

## **CABINET PROPOSAL**

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### **STREET NAMING POLICY**

#### **Reason for this Report**

1. To recommend the Street Naming Policy to Council for approval. Cardiff Council (“the Council”) has statutory responsibilities and powers, within the context of adoptive legislation, for the naming of streets, alteration of street names and indication of street names. The Council also has additional discretionary powers to provide a number or name to a property.
2. Street naming and numbering has a number of important functions, for example, wayfinding, efficient delivery of mail and ensuring the emergency services can locate properties quickly.
3. Street naming is also a key element of place-making, and it is important in the context of the Council’s commitments to the Well-being of Future Generations (Wales) Act 2015, Welsh Language Standards and Historic Environment (Wales) Act 2016. Ensuring that the naming of new streets in Cardiff reflects local heritage, with names for new developments which are historically, culturally and linguistically linked, will help to deliver on the national well-being goal, ‘A Wales of vibrant culture and thriving Welsh Language’.

#### **Background**

4. The Council’s current approach relating to street naming in the city centre, core routes into the city centre and the Cardiff Bay area, is that street naming is bilingual with both Welsh and English on street name plates. There is a historical precedent for this approach and the guiding principle is that these streets are shared public spaces, as opposed to the city’s more residential streets. This maintains consistency with other shared public spaces under the Council’s control such as parks and public buildings and allows residents to navigate the capital’s busiest streets in the language of their choice. Outside of this area, existing street names are not bilingual and the Council had previously not established a policy for naming streets. The new policy aims to bring together the approaches.
5. This Street Naming Policy has been developed to provide advice and guidance to developers and existing property owners, setting out how the

Council controls the naming and numbering of streets and properties under the provisions of the Public Health Act 1925 – Sections 17 to 19.

6. The Council has a commitment to ensure that it works towards parity between the number of Welsh street names and English street names across the city. Monitoring of street names will be carried out.
7. In line with the Council's commitment to the Welsh Language Standards, there are important Welsh language considerations in relation to new street names. The policy set out in the document is that for new street names, a Welsh name should be adopted which is "consistent with the local heritage and history of the area". In exceptional circumstances, the use of street names in other languages may be considered "where a street name would clearly reflect and be congruent with specific local historical, cultural and linguistic associations and considerations and following consultation with the Street Names Panel and local communities/stakeholders".
8. The policy does not apply to existing streets, apart from those considered 'bilingual' by the Council, as outlined in point 4. The naming panel will consider and review bilingual names as appropriate. With the exception of these streets, existing street names will remain in the 'known' existing language to mitigate potential confusion (e.g. English only or Welsh only). This removes the need for English to Welsh and Welsh to English translations for street names. The only potential exceptions to this policy may be arterial routes into the city centre and the Cardiff Bay area which have historically had Welsh names which are not currently represented on street name signs (for example, City Road/Heol y Plwca).
9. The Council has statutory responsibilities and powers to maintain accurate and updated lists of the names of towns, villages, communities and wards as well as new developments. The policy also sets out the corporate requirements around the Corporate Address Gazetteer, which is the primary address register used in the delivery of Council services.
10. Guidance for developers is provided in the policy, which sets out the process which should be followed in naming and numbering new developments, including consultation with the Bilingual Cardiff Welsh Place/Street Names Panel. The naming panel provides expertise to facilitate, advise and suggest options for all naming matters concerning new developments. The policy also outlines the protocols which should be followed in numbering new developments, renaming/renumbering existing properties/streets and activating new addresses.
11. On receipt of applications for street naming, following advisory input from the Street Names Panel, consultation will be carried out with the cabinet member whose portfolio this falls under and Royal Mail, plus all ward members and community councils, where appropriate. Any decisions in respect of street naming applications shall be made in line with the Council's Scheme of Delegations. In the event of concerns being raised regarding an application for a proposed street name, the officer with delegated authority will work with the relevant parties and cabinet

member to identify a suitable alternative. If it is not possible to reach an agreement, the decision may be referred to Cabinet.

## **Issues**

12. Public consultation has been carried out on the policy. The Council's commitments under the Well-Being of Future Generations (Wales) Act 2015 require that the sustainable development principle is applied to all of the Council's activities through the five ways of working, which emphasises the need for Collaboration and Involvement in developing and appraising proposals and policies. Consultation with stakeholders and the public was undertaken using, for example, online communication and contact through key services such as libraries and hubs, as well as direct contact with key stakeholder groups.
13. The public consultation received 2,248 responses. Key results include:
  - Three in five (60.8%) respondents agreed with the proposal to ensure the Council works towards parity between the number of Welsh street names and English street names across the City. Almost a quarter (23.6%) disagreed with the proposal.
  - An overwhelming majority of respondents (93.8%) agreed that preference is given to naming schemes and streets with an historical and local context.
  - A number of respondents provided suggestions for involving local communities in the street naming process.
  - Three in five (61.5%) respondents thought the proposed street naming policy would have a positive effect on the Welsh language. This included 25.3% who felt it would have a very positive effect. Three in ten (30.1%) felt the policy would have no effect at all.
14. The full consultation report is attached in Appendix 1. Changes to the policy as a result of the consultation are outlined in Appendix 2.
15. Provision is made in the policy for local discretion in identifying street names. Cardiff has a significant historical background and therefore to ensure preservation of this heritage, preference will be given to naming schemes with an historical and local context. The Council has a naming panel with external expertise to facilitate, advise and suggest options for all naming matters concerning new developments.

## **Local Member consultation**

16. Consultation with local members was held in advance of the public consultation. Two email responses were received from local members, which are included in the consultation report (Appendix 1).

## **Reason for Recommendations**

17. To ensure that the allocation of new or amended street and property names and/or numbers are logical and applied in a consistent manner. This will facilitate the effective delivery of services from both a public and private sector perspective, particularly ensuring that the emergency services can locate any address they may be required to attend.
18. In the context of the Council's commitments to the Well-being of Future Generations Act and Welsh Language Standards, ensuring that the naming of new streets in Cardiff reflects local heritage, with names for new developments which are historically, culturally and linguistically linked, will help to deliver on the national well-being goal, 'A Wales of vibrant culture and thriving Welsh Language'.

## **Financial Implications**

19. There are no financial implications arising from implementing the recommendations of this report. Any administrative costs arising from the street naming policy will be funded from existing resources.

## **Legal Implications**

20. The Council has a number of statutory responsibilities and powers with respect to naming streets, as set out in the report. The report recommends the approval of a Street Naming Policy ("the Policy") which seeks to give guidance on the process.

The Council has powers to name streets (and number properties located thereon). Some of these powers are contained in the following provisions:

- a) Towns Improvement Clauses Act 1847 (sections 64 and 65) (for numbering of properties and Street naming).
- b) Public Health Act 1925 (sections 17 to 19) (for notification of Street Names and name plates).
- c) Section 21 of the Public Health Act Amendment Act 1907 (for alteration of names of Streets).

With respect to any decision, the Council should ensure it is in accordance with its governance procedures. In doing so, the Council must also be mindful of the following requirements:

### **Equality Duty.**

The Council has to satisfy its public sector duties under the Equalities Act 2010 (including specific Welsh public sector duties) – the Public Sector Equality Duties (PSED). These duties require the Council to have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of 'protected characteristics'. The 'Protected characteristics' are: • Age • Gender reassignment • Sex • Race – including ethnic or national origin, colour or nationality • Disability • Pregnancy and maternity • Marriage and

civil partnership • Sexual orientation • Religion or belief – including lack of belief.

Consideration has been given to the requirements to carry out Equality Impact Assessments ('EIA') and an EIA is attached as appendix 4 to this report so that the decision maker may understand the potential impacts of the proposals in terms of equality. This assists the decision maker to ensure that it is making proportionate and rational decisions having due regard to the public sector equality duty.

Where a decision is likely to result in a detrimental impact on any group sharing a Protected Characteristic, consideration must be given to possible ways to mitigate the harm. If the harm cannot be avoided, the decision maker must balance the detrimental impact against the strength of the legitimate public need to pursue the recommended approach. The decision maker must be satisfied that having regard to all the relevant circumstances and the PSED, the proposals can be justified, and that all reasonable efforts have been made to mitigate the harm.

It is noted that Equality Impact Assessments (which include consideration of views and information obtained through consultation) is attached as appendix 4 to this report. The decision maker must consider and have due regard to the Equality Impact Assessment prior to making the decisions recommended in the report.

#### Well Being of Future Generations (Wales) Act 2015 - Standard legal imps

The Well-Being of Future Generations (Wales) Act 2015 ('the Act') places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales - a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally responsible.

In discharging its duties under the Act, the Council has set and published well-being objectives designed to maximise its contribution to achieving the national well-being goals. The well-being objectives are set out in Cardiff's Corporate Plan 2019-22. When exercising its functions, the Council is required to take all reasonable steps to meet its well-being objectives. This means that the decision makers should consider how the proposed decision will contribute towards meeting the well-being objectives and must be satisfied that all reasonable steps have been taken to meet those objectives.

The well-being duty also requires the Council to act in accordance with a 'sustainable development principle'. This principle requires the Council to act in a way which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs. Put simply, this means that Council decision makers must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, the Council must:

- Look to the long term
- Focus on prevention by understanding the root causes of problems
- Deliver an integrated approach to achieving the 7 national well-being goals
- Work in collaboration with others to find shared sustainable solutions
- Involve people from all sections of the community in the decisions which affect them

The decision maker must be satisfied that the proposed decision accords with the principles above; and due regard must be given to the Statutory Guidance issued by the Welsh Ministers, which is accessible using the link below: <http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

### General

The decision maker should also have regard to, when making its decision, to the Council's wider obligations under the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards.

The report also sets out the consultation has been undertaken with the public. Any consultation must be adequate and fair. The carrying out of consultation gives rise to a legitimate expectation that the outcome of the consultation should be considered as part of the decision making process.

### **HR Implications**

21. There are no HR implications for this report.

### **CABINET PROPOSAL**

Council is recommended to adopt the Street Naming policy

### **THE CABINET**

18 October 2019

*The following appendices are attached:*

- Appendix 1 Street Naming Policy Consultation Report
- Appendix 2 Street Naming Policy –post-consultation changes.
- Appendix 3 Draft Street Naming Policy
- Appendix 4 Equality Impact Assessment