
M E M O R A N D U M

DATE: January 22, 2008
TO: City Council Members
FROM: Karen Halladay, Public Policy Analyst
RE: Naming Opportunities Policy

This memorandum pertains to honorary naming requests from citizens who wish to recognize those who contribute to their neighborhood, community, city, state, or nation. Currently, Salt Lake City does not have a stated, adopted policy, ordinance, or resolution for the naming, renaming, and/or dedicating (Naming) of City assets either on an Honorary or Donation basis. As a result, the City Council must consider any naming of City assets on a case-by-case basis.

In addition, a memo to the City's Chief Administrative Officer dated November 2, 2006 from Louis Zunguze, Community Development Director, requested a review of the process for honorary street name changes "due to the unclear procedures and policies and increasing requests for approvals". The communication from Mr. Zunguze states that "The materials required by the application are inconsistent and the criteria unclear for what categories of names are acceptable and how to demonstrate support for street name changes." The Director requested time for the Planning Division to analyze the issue, recommend guidelines and procedures, and asked that there be a hold on applications (Corporal Adam Galvez, Mount Ararat, and Japantown) until the City Council had time to review and adopt procedural changes. The Council elected to receive the Galvez and Japantown requests, but formal guidelines and procedures, relating to honorary streets, have not been presented to the Council. Requests from citizens for honorary naming of City assets, besides streets, are still being submitted.

Recent honorary naming requests that have not yet been considered by the full council include: 1) renaming 14th Avenue Park to Kay Rees Park and 2) naming the west little league baseball field in Sunnyside Park to honor Robert W. Jones. Examples of honorary street naming and/or renaming that past Salt Lake City Councils have considered and passed include Rosa Parks (February 7, 2006), Martin Luther King (August 10, 1993), and Adam Galvez (December 5, 2006). The Administration is not currently accepting street name change applications.

During the November 13th City Council meeting announcements, Council Members agreed that a comprehensive Honorary and Donation-Based Naming Opportunities Policy should be developed. Since that meeting, Council Staff has researched the issue, including a survey, review and compilation of other U. S. Cities' Naming Policies. This research is available upon request. In addition, Salt Lake City Public Services Director, Planning Division staff and the City Attorney have provided insight and suggestions to consider in development of this policy.

The following information identifies issues the Council may wish to consider. In addition, policy contents and types of Council and Administration "policy" tools are provided for your information. Council staff is available to answer any additional questions you may have regarding the Naming Opportunities Policy.

ISSUES/QUESTIONS FOR CONSIDERATION

1. The Council may wish to use the draft worksheet as a guide in providing direction to Council Staff in the development of the Naming Opportunities Policy. Some of the ideas included in the draft policy are from various cities that responded to the Council Staff's inquiries.
2. The Council may wish to consider what type(s) of policy document to use for the Naming Opportunities Policy. The Council, as the Legislative Branch, can adopt Ordinances, Resolutions, and /or Policies. The Administration, as the Executive Branch, can issue Administrative Policies or Executive Orders. A combination of Council and Administrative options could be used. This combination of options could allow the Council flexibility when the

Council is authorized to name a City asset, but still provide direction to City Administration for establishing criteria and standards and determining the process for naming of City's assets.

3. The Council may wish to have the City Administration provide an annual "wish list" to the public of naming opportunities that could be used as recognitions for naming of City assets. City Departments, including Public Services and Community Development, could define naming opportunities for citizens wishing to recognize or honor an individual, group, or organization for their contribution. Items on such a wish list could include, but not be limited to: benches, pathways, fountains, lighting features, etc.

KEY ELEMENTS

A. Contents of Naming Opportunities Draft Policy

The attached draft is formatted as a worksheet with boxes to check to indicate inclusion or exclusion in the policy. The policy draft has four main sections:

1. **Section A – Purpose** – The purpose of the policy includes which assets the policy encompasses, defines the roles and responsibilities of the legislative and executive branches of government, and states that the naming of City assets is consistent with the City's vision and reflects positively on the City's image.
2. **Section B – Intent** – The intent of the policy section identifies the assets included in the policy; determines who can request a name, rename, and/or dedication of a City asset; defines the criteria to be used; provides a list of naming opportunities for applicants; and defines a process for neighborhoods, community, and city-wide levels of asset naming.
3. **Section C – Policy Statements** – The policy statements included in this section describe the types of situations that may be suitable for naming of assets; the type of name that could be selected, as well as those not permitted; describes applicant qualifications and contributions to be considered; defines additional considerations for special circumstances, including sponsorship, donations, gifts, and/or joint ventures or partnership situations; and reserves the right of the Council to review and revoke any City asset name.
4. **Section D – Application Review and Approval Process** – The application review and approval process defines the process to be followed by applicants, including documentation and fees.

B. Type of Policy Document

1. Legislative Branch
 - i. **Council Policy** – A policy adopted by the Council, provides guidance and direction when making decisions. Council policies, which are not legally enforceable, are included in the City Council policy manual.
 - ii. **Resolution** – A formal policy statement adopted by the City Council and included in the records of the City.
 1. Merriam-Webster definition - a formal expression of opinion, will, or intent voted by an official body or assembled group
 2. City Attorney views resolutions as a more limited purpose tool to address specific situations.
 - iii. **Ordinance** – Legally binding laws, which have been adopted after an extensive review and approval process by the City Council, that govern the acts of the City.
 1. Merriam-Webster definition –
 - a. Authoritative decree or direction : order
 - b. Law set forth by a governmental authority; specifically : a municipal regulation
 2. City Attorney noted that ordinances are legally binding on the Mayor, Administration, and the City Council. Amendments to ordinances would have to be made, should the Council wish to not follow an ordinance.
2. Executive/Administrative Branch
 - i. **Executive Orders** – Approved by the Mayor and used by the Executive Branch to express a "policy" over which the executive branch has power. Executive orders have been used for more controversial or higher profile, standalone policies or changes in policy. An example of the use of an Executive Order was for employee use of cell phones.
 - ii. **Administrative Policy** – Approved by the Mayor and used by the Executive Branch for routine and internal housekeeping matters.
 - iii. Administrative policies and Executive Orders are entirely within the discretion of the Mayor.

Council Members – Council Staff has prepared a draft of a Naming, Renaming, and/or Dedicating Rights Policy. This draft is in a worksheet format with boxes to check to indicate which items you feel should be included or excluded in the policy. An ‘X’ indicates a policy exclusion. All other items will be included in the content of this policy.

Naming, Renaming, and Dedicating (Naming) City Assets Policy

- Policy – An adopted Council policy provides guidance and direction to the City Council when making decisions. Unlike an ordinance, a policy is not legally enforceable. Once a policy is adopted, it is included in the City Council manual.
- Ordinance – An ordinance, after a more extensive approval process, is adopted into an enforceable municipal code. These ordinances or laws govern the acts of the city and are legally binding.
- Resolution – A resolution adopted by the City Council is a formal policy statement included in records of the City.

A. Purpose

This policy is to encompass the naming, renaming, and/or dedicating of any City assets including:

- Parks and Parklands
 - Landscape elements (Trees, Plants, Plaza, Gardens, etc)
 - Site furnishings (Benches, Drinking Fountains, Playgrounds, Art, etc)
 - Open spaces
 - Facilities
 - Recreation elements
 - Secondary honorary streets
 - Memorials, Statues, or Busts
 - Other municipal buildings, properties, sites, or structures
 - Other _____.
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- The City Council defines policy direction, including establishing criteria and overall approval process.
 - City Administration develops and implements processes to be followed when naming, renaming, or dedication City assets.
 - The City Council reserves the right to make the final decision when special circumstances exist for the City asset naming, renaming or dedication. Special circumstances include, but are not limited to the following: Large scale projects, large donations, City or Statewide recognitions, and/or an unusual requests.
 - The City Council recognizes naming, renaming, and dedicating City assets as a result of:
 - Gifts,
 - Donations, including volunteer efforts,
 - Sponsorships
 - Type A – A site specific, time limited event – Jazz Festival, Arts Festival, Pride Day
 - Type B – Multiple site, time limited event – 2002 Olympics
 - Type C – Temporary logo or recognition used for more than seven calendar days, but less than one year – Gina Bauhauer Competition
 - Type D – Long term sponsorship, defined as more than one year
 - Joint Ventures and/or Partnerships.
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- The naming of a particular asset is important for public awareness, promotion and emergency access. Therefore, naming will be consistent with the City of Salt Lake’s vision and will not contravene any policy of the City nor reflect negatively on the City’s public image.

B. Intent

The intent of this naming policy is to:

a. Recognize that requests are made to name, rename, and/or dedicate City assets including:

- Parks and Parklands
- Landscape elements (Trees, Plants, Plaza, Gardens, etc)
- Site furnishings (Benches, Drinking Fountains, Playgrounds, Art, etc)
- Open spaces
- Facilities
- Recreation elements
- Secondary honorary streets
- Memorials, Statues, or Busts
- Other municipal buildings, properties, sites, or structures
- Other _____.

Requests can be made by:

- Citizens of Salt Lake City
- Citizen Groups of Salt Lake City
- Business or Property Owners of Salt Lake City
- Family and Friends of Salt Lake City residents
- Mayor of Salt Lake City
- City Council Members, as individual members or as a Council.

b. Define the criteria used in the determination of an honorary naming, renaming, and/or dedication of a City asset as a result of significant contributions made by:

- Individuals
- Groups
- Organizations
 - For-Profit
 - Not-For-Profit
- International, national, or provincial events or competitions

to the public life or well-being of Salt Lake City residents.

c. Define the criteria used in the determination of an honorary naming, renaming, and/or dedication of a City asset as a result of:

- Gifts
- Donations, including volunteer efforts
- Sponsorships, as defined and noted above
- Joint Ventures and/or Partnerships.

d. Define and provide naming, renaming, and/or dedication opportunities to applicants

- Local Neighborhood** – Council provides guidelines and defines process, Community Council approves requestor’s application before submitting, and City Administration implements
 - City-defined opportunities
 - Wish List of City Approved Items, for example, Park Benches, Public Gardens,
 - Landscape Elements
 - Non-city defined opportunities – City Administration implements
 - Must work with Public Services and Community Development Departments
- Community Council Neighborhood** – Council provides guidelines and defines process, Community Council approves requestor’s application before submitting it to the City, City Administration implements
 - City-defined opportunities

- Wish List of City Approved Items, for example, Park Benches, Public Gardens, Local Community Parks and Fields, Other
 - Non-city defined opportunities
 - Must work with Public Services and Community Development Departments
 - City-wide** – Council provides guidelines, defines process, and gives final approval. City administration implements.
 - City-defined opportunities
 - Sponsorships
 - Donations
 - Gifts
 - Joint Ventures and/or Partnerships
 - Fund-raising
 - Wish List of City Approved Items
 - Identified assets needed to complete approved City projects – Park Benches, Artwork, Trees, Pavers, etc
 - Naming, renaming, dedicating opportunities to recognize groups with commonalities
 - War memorials, statutes, or busts
 - Non-city defined opportunities – City Council will review on a case-by-case basis
- e. Provide instructions on how to apply for approval to name, rename, and/or dedicate City assets as listed above.

C. Policy Statements

- a. There are four main types of naming, renaming, and/or dedicating situations this policy intends to address:
- Opening of a new City asset or reopening of a City asset following refurbishment
 - Honoring individuals, groups, and organizations (For-Profit Not-For-Profit)
 - Providing recognition of gifts, donations, sponsorships and joint ventures/partnerships
 - Improvements made to existing facilities
- b. The selection of a name will be based on a number of criteria including but not limited to:
- A longstanding local area and/or community identification with the residents
 - Understandable to the majority of the citizens of Salt Lake City
 - Consistent with the character and public value of the site
 - Consistent with any other applicable policies and naming guidelines
 - Assists with emergency response situations by being consistent with street names and geographical locations and meeting the requirements of Salt Lake City Fire and Police Departments and Emergency Management Services providers
 - Consistent with sponsorship levels, as defined and noted above.
- c. Preference will be given to names that:
- Give a sense of place, continuity, and belonging reflecting the geographic location, community, neighborhood or street where the City asset is located
 - Recognize the historical significance of the area
 - Reflect unique characteristics of the site
 - Reflect the type of service offered
 - Are in keeping with a selected theme
 - Honor individuals who have made a significant contribution to the community
 - No waiting period
 - Living
 - Deceased
 - Waiting period
 - Living
 - On an exception basis
 - Deceased
 - No Waiting Period
 - Defined Waiting Period for all types of Naming, Renaming, and Dedication
 - Defined Waiting Period by type and/or class of:
 - Asset
 - Contribution
- d. Names will not be chosen that:
- Cause confusion due to duplication or names sounding similar to existing locations within Salt Lake City
 - Are the names of tobacco, alcohol, firearms, pornography or police-regulated companies
 - Are the names of religious, political organizations
 - Lend themselves to inappropriate short forms or modifications
 - Are discriminatory or derogatory considering race, gender, creed, political affiliation, or other similar factors
 - Relate to or create controversial situations within the City
 - Recognize a single individual for a contribution that is similar to or identical to the contribution made by others within a particular group, (A group memorial, statue, or bust may be more fitting.)
 - Recognize the birth, marriage or anniversary of specific individuals (This can be done through individual dedications of benches, trees, etc)

- e. Names of persons, organizations, corporations, foundations or their families will be considered when they have made a significant contribution to the City by:
 - Enhancing the quality of life and well-being of the City
 - Contributing to the historical, cultural, or societal preservation of the City, State, or National level,
 - Contributing toward the acquisition, development, or conveyance of land or building
 - Defined and determined by percent of dollars contributed to total cost of City asset
 - Achieving excellence in their endeavors and representing Salt Lake City in a meritorious manner
 - Where there is a direct relationship or association that exists between former place of residence of the person or group and the asset to be named
 - Defined and determined by percentage of property owners on the given street
 - Defined and determined by number of years individual has been a resident of the street to be named, renamed, and/or dedicated in a secondary honorary naming
 - Defined, determined, and/or nominated by Community Council or **Neighborhood Association**, City Board, and/or City Commission
- f. Where the name of an individual is recommended after a discussion, consent shall be obtained from the individual or their next of kin prior to Council's public consideration.
- g. Where the naming opportunity is as a result of a sponsorship, donation, joint venture and/or partnership or gift the following factors must be considered:
 - The significance of the contribution made relative to the construction and operating costs of the item being named
 - Determined on a case-by-case basis,
 - Determined by Type of sponsorship, as defined and noted above,
 - Criteria defined and determined by City Council,
 - Dollars contributed as a percentage of total project cost
 - Based on a predefined chart and range of contributions
 - The cost of establishing the naming, renaming, and/or dedication option
 - Cost of the signage
 - Non-city application request - paid by the applicant
 - City application request City Administration and Elected Officials
 - Paid by the City
 - Paid by private contributions raised by elected officials
 - A corporation or organization being considered must have a responsible record of environmental stewardship
 - Sunset clause associated with the length of time that the name will be used
 - Naming agreements may be renewed if the appropriate gift or sponsorship is received
 - The City Council reserves the right to review and revoke any City asset name
- h. Existing names will not be changed without consideration of:
 - The historical significance of the existing name
 - The impact on the individual or organization previously named
 - The cost and impact of:
 - changing existing signage
 - rebuilding community recognition
 - updating records (i.e. letterhead, databases, and promotional materials)
 - Each application to change an existing name will be considered on a case-by-case basis.
- i. The City Council reserves the right to review and revoke any City asset name.

D. Application Review and Approval Process

- a. Applicant(s) shall submit a written request for civic naming, renaming, and/or dedicating to:
- The City Recorder
 - Office of the Mayor
 - Public Services Department
 - City Council Office
 - Community Development
 - Chief Administrative Officer
 - Other _____.

The written request/application shall provide the following:

- City asset to be named, renamed, and/or dedicated
 - City-defined naming opportunity from the City's wish list, as defined and modified annually by City Administration and then approved by the City Council
 - Non-city-defined naming opportunity
 - Local Neighborhood – City Council provides guidelines and defines the overall process. City Administration implements.
 - Community Council Neighborhood - City Council provides guidelines and defines the overall process. City Administration implements.
 - City-wide – City Council will review on a case-by-case basis
 - Background information concerning the rationale for consideration of the request/application
 - Biographical or background information if named after an organization, group or individual
 - Map of the Area, which includes the location of the naming request
 - Documentation including letters from organizations and individuals providing substantial support for the request/application
 - Description and summary of notification to affected parties
 - Description and summary of public meetings and comments, if applicable
 - Signed petitions from abutting property owners, if applicable
 - Number of signatures
 - Percentage of signatures
 - Letter of Support from affected Community Council
 - Financial information, which includes the proposed donations and estimated costs of the project
- b. Each application for naming, renaming, and/or dedication shall undergo a process which will:
- Require an application processing fee to be paid by applicant
 - Review the application for conformity with this policy
 - Circulate the application to the appropriate internal stakeholders for comment on the suitability of the application
 - Discuss any naming in recognition of an individual prior to discussing it with the individual or next of kin
 - Consult with external stakeholders in the community to the level of support or identify possible objections to the requested civic naming
 - City assets will not be named, renamed, and/or dedicated unless proof of payment is provided
 - Determine whether or not a special event is planned to coincide with the formal naming
- c. The naming, renaming, and/or dedicating of a City-wide, non-defined City asset requires the approval of at least five (5) of the seven (7) members of City Council.