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**Item No. 11.1.5**  
**Halifax Regional Council**  
**August 5, 2014**

**TO:** Mayor Savage and Members of Halifax Regional Council

**SUBMITTED BY:** Original Signed by  
Mike Labrecque, Acting Chief Administrative Officer

Original Signed by Director  
Brad Anguish, Director, Community and Recreation Services

**DATE:** June 20, 2014

**SUBJECT:** Amendments to Administrative Order 46, HRM Asset Naming Policies

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**ORIGIN**

February 19, 2013 motion of Regional Council:

"MOVED by Councillor Mosher, seconded by Councillor Watts, that Halifax Regional Council direct staff to commence the process to amend Administrative Order No. 46 such that it include park bridges within the HRM Asset Naming Policy. MOTION PUT AND PASSED UNANIMOUSLY."

February 26, 2013 motion of Regional Council:

"MOVED by Councillor Outhit, seconded by Councillor Johns that Halifax Regional Council direct staff to commence the process to amend Administrative Order 46, section 16(f), the purpose of which is to allow the naming of HRM assets recognizing people still living. MOTION PUT AND PASSED UNANIMOUSLY."

July 30, 2013 motion of Regional Council:

"MOVED by Councillor Hendsbee, seconded by Councillor Karsten that Halifax Regional Council request a report regarding amending Administrative Order 46 Respecting HRM Asset Naming Policies to expand the definition with respect to section 4(k) "park features" to include: benches, pedestrian bridges, gazebos, shelters, outdoor rinks, multi-use play pads, sports courts, and flagpoles. MOTION PUT AND PASSED UNANIMOUSLY."

**LEGISLATIVE AUTHORITY**

*Halifax Regional Municipality Charter: Subsection 59(3) "In addition to matters specified in this Act or another Act of the Legislature, the Council may adopt policies on any matter that the Council considers conducive to the effective management of the Municipality."*

*Halifax Regional Municipality Charter: Subsection 61(3) "The property vested in the Municipality, absolutely or in trust, is under the exclusive management and control of the Council, unless an Act of the Legislature provides otherwise."*

*Halifax Regional Municipality Charter: Clause 323(c) "The Council may... by policy, name or rename any street or private road";*

**RECOMMENDATIONS ON NEXT PAGE**

## **RECOMMENDATIONS**

It is recommended that Halifax Regional Council adopt amendments to Administrative Order 46, the *HRM Asset Naming Administrative Order*, to:

1. include park bridges, gazebos/shelters, and outdoor rinks under the definition of “park features” as contained in Attachments A and B; and
2. include provisions for people or person(s) still living for commemorative naming purposes as contained in Attachments A and B.

## **BACKGROUND**

### **Park Features Amendment**

HRM's Asset Naming Policies (Administrative Order No. 46) allows any person or group to apply for a commemorative name for HRM assets. Traditionally, HRM has applied commemorative names to streets, parks or buildings as per the Policies. However, the existing Policies provide for the naming of the following park features: sport fields & courts, gardens, trails, boat launches, wharves, skateboard/bike parks, playgrounds, outdoor pools, spray parks and beaches.

On February 19, 2013, Regional Council directed staff to initiate the process to amend its Asset Naming Policies to include park bridges as a park feature. Further, on July 30, 2013, Regional Council also requested that the definition of park features be further expanded to include benches, pedestrian bridges, gazebos, shelters, outdoor rinks, multi-use play pads, sports courts, and flagpoles. Both amendments were initiated by Council in response to public feedback.

### **Naming Associated with People or Persons**

HRM's Asset Naming Policies states that one of its main objectives is to ensure the legacy of naming HRM physical assets after outstanding individuals, events and natural features continues. The act of commemorating people is a memorial, a reminder to others of their contributions to their communities.

Section 16 of the Policies outline the process HRM shall use for commemorative naming of municipal assets. One of the requirements states that applications in recognition of people or persons will only be accepted after a minimum of one year from the date of death(s).

The requirement to have a one year waiting period is intended to allow time for reflection and to avoid reactive decision making based on traumatic events. This requirement formed part of the eligibility process based upon a review of best practices from across North America. It was found that, four Name Boards (Geographical Names Board of Canada, City of Kingston, Toronto, and the USA Stamp program) required that names only be approved posthumously with a waiting period ranging from 2-5 years after the date of death. However, the City Of Calgary accepts applications for people's names after the date of death or retirement. Further, the cities of Edmonton, Ottawa and Vancouver have post retirement criteria for name submissions for only elected officials and city staff.

It should be noted that for living nominees HRM has a Parks Civic Support Program: “Gifts for Parks”. This program provides individuals and organization the opportunity to commemorate a person still living by choosing to fund tree plantings, new park benches, creative play structures, or the preservation of existing natural features.

### **Role of HRM Asset Naming Committee**

All commemorative name applications are reviewed by the HRM Asset Naming Committee, which is comprised of HRM staff from each asset category (streets, parks, & buildings), the municipal archivist, a cultural planner, and the civic addressing coordinator. The role of the Committee is to review applications

in accordance with the criteria laid out in the Asset Naming Policies and submit recommendations to Regional Council for those applications which meet the criteria. The Committee also provides comments to staff and Council on amendments to the Asset Naming Policies.

## **DISCUSSION**

### **Park Features Amendments**

The current definition of park features was written to include common features within a park that are customarily named. Recent requests for commemorative naming have illustrated that the current definition may be excluding some notable park features.

Of the features listed by Council for inclusion within the Asset Naming Policies, staff recommends that gazebos/picnic shelters, park bridges and outdoor rinks be added to the list of park features that may be named. The naming of these assets is in keeping with the intent of the Policies and it is recommended that they be included in the park feature definition.

It is noted that Council recently approved the naming of a park bridge in the past year – Irene “Reenie” Slaunwhite Memorial Bridge (in the Captain William Spry Centre Park). With respect to gazebos and picnic shelters, both of these features have recently been inventoried for asset management purposes by Municipal Operations staff and an asset management database is being created.

Of the remaining park features requested for consideration, staff advise that sports courts and multi-use play pads are already included under the definition of park features as “sport fields & courts”, therefore, an amendment to the Policies is not necessary.

With respect to benches and flag poles, staff advise that these features should not be included within the Asset Naming Policies as park features. Benches are covered by the Gifts for Parks program and, as they are moveable objects, it is recommended that they not be included as a nameable park feature. Flags themselves already commemorate or represent a country, province, municipality or group therefore, it is not appropriate to include flag poles for further recognition.

To ensure HRM provides a fair and consistent approach to the naming of park features, staff recommend that only park bridges, outdoor rinks, gazebos and shelters be added to the list of park features eligible for naming purposes as outlined in Attachments A and B.

### **Naming Associated with People or Persons**

The Asset Naming Policies currently provide that applications for commemorative naming associated with people or persons may only be accepted after a minimum of one year from their date of death. To amend the Policies to allow the naming of HRM assets for people or persons still living, in keeping with Regional Council's motion of February 26, 2013, would enable applications for all persons, including those in the early parts of their lives and careers, to be considered for commemorative naming.

The Asset Naming Committee has contemplated this approach and advise that changes in this regard could be a matter of concern especially if a living person changes their conduct in a negative way, as the current Policies do not allow for the future renaming of an existing commemoratively named asset. Accordingly, should Regional Council choose to amend the Asset Naming Policies to allow for commemorative naming associated with people or persons still living, the Asset Naming Committee recommends that the nominee be retired from the field for which they are being recognized. The Asset Naming Committee further recommends that the Administrative Order be amended to enable the renaming of assets should the person no longer meet the criteria for which they were commemorated. These amendments to the Administrative Order are provided in Attachments C and D.

During the course of assembling this report, staff received a request regarding the potential to automatically name an asset after a Mayor completes his/her service to Halifax. For the reasons stated

above, staff do not support automatic naming but do support an application process upon each respective Mayor's retirement from service. The recommendations in this report enable such an approach.

### **FINANCIAL IMPLICATIONS**

There are no financial implications. The HRM costs associated with processing this application can be accommodated within the approved operating budget for C330 Civic Addressing.

### **COMMUNITY ENGAGEMENT**

The community engagement process is consistent with the intent of the HRM Community Engagement Strategy. The level of community engagement was information sharing achieved through public accessibility to Regional Council meetings.

### **ENVIRONMENTAL IMPLICATIONS**

No environmental implications were identified.

### **ALTERNATIVES**

1. Council may choose not to approve amendments to Administrative Order 46 and continue to require that naming applications for people or persons will only be accepted after one year from the date of their death.
2. Council may choose to approve different and/or other amendments to Administrative Order No. 46. This may require a supplementary staff report.

### **ATTACHMENTS**

Attachment A: Proposed Changes to Admin Order  
Attachment B: Amending Administrative Order  
Attachment C: Incorporating all proposed changes

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A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/cagenda.php> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: Gayle MacLean, Civic Addressing Coordinator, 490-4105

Report Approved

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Kelly Denty, Manager of Development Approvals, 490-6242

Report Approved by:

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John Traves, Director, Legal, Insurance and Risk Management Services, 490-4226

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**Attachment A**  
(Proposed Changes to Admin Order)

**HALIFAX REGIONAL MUNICIPALITY  
ADMINISTRATIVE ORDER 46  
RESPECTING HRM ASSET NAMING POLICIES**

**BE IT RESOLVED AS AN ADMINISTRATIVE ORDER** of the Council of the Halifax Regional Municipality as follows:

Definitions

In this administrative order:

4. k) “park features” means any of the following features within a park: sport fields & courts, gardens, trails, boat launches, wharves, skateboard/bike parks, playgrounds, outdoor pools, spray parks, **and beaches, park bridges, outdoor rinks, gazebos and shelters;**

Commemorative Names

In this administrative order:

16. f) Applications for people or persons will only be accepted after **a minimum of one year from the date of death(s) the people or persons have retired from the activity or service that forms the basis of the request.**

21. Renaming requests for park feature, building, commercial vessels and ferry assets shall only be considered if the existing asset name is an administrative name (i.e. Brook St. Park) **or if the commemorative name is commemorating a living person who no longer meets the criteria for which they were commemorated.**

**Attachment B**  
(Amending Administrative Order)

**HALIFAX REGIONAL MUNICIPALITY  
ADMINISTRATIVE ORDER 46  
RESPECTING HRM ASSET NAMING POLICIES**

**BE IT RESOLVED** by the Council of the Halifax Regional Municipality that Administrative Order 46, the *HRM Asset Naming Administrative Order*, is amended as follows:

1. Clause k of section 4 is amended by:
  - a) deleting the word “and” after the words “spray parks” and before the word “beaches”;
  - b) adding a comma after the word “spray parks” and before the struck word “and”;
  - c) adding the words and comma “, park bridges, outdoor rinks, gazebos and shelters” after the word “beaches” and before the semi-colon.
2. Clause f of section 16 is amended by:
  - a) striking out the words “a minimum of one year from the date of death(s)” after the word “after” and before the period; and
  - b) adding the words “the people or persons have retired from the activity or service that forms the basis of the request” after the word “after” and before the period.
3. Section 21 is amended by adding the words “or if the commemorative name is commemorating a living person who no longer meets the criteria for which they were commemorated” after the words and bracket “(i.e. Brook St. Park)”.

## **Attachment C**

**(Incorporating all proposed changes)**

### **HALIFAX REGIONAL MUNICIPALITY**

### **ADMINISTRATIVE ORDER NUMBER 46**

### **RESPECTING HRM ASSET NAMING POLICIES**

**BE IT RESOLVED** AS AN ADMINISTRATIVE ORDER of the Council of the Halifax Regional Municipality as follows:

#### **Short Title**

1. This Administrative Order may be cited as Administrative Order Number 46, the HRM Asset Naming Administrative Order.

#### **Purpose**

2. The Halifax Regional Municipality is committed to providing a fair, consistent and efficient process with respect to naming of municipally owned streets, land and buildings including commemorative naming after a person, persons, tradition, tradition bearers, historic event, topographic feature or native flora or fauna.

The main objectives of this policy are to ensure:

- a focussed direction for all commemoration requests;
- a standard and official approach to naming all HRM assets;
- a clear, efficient and timely naming process;
- communities and residents are engaged in contributing to the history-making process of naming their surroundings; and
- the legacy of naming HRM physical assets after outstanding individuals, events and natural features continues.

3. This administrative order does not preclude any corporate sponsorship naming opportunities that HRM may wish to develop.

#### **Definitions**

In this administrative order:

4.
  - a) “administrative name” means an asset name which is based on a locational reference to a community (Terence Bay Playground) or a street (Prospect Rd Community Centre);
  - b) “asset categories” means one of the following: HRM owned buildings, parks, park features, streets, vehicular bridges, commercial vessels and ferries;
  - c) “asset owner” means the HRM Business Unit that is responsible for the care and maintenance of the asset;
  - d) “building” means any municipally owned, permanently erected, serviced, and maintained structure relating to community and recreation, corporate administration, fire, police, arts, culture or heritage;

- e) “commercial vessel” means a non pleasure water craft that is owned and managed by Halifax Regional Municipality;
- f) “commemorative name” means an asset name which commemorates a person or group of persons (Joseph Howe Dr, Veterans Memorial Lane), tradition or tradition bearers (Mawiomi Place), an historic event (Alderney Landing), a topographic feature (Hemlock Ravine Park, Point Pleasant Park) or native flora and fauna (Ladyslipper Cres);
- g) “community” means the official community name as defined by HRM Civic Addressing;
- h) “coordinator” means the Civic Addressing Coordinator;
- i) “ferry” means any water craft with the primary function of transporting passengers that is owned and managed by Halifax Regional Municipality
- j) “parks” means any municipally owned land that has the primary function of providing active and/or passive recreation opportunities;
- k) “park features” means any of the following features within a park: sport fields & courts, gardens, trails, boat launches, wharves, skateboard/bike parks, playgrounds, outdoor pools, spray parks, beaches, park bridges, outdoor rinks, gazebos and shelters;
- l) “streets” means a street road or highway owned by Halifax Regional Municipality or the Province of Nova Scotia;
- m) “tradition” means a set of customs, practices or story that is typically passed down from generation to generation;
- n) “tradition bearers” means individuals who carry the tradition of a group of people through their art, customs, and words;
- o) “vehicular bridges” means any municipally owned bridge used primarily for vehicular traffic.

### **Eligible Municipal Assets**

5. The following municipal assets shall be subject to this naming policy:

- a) Streets
- b) Buildings
- c) Parks
- d) Park Features
- e) Vehicular Bridges
- f) Commercial Vessels and Ferries



### **Asset Naming Standards/Requirements**

6. There shall be no duplication of names between or within asset categories, with the exception of administrative names.

### **7. Street Naming**

- a) A minimum of 50% of new streets within a development shall be given a commemorative name
  - i) If there are fewer than five names available on the list of commemorative names for the specific community where the development is proposed, the above requirement shall be waived.
- b) Any public streets developed by HRM shall be given a commemorative name
- c) All street naming shall conform with Administrative Order #29

### **8. Building, Park and Park Feature Naming**

- a) All building, park and park feature assets shall be named.
- b) An administrative name shall be applied to the asset unless a commemorative name is recommended.
- c) Section b) does not apply if the building, park or park feature is being named pursuant to a corporate sponsorship naming opportunity.

### **9. Vehicular Bridge Naming**

- a) All vehicular bridges shall be given an administrative name.

### **10. Commercial Vessels and Ferry Naming**

- a) All commercial vessels and ferries shall be named.
- b) An administrative name shall be applied to the asset unless a commemorative name is recommended.
- c) Names assigned to commercial vessels and ferries shall be in accordance with Transport Canada regulations.
- d) Section b) does not apply if the commercial vessel or ferry is being named pursuant to a corporate sponsorship naming opportunity or where Regional Council approves the use of a contest to select a name.

11. Existing HRM asset names are not required to meet the criteria laid out in this policy.

### **Asset Naming Process**

12. Asset owners shall recommend administrative names for each new asset.
13. The asset owner shall submit all recommended administrative names to the Coordinator on a regular basis.
14. The Coordinator shall consult with at least one representative from each asset category, the municipal archivist, a representative from HRM Cultural Affairs, and the local Councillor(s) to determine if there is an appropriate commemorative name available for the asset instead of an administrative name.
15. With the exception of street names, Regional Council shall approve the placement of asset names (both administrative and commemorative) based on a bi-annual recommendation report submitted by the Coordinator.

### **Commemorative Names**

#### **16. Application Process**

- a) All commemorative naming requests shall be submitted to the Coordinator.
- b) Any individual or group may request a commemorative name for consideration to the Coordinator
- c) All requests are to be submitted in writing by completing an application form, and must include
  - i) For people or persons requests
    1. a biography, and
    2. family or representative permission (\*if none exists, community support will be required)
  - ii) For Historic Events, Geographic Features or Flora and Fauna
    - (1) background information or description
  - iii) For all applications, at least one of the following:
    - (1) articles/newspaper clippings;
    - (2) list of awards/citations;
    3. local support letters from neighbourhood groups or organizations; or
    4. Councillor/MLA/MP support.
- d) Applicants may request to have their name used for a specific asset category or they may submit a non specific request.

- e) Applicants may request to have their name used in a specific community or they may submit a non specific request. Applicants may also request a specific location within a community.
- f) Applications for people or persons will only be accepted after the people or persons have retired from the activity or service that forms the basis of the request.

#### 17. Commemorative Name Criteria

To be considered for commemoration at least one of the following criteria must apply to the proposed name:

- a. The nominated individual(s) shall have demonstrated excellence, courage or exceptional service to the citizens of the Halifax Regional Municipality, the Province of Nova Scotia and/or Canada;
- b. The nominated individual(s) shall have an extraordinary community service record;
- c. The nominated individual(s) shall have risked his/her life to save or protect others;
- d. The nominated name reflects or represents the history and/or culture of HRM's culturally diverse communities;
- e. The nominated name reflects or represents traditions and/or tradition bearers;
- f. The nominated name is historically significant to the development of HRM, the Province of Nova Scotia and/or Canada;
- g. The nominated name recognizes the flora and fauna of the local area; or
- h. The nominated name recognizes geographical or topographical features of the area.

#### 18. Gifting

- a) an individual(s) may be recognized for a significant financial contribution to a building, park or park feature, where that contribution significantly benefits the community that the asset serves. If the individual gifting funds or land wishes to name the asset, the only criteria that shall apply is that the proposed name is not a duplicate.
- b) all requests for naming through the gifting consideration shall be required to go through the application process.

19. Approval of Commemorative Names List

- a) The Coordinator shall consult with at least one representative from each asset category, the municipal archivist, a representative from HRM Cultural Affairs, and the local Councillor(s) to review each commemorative name request.
- b) the Coordinator shall submit a bi-annual report to Regional Council recommending names for the commemorative names list
- c) Regional Council shall approve all commemorative names before they are added to the commemorative names list
- d) the Coordinator shall maintain the approved list of commemorative names for future use. The list will be organized and assigned by geographical appropriateness. There shall be no prioritization system of names on the list.

**Asset Renaming Requests**

- 20. Street renaming requests shall only be considered if they comply with Administrative Order #29. The new street name may be chosen from the commemorative names list approved by Regional Council.
- 21. Renaming requests for park, park feature, building, commercial vessels and ferry assets shall only be considered if the existing asset name is an administrative name (i.e. Brook St Park) or if the commemorative name is commemorating a living person who no longer meets the criteria for which they were commemorated.
- 22. All requests for renaming shall be required to go through the application process Done and passed in Council this 21<sup>st</sup> day of September, 2010.

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Mayor

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Municipal Clerk