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Tenth United Nations Conference on the Standardization of Geographical Names

New York, 31 July – 9 August 2012

Item 9 of the provisional agenda*

**Geographical names as culture, heritage and identity
(including indigenous, minority and regional language names)**

ANZAC Commemorative Naming Project

Submitted by Australia**

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** Prepared by the Office of Geographic Names Victoria (Australia), Department of Sustainability and Environment geo.names@dse.vic.gov.au

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Summary:

25 April 2015 will mark the centenary of the Anzac landing at Gallipoli, Turkey. The geographic naming project was established in Victoria to commemorate all men and women who have given operational service in the Australian and New Zealand Defence Forces. The project is jointly managed by the Office of Geographic Names (Department of Sustainability and Environment), VicRoads and the Veterans Unit (Department of Planning and Community Development - DPCD) and has received an official letter of endorsement from the Hon Ted Baillieu MLA, Premier of Victoria, including as part of the state's submission to the National Commission on the Commemoration of the Anzac Centenary, and support from the Anzac Centenary Advisory Board, headed by Air Chief Marshal Angus Houston.

The project has three phases - scoping, research and implementation. It commenced in September 2010 and is expected to run until late 2015. Between October 2010 and December 2011, a pilot project with the invaluable assistance of five municipal councils in Victoria, was undertaken. Historical research was guided by a Geographic Place Names Advisory Committee which developed a long-term plan for the ANZAC Commemorative Naming Project to be rolled out across Victoria. The long-term process envisions Anzac commemorative naming proposals being developed by municipal councils with the assistance of local interest groups and schools. Final proposals will be considered for registration by the Advisory Committee and Registrar of Geographic Names.

The five pilot councils were the City of Ballarat, Melton Shire Council, South Gippsland Shire Council, Hindmarsh Shire Council and City of Greater Geelong. The pilot councils developed a compendium of commemorative names for roads, features and infrastructure according to their different planning needs. The experience of the pilot study councils varied according to how much time and how many resources were available. This report has been prepared to document the experiences and inform future stages of the project.

Prepared by

Office of Geographic Names Victoria (Australia), Department of Sustainability and Environment
geo.names@dse.vic.gov.au

ANZAC Commemorative Naming Project

April 2012



The ANZAC Commemorative Naming Project has been built as a Victorian program for Victorian communities, but has all the relevance and appeal for a roll out to communities across Australia.



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Use of the name Anzac and ANZAC is governed by the War Precautions Act Repeal Act 1920 and under Regulation 1 of this Act, has been approved by the Minister for Environment and Climate Change and endorsed by the Minister Assisting the Premier for Veterans' Affairs and the Minister for Roads and Ports. Approval for the use of the name Anzac in the project title has also been granted by the Federal Minister for Veterans' Affairs. Should any proposed road or feature names include 'Anzac' additional approval will be sought.

Front Picture: A British soldier visits his comrade's grave on the cliffs on the tip of Gallipoli Peninsula, 1915.



1. EXECUTIVE SUMMARY

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2. PROJECT BACKGROUND

The project was initially suggested in 2009 by Mr Paul Gardner, Chairman of the Grey Group, as a concept for Legacy to undertake research into appropriate Anzac soldier's names and offer these to councils for the naming of new streets. With assistance from VicRoads, this concept was taken up and reconfigured to incorporate a stronger emphasis on local community-knowledge building and commemoration of the 100 years since the Anzac landing at Gallipoli.

In April 2010, Gary Liddle, Chief Executive of VicRoads, provided a brief to then state Minister for Roads and Ports outlining a proposal to undertake a geographic naming project to commemorate the 100 year anniversary of the Gallipoli landings by recognising men and women who have given operational service in the Australian and New Zealand Defence Forces. Minister Pallas endorsed the proposal and provided it to the then Minister for Veteran's Affairs, the former Premier John Brumby. On 25 April 2010 the former Premier issued a press release announcing that the project would be supported by the Victorian Government.

In June 2011, Premier Baillieu endorsed the project encouraging the collaborative efforts between the Office of Geographic Names, the Veteran's Unit and VicRoads (Refer to Attachment One). In October 2011, the Anzac Project Control Group met with members of the Anzac Centenary Advisory Board, led by Air Chief Marshal Houston and Major General Elizabeth Cosson, to present the pilot study to date. The project was warmly received and praised for its innovative content. It was noted that the project had a national appeal and could easily be adopted by fellow states and territories. ACM. Houston and MAJGEN Cosson further recognised the longevity of the project beyond the national anniversaries of Gallipoli 2015 and Armistice 2018, with far reaching importance for communities as they reconnect with their history at a local level.

Presentations to the Education and Curriculum and Military and Cultural History working groups were held in April. Future support is being sought from the ANZAC Centenary Board.



3. PROJECT AIMS

The key project aim is to commemorate the 100 year anniversary of the Anzac landing at Gallipoli in 1915 by recognising the men and women who have served in an operational capacity in the Australian and New Zealand Defence Forces or who have made a notable contribution towards the 'ANZAC spirit', along with names of infrastructure, battles and theatres of war. The commemoration incorporates the naming of roads, features and localities (suburbs) along with research into recognising existing Anzac-related names within the landscape of Victoria.

The project broadly seeks to involve a range of stakeholders from local community interest groups to urban development bodies, in engaging with the history of Anzacs in each municipality across Victoria. It also aims to provide information to naming authorities, such as municipal councils and government departments or authorities, on how to undertake commemorative naming projects at the local level.

4. GOVERNANCE

From October 2010 – December 2011 the project involved three key groups who met bi-monthly:

1. Anzac Project Control Group who defined the terms of reference for the project and provided an ongoing role of project oversight and management. The members were the Director of Corporate Policy and Planning at Vic Roads, the Veteran's Unit Manager (DPCD), Senior Projects Officer Veteran's Unit (DPCD), Project Manager Office of Geographic Names (DSE) and the Registrar of Geographic Names (DSE).
2. Anzac Advisory Committee was responsible for establishing the scope of the project, identifying stakeholders and resources, defining the research and naming processes. The Committee was made up of members from the Victorian Veterans Council, Public Record Office Victoria, Royal Historical Society of Victoria, Department of Education and Early Childhood Development, Urban Development Institute of Australia, the Municipal Association of Victoria, and Geographic Place Names Advisory Panel.
3. Pilot Study The pilot study engaged five municipal councils: Hindmarsh, Geelong, Ballarat, Melton and South Gippsland. Each council proposed a set of commemorative names for roads, features and infrastructure in their area.



5. PILOT STUDY

The selection of pilot councils conveyed a wide range of perspectives from the smaller rural municipalities to the expanding outer metro municipalities. The five municipal councils made substantial progress during 2011; on average each compiled between 50 – 150 new commemorative names for their localities.

Here are a few examples of commemorative naming.

5.1 Hindmarsh

Hindmarsh Shire is the sixth largest municipality in Victoria in area, it has the fifth smallest population so there is lots of space to grow and enjoy country life.

Hindmarsh had over 50 roads that require renaming for addressing purposes. There is a completed list of 30 name proposals. Currently the Council is targeting the roads that take high priority for renaming before beginning consultation process with local residents.

The challenges for Hindmarsh involved aligning the naming process with names that were of significance to the specific location. As the project was renaming existing roads residents wanted reassurance that names would be selected that bore significance to that specific locality. The pre-existing name had to be replaced due to emergency services and Australia Post standard addressing guidelines.

Hindmarsh's progress was slowed due to lack of resources and time constraints. Up to date surveys were required to clearly establish which roads required renaming as the council's road register was at odds with the residents priorities. Nonetheless there was great enthusiasm from the Nhill RSL and its president Daryl Deckert who also runs the Nhill & District Historical Society. Daryl contributed a very impressive set of name proposals which were thoroughly researched. The Rainbow Archive & Historical Society along with the Dimboola Historical Society also made invaluable research contributions. Despite some of the challenges still to be overcome in Hindmarsh's naming process by participating in the process at least 30 names have been compiled which can be put on reserve until correct mapping is established and they can be applied following community consultation.

The advantage the project offered was a chance to address road naming issues while offering recognition to former residents who contributed to the community through their service, a worthy theme residents could unanimously agree upon.



From Rainbow, Hindmarsh: Ernest Frederick Rogasch, "Fred" and Gustav Adolph Rogasch, "Art", brother both killed in action on the same day at Bapaume, France, 20th March 1917.



5.2 Ballarat

The municipal district of the City of Ballarat is part of an area of land under the traditional custodianship of the Wathaurong people and comprises the city of Ballarat, which is one of Australia's largest inland cities and the third largest city in the State of Victoria.

Ballarat is renowned for the 22 km Ballarat Avenue of Honour, which is believed to be the first and longest such avenue in Australia and possibly the longest in the world. It is recognised as a significant cultural landscape and has been classified by both the National Trust of Australia (Victoria) and the Australian Heritage Commission.



Ballarat Avenue of Honour 2010 (Photo: Sarah Wood)

In May 1917, Mrs Tillie Thompson (a Director of E Lucas & Co) proposed that trees be planted in honour of the men and women who enlisted for service during World War One. The employees of the company were enthusiastic, and about 500 of them (known as the Lucas Girls) planted an avenue along the Ballarat – Burrumbeet Road (now Remembrance Drive).

The first 1000 trees were planted on 3rd June 1917, and the final trees on 16th August 1919. While the 'Lucas Girls' did the actual planting, practical advice and assistance was provided by local gardeners, farmers, council staff, family and friends.

The name proposed for the new suburb of Lucas commemorates Mrs Eleanor Lucas founder of the local textile company Lucas & Co and the girls who worked there that became known as the 'Lucas Girls.'

Part of the Ballarat Avenue of Honour along Remembrance Drive forms the northern boundary of the proposed suburb, so it is appropriate that the suburb be named Lucas. It is proposed the names of any new street or feature within the Lucas development is named after one of the many serviceman which a tree has been planted in their honour.



Lucas Girls, Ballarat Town Hall (Image: Ballarat City Council)

Resources

In order to complete the pilot study, it is estimated that approximately one day per week was spent by Council staff on the project until June 2011 where it tapered off to one day per month. The efforts of the region's RSLs and historical societies, namely Ted Lynes and Bruce Price have been instrumental in identifying appropriate names for the Lucas subdivision. Council acknowledged this effort by contributing \$1,000 to the historical society.

Administration

Ballarat had a distinct research advantage with the established and well-known Avenue of Honour in place with the 1194 names already researched by the Ballarat Arch of Victory and Avenue of Honour Committee. However an extensive research process was still required to separate surnames that duplicated existing roads. With invaluable assistance from the Committee, a list of 104 names was narrowed down from the 1194 names. There is scope for the remaining names which could not be used for road names to form the names of features in the Lucas development. It is expected that the area will require a maximum of 150 road names.

There are other areas in the Ballarat West Urban Growth Zone where additional names will be required in the near future. These development precincts will most likely have a theme to distinguish themselves from Lucas and existing areas in Ballarat. The themes for these areas have not been finalised and they may include a similar theme to Lucas. It is estimated that 500 roads will be built as part of the Ballarat West Urban Growth Zone.

The principle guidelines developed for the proposed name list is preference is given to individuals who have

- Received medals for bravery and/or conduct
- Died on the battlefield
- Number of individuals to the one surname.



Developing Naming Proposals

The Lucas development makes future naming proposals relatively easy; names chosen are for newly created streets in Lucas rather than the re-naming of existing streets. Ballarat is in a fortunate position where the number of available names linked to the Avenue of Honour greatly exceeds the number of new streets and geographic features in Lucas.

The developer has already listed road names as part of recent announcement for selling first stage(s) of the Lucas subdivision. There is still an opportunity for names to be added as more information is collated.

Some names may cause concern or distress to certain individuals and/or families for a variety of reasons, there will be opportunity for these concerns to be resolved. The Ballarat Avenue of Honour Committee and Council Officers have attempted to identify these before making the list public. A Councillor briefing is being compiled listing names that may be used in the street naming, this will provide members of the community an opportunity voice their concerns. It is seen as a relatively simple exercise to change the name of unbuilt roads/features based on public feedback.

As the list of available names increase, there is the possibility that some individuals may be “insufficiently” recognised. There is an opportunity for these names to be included in other development areas; the challenge will be to provide the same level of linkage as Lucas.

A number of existing streets/features may already acknowledge someone on the Avenue and/or locally significant figure in the community; in these instances a special sign will be installed to highlight the significance of the name.

Signage

Ballarat’s preferred sign will be single blade however this may be altered depending on the choice of commemorative logo and the amount of information at the bottom of the sign. It is envisaged the sign will contain the soldier’s initials and corresponding tree number to continue the link with Remembrance Drive. Finalisation of the sign’s layout may result in the use of two blades which may increase cost

Ballarat advises that signs will need to be replaced after 10 years, so ongoing maintenance costs are a consideration in the total funding allocated to signage. Retro fitting existing commemorative signage could be built into the current council process of replacing signage.

Design	Design Modification Ideas	Unit Cost (Including approx cost of all labour and materials)
1. 500x200 signage blade	Road name as per Council signage with Council logo	\$250.00
2. 1000 x 150 sign blade	Road name as per Council signage with Council logo Second blade with commemorative logo and other information	\$400.00



Engagement

Councillors have been regularly briefed on the progress of the Lucas development and indirectly the commemorative project. The project continues to have the support of the Councillors and the Executive Management of the City of Ballarat. The Ballarat Arch of Victory and Avenue of Honour Committee has been instrumental in the collation names and their contribution to the Anzac tradition.

Outcomes

The City of Ballarat has one of Australia's most recognised memorials to the Anzac with the Arch of Victory and the 23 km long Avenue of Honour. The new suburb of Lucas is situated adjacent to the Avenue where it is expected approximately 5,000 people will be calling Lucas home. Naming streets and geographic feature within Lucas will strengthen the community's connection and understanding of the Anzac tradition. This is an ongoing project for the City of Ballarat where the naming of approximately 150 streets in Lucas will continue for up to 20 years, which is the expected timeframe for when Lucas will be fully developed.

5.3 Melton

Melton Shire Council is an outer metropolitan council and one of the fastest growing municipalities within Australia with a series of townships and communities. In December 2010, Melton Shire Council announced that it has entered into a joint venture agreement with Lend Lease to develop 381 hectares of Council owned land in the Toolern development in Melton South.

The joint partnership between Council and Lend Lease will develop in excess of 4,500 housing lots over the next 13 years on Council owned land, with opportunities for commemorative naming of new roads and infrastructure to be considered in the planning of this major residential development.



C. April 1916. Studio portrait of 6087 Private (Pte) Frederick Harold Sahr, a grocer from Melton. Sahr was killed instantly by an explosive shell at Battle of Messines, France on June 18th 1917.



Resources

To generate potential commemorative names Melton Shire council liaised with the local Historical Society, Family History Group, RSL Sub-branch and interested residents for proposed names

Research and compilation of existing names was also conducted drawing on existing cenotaphs and honour boards.

Two Public Information Sessions were held to garner interest in the project and gain support from community for research.

Names proposed were then checked for suitability against the principles of *Guidelines for Geographic Names 2010*. The proposals were also cross checked against the Melton road register to avoid duplication.

As there were no specific staff resources available for the immediate work undertaken on this project, there was a considerable reliance on the Office of Geographic Place Names (OGN) to provide research support, compile commemorative name fact sheets/ templates, assist with duplicate name search assistance and correspond with Historical Societies to seek further support and assistance with identification of commemorative names.

Unfortunately, due to the short notice, the offer for funding was not taken up by the local Melton Historical Society, however grants should be considered as an option for future research, particularly as other community groups become aware of the project.

Staff time allocated to the project would have been an average of approx 5 hours per week but does not include the research time from external bodies such as the OGN and other interested persons.

A report to Council was put forward on December 15 2011 seeking Councils endorsement of the proposed names for the future residential and civic precinct developments.

Administrative Task	Percentage of Time Allocated
Establishing & identifying unnamed roads	20%
Presentation preparation and public advertising of day and evening Public Information Sessions	30%
Telephone discussions and emails with Historical Society, Family History group and interested community members	15%
Compiling research submissions	15%
Report Writing	20%



Developing Name Proposals

The challenges of developing the naming proposals included the short timelines given to Historical Societies to produce information and locating Honour Boards within the municipality to eliminate duplicated names. Some difficulty was encountered particularly identifying the correct first names as most honour boards only have initials and family name.

Many commemorative names proposed were found to be already in use for existing road names.

Extensive research on the Internet using sites such as Mapping our Anzacs and National Archives assisted with confirming the validity of names.

It was difficult to clarify whether existing roads represented an Anzac or pioneering family.

A policy was adopted of only commemorating those veterans who had passed away whether on service or since their return. It was important during the consultation period to clearly state this, and that the use of names of living person did not comply with the principles of the *Guidelines for Geographic Names 2010*.

Council recommends the best course of action is to establish a consultation process when considering the use of commemorative names with families who still reside within the municipality. The consultation process will primarily be in the form of a public notice stating the use of the Anzac Commemorative name for naming or renaming of a road or feature and requesting submissions over a 28 day period. Each submission will be reviewed and should there be a strong objection to the use, particularly from family or descendants of the individual, it would be recommended that the name be withdrawn for further commemorative use.

A further process would be to consult directly with the Vietnam Veterans Association and the Partners of Veterans Association prior to the use of an Anzac commemorative name for a Vietnam veteran. As it is likely that surviving descendants would still be living within the municipality, it would be prudent of Council to make every effort to directly contact the relatives for approval before use of a Vietnam Veterans name in a commemorative capacity.

Signage

Consultation with Councils Road Operations team recommended that a new single blade with an approved commemorative logo is an easier and preferred option for Council. The preference would be not to attach another smaller blade to the existing blade.

As the commemorative names are being proposed for new road names in newly developed areas, the costing of new street signage will be the responsibility of the developer, therefore no cost to Council. This may vary depending upon the intricacy of any branding.

If the Anzac Advisory Committee requires an additional blade for consistent commemorative signage for the project, then Council would need to address the requirement with developers to ensure they consider the additional costs involved when using an Anzac commemorative name.



The long term upkeep of signage has not been considered at this stage of the project and will be dependent upon the complexity of the branding/theme placed upon commemorative signage. It would be assumed that Council would continue to update signage as it exists to ensure that the Anzac Commemorative name signage is maintained as a focal point of community pride. Should a new blade be required it will be at a cost of approximately \$80.

Design	Design Modification Ideas	Unit Cost (Including approx cost of all labour and materials)
1. Normal standard Street sign	n/a	\$250 \$330 – (if requested by a business, includes administrative costs)

Engagement

The project has received verbal support from the relevant executive level of staff within Melton Shire Council. A report is to be tabled at the Ordinary Meeting of Council to be held on 15 December 2001 seeking Council support for the project and the commemorative names identified for consideration in newly developed residential areas.

With regards to the community, it is hoped the historical information and name histories will be made available on Council's website and shared with the Historical Society.

Other than the two community information sessions held and direct contact received from individuals interested in the project, no direct contact has been made by council staff to individual families or members related to Anzac Commemorative names identified. The process of contacting families is seen as onerous on council staff and it is hoped that the Historical Societies, Family History Groups and Veteran Associations would undertake some of this research and contact in the initial stages of their research.

Melton Council engaged directly with the Partners of Veterans Association and with Vietnam veterans who attended the community information sessions. A call out was placed in the newsletters of the National Vietnam Veterans Association to seek information about those who had served from the Melton area. This generated some interest however specific information regarding Melton Vietnam veterans was not submitted.

Recommendations

Council's overall intention is to have a list of suitable commemorative names to provide to the developer of Council owned land for use in a civic precinct and residential areas. Names that are identified for use can then be submitted to Council on estate subdivisional plans, subject to normal Council review processes, and will not require wider community consultation.

Further research will be required on those road names that already duplicate commemorative names identified during the project. As stated earlier in the report the challenge is to determine if the road naming was a result of an Anzac or the pioneering family within the municipality.



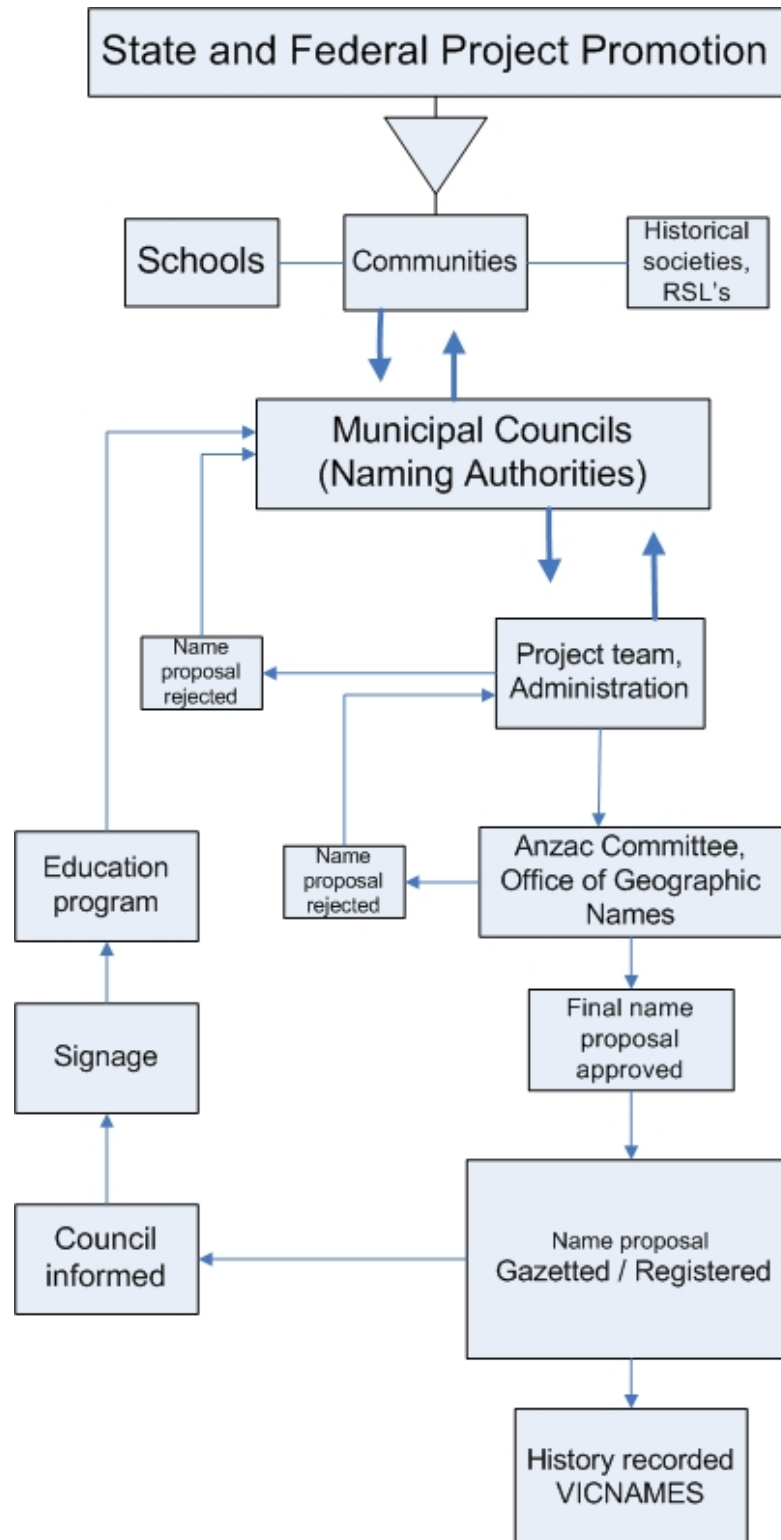
Ongoing administrative support from the Office of Geographic Names will continue to be an important resource from a Council perspective, as there is generally no scope for additional staff to undertake the research required.

The templates and resource notes created by OGN provided a consistent approach to researching names; however it would be recommended that a template be prepared for public notices to advertise the intended use of an Anzac Commemorative name.



6. LODGEMENT OF COMMEMORATIVE NAME PROPOSAL


The process flowchart opposite details how names will be received by the Office of Geographic Names.





7. RESEARCH TEMPLATE

The Office of Geographic Names is requesting that naming authorities submit proposals in a simple template. This information can then be uploaded onto an online database known as VICNAMES.

Municipal Area	Geelong
Family Name	JAMES
	 <p><i>Studio portrait of 7117 Private (Pte) Leslie Joseph James, 23rd Reinforcements, 14th Battalion, of Geelong, Vic, with his wife Alice and two children, Leslie Thomas and Iris May. AWM Roll of Honour (Image: Public Domain)</i></p>
Given Names	Leslie Joseph
Regimental/Service Number (if applicable)	7117
Unit/Ship	23 Reinforcements, 14 th Battalion
Operational Area/Combat Zone	Western Front
Grounds for Inclusion	Born in Geelong.
Individual's Status	Killed in action
Source of validation eg, AWM database, municipal records	AWM, National Archives, <i>Fallen: The Ultimate Heroes</i> – Jim Main & David Allen
Other Comments eg, local or military history, employment, family details etc	<p>Leslie Joseph James was born on June 29th 1890. Married Alice Ward in 1913. Children: Leslie Thomas (d. 1979), Iris (d.1993). Grand daughter: Lesley Aldridge.</p> <p>Known as 'Jack', James played VFL for the Mercantile Club and then for Geelong between 1909-11 and 1913-1915. His debut game took place on Corio Oval in 1909 where he played against South Melbourne. James' VFL career spanned 72 games with a total score of 14 goals.</p> <p>The Red Cross Wounded and Missing Report records an eye witness account of James' death at Passchendaele on 22 October 1917:</p> <p><i>"He was with 2 others in a dug-out and a shell blew them about so badly that we simply turned the earth over on them. It was about a ¼ mile from Zonnebeke. 5ft 10 inches to 6ft. Came I think, from Victoria, and was I believe a great footballer. A good chap." Sgt G.F. Harrison, 14th Battalion, War Chest.</i></p> <p>James' life is commemorated on the Menin Gate Memorial in Belgium.</p>