

7. NAMING PROCEDURE FOR THE STYX CATCHMENT

General Manager responsible:	General Manager City Environment, DDI 941-8656
Officer responsible:	Transport and Greenspace Manager
Author:	Christine Heremaia, Parks and Waterways Planner

PURPOSE OF REPORT

1. The purpose of this report is to obtain approval in principle, subject to further consultation, for a Naming Procedure for the naming of new reserves and important natural and cultural features alongside waterways and wetlands within the Styx catchment.

EXECUTIVE SUMMARY

2. Land adjacent to waterways and wetlands within the Styx catchment is coming into public ownership as a result of changing land uses, the Long Term Council Community Plan, and the Styx Vision 2000 – 2040. The naming of these new reserves, together with natural and cultural features associated with them, will occur in an ad hoc manner if there is no overall framework to guide decision making associated with the naming process.
3. Place names not only provide a spatial reference point, but are also an important component of the cultural landscape. Place names preserve history, descriptions, and fashions. They may not tell us much about what a landscape looks like but how we want it to look, or how we want others to perceive it.¹ Consequently careful consideration needs to be given to both the process used and outcomes derived from the naming process.
4. The report sets out a policy for the selection and use of names in the Styx catchment that will be in addition to the 'Code of Practice for Naming of Reserves and Facilities within the Christchurch District (1993)', and the requirements associated with the Reserves Act (1977) and the New Zealand Geographic Board Act (1946).
5. Assuming the Board approves the procedure, in principle, further community input and consultation will be required.

FINANCIAL IMPLICATIONS

6. There are no financial implications in terms of the Naming Policy, but some funding will be required for the actual signage. As there is currently no capital funding for new signs in the Capital Works Programme, future funding will be sought in the review of the LTCCP.

Do the Recommendations of this Report Align with 2006-16 LTCCP budgets?

7. The Naming Procedure aligns with the Community Outcomes, but as no funding is currently available for signage on new reserves, future funding will be sought in the review of the LTCCP.

LEGAL CONSIDERATIONS

8. The naming of new reserves will be undertaken in terms of the Reserves Act (1977) and the naming of geographic and hydrographic features will be undertaken in accordance with the requirements of the New Zealand Geographic Board Act (1946).

Have you considered the legal implications of the issue under consideration?

9. Yes as above.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

10. The proposed naming procedure celebrates and promotes Christchurch's identity, cultures and diversity by protecting and promoting the heritage character and history of the city as stated in the 'Long Term Council Community Plan'.

Do the recommendations of this report support a level of service or project in the 2006-16 LTCCP?

11. The proposed naming procedure supports the 'Styx Vision 2000 – 2040'.

¹ Personal Communication Dr Jacky Bowring Lincoln University 2003

ALIGNMENT WITH STRATEGIES

12. The proposed naming procedure supports the 'Waterways and Wetlands Natural Asset Management Strategy'.

Do the recommendations align with the Council's strategies?

13. Yes

CONSULTATION FULFILMENT

14. The proposal has been presented at a seminar to the Shirley/Papanui and Fendalton/Waimairi Community Boards. Further consultation is proposed in the report.

STAFF RECOMMENDATION

It is recommended that the Fendalton/Waimairi Community Board support the following 'Naming Procedure' in principle, subject to further public consultation, community and Council input.

BACKGROUND ON THE USE OF NAMES IN THE STYX CATCHMENT

15. Land adjacent to waterways and wetlands within the Styx catchment is being acquired for reserves as a result of changing land uses, the Long Term Council Community Plan, and the Styx Vision 2000 – 2040. The naming of these new reserves, together with features associated with them, will occur in an ad hoc manner if there is no overall framework to guide decision making.
16. Place names provide spatial reference points to identify locate and describe where we are on the land. They also identify some sense of belonging, rights, or uses to the land. In that sense they are a form of cadastre or property ownership. Names and the cadestra link land and people, and both represent the marks of people on the land.²
17. There are six main categories of names used in New Zealand³ as follows –
 - (a) The Maori names derived from oral tradition, which are regarded as taonga (treasures) of the people and have traditionally been passed on from generation to generation. These are often associated with historic events and persons;
 - (b) Maori names adopted and adapted by Europeans, sometimes misplaced or misspelt or corrupted in some way;
 - (c) Maori versions or transliterations of European place names:
Eg Athens = Athens
Ranana = London
Hiruharama = Jerusalem
 - (d) Those names brought by European explorers and settlers and their descendents;
 - (e) Names given since European settlement to commemorate people, events or other associations with the place;
 - (f) A combination of both Maori and European as dual names, to represent both histories of New Zealand.
18. In the Styx locality, original Maori place names have been lost or are known only to Tangata Whenua, and are therefore no longer in general usage. Names that are in general usage do, however, provide some clues about early Maori and European influences, including people who lived in the area, land uses and the nature of the land.
19. Currently, new reserves are given the name of the adjacent road unless there is a request by a member of the community through the appropriate Community Board for an alternative name. A request for a name change for an existing reserve can also occur through the same process. New waterways and associated features (eg ponds) are also given the name of the nearest road. The names of all assets are listed in the Council's asset management register.
20. Considerable research has gone into researching the origins of names currently associated with waterways and reserves in the Styx catchment. Many of these names originate from the early European settlers who lived in the area. More recent names associated with new developments reflect the aspirations of the developer, and the way they wish their development to be perceived (ie Regents Park). Although some research has occurred in terms of Maori place names, this research can only continue with input from the local rununga.
21. Council staff are currently investigating the possibility of reserves associated with the Styx River corridor being given Regional Park status. If this occurs then it is important that the names associated with this river system are able to be recognised from a regional perspective.
22. The completion of a naming procedure for the Styx will then enable signage to be installed on many of the area's new reserves that are yet unnamed. There is currently no capital funding for signage on newly acquired reserves.

² Page 57 Frameworks of the New Zealand Geographic Board

³ Page 57 Frameworks of the New Zealand Geographic Board Ngapou Taunaha O Aotearoa September 2003 Version 1

LEGISLATION

23. The process of accepting or rejecting geographical and hydrographic names within New Zealand and its territorial waters is the responsibility of the New Zealand Geographic Board Nga Pou Taunaha o Aotearoa, an independent body responsible to the Minister for Land Information.
24. Section 16 (10) Reserves Act (1977) states that Councils can declare that such a reserve will be known by such a name through a notice in the *Gazette*.
25. There are no specific requirements regarding naming in the Local Government Act (2002). It does however, indicate the principles underpinning the consultation process when consulting with the community.

New Zealand Geographic Board Nga Pou Taunaha o Aotearoa

26. The New Zealand Geographic Board Nga Pou Taunaha O Aotearoa operates under the New Zealand Geographic Board Act (1946) and has the following functions:
 - to adopt rules of naming
 - to examine cases of doubtful spelling
 - to investigate and determine the priority of discovery
 - to collect original Maori place names for recording on official maps
 - to encourage the use of original Maori place names
 - to determine what foreign names should be replaced by Maori or British names
 - to investigate any proposed alteration of a place name or any proposed new name
 - to make any inquiries and recommendations on any matter referred to it by the Minister.
27. The Board has the authority to assign place names for small urban settlements, localities, mountains, lakes, rivers, waterfalls, harbours and any other natural features. It does not have the authority to change the name of local authority districts or regions (unless those districts have first agreed to the change). Streets and roads are named by local authorities.
28. The Board has adopted the following rules which act as guiding principles in any naming proposals.
 - (a) Names which have historic, geographic or particular local significance are generally acceptable. So too, for example, are names of early explorers and discoverers, early settlers, surveyors and geologists and early notable people or events which have some connection with the proposed area to be named.
 - (b) Names of persons will not be given to features during the person's lifetime. If the name of a deceased person is used, generally the surname is chosen. For example, the South Island's Brunner Range, which rises from the south bank of the Buller River, is named after the nineteenth century explorer Thomas Brunner. Brunner's surname was not given to the mountain range until several years after his death.
 - (c) Descriptive names can be used provided there is no duplication of the name in a neighbouring area.
 - (d) Name duplication is avoided.
 - (e) The use of the possessive form, for example, Danseys Pass, is avoided.
 - (f) Names in local usage normally take precedence, but may be subject to spelling corrections or alteration if previously known original names (either Maori or European) are discovered. Mangemangeroa Creek, which flows into Auckland's Tamaki Strait, is an example of a correction in spelling. This creek was originally recorded as Maungamaungaroa Creek.
 - (g) Names considered to be in poor taste are avoided.
29. In 2002, the New Zealand Geographic Board Nga Pou Taunaha O Aotearoa Board adopted a policy for Maori place names. This policy states that 'original Maori names be given preference'.

Ngai Tahu Resource Management Strategy for the Canterbury Region

30. Te Whakatau Kaupapa, Ngai Tahu Resource Management Strategy for the Canterbury Region is given status under the Resource Management Act Part 5, Standards, Policy Statements and Plans. This document, prepared by Te Runanga Ngai Tahu, seeks to identify and protect Ngai Tahu beliefs and values. It lists a range of policies with the following policy having relevance in the naming of places:

That any interpretation of Ngai Tahu histories for either public or commercial reasons must be approved by the appropriate Runanga and its beneficiaries. This policy includes identification of traditional place-names.⁴

Christchurch City Council

31. The Christchurch City Plan does not specifically discuss the use of names, although it does indicate the need to 'identify' places of special significance to Tangata Whenua. It states⁵ -

- (a) Policy: Places of Special Significance

- 5.1.4 To identify places of special significance to Tangata Whenua and minimise, avoid, remedy or mitigate adverse effects upon their values.

Environmental results anticipated: Identification of places of special significance to the Tangata Whenua and Maori in general, and the maintenance of these values.

- (b) Policy: Community Identity and Participation

- 9.3.3 To reinforce neighbourhoods and communities and their individual sense of identity through the recognition of residents groups, their boundaries and activity centres and to support the involvement of local communities in the planning and management of local community services and neighbourhood improvements.

Environmental results anticipated: Identification and reinforcement of areas of local communities

32. The 'Long Term Council Community Plan' has as its strategic direction 'strong communities', 'healthy environment', 'liveable city', and 'prosperous economy'. There is no specific reference to names, however, under 'strong communities' it states the following⁶:

Celebrate and promote Christchurch's identity, cultures and diversity by protecting and promoting the heritage character and history of the city.

33. In 1993, the Christchurch City Council adopted the following code of practice for the naming of reserves and facilities within the Christchurch district⁷.

- (i) All reserves vested in or under the control of the Council shall be given an appropriate name. The procedures to be followed shall be as set out in 2 to 5 below.
- (ii) Proposed names shall be approved, by resolution of the Council, or where appropriate, recommended for approval to the New Zealand Geographic Board. Naming shall be initiated either at the time of vesting or at the latest, when development proposals for the particular reserve are being considered for adoption.
- (iii) For existing reserves, whether previously formally or informally named, and through common usage are accepted by the community, generally these names shall be retained. Where changes are to be sought, the procedures as outlined for new reserves shall be followed.
- (iv) For reserves having local or major status, naming proposals, including options, shall in the first instance be referred to the appropriate Community Board. To the extent deemed necessary, proposals will then be referred to the community for comment prior to formal adoption and recommendation, to the Council.

⁴ Page 4-38 Te Whakatau Kaupapa, Ngai Tahu Resource Management Strategy for the Canterbury Region, 1990

⁵ Christchurch City Plan Volume Two, 5/5

⁶ Page 60 Our Community Plan 2006 – 2016 Volume 1

⁷ Parks and Recreation Committee, 27 July 1993

- (v) For reserves having metropolitan status, proposals shall be referred to the appropriate Council Committee (currently Parks and Recreation) for consideration and recommendation to the Council after having been first referred to the Community Board for comment.
- (vi) Names approved by the Council for reserves having major status or above, shall be referred to the New Zealand Geographic Board via the local office of the Department of Survey and Land Information, for final approval.
- (vii) That the Parks Manager be responsible for organising the formal naming process.

DISCUSSION

- 34. The process of naming is a very powerful process, therefore careful thought needs to be given to both the process of name selection and the names used.
- 35. Maori and Pakeha have different approaches to naming places. Most Pakeha names mark individual places and individual memories of parcels of history. They generally have no particular connection to each other, each standing in its own right. The meaning of many Maori names, however, can only be understood through their connection to other names and other places. Whole series of names belong together in groups, commemorating journeys of exploration by an ancestor, the myth memory of how the land was made or a series of traditional events and people relationships.⁸
- 36. In 1993, the Christchurch City Council adopted a policy for the naming of reserves and facilities but not for other features within the public domain. In terms of reserves, this policy indicates a clear process that Council needs to follow, however, very little guidance was provided on the actual selection of a name.
- 37. As names provide a spatial reference point that enable people to locate themselves within the landscape, it is important that what they refer to in terms of location and boundaries, is easily understood by the local and wider community. Reserves alongside the Styx River are gradually being acquired piece by piece as council staff work with individual landowners

Confusion can occur when areas of land are given different reserve names, even though they are physically connected. It is preferable that these separate allotments are grouped together to form one reserve, both in terms of management and naming. The larger land area should be defined by physical features that form legible landscape boundaries to these reserves (eg roads) rather than historical land tenure patterns. The only exception being when there is a specific value (eg. heritage) that needs to be preserved.

- 38. The Styx River originates in the Harewood area and flows through north east Christchurch for approximately 28 kilometres before it enters Brookland's Lagoon. As public access to this river system is limited, people often do not connect an upstream stretch of the Styx River with a downstream stretch of the same river system. The promotion of the 'Styx' as one river system can be achieved not only through improved signage of waterways, but also by utilising and promoting the word 'Styx' in the names of reserves alongside the Styx River. Similarly for Kaputone Creek, Smack's Creek and other waterways. Although this approach enables the river system to be perceived and understood as a whole, it makes it difficult to differentiate between the different segments. The use of the river name together with a word that highlights the uniqueness of a particular area will enable both aspects to be achieved.
- 39. Names can also signal and promote specific values and therefore expected management outcomes. For example, the use of words such as 'conservation', 'wildlife', 'recreation', and 'esplanade' convey not only the values of the reserve but also how the area should be managed. This is an important consideration in ensuring that certain community values and management outcomes are protected in the long term.
- 40. Names also signal ownership. In terms of the Reserves Act (1974), the word 'reserve' means any land set apart for any public purpose⁹.
- 41. There are many instances throughout the Styx locality where original names are now spelt differently from the original name given to that feature (eg Smacks Creek, Kaputone Creek). The decision of whether or not to revert to the original name will be dependent on the reason for it not being spelt correctly, the implications and ease of correcting the spelling, along with community and Tangata Whenua aspirations.

⁸ Page xiii New Zealand Geographic Board 1990 He Korero Pūrākau mo Ngā Taunahanahatanga a Ngā Tūpuna, Place Names of the Ancestors, A Maori Oral History Atlas, Government Printing Office Wellington

⁹ Section 2 Interpretation, Reserves Act (1977)

42. Names can also be given to natural and cultural features that are iconic (ie springs), valued by the community (ie pa harakeke) and/or also provide an important reference point (ie walkways).

RECOMMENDED POLICY

43. The following procedure is recommended. It applies only to the Styx catchment and is in addition to the Christchurch Code of Practice for Naming Reserves and Facilities¹⁰.

- (i) The Maori name and the European name to be used as appropriate.
- (ii) Names will be given to:
- natural features that are iconic and valued by the community (eg waterways, springs, ponds, areas of bush).
 - cultural features that assist in people's appreciation and navigation of the Styx locality (eg walkways, landmarks).
 - sites where specific activities occur (eg pa harakeke).
- (iii) New reserves alongside waterways in the Styx catchment be named as follows:

Name of waterway + word for local iconic feature or value + 'conservation' + 'reserve'

An example of this type of approach is:

Styx Mill Conservation Reserve

Exceptions may occur where there is another particular value that needs to be recognised and/or preserved.

- (iv) That one name, or alternatively a European and Maori name, be associated for each reserve that is clearly defined by a legible landscape boundary that is easily understood by the local and wider community.
- (v) Artworks to be named by the artist.
- (vi) Naming rights will be allowed in exceptional circumstances.

THE PROCESS FORWARD FOLLOWING ADOPTION OF THIS PROCEDURE

- 44 The consultation process will be staged as follows:
- (a) Focus group discussions with interest groups to identify suitable names for features and reserves within the Styx catchment, along with the reasons for these names.
- (b) Consultation with the wider community through:
- (i) brochures
 - (ii) wide letterbox drop
 - (iii) media releases
 - (iv) involvement by local community paper (communication advisor to investigate).
- Feedback will be via submissions and hearings if required.
- (c) A separate consultation process will be undertaken with Tangata Whenua.
45. The results of the consultation process will be presented to the Shirley/Papanui and Fendalton/Waimairi Community Boards via a joint seminar. A report with recommendations will then be presented to the Shirley/Papanui and Fendalton/Waimairi Community Board and Council. Where required, new names will then be formalised through the New Zealand Geographic Board, Nga Pou Taunaha o Aotearoa, or advertised in the *Gazette* if it is a reserve.

¹⁰ Adopted by Christchurch City Council Parks and Recreation Committee, 27 July 1993. Refer to paragraph 19 of this report.

THE OPTIONS

46. The options are as follows:

- (a) To have a naming procedure for the naming of new reserves and important natural and cultural features alongside waterways and wetlands within the Styx catchment.
- (b) To not have a naming procedure for the naming of new reserves and important natural and cultural features alongside waterways and wetlands within the Styx catchment.

THE PREFERRED OPTION

47. The preferred option is to have a naming procedure for the naming of new reserves and important natural and cultural features alongside waterways and wetlands within the Styx catchment. The reasons for this is that it will provide important spatial reference points and add to the cultural layers and richness of a locality.

ASSESSMENT OF OPTIONS

The Preferred Option

48. The preferred option is to have a naming procedure for the naming of new reserves and important natural and cultural features alongside waterways and wetlands within the Styx catchment.

	Benefits (current and future)	Costs (current and future)
Social	The procedure will raise awareness of recreational opportunities	No financial implications.
Cultural	The procedure will highlight and raise people's awareness of cultural features, values, and sense of place.	No financial implications.
Environmental	The procedure will highlight and raise people's awareness of natural features and values.	No financial implications.
Economic	The procedure will add to potential tourism opportunities	Funding is required for signage on new reserves.
<p>Extent to which community outcomes are achieved:</p> <p>The naming procedure will add to the following community outcomes: an attractive and well designed city, a city of people who value and protect the natural environment.</p> <p>Impact on the Council's capacity and responsibilities:</p> <p>The naming procedure will assist in the naming of new reserves and features.</p> <p>Effects on Maori:</p> <p>It will enable Maori place names to be recognised on the landscape.</p> <p>Consistency with existing Council policies:</p> <p>It is consistent with the 'Styx Vision 2000 – 2040' and the 'Waterways and Wetlands Natural Asset Management Strategy'.</p> <p>Views and preferences of persons affected or likely to have an interest:</p> <p>The views and preferences of persons affected or likely to have an interest are yet to be obtained.</p> <p>Other relevant matters:</p>		

Maintain the Status Quo (if not preferred option)

49. To not have a naming procedure for the naming of new reserves and important natural and cultural features alongside waterways and wetlands within the Styx catchment.

	Benefits (current and future)	Costs (current and future)
Social		Lost opportunity to raise awareness of recreational opportunities
Cultural		Lost opportunity to highlight and raise people's awareness of cultural features, values, and sense of place through a co-ordinated approach will be lost.
Environmental		Lost opportunity to highlight and raise people's awareness of natural features and values will be lost.
Economic		Lost opportunity to add to the tourism of the area. Funding is required for signage on new reserves.

Extent to which community outcomes are achieved:

The lack of a naming procedure will result in a lost opportunity to add to the following community outcomes: an attractive and well designed city, a city of people who value and protect the natural environment.

Impact on the Council's capacity and responsibilities:

Without a procedure, naming of new reserves and features will occur in an ad hoc manner, and therefore losing an opportunity to highlight the Styx River ecosystem and the rich culture of the area.

Effects on Maori:

An opportunity to highlight early Maori place names on the landscape will be lost.

Consistency with existing Council policies:

It is inconsistent with the 'Styx Vision 2000 – 2040' and the 'Waterways and Wetlands Natural Asset Management Strategy'.

Views and preferences of persons affected or likely to have an interest:

The views and preferences of persons affected or likely to have an interest are yet to be obtained.

Other relevant matters:

At Least One Other Option (or an explanation of why another option has not been considered)

50. Although a third option was considered which was to apply the procedure city wide (eg south west Christchurch), it was felt that it should be piloted on the Styx River ecosystem first in order to highlight and sort out any issues that may occur.