

Date: 2017-02-27

Subject: **Recommendation Report: Revised Parks and Open Space Naming Policy and Procedures (J.CX.ASS)**

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Recommendations:

1. **THAT** the report dated February 27, 2017 from John Spencer, Manager, Parks Planning, to the Planning & Development Committee meeting of April 24, 2017, re: **Recommendation Report: Revised Parks and Open Space Naming Policy and Procedures (File J.CX.ASS)** be received;
2. **THAT** Council approve the 'Parks and Open Space Naming Policy' (as amended) (**Appendix A**);
3. **THAT** Council approve the associated 'Parks and Open Space Naming Standard Operation Procedures (SOP)' (**Appendix B**);
4. **THAT** the Community Services Department be directed to develop a parallel policy and standard operating procedure to govern the naming of municipally-owned buildings; and,
5. **THAT** staff temporarily be granted delegated authority to address the backlog of unnamed parks and open space assets without the necessity of formal corporate reports to Council, in accordance with the process outlined in this report.

Overview:

- **The Municipal Naming and Corporate Signage Programs and the former Naming and Signage Committee were established in 2004 to recommend names for Council's consideration and approval, for all municipal assets including Parkland, Open Space and Public Buildings.**
- **The Naming and Signage Committee disbanded in 2014 and there has been no formal naming activity of parks and open space assets since. This has resulted in a backlog of approximately 200 assets that do not yet, have an official name.**

- **Between 2015 and 2016 staff undertook a comprehensive review of the current asset naming policies, which focussed primarily on the use of heritage-based names for parks and open space assets. The review also included a benchmarking exercise to look at other municipalities' naming practices.**
- **Staff concluded that it would not be possible to address the asset naming backlog nor manage the naming of new assets, without amending the policy and broadening the criteria by which names are selected. Staff therefore undertook a wholesale rewrite of the policy and drafted a set of standard operating procedures (SOP) to govern naming for which Council approval is being sought.**
- **The review also identified the desire to have a separate, but comparable policy to govern the naming of Public Buildings. This report, therefore also recommends that the Community Services Department work on the development of a parallel policy and SOP to govern the naming of city-owned buildings, and that the responsibility for this be managed this division.**
- **Lastly, to assist in addressing the backlog of unnamed assets, and having regard for Council's time, this report further recommends that staff be granted delegated authority to name the assets without the necessity of formal corporate reports to Council in accordance with the process outlined in this report.**

Background:

In 2004, the Naming and Signage Committee (the Committee) was established. The Committee recommended names for Council's approval for municipal assets such as parkland, outdoor spaces and public buildings. This Committee was supported by a working team to administer the naming policy. The working team included staff from Corporate Communications, Fire Dispatch, Heritage, Accessibility, Parks Planning, Parks Development, Parks Maintenance, Recreation, Building Construction, and Street Naming.

From 2004-2014, the Committee and working team sought and received Council endorsement for the naming of over 250 parks, open space and public building names. The majority of these names commemorated early settlers, historical associations, cultural heritage, regional events, native history, environmental features, prominent citizens, and significant 'firsts' in Brampton. Over this period, more than 83% of researched names were rejected, primarily due to naming convention limitations that seek to avoid confusion for Fire and Emergency Services. Given these limitations, staff felt that the name selection criteria needed to be broadened.

The Committee disbanded in 2011, however, the working team continued to operate informally, until 2014. In 2015, the working team identified the need to undertake a comprehensive review of the asset naming policy.

Staff undertook a review of the policy that included a benchmarking exercise to look at other municipalities' naming practices. Staff concluded with a wholesale rewrite of the policy and the development of a Standard Operating Procedure (SOP), to govern the asset naming process. The amended policy and SOP will assist in improving the process by which names are identified and assigned. The amended policy broadens the criteria used in identifying new names for parks and open space assets, beyond historical and cultural themes. It includes other themes that are of significance to Brampton, in addition to the use of abutting local public road names under specific circumstances.

During this policy review, staff also concluded that the administration of all City assets naming under one group, was becoming cumbersome. Therefore Planning and Development Services conferred with Community Services staff and there was agreement that the naming of Public Buildings and rooms/features within buildings, should be administrated by the Building, Design & Construction Division in the Community Services Department. Additional work is required to finalize a policy and SOP for these assets. This report and the appended Policy and SOP therefore focus exclusively on the naming of parks and open space assets, which would be coordinated by the Planning and Development Services Department.

Current Situation:

Parks and Open Space Assets Requiring Names:

There are nearly 200 assets that are, or soon will be, in municipal ownership, and therefore require names for identification by the public and City staff. This backlog is a result of both the pace of growth and the restrictions the current asset naming policy places on the consideration of suitable names. Neighbourhood Parks, stormwater management ponds, valleys and other natural areas conveyed to the City through the development process represent the majority of the backlog.

New Parks and Open Space Naming Policy:

As noted above, staff believe that it will not be possible to eliminate the backlog, nor manage the naming of new assets without amending the current policy. The amending policy (attached as **Appendix A**) will establish a process that is consistent, efficient and will result in the delivery of high quality names that reflect a positive image for the City. In preparing the amended policy, staff undertook a comprehensive review of naming conventions and policies used at several municipalities throughout Ontario.

The updating of the policy effectively expands the naming framework beyond the current heritage-themed names and allows other elements to serve as sources for potential names, including:

- Adjacent streets;
- Community or neighbourhood identifiers;
- Events of historical or cultural significance to the City, Region, Province or Country;
- Unique geographic or physical characteristics of the site or area;
- Historic groups of people or recognized associations;
- Persons who have made significant contributions to the City, Region, Province or Country and/or whom may have been involved in an event that warrants their commemorative recognition;
- Products or types of industries associated with Brampton;
- Broader themes that are of historical, cultural, or other significance to the City and/or that highlights and promotes activities and industries that were/are prevalent in Brampton;
- Other appropriate themes that may be approved by Council, from time to time.

It should be noted that the policy and the supporting SOP (below), focuses on the naming of parks and open space assets. The City has in the past, named individual features in parks such as sports fields/diamonds, tracks, gardens, etc. It is staff's opinion that Brampton should generally refrain from formally naming individual park features. It can create confusion for users (e.g. when a sports field has a different name than the park it's located in) and can be cumbersome from an administrative perspective.

Standard Operating Procedure (SOP):

The amended Policy is supported by a standard operating procedure or SOP that documents the evaluation criteria and process that will be used to assess the suitability of proposed names (attached as **Appendix B**). The SOP also outlines how names will be implemented once they have been selected, evaluated and approved. There are two principle processes:

- For parks and open space assets created through plans of subdivisions, recommended names for each asset will be included within the *Draft Plan of Subdivision Recommendation Report*. This is comparable to the way new streets are named. The proposed names shall be chosen by staff, in accordance with the criteria outlined in the SOP, and incorporated into the *Recommendation Report*;
- Where a park and/or open space asset requires a name and it cannot be incorporated into a *Draft Plan of Subdivision Recommendation Report* (e.g. older, existing assets), staff will prepare a separate *Park and Open Space Naming Recommendation Report* for consideration by Planning and Development Services Committee, in accordance with the criteria outlined in the SOP and in the Policy.

Interim Naming Process:

To expedite the resolution of names for the backlog of approximately 200 parks and open space assets, it is recommended that staff be granted delegated authority to

take responsibility for the naming of these assets, without the necessity of bringing forward multiple *Park and Open Space Naming Recommendation Reports*, as noted above.

Public Works (Parks) advise that many of the unnamed park and open space assets have been assigned 'temporary' names in their work order systems, to aid in normal maintenance activities. It is therefore proposed that to expedite the formal naming of these assets, a cross-departmental team (Planning and Development Services, Public Works and Community Services) review the 'temporary' names against the revised naming protocol and assign an 'official' name to each asset. Staff would consult with the Ward Councillors to review the recommended names, to gain their endorsement. Following that, staff would amend the City's asset and mapping systems and Public Works will then fabricate and install signage on the sites.

Once the asset names have been assigned and agreed to by the Ward Councillors, staff will present a summary report to Planning and Development Committee, for information.

The above process is proposed to be a temporary only, and that the normal process of tabling naming suggestions to Council (in accordance with the preceding section) would be maintained thereafter.

Public's Role in Naming Parks and Open Space Assets:

The revised Policy allows for the consideration of names from multiple sources. The public occasionally contacts the municipality with naming suggestions. Often, the request seeks to name an asset in commemoration of a deceased friend, relative or colleague.

For commemoration requests that potentially fit the terms of the policy, staff will work with the requestor to confirm the type of commemoration desired and assess its suitability and potential. Improvements to the City's Portal have already been achieved with the addition of a "[Naming of City Assets](#)" page and a link to a fillable PDF "[Parks and Open Space Naming/Renaming Request Form](#)" which provides the public with both information and a method to seek staff's assistance in the naming of an asset.

If a commemorative name is selected that warrants explanation - for the public's benefit or, to honour the person/event being commemorated - then interpretive plaques and/or signage may be used. The content that will go on these plaques or signage shall be prepared by City staff with the assistance of the requestor and the City's Strategic Communications Division. Funding for commemorative plaques and/or features will be sought through the City's annual budget process, where necessary. Alternatively, staff will work with requestors and/or third party partners to fund commemorative elements where they are considered necessary or appropriate.

Implementation of Approved Names:

The process by which new names are formally implemented, does not change under the new Parks and Open Space Naming Policy or SOP. Public Works will continue to fabricate standard signs, in-house, in accordance with the standard set out in the Signage and Wayfinding Program for Brampton. Operations' staff installs the signs along park and open space frontages. Please see **Appendix C** for samples.

Civic Buildings' Naming Policy:

With the adoption of a new Parks and Open Space Naming Policy, a separate, yet similar policy and SOP to guide the naming of Public Buildings is needed. This would cover the naming of new community centres, libraries, fire-halls, and works and administration buildings and rooms. The policy and SOP will be the responsibility of the Community Services Department and will be drafted by Building, Design & Construction Services. The Public Buildings' Naming Policy and SOP will also consider the idea of the creation of a Council Sub-Committee that could arbitrate over the naming of civic buildings. This policy is expected to be presented for Council's consideration in 2017.

Parallel Initiatives:

The naming of parks and open space assets is one way in which the City can commemorate the name of a significant individual or event, in accordance with the draft policy. Commemorations have been (e.g. Cassie Campbell) and will likely continue to form part of the planned Civic Buildings' Naming Policy. The existing Street Naming Policy (administrated by Planning and Development Services) provides opportunity as well.

Further options are available for the public to commemorate a family member, community leader or to honour other personal milestones, under the [Tree and Bench Dedication Programs](#), which is administrated by the Public Works Department.

The City also encourages the public's involvement in the preservation and enhancement of the parks system with its [Adopt-a-Park Program](#). While this is not directly related to the 'naming' of the park, the names of persons, families or groups adopting a park are officially recognized on the park signs (Appendix C).

All of these options are made available in a common location on the City portal under the heading [Naming of City Assets](#).

City-wide Sponsorship Program

In September 2016, Council considered a report and presentation on a draft City-wide Sponsorship program. The report provided an overview of a Sponsorship Strategy and Program for municipal properties that had been prepared jointly between Brampton staff and an external consultant. The program was intended to identify sponsorship opportunities in the market place for City properties and assets. The report and strategy was subsequently referred back to staff (now under the

direction of Economic Development and Culture) for further refinement. A follow up report will be forthcoming in 2017.

City-owned parks and open space were identified in the consultant's report as opportunities but it was noted that "...*Sponsorship and advertising opportunities should focus on those areas where there is already a high degree of public acceptance for environments with commercial overtones. To avoid controversy, Phase 1 opportunities should focus on areas where the public is used to seeing sponsors and advertisers such as sports facilities and programs, publications and special event venues and activities and avoid contentious issues such as parks.*

Staff has conferred with Economic Development and there is agreement that the *naming* of parks and open spaces should remain consistent with the policy and SOP set out in this report. Sponsorship or advertising options in parks should not result in any amendment to park names, and the community identity that is derived from such names.

The Sponsorship Strategy and Program did identify civic buildings as preferred candidates for naming rights, advertising and sponsorship. As such, as the Civic Buildings' Naming Policy is developed, it will be important to ensure that both the policy and program align with one another.

Corporate Implications:

Financial Implications:

The updating of the Policy will not result in any additional financial obligations to the City of Brampton. The production and installation of signage is accounted for as part of park development budgeting. Should renaming of parks and open space assets occur or where additional complementary elements, such as memorials, accompany naming or renaming efforts, funding will be sought through the Capital Budget process or through Budget Amendment reports.

Other Implications:

The updating of the Parks and Open Space Naming Policy could impact the following:

Communications' Implications - The involvement of the City's Strategic Communications Division may be required in cases where a commemorative name is selected and an 'event' of some kind is desired or warranted, to provide a suitable commemoration.

Inter-Departmental Implications - Planning staff will continue to consult with Emergency Services (Fire, Police and Ambulance) on the naming of parks and open space, to ensure EMS naming conventions are respected.

Strategic Plan:

This report achieves the Strategic Plan priorities by providing the following benefits:

Good Government

- Educate and engage citizens in open, accountable ways that show value and enhance the City's image.

Strong Communities

- Support diversity and enable wellness through health and recreation.

Conclusion:

With the approval of this report, the updated Parks and Open Space Naming Policy and associated Standard Operating Procedure, staff will be in a position to provide a streamlined response to parks and open space asset naming. This new approach will expand the breadth of naming options, reduce confusion for both staff, residents and emergency responders, and allow names to be assigned to assets, sooner.

Approved by:

Approved by:

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Attachments:

- Appendix A – Draft Parks and Open Space Naming Policy
- Appendix B – Draft Parks and Open Space Naming Standard Operating Procedures (SOP)
- Appendix C - Park Signs Depicting Names