traffic artery or primary road.
- By-pass is a wide road which runs around a densely populated suburban area to allow traffic to flow past.
- Close, Place is a blind alley or cul-de-sac.
- Crescent is a ring road or street with an arch which subtends an angle of less than 180°.
- Circle is a ring road starting and ending at the same point.
- Drive is a picturesque route, or a private carriageway to a dwelling.
- Freeway is a dual carriageway with grade-separated intersections and interchanges at 5 km intervals.
- Highway is a dual carriageway with controlled grade-separated intersections at about 500 m intervals.
- Lane is a narrow road or trail (alley), often for service vehicles only.
- Nature trail is a footpath for hikers and/or people to enjoy the scenery, and natural environment.
- Road is a public communication road (generally used to describe thoroughfares outside built-up areas).
- Street is a road in a city or town that serves houses, businesses, shops, etc.

5.2 Classification of streets

Freeway, the main function is to provide provincial- and regional mobility. Usually located in a wide reserve. The adjacent developments are usually built with their backs toward the road. No direct access to stands. The design and standard of the road and the management of adjacent land uses must enable traffic to maintain speeds as allowed within the speed limit. Obstruction, delay or stops should only occur when there is an accident or emergency. Access to the adjacent land and other roads are provided via proper intersections with level separation. These roads usually have no traffic signals or stop streets.

Activity Spine in the Activity Spine classification, two classes can be distinguished. (Class1 and Class 2). Both are classified as Activity Spines since both give direct access in some way to non-residential uses. A more business-like character is experienced in the node- areas when travelling along these roads. These roads carry large volumes of traffic. The level of mobility varies depending on the intensity of developments along the roads and delays can occur because of direct accesses from these roads. The roads could be signaled or regulated by traffic control measures like traffic signals or 4-way stops where other roads intersect. The differences between the two classes are as follows:

Activity Street, means a service road for concentrations of activities and developments. The priority is no longer to supply good mobility or link nodes or activity areas, but to provide direct access, on-street parking- and loading facilities. It can play a major role in supporting the abovementioned roads and should be encouraged to flank and complement corridors, mobility spines and activity spines to ensure their stable mobility function. Mixed land uses are encouraged along activity streets.

Residential Collector, in all residential areas, there is a road, (sometimes more than one), that serves as a collector of local traffic and provides linkage with the major roads discussed above. Because residential sites next to these roads have good exposure and can be purchased economically (as a house), businesses tend to locate there and then convert the building to serve their purpose.

Residential Street, means a street that serves and gives access to adjacent Erven which does not require specific action other than to maintain it in its present form.

Main Arterial Route, means a combined term for a road, section of a road or an intersection to such road, referred to as a Mobility Spine.

6. ABBREVIATIONS

DFA:	Development Facilitation Act, 1995 (Act 67 of 1995)
DO:	Designated Officer as appointed in terms of the DFA
PPSNC:	Public Place and Street Names Committee
SAGNC:	South African Geographical Names Council
UNGEEN:	United Nations Group of Experts on Geographical Names

7. PANEL OF EXTERNAL ADVISERS

A panel of external advisers who advises the PPSNC must be established.

7.1 The panel will submit comment and/or recommendations on spelling, meaning, language and origin of names proposed for naming and renaming applications that have been submitted for consideration.

7.2 The panel must consist of members, selected by public nominations received through a process of advertising for a period of 28 days.

7.3 Nominations to serve on the panel must include the permission of the nominee and his/her full particulars, including contact details, relevant expertise and qualification(s), and a full justification by the nominator(s).

7.4 The demographic profile and cultural composition of the Ngqushwa Local Municipality must be reflected in the profile of the panel.

7.5 The nominee must have expertise, experience and a qualification in two or more of the following areas: history, culture, linguistics, town planning, toponymy, reconciliation and religion.

7.6 The panel will meet at the discretion of the Chairperson of the Committee.

7.7 The Chairperson of the Committee will invite representatives of the appointed external advisers to meetings of the Public Place and Street Names Committee to ensure continuity. The external advisers will however be only ex officio members of the meeting.

8. STREET NAMES

8.1 General guidelines for the naming of streets

8.1.1 Mandatory guidelines

The length of street names should always be taken into consideration in terms of the cartographic layout of maps, that is, shorter names for shorter streets, longer names for longer streets, etc. Shorter streets giving access to fewer than six stands should retain the same name as the street cutting across. Cul-de-Sac's/Places with a street length of more than 50 meters should be allocated a street name.

When the name of a person is used, the prominence of the street should be in proportion to the stature of the person. Consent from the person (if he/she is still alive) or the family (if deceased) should be included in the motivating memorandum.

When a street is intersected by a natural or man-made barrier, the affected street may be renamed by using the existing name in addition to a direction route marker, e.g., Church Street North and Church Street South.

If the natural or man-made barrier is removed so that two or more streets are joined, the affected streets should be given the same name to prevent one street from having two or more names, leading to confusion.

All named streets must have a definite starting point and end. These can be a T-junction, cul-de-sac, Y-junction or river.

Changes in direction or bends in a street are not regarded as starting points or ends of streets.

If a street is extended in the same direction, the new section must have the same name as the rest of the street. Alternatively, the whole street must be renamed (see also section 8.1.2.(4)).

No street name may be duplicated (that is, may have the same spelling or phonetic format). A name may be translated into the other official languages.

Multilingual street names: The street name that appears on the approved Surveyor-General's General Plan has to be used as the primary street name.

If the street name is an ordinal number, it should be written out, Fourth Street (and not 4th Street).

A street name can only change at an intersection.

Cul-de-sacs have a separate street name assigned to them if there are more than six stands, given that the Erf sizes (thus the length of the street) merit this.

Amendments to the spelling of names on submitted reports have to include a copy of the source indicating the correct spelling of the word.

8.1.2 Recommended guidelines

- Private street names (that is, those in sectional title or other private complexes) should be assigned in accordance with this policy.
- Street names should be as short as possible to fit on a regular name board without excluding others.
- If a street name is extended in such a way that negative street numbers would have to be assigned, a new name should be allocated.

With new townships, the application for street names should be lodged simultaneously with the application for township establishment or amendment of township layout.

After the approval of the changing of a street name, the street name boards of the previous street name must be retained for a period of at least 2 years on the street pole but be struck through.

The new street name must be erected above the previous street name with a different colour to be clearly distinguishable.

8.1.3 Guidelines for name selection

The historical, social and cultural significance must be considered.

Proposed names should meet one of the following criteria:

Honour or commemorate noteworthy people associated with the city, provincial and National

Commemorate local, provincial and National natural or international historical places or events and memories of cultural significance to the people of Ngqushwa Municipality.

Strengthen the community's heritage and promote the character of the area.

Recognise indigenous and international flora and fauna or natural features of the Ngqushwa Municipality.

Recognise the cultural diversity of the people of the Ngqushwa Local Municipality

The use of neutral names such as those of trees, birds, minerals flora and fauna is accepted.

Names should preferably have a South African character or connection.

The following types of names *must be avoided*:

- Names that duplicate other names (same language)
- Names of living people, unless they are truly of national and/or international significance.
- Names that are offensive, vulgar, blasphemous, indecent or derogatory with regard to race, colour, creed or gender
- Names of which the spelling or pronunciation is so close to existing names that they may cause confusion
- Names that are too long or clumsy, especially where the streets to be named are short or the places to be named are small, as this could cause cartographic problems
- Names that may be regarded as an advertisement for a particular product, service or firm
- The names of existing townships or geographical features used as street names

8.1.4 Naming without Council approval

Where existing streets are extended (continued) and the street names have been approved, the existing names must be given to the extension.

When a new township is established within an approved zone name, only a new extension number need be added to the existing name, and no approval is required for this.

Street names for private roads in a Section 21 company township or subdivision, privately owned rights of way will be checked for duplications and be measured whether it corresponds with the guidelines of the policy. Toponymy approval will be granted by Council to the private street names if the criteria have been met.

Administrative errors and/or incorrect spelling of names may be rectified without going through the process described in this policy and without formal approval by the Council.

If incorrect street name(s) had been captured on the database and administrative corrections is necessitated.

Allocation of already approved street names, banked on the Geographical_names bank can be done by the Department.

8.2 Financial considerations

The costs of erecting or changing street name boards and signs resulting from the renaming of existing streets will be borne by the Municipality.

The costs resulting from the renaming of streets and the naming and renaming of public places, natural areas and municipal buildings and artefacts will be borne by the Municipality.

8.3 Naming of streets

Note: The general guidelines for the naming as well as the rules for the naming or renaming of public places and streets will apply (see sections 8.1 and 8.2).

8.3.1 Continuation of existing streets

Where existing streets are extended, the existing name must be given to the extension, but the name need not be approved again.

8.3.2 Who may apply

All matters concerning the naming of new streets vest in the Municipality and must be submitted in writing to the Department.

Any person, community or organisation within the boundaries of the Ngqushwa Local Municipality is entitled to propose new names. These names must be forwarded to the Councillor of the ward in order to add the naming as an item on the Ward Committee meeting.

8.3.3 How to apply

Any application for a new street name must include at least the following: Details of the applicant (name, postal address and contact details)

Sufficient information about the name (origin, historical background, meaning, language and pronunciation)

Motivating memorandum

If a persons name is proposed, consent from the person (if he/she is still alive) or the family (if the person is deceased) should be included in the motivating memorandum

8.3.4 Procedure

The Head of Department or his/her delegatee must evaluate the proposed names against the provisions of this policy.

The Office of the Speaker will facilitate the public participation process as provided for in the Council's policy.

If no reply concerning the community's acceptance or non-acceptance of the names is received from the Ward Committee within 30 days from the day the request for acceptance of the names was sent, the names are deemed to have been accepted, and the Council is entitled to consider the proposals.

Any comments or objections regarding the proposed name changes must be forwarded to the Department for inclusion in the final report to the Council.

All names must be referred to the Panel of External Advisers by the Chairperson at his/her discretion; their comments, if any, must be included in the report to the Council.

All names must be referred to Council for consideration.

Proposed names (on reports) could only be amended once proof of the correct spelling and the resource thereof has been received.

The relevant parties (municipal departments, the Surveyor-General and the developer or applicant) must be notified of approved names.

8.3.5 Street codes

Due to the establishment of the Ngqushwa Local Municipality and the formalisation of informal townships, the Municipality took control of a number of townships without street names. The department is now obtaining names approved for the streets of these townships. Meanwhile, street codes will be allocated to all streets without names, so as to determine street addresses.

The importance of street addresses cannot be underestimated, as they ensure proper service delivery of all kinds. The allocated address (with street code) will reflect on all council systems. As soon as a name has been allocated to a street, the name will replace the street code as part of the address and the residents will be informed that a name has been allocated and advised to change their addresses accordingly.

8.4 Changing or renaming of street names

Note: The general guidelines for the naming as well as the rules for the naming or renaming of public places and streets will apply (see sections 8.1 and 8.2).

8.4.1 Guideline for renaming public places and streets

The application for the renaming of a street must be accompanied by written motivation.

8.4.2 Criteria for prioritising public streets for renaming

The following criteria are ranked in order of importance to assist in prioritising the renaming of public places and streets in existing residential areas:

The existing name is considered to be offensive.

The name change is desirable to promote the goodwill of South Africans.

The name change will enhance reconciliation of the community assist in building the community and redefine society.

8.4.3 How to apply

Any person, community or organisation within the boundaries of the Ngqushwa Local Municipality is entitled to propose the renaming of a street in accordance with the procedures outlined in this policy.

Proposals must be in writing and must include full details on the following:

- Affected street
- Proposer or applicant
- Proposed name change

Fully motivated reasons for the proposed name change, which must include references to researched documents and *evidence of professional and/or community support*

Origin, meaning, language and pronunciation of the proposed name

All matters concerning the renaming of streets (except provincial and national roads) vest in the Municipality and must be submitted in writing to the Department.

8.4.4 Procedure

The Department will scrutinise the proposals for compliance with this policy. Renaming proposals that do not contain all the requisite information will be returned to the proposer with a request for supplying the missing information.

The Head of Department or his/her delegatee must evaluate the proposed names against the provisions of this policy.

The Office of the Speaker will facilitate the public participation process as provided for in the Council's policy.

Integrated Communication, Marketing and Information Services must be involved with and take responsibility for the citywide marketing of and communication on street name changes.

Integrated Communication, Marketing and Information Services is responsible for the advertisements in all relevant newspapers, as well as any road shows deemed necessary to market and promote the changes, as well as for the budget for these functions.

Notification of the proposed new name must be published in the local press.

Written comments and/or objections regarding the name must be received within 30 days from the date of publication of the notification.

Any comments or objections regarding the proposed name changes must be forwarded to the department for inclusion in the final report to the PPSNC.

All names must be referred to the Panel of External Advisers, and their comments must be included in the report to the PPSNC.

All names must be referred to the PPSNC for consideration.

The PPSNC must forward its recommendations to the Council for a consideration and approval.

The Council will take the final decision on the proposed renaming and its implementation.

Administrative errors and/or incorrect spelling of names may be rectified without going through the process described in this policy.

Proposed names could only be amended once proof of the correct spelling and the resource thereof has been received.

The relevant parties (municipal departments, the Surveyor-General and the applicant) must be notified of an approved name.

8.5 Geographical Names Bank

Note: The general guidelines for the naming as well as the rules for the naming or renaming of public places and streets will apply (10.1 and 10.2).

8.5.1 Purpose of the Geographical Names Bank

The Geographical Names Bank is a database consisting of existing, approved geographical names for the Ngqushwa Local Municipality area. These names are ready for allocation to a specific street or public place and need only be approved in principle by the Ward Councillor and Chairperson of the Committee.

In order to avoid duplication, all new and proposed names should first be verified against the Geographical Names Bank.

8.5.2 Procedure for approval of names on the Geographical Names Bank

Any person, community or organisation within the boundaries of the Ngqushwa Local Municipality is entitled to propose new names to be added to the Geographic Names Bank.

All names must be accompanied with the language, meaning and proof of the source of the name.

Names will then be researched and a report will be prepared for submission to the PPSNC

The PPSNC will then recommend the report to the Mayoral Committee as well as Council.

8.5.3 Procedure for using approved street names in the Geographical Names Bank

The applicant must submit a written request for using names in the Geographical Names Bank.

The relevant Department will then liaise with the Councillor/Ward Committee and provide them with a list of approved names.

Once all parties agree on the names, a confirmation document will be prepared and should then be signed by the Ward Councillor to confirm that the names could be allocated to his/her ward.

If the Ward Councillor does not inform the Department of the acceptance or non-acceptance of the names within 30 days from the day the request for such information was sent, the officials in conjunction with the Chairperson: PPSNC will select names from the Geographical names bank.

Due to the fact that the names in the Geographical Names Bank have already been approved no further approval by Council is deemed necessary.

9. NAMING AND RENAMING OF MUNICIPAL PROPERTIES

The general guidelines for the naming as well as the rules for naming or renaming of public places and streets will apply (section 8.1 and 8.2)

9.1 Who may apply

The department responsible for a particular property may propose a name for it.

How to apply

The proposed name, together with the justification for and necessary information about the name must be submitted to the relevant Department of the Municipality.

The application for the renaming of Municipal property must be accompanied

by written notification

Procedure

The HOD or his /her delegate must evaluate the proposed name against the

provisions of this policy and submit a report to the PPSNC.

Municipal Communication section must be involved with and take responsibility the marketing of and communication on the name changes of the affected properties.

Communications Officer will be responsible for the advertisement in all relevant

newspapers and any roadshows deemed necessary to market and promote the changes,

as well as for the budget for these functions.

Notification on the proposed new name must be published in the local press, within official language of the residents.

Written comments on the name will only be received within 30days from the date of publication of the notification.

Any comments or objections regarding the proposed name must be forwarded to the departments for inclusion in the final report to the PPSNC.

The office of the Speaker will facilitate the public participation process as provided for in the council's policy.

All names must be referred to the PPSNC, who will evaluate and consider the names.

The PPSNC must forward its recommendations to the Council for consideration and approval.

The Council has approved names, all relevant parties (Municipal departments and the applicant) must be notified of an approved name.