

International Survey of Indigenous and Minority Language Place-naming Policies and Practices

Geographical Names Board of Canada, Natural Resources Canada

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Photo courtesy New Zealand Geographic Board

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Notes to readers

These notes are intended to provide guidance on important information sharing and referencing protocols, and various matters that would otherwise require frequent footnotes.

- All website URLs referenced in this report were accessed in February or March 2018;
- Nowadays, the Indigenous peoples of Norway, Sweden, and Finland call themselves Sámi; however, in many English-language documents the name is spelled “Saami”;
- The forms “placename” and “place-naming” are used throughout this document except in quotations where they are left in their original forms (e.g., “place name,” “place naming,” and “placenames”);
- “Indigenous” is the generic term used throughout this report for the pre-European inhabitants of Australia, otherwise known as “Aborigines,” and “Aboriginal people,” as well as the Sámi (Saami) people of northern Europe, otherwise referred to as “Lapp.” In other jurisdictions (e.g., China), Indigenous ethnic minorities may be referred to using other generic terms such as “minority nationalities.” With the exception of “Sámi,” endonyms are not used in this report to refer to the peoples to whom Indigenous and minority language place-naming policies apply;
- The policies and practices of the respondent jurisdictions have been quoted verbatim at various points throughout the report in order to provide as much detail to the reader as possible. Some of this detail would be lost if summarised. Therefore, verbatim text is presented using standard scholarly protocol; namely, quotation marks for text three lines or less, and indented text without quotation marks for more than three lines; and
- This document should be cited as Natural Resources Canada. 2018. *International Survey of Indigenous and Minority Language Place-naming Policies and Practices*. Ottawa: Natural Resources Canada, 560 Rochester Street. K1A 0E4.

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1. Introduction: survey objectives

The Geographical Names Board of Canada (GNBC) is the federal-provincial-territorial coordinating body responsible for all matters of geographical naming in Canada. The board is supported by a secretariat provided by Natural Resources Canada.¹

The place-naming authorities of the GNBC work with Indigenous groups in Canada to restore traditional placenames to reflect the culture of the first inhabitants of the country. Each federal-provincial-territorial jurisdiction's approach is different, reflecting its particular geography, history and circumstances. This long-term work to research, recognise and adopt placenames with Indigenous origins is still evolving as a means of representing the coexistence of all the cultures in Canada.

GNBC members are interested to learn of approaches to Indigenous and minority-language geographical naming in other international jurisdictions. The intent of the place-naming survey is to research, document, analyze and summarise policies and procedures used by a selection of national and subnational naming authorities to officially preserve and protect the language, culture and history of Indigenous and/or minority placenames.

The results of this place-naming survey will be used to support several objectives of the GNBC, including strengthening policy and research, maintaining a national database of authoritative geographical names, and expanding Canada's national database to accurately record, store and disseminate Indigenous placenames. A summary document will be created and shared with the United Nations Group of Experts on Geographical Names (UNGEGN) and the general public.

2. Methodology

The countries invited to participate in the international placenames survey were Australia, China, Finland, Ireland, New Zealand, Norway, Russian Federation, South Africa, United Kingdom (Wales), and the United States (Hawai'i); see Table 1. Work on the survey commenced on 7 February 2014, at which point Kristina Kwiatkowski, Toponymy Specialist, Natural Resources Canada, using contact information on the website of the UNGEGN,² emailed representatives of these countries to request that they participate in the survey. The contractor subsequently emailed these international contacts to request telephone interviews. Several other individuals involved in toponymic research and/or policies in their countries were also contacted. Email responses were received from representatives of Australia, China, Finland, Ireland, New Zealand, Norway, and the United Kingdom. Regarding Norway, the contractor was referred to representatives of the Norwegian Language Council and the Saami Parliament, who

¹ More information about the work of the GNBC may be found at <http://www.nrcan.gc.ca/earth-sciences/geography/place-names/indigenous/19739>.

² See "Contact Information for National Geographical Names Authorities." UNGEGN 2016. https://unstats.un.org/unsd/geoinfo/UNGEGN/docs/NNA/Contact%20Name%20Authorities_September%202016.pdf.

were emailed independently. A Saami academic with toponymic expertise was also emailed. No response was received.

Table 1. Participants in the international placenames survey

Country	Contact person
Australia	Watt, William (Committee for Geographical Names of Australasia)
China	Zhao, Lucy (Administrative Areas and Geographical Names Division, Civil Affairs Ministry)
Finland	Leskinen, Teemu (National Land Survey of Finland) and Ulla Onkamo (Institute for the Languages of Finland)
Ireland	Ó Cearbhaill, Pádraig (The Placenames Branch)
New Zealand	Shaw, Wendy (New Zealand Geographic Board)
United Kingdom (Wales)	Sutherland, Neil and Jonathan Holmes (Ordnance Survey Inc.)
United Kingdom (Wales)	James, Eleri and Manon Davies (Welsh Language Commissioner)
United Kingdom (Wales)	January-McCann, James (Royal Commission on the Ancient and Historical Monuments of Wales)

A literature review was conducted at the start of the project, and a methods statement was prepared, including a template questionnaire based on the GNBC’s questions and terms of reference for the survey. From the outset, the GNBC was interested in the following questions:

- What policies do the naming authorities have for the collection of Indigenous or minority language geographical names? Have special policies been developed for this purpose?
- What is the consultation process with the Indigenous or minority language community in order to identify, establish and record names with Indigenous or minority language origins? Have special procedures been developed for this purpose?
- Have policies been developed to address the unique aspects of Indigenous or minority language geography and toponymy such as these:
 - multiple names for a single geographical feature,
 - unique cultural generics,
 - guidelines for “topo-complexes” — that is, geographical features that are made up of more than one distinct feature, but identified by a single toponym?
- What are the policies and methods for accurately recording, storing, displaying and disseminating Indigenous or minority language geographical names? Have standards been adopted for special characters (diacritics) used in Indigenous or minority languages?

These questions were included in the template questionnaire; additional questions were added by the contractor, related to documenting the spatial extents of toponyms, how

toponymic research is financed, and the challenges related to such research. The methods statement and questionnaire were reviewed with Ms. Kwiatkowski on 20 February, and minor revisions were made.

The literature review relied heavily on documentation archived on UNGEGN's website and web-based searches. A "snowball" method was used to identify relevant literature by examining bibliographies and references in relevant documents found on the UNGEGN site as well as in other sources. It should be noted that while toponymic literature concerning Indigenous and minority language toponymy is quite extensive, references to policies and practices related to such toponymy seem to be sparse with respect to many countries.

Telephone interviews were conducted using a semi-structured interview methodology with William Watt (Australia), Neil Sutherland and Jonathan Holmes (UK), Pádraig Ó Cearbhaill (Ireland), and Wendy Shaw (New Zealand).³ Place-naming policies and practices were also discussed with three members of the Welsh Government: two with the Welsh Language Commissioner and one with the Royal Commission on the Ancient and Historical Monuments of Wales. Supplementary questions were emailed to these respondents and responses were received from them. Finland sent an initial statement of their policies and practices to the contractor, but then set to work on a reply to supplementary questions which was not received by report deadline of 19 March 2018. A customised questionnaire, based on a reading of a limited number of online documents related to China's placename policies and practices, was emailed to the representative of China at her request. However, a response was not received by report deadline.

Respondents were told that their responses would be construed as representing the official positions of their respective governments, that their responses would not be confidential, that they would be referenced in the survey report, and that a summary document would be placed on the public record and submitted to UNGEGN.

With respect to the countries that did not respond to this survey, or did not report in time for the report deadline, it should be noted that some information about their place-naming policies and practices can be gleaned from official English-language documents available on the UNGEGN and other websites and from the social science literature. However, the information available from these sources is cursory and does not address a number of this survey's questions. For example, a Norwegian toponymic guidelines document notes among other things that the Saami language has official status in Norway; it also notes that the "Norwegian Place Name Act decrees that Saami place names (geographical names) should be used on maps, signs and other official documents according to traditional local use Norwegian," and that the orthography is Roman with diacritics and some special characters (Helleland and Ringen 2014). The same document also provides information about North Saami and Lule Saami alphabets

³ Generally, in semi-structured interviews, the "interviewer is prepared with a list of questions and topics to be discussed. However, the order of the questions and topics is undefined. It depends on the flow of the discussion" (Hardon, Hodgkin and Fresle 2004: 24).

and lists of placename generics in these languages, along with their English translations. Dual naming policy is not addressed. Saami academic, Kaisa Rautio Helander, provides additional details about the minority linguistic landscape of the country, although these are somewhat dated; for example, dual naming, key clauses in the *Norwegian Place Name Act*, the role of the Norwegian Mapping Authority in spelling Saami names for natural features, the Norwegian postal service's place-naming authority, and some of the challenges involved in getting Saami names into use on road signs and other public signage (Helander 2005, 2014).

South Africa has placenames legislation in the form of the *South African Geographical Names Council Act of 1998*, which established the South African Geographical Names Council. The council recommends names to the Minister of Arts and Culture for approval. Unfortunately, the link to the Names Council on the Department of Arts and Culture website is broken, and therefore, potentially useful information there about place-naming policies and practices could not be accessed.⁴ Nonetheless, the department's *Report on Standardization of Geographical Names* to UNGEGN (Khubeka 2017) and *Toponymic Guidelines for Map and Other Editors* (Meiring 2012: 27) were located and are of some use. The *Toponymic Guidelines* document provides a brief description of South African linguistic diversity, ethnic composition, place-naming history, and some policies and guidelines. A description of each of the country's eleven official languages is provided, along with guidelines for spelling, and a glossary of generics and specific terms that occur frequently in placenames, as well as some information about "peculiarities" of these languages and their dialects and about provincial geographical names committees, etc. The provincial committees have the responsibility to "standardise existing names and propose new names in the place of names that are perceived as abusive or do not comply with the rules set out in the Handbook for South African Geographical Names (Meiring 2012: 27). Placenames are to be written in Roman orthography, although diacritics and special characters may be used depending on the language. It appears that South Africa does not support dual naming, although this point needs clarification:

Regardless of the language from which a geographical name is derived, that name has official status if it is the name of an official place...and if it has been approved by the national geographical names authority of South Africa. It is thus recognized that the toponymic landscape is multilingual. Once the spelling of a geographical name has been standardised in a certain language, this is its official status. On an **unofficial** level, however, names in different languages could be applied to the same entity.

Meiring 2012: 7

Some limited information about place-naming in Hawai'i was found online, including the website of the State of Hawai'i Board on Geographic Names, which was created by Act 50 of the 1974 Hawai'i State Legislature.⁵ A brief history of place-naming in the State, board member composition, relationship with the U.S. Board on Geographic Names,⁶ orthography guidelines,

⁴ The website for the Names Council could not be located on the internet. The site, if it still exists, is off-line. Also, no digital geo-referenced database of official South African placenames could be located.

⁵ See <http://planning.hawaii.gov/gis/hbgn/>.

⁶ The U.S. Board on Geographic Names' Domestic Names Committee notes that "A primary principle is formal recognition of present-day local usage. To this end, the BGN Domestic Names Committee (DNC) and its support

recommendations for consultation, etc. are explained on this website. The State subscribes to the principle of univocity in that “there is only one approved official name for a geographical feature.” However, “a place may have multiple variant names.” The approved official name and variant names are submitted to the U.S. Board on Geographic Names. The Hawai’i Board recognises that “very few geographic features exist which were not named by ancient Hawaiians,” and for this reason gives priority to Hawaiian names in place-naming proposals. It highly recommends consultation with “Native” Hawaiian speakers associated with the communities in the areas where names are proposed. Roman orthography is used in Hawaiian placenames, including diacritics such as the glottal stop (*okina*) and the macron (*kahako*). A Hawai’i Geographic Name Application is available (State of Hawai’i 2018a, 2018b).⁷

The contractor is trained in social-cultural anthropology, not linguistics or onomastics, although he has conducted toponymic research with Indigenous peoples in Canada in conjunction with linguists, and is familiar with many of the technical issues and challenges involved in Indigenous toponymic research. However, lack of competence with respect to the grammars and orthographies of the Indigenous and minority languages included in this survey made this aspect of the work a challenge, particularly given the time constraints. It is far beyond the scope of this inquiry and the competence of the contractor to document the particularities of the linguistic, geographic and onomastic methodologies required to research Indigenous and minority language toponymy in each respondent country. In addition, the literature review was constrained by the inability of the contractor to read documents related to toponymic policies and practices in the languages of some responding countries, Finland in particular.

staff work closely with State geographic names authorities; Tribal, State, and local governments; land management agencies; and the general public in order to determine the choice, spelling, written form, and application of each name for official use” (slide 7 of Trent Palmer MS-Power Point file, pdf format, 28 Sept. 2017).

⁷ See http://files.hawaii.gov/dbedt/op/gis/bgn/HBGN_Agenda5_NameApplication-Puukupanaha.pdf and http://files.hawaii.gov/dbedt/op/gis/bgn/bgn_info-app.pdf.

3. Indigenous place-naming policies and practices internationally

3.1 Australia

Australia at a glance

In 2016, the total estimated population of Australia was 24,385,600; 649,200 were of Aboriginal and Torres Strait Islander origin. By 1990, only 90 of the original 371 Indigenous languages survived, and of these only 20 were considered “strong”; the remaining 70 were considered “threatened” or “severely endangered.” Renaming of features by European explorers, surveyors and settlers, language loss, and other pressures have eroded Indigenous placename knowledge. Australian state and territory place-naming boards and committees are members of the Permanent Committee for Place Names (PCPN). All of Australia’s place-naming authorities reference Indigenous placenames in their legislation, policies, standards documents and/or guidelines. High-level guidance for place-naming throughout Australia is provided by the PCPN’s *Guidelines for the Consistent Use of Place Names*. All such authorities have some kind of dual naming policy in place, and most have an explicit Indigenous consultation policy as well.

At the point of contact with Europeans in the 1600s and 1700s, Australia’s Indigenous peoples — Aboriginal and Torres Strait Islander peoples — comprised an estimated 600 to 700 territorial groups who communicated by way of approximately 371 languages and numerous dialects.⁸ Captain James Cook took possession of the continent for Great Britain in 1770 and colonization proceeded shortly thereafter, commencing on the east coast, in the Sydney area of New South Wales. By the latter part of the 19th century, six autonomous colonies had been constituted: New South Wales, Queensland, South Australia, Tasmania, Victoria and Western Australia; these were federated in 1901 to become the modern state of Australia. The Northern Territory was separated from Southern Australia in 1911, but did not obtain responsible government until 1978. In 2016, the total estimated population of Australia was 24,385,600 people, 649,200 of whom were of Aboriginal and Torres Strait Islander origin.⁹

Similar to the colonial experiences of Indigenous peoples elsewhere in the world, the health, socio-economic, cultural and demographic impacts of European settlement on Australia’s Indigenous peoples were profound. Language loss was one such impact. By 1990, only 90 of the original 371 Indigenous languages survived, and of these only 20 were considered “strong”; the remaining 70 were considered “threatened” or “severely endangered” (McConvell and Thieberger 2001: 17).¹⁰ Indigenous place-naming suffered as well, due largely

⁸ See Yale linguistics professor, Claire Bowern’s “Master List of Australian Languages” (2012) <https://pamanyungan.sites.yale.edu/master-list-australian-languages-v12>; also <https://anggarrgoon.wordpress.com/2011/12/23/how-many-languages-were-spoken-in-australia/>.

⁹ Australian Demographic Statistics, Dec. 2016. (<http://www.abs.gov.au/AUSSTATS/abs@.nsf/allprimarymainfeatures/432B4729A87614B1CA2581A70015892B?opendocument>); and Census: Aboriginal and Torres Strait Islander population (<http://www.abs.gov.au/Ausstats/abs@.nsf/dd0ca10eed681f12ca2570ce0082655d/02d50faa9987d6b7ca25814800087e03!OpenDocument>).

¹⁰ Yale linguistics professor, Claire Bowern, says the current best estimate for the number of surviving Aboriginal languages in Australia is 145, based on a survey done by the Australian Institute of Aboriginal and Torres Strait

to Indigenous names being ignored or replaced by new ones bestowed by explorers, surveyors, and other representatives of the settler society.¹¹

Before European colonisation, the whole of Australia was mapped by a network of place names in Indigenous languages. In the past couple of centuries, this intricate network has been overlaid by an introduced system of place naming, and the traditional names supplanted. Some vestiges remain with the introduced system, but they have been imported without consultation with the users, and are accompanied by mutilation of their forms, misunderstanding of their application, disinterest in their meaning and the loss of the associated stories.

AIATSIS and FATSIL 2005: 167

There is no national place-naming authority in Australia analogous to the GNBC. However, Australia is a partner in the Australian and New Zealand Spatial Information Council (ANZLIC). ANZLIC is the top-level entity in Australia and New Zealand responsible for “policies and strategies to promote accessibility and usability of spatial information. ANZLIC is an advocate for the resolution of national level issues and provides a link between government and industry, academia and the general public.”¹² ANZLIC has a standing committee, the Intergovernmental Committee on Surveying and Mapping, which is responsible for government surveying and mapping, and which has several permanent committees and working groups, including the Permanent Committee for Place Names (PCPN).¹³ Although New Zealand and each Australian state and territory have a placename registrar, place-naming board or committee for approving or registering toponyms, it is the PCPN “that coordinates place-naming activities across Australia and New Zealand.” Members of PCPN include Australian state and territory place-naming boards and committees, the Government of New Zealand, and other organisations with responsibilities for and interest in place-naming, such as the Australian National Placenames Survey, Great Barrier Reef Marine Park Authority, Australian Antarctic Division, Australian Hydrographic Office, and Australian Department of Defence.¹⁴

The PCPN produced the *Gazetteer of Australia 2012* in cooperation with the National Geographic Information Group and Geoscience Australia. It contains placenames from several sources, such as official placename registers and gazetteers maintained by each Australian State and Territory.¹⁵ A scalable online map server provides access to the placenames database, which can be searched using Indigenous or non-Indigenous names. For example, Map 1 shows

Islander Studies (AIATSIS) (Claire Bovern email to P. Armitage 22 Mar. 2018). The survey could not be accessed prior to report final because the AIATSIS website was not operational.

¹¹ See Helander’s discussion of “toponymic colonialism” including “toponymic silence” and “toponymic subjugation” (2014: 335).

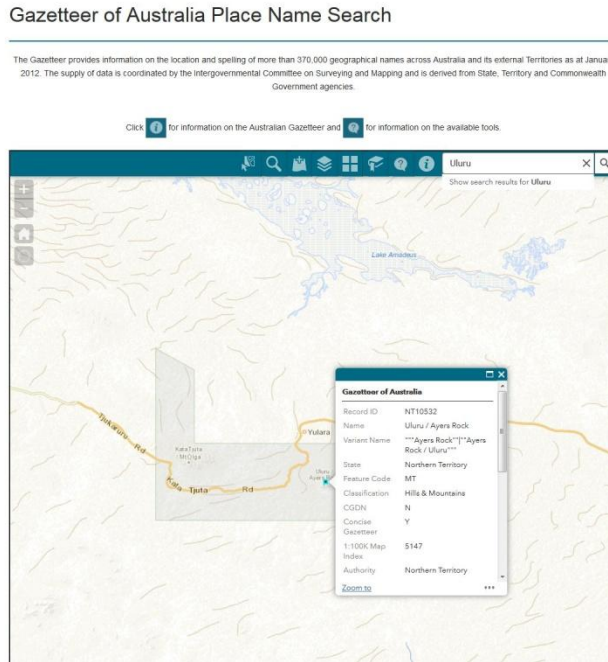
¹² For more information about the history and mandate of ANZLIC see <http://www.anzlic.gov.au/anzlic-council>, and http://www.anzlic.gov.au/sites/default/files/files/One_ANZ_Foundation_Spatial_Data_Framework_Booklet.pdf.

¹³ See <http://www.icsm.gov.au/about/index.html>.

¹⁴ See <http://www.icsm.gov.au/cgna/index.html>.

¹⁵ For information about the Gazetteer’s data structure, see <https://ecat.ga.gov.au/geonetwork/srv/eng/search#!e19a92fa-257c-159d-e044-00144fdd4fa6>.

the results of a query for the name “Uluru,” otherwise known as “Ayers Rock” in the Northern Territory of Australia. Figure 1 is the data record window associated with this query.



Map 1. The results of a query for “Uluru” in the *Gazetteer of Australia 2012* placenames database

Record ID	Name	Variant Name	State	Feature Code	Classification	CGDN	Concise Gazetteer	1:100K Map Index	
	Yulara Cultural Centre		Northern Territory						
NT21625	Uluru (Ayers Rock - Mt Olga) National Park		Northern Territory	RESV	Parks & Reserves	N	N	5047	
NT10532	Uluru / Ayers Rock	'Ayers Rock' / 'Ayers Rock / Uluru'	Northern Territory	MT	Hills & Mountains	N	Y	5147	
NT19304	Valley of The Winds Lookout		Northern Territory	LOOK	Built Structures	N	N	5047	
NT19340	Von Dousse Hill		Northern Territory	HILL	Hills & Mountains	N	N	5046	
NT19761	Winnall Ridge		Northern Territory	RDGE	Hills & Mountains	N	N	5148	
NT20026	Yulara		Northern Territory	LOCB	Towns & Localities	Y	Y	5047	
NT22281	Yulara		Northern Territory	LOCB	Towns & Localities	Y	N	5047	

63 features 1 selected

Figure 1. The data record window associated with the query “Uluru” in the *Gazetteer of Australia 2012* placenames database

All of Australia’s place-naming authorities reference Indigenous placenames in their legislation, policies, standards documents and/or guidelines. Placenames Acts and related documentation that reference Indigenous toponymy are summarised below (Table 2).

Table 2. Australian placenames legislation, guidelines, and policy documents

State/Territory	Name of Placenames Act	Guidelines, policies, standards documents for each authority
New South Wales	<i>Geographical Names Act 1966 No. 13</i>	Place-naming fact sheets
Northern Territory	<i>Place Names Act</i>	Policies, procedures, rules and guidelines - online information
Queensland	<i>Place Names Act 1994</i>	Naming principles
South Australia	<i>Geographical Names Act 1991</i>	Geographical names guidelines
Tasmania	<i>Survey Co-ordination Act 1944</i>	Aboriginal and dual naming policy
Victoria	<i>Geographic Place Names Act 1998</i>	Naming rules, statutory requirements for naming roads, features and localities
Western Australia	<i>Land Administration Act 1997</i>	Policies and standards for geographical naming in Western Australia

New South Wales has a Geographical Names Board of New South Wales, one member of which must be nominated by the New South Wales Aboriginal Land Council. Powers and functions of the board include compiling and maintaining “a vocabulary of Aboriginal words used or suitable for use in geographical names and to record their meaning and tribal origin.”¹⁶ The Board’s policies, guidelines, placename application form, and dual naming fact sheet (which explains the dual naming policy, guidelines for such naming, and the need for consultation with Aboriginal communities) are published online.¹⁷

The Board is committed to the preservation and promotion of Aboriginal languages and acknowledging Aboriginal culture through place-naming in NSW. The Board does this by preferencing traditional Aboriginal place names or names with Aboriginal origin wherever it can, restoring traditional Aboriginal names to features with introduced names through its dual naming policy, and recognising important traditional Aboriginal placenames alongside longstanding introduced names.¹⁸

Northern Territory’s *Place Names Act* establishes a Place Names Committee with the authority to recommend names and name changes to the responsible minister.¹⁹ The Committee publishes its policies, procedures, rules of nomenclature, and guidelines online, including those related to dual names. It “recognises that there may be one or many Aboriginal names for a particular feature” and encourages “the recording of Aboriginal place names and in

¹⁶ *Geographical Names Act 1966 No. 13*. <https://www.legislation.nsw.gov.au/inforce/cd38e10f-aa5a-4ceb-ea02-cc4993571190/1966-13.pdf>.

¹⁷ See Geographical Names Board of New South Wales Fact Sheets. http://www.gnb.nsw.gov.au/publications/fact_sheets.

¹⁸ See http://www.gnb.nsw.gov.au/place_naming/dual_naming. The dual names policy is explained here http://www.gnb.nsw.gov.au/_data/assets/pdf_file/0004/58837/GNB_Dual_Naming_2017.pdf.

¹⁹ *Place Names Act* (<https://legislation.nt.gov.au/Legislation/PLACE-NAMES-ACT>); Policies, Procedures, Rules and Guidelines online information (<https://placenames.nt.gov.au/policies>).

so doing abides by the Committee for Geographical Names in Australasia's (CGNA) "Policy guidelines for the recording and use of Aboriginal and Torres Strait Islander Place Names."²⁰

Regarding its procedures for the naming of places, **Queensland's Place Names Act 1994**, states "*Place naming issues are issues relevant to the naming of Places [including].... Aboriginal tradition and Island custom.*" The state does not have a geographical names or nomenclature board per se; place-naming is managed by the Department of Environment, Land and Water, through the departmental unit, Queensland Place Names. Local authorities are responsible for naming features of the built environment such as streets and parks within their boundaries. The Queensland government publishes its place-naming processes, principles, a description of documentation required for proposals, a "place name suggestion form," and other related information online. The principles related to Aboriginal and Torres Strait Islander names address alternative and dual names and the need for consultation with local Indigenous communities.²¹

South Australia does not have a geographical names or nomenclature board or committee. Instead, under the *Geographical Names Act 1991*, the Surveyor-General has the authority to *inter alia* "investigate and determine.... (i) the form, spelling, meaning, origin or history of the name of a place; and (ii) the application and usage of the name of a place." The Act provides for dual geographical names, which can be "an aboriginal name that is the aboriginal name used for a place," and "another name assigned to the place by the Minister."²² The state publishes its place-naming guidelines and principles online, and these cover documentation requirements regarding name proposals, dual naming, consultation requirements with Aboriginal communities, Aboriginal language orthographies, etc.²³

Tasmania's Survey Co-ordination Act 1944 provides for a Nomenclature Board with several functions, including the assignment of placenames to any place in the state, the adoption of "rules of orthography and nomenclature in respect" of them, and the creation and maintenance of a placenames register. The Act defines a place as "any town, township, mining district, area of land, locality, mountain, hill, peak, pass, glen, valley, forest, river, stream, creek, ford, lake, lagoon, marsh, bay, harbour, cape, promontory, railway station, standard permanent mark, or other topographical feature, but does not include a street in a city or town."²⁴ There is no explicit mention of Indigenous or dual names in the Act.

Victoria's Geographic Place Names Act 1998 provides for a Registrar of Geographic Names, a Register of Geographic Names, a Geographic Place Names Advisory Committee, and Geographic Names Policy Guidelines. The Registrar is responsible for the Office of Geographic Names (OGN), which manages place-naming of natural features, localities and roads

²⁰ See <https://placenames.nt.gov.au/policies>; see also Watt (2002).

²¹ See <https://www.qld.gov.au/environment/land/place-names/naming/principles>.

²² See

<https://www.legislation.sa.gov.au/LZ/C/A/GEOGRAPHICAL%20NAMES%20ACT%201991/CURRENT/1991.39.UN.PD.F>.

²³ See <https://www.sa.gov.au/topics/planning-and-property/planning-and-land-management/suburb-road-and-place-names/geographical-names-guidelines>.

²⁴ See <https://www.legislation.tas.gov.au/view/whole/html/inforce/current/act-1944-086>.

throughout the state, and maintains the register of placenames (VICNAMES). The policy guidelines “must set out the process to be followed before selecting or assigning an Aboriginal or Torres Strait Islander name of a place.” Furthermore, the Act empowers a responsible minister to maintain a panel of persons for appointment as members of committees who have relevant toponymic knowledge, and at least one of whom has “knowledge background or experience in....aboriginal culture and language.”²⁵ In addition to encouraging the use of Aboriginal placenames by naming authorities, the OGN’s *Naming Rules for Places in Victoria* provide comprehensive guidelines related to dual naming and consultation with local Aboriginal communities. The guidelines include checklists that provide methodological, procedural and consultative guidance for proponents of new placenames or revised ones²⁶ (OGN 2016: 17).

Western Australia’s Land Administration Act 1997 gives a responsible minister the authority to “define and redefine the boundaries of, name, rename and cancel the names of, and, subject to this section, abolish land districts and townsites; and... name, rename and cancel the name of any topographical feature, road or reserve.”²⁷ There is no mention in the Act of a geographical names board, dual naming, consultation requirements, Aboriginal place-naming, or any other matter related to this. However, the Western Australian Land Information Authority, operating under the corporate name Landgate, is accountable to the Minister of Lands, and administers all official place-naming actions in the state.²⁸ A Geographic Names Committee provides place-naming recommendations to the Minister, while Landgate provides a secretariat to the committee. Landgate has published a comprehensive guidelines document, *Naming Rules for Places*, that addresses dual naming, orthography, Indigenous consultation requirements and recommendations (Landgate 2017). This document includes appendices, such as a list of feature classes (generics) and checklists, which provide some methodological, procedural and consultative guidance to local authorities, the public, and Aboriginal peoples who wish to propose placenames or name changes.²⁹

High-level guidance for place-naming throughout Australia is provided by the PCPN’s *Guidelines for the Consistent Use of Place Names* (2015).³⁰ Comprehensive guidelines specific to Indigenous placenames are provided in Appendix A of the document, *Guidelines for the Use of Aboriginal and Torres Strait Islander Place Names*. The guidelines point to the significant ontological differences between Indigenous and Euro-scientific toponymy; in particular, the way in which placenames are embedded in Indigenous worldviews.

²⁵ See

[http://www.legislation.vic.gov.au/Domino/Web_Notes/LDMS/LTObject_Store/ltobjst8.nsf/DDE300B846EED9C7CA257616000A3571/B71A743875F63195CA257C2F0079DA80/\\$FILE/98-7aa011%20authorised.pdf](http://www.legislation.vic.gov.au/Domino/Web_Notes/LDMS/LTObject_Store/ltobjst8.nsf/DDE300B846EED9C7CA257616000A3571/B71A743875F63195CA257C2F0079DA80/$FILE/98-7aa011%20authorised.pdf).

²⁶ See for example Appendix C, section 3, re. “Aboriginal names for features.”

²⁷ See http://www7.austlii.edu.au/cgi-bin/viewdb/au/legis/wa/consol_act/laa1997200/.

²⁸ See <https://www0.landgate.wa.gov.au/about-us>.

²⁹ See for example Appendix 7B: “Aboriginal and dual naming worksheet.”

³⁰ While both Australia and New Zealand are members of the PCPN, these guidelines apply only to Australian place-naming authorities. Place-naming guidelines in New Zealand are addressed in *Frameworks of the New Zealand Geographic Board Ngā Pou Taunaha o Aotearoa* (2017).

<https://www.linz.govt.nz/regulatory/place-names/about-new-zealand-geographic-board/frameworks-new-zealand-geographic-board-ng%C4%81-pou-taunaha-o-aotearoa>.

The land is seen by Aboriginal people as the sacred centre piece of Aboriginal religion and its features are seen as icons within a vast natural cathedral continually occupied by Aboriginal people whose fundamental existence is the bond between the land, people and spirituality. An important aspect of this link is the names given to features on the land that relate to the ancestors, stories, song and dance.

PCPN 2015: 13

Furthermore, “Aboriginal and Torres Strait Islander place names represent gifts from those cultures, the sharing of which imposes ethical obligations on the users” (PCPN 2015: 16).

Sensitivity to this ontological difference is expressed concretely by the PCPN:

...in the [r]ecognition that some Aboriginal and Torres Strait Islander place names may be subject to restrictions that must be respected. (This may apply to some names in common usage which are of a very sensitive nature – either sacred or offensive. Names in this category may be revealed following the establishment of good relations between the communities and the nomenclature authorities, and should be negotiated on an individual basis).

PCPN 2015: 15

The policies of some place-naming authorities; for example, South Australia and Western Australia, explicitly mention the need for such sensitivity in requesting proponents to not publish the names of sensitive Aboriginal historical sites in public information. Some authorities also deal explicitly with pejorative (racist) names. Regarding culturally sensitive names, the Western Australian policy says:

[t]here may be some instances where the details and location of a topographical feature name may need to be held back from appearing in the public domain. In these instances, Landgate will decide if it is in the state’s interest to have the details of such names suppressed from public access. Examples of such instances may include the location of Aboriginal heritage sites where there may be state or national security implications or where Landgate has identified other reasons such as public safety concerns. These names and their locations will still be registered within the state’s Gazetteer, but they will be assigned the name type of ‘sensitive/secured’ name and will only be released to individuals, agencies or groups who make a written formal request to Landgate justifying access to such information.

Landgate 2017: 8³¹

Tasmania’s Nomenclature Board has an explicit policy with respect to pejorative names; namely, “consideration will be given to renaming places or features where the existing name is considered offensive to the Tasmanian Aboriginal community.”³²

³¹ For South Australia see <https://www.sa.gov.au/topics/planning-and-property/planning-and-land-management/suburb-road-and-place-names/geographical-names-guidelines>.

³² See http://www.dpac.tas.gov.au/_data/assets/pdf_file/0008/189314/Aboriginal_and_Dual_Naming_Policy.pdf; also

Highlights of the PCPN's Aboriginal and Torres Strait Islander place-naming guidelines include the following:

- "Aboriginal and Torres Strait Islander place names [are]...preferred as the name to be used for any feature that does not have a name recognised by the relevant place name authority" (PCPN 2015: 14);
- The orthography of a place name should agree "with the orthography (if one exists) of the language from which the place name originates" (ibid.: 15);
- "Adjustments may be made to the spelling of place names in consultation with the local Aboriginal or Torres Strait Islander community if the current form is under threat of mispronunciation by the wider community or has been previously incorrectly represented" (ibid.: 15);
- "Where a writing system already exists and is in use by the community, that system should be used as the basis for the correct spelling of place names by nomenclature authorities" (ibid.: 16);
- "English generic terms should be used to specify the type of feature involved, unless cultural reasons make this inadvisable" (ibid.: 16);
- "Aboriginal and Torres Strait Islander communities [should]... be consulted on all dealings concerning Aboriginal or Torres Strait Islander place names in their areas of current occupation and traditional association, in line with self-determination policies. (This includes any proposals to assign new names, alter spellings, institute a dual naming system etc.)" (ibid.: 14);
- There should be "no interference with established Aboriginal or Torres Strait Islander place names without the consent of the relevant community. (This applies to names in any location)" (ibid.: 15);
- "The Australian Institute for Aboriginal and Torres Strait Islander Studies [should] be used as a resource to assist in the development of a writing system for any specific language which does not have an existing system. (AIATSIS can assist with advice regarding linguist/anthropologists who have worked with the language group, previous surveys, etc.)" (ibid.: 14);
- Nomenclature authorities should undertake to educate when possible "the general community in the use and pronunciation of Aboriginal and Torres Strait Islander place names. (This can be started by the use of authorised names on maps, wide distribution of policies, taking opportunities to speak to appropriate and interested groups, various media releases etc., all of which can be very beneficial without the need to be involved in costly programs)" (ibid.: 14);
- Nomenclature authorities should commit "to the continuing development of appropriate procedures to facilitate the recording and use of Aboriginal and Torres Strait Islander place names and State and Federal governments recognise the need to provide funding" (ibid.: 14);

- “Education is seen as a crucial factor for increasing the awareness, knowledge, and correct pronunciation of names of Aboriginal and Torres Strait Islander origin, and in educating the wider community about the importance of place names to these cultures.... Nomenclature authorities should commit
 - to undertake, where possible, an educative role in popularising correct spelling and pronunciation of Aboriginal and Torres Strait Islander place names;
 - to create an awareness among Aboriginal and Torres Strait Islander people of the importance of being able to preserve culture through place names, and to minimise the encroachment of new European names on the landscape, particularly for features of high cultural significance” (ibid.: 16).
- “A dual naming system or use of alternative names may be used as a management and educative tool for naming physical and environmental features of significance to the local Aboriginal or Torres Strait Islander community when an official name already exists and when a name change is not possible or acceptable” (ibid.: 17);
- “Roman characters should be used in preference to other syllabic forms” (ibid.: 17);
- “Where alternative spellings of a specific Aboriginal or Torres Strait Islander name exists, only one official spelling should be used following consultation with the relevant community” (ibid.: 17); and
- “Aboriginal and Torres Strait Islander place names are to be actively sought with the assistance of the State/Territory and Federal Governments” (ibid.: 17).

The PCPN’s dual naming depiction guidelines address the order and style of Indigenous names with respect to their depiction on cartographic products:

In Australia, whichever of the two names of the same feature that is most likely to be used by the local community is to be used first in a sequence.... The sequence of the name should be reviewed at regular intervals. If a visual separator is required, it shall be a solidus preceded and followed by a space ‘ / ’.... Both the indigenous part and the introduced part of the dual name shall be in the same font, font type, font size, font style and colour.... Both parts of the dual name shall be shown on official maps such as topographic maps and hydrographic charts.

PCPN 2015: 19

Many of PCPN’s policies and recommended practices are reflected in those of the individual Australia’s place-naming authorities. All Australian states and territories have adopted dual names policies, but these and other policies vary in terms of their application, consultation requirements, adoption of Aboriginal generics, and procedures for proposing new or revised names. To date, South Australia has assigned dual names to 300 features and has assigned about 6,000 Aboriginal names to features that were previously unnamed in its records.³³ New South Wales has 20–30 dual names, Tasmania has 8–12 dual names, and Western Australia has one dual name, while Queensland currently has none. Northern Territory has taken a composite name approach, meaning that a name has two components: an Aboriginal name and

³³ South Australia’s toponymic productivity is due in large measure to its placenames surveys and collaborations with university-based researchers. See references to South Australia’s placenames surveys in UNGEGN (2007).

an English-language one. It has named two features with composite names to date (e.g., Uluru / Ayers Rock).³⁴

Some jurisdictions explicitly recommend consulting Aboriginal organizations with authority and expertise in language matters, and suggest retaining anthropological and linguistic expertise (see Landgate 2017: 65). The practice in South Australia, in recognition of Aboriginal self-determination, is to consult Aboriginal groups first to determine their needs and aspirations, and to help them recruit social science expertise if needed for the development of placename orthographies and other technical matters.³⁵

As noted previously, the PCPN recommends that “Aboriginal and Torres Strait Islander place names are to be actively sought with the assistance of the State/Territory and Federal Governments” (PCPN 2015: 17). To date, however, funding Aboriginal toponymic research has been difficult, relying heavily on academic initiatives supported where possible by in-kind contributions from place-naming secretariats and other such bodies.³⁶ One example of such collaboration comes from South Australia:

William Watt of the South Australian Geographic Names Board has worked with [Dorothy] Tunbridge and Adnyamathanha people to assign Adnyamathanha names to various features in the Flinders Ranges, and with Pitjantjatjara people and the linguist Cliff Goddard to assign names in the Anangu Pitjanjatjara lands in the north-west of South Australia. They have also been able to work with Ngarrindjeri people and older records to assign Indigenous names to features without existing official names along the Coorong.”

Hercus and Simpson 2009: 9

Unfortunately, other academic toponymic work in Australia has been disconnected from placename officialization processes because linguists and other social scientists working with Indigenous peoples have not submitted names to place-naming authorities. Academic theses and the private records of university-based researchers are a potentially valuable source of Indigenous placenames that could be made official.³⁷

Neither the PCPN nor any of the Australian State and Territory place-naming authorities have published methods guidebooks or best practices for the documentation of Indigenous placenames. It appears that methods statements are left to Indigenous language experts and the linguists, anthropologists and other social scientists who work with them. Furthermore, it appears that placename documentation in Australia does not require names proponents to delimit the spatial extents of named features, although William Watt (mentioned previously)

³⁴ William Watt, Department of Planning, Transport and Infrastructure, Government of South Australia, personal communication to P. Armitage 20 Mar. 2018.

³⁵ William Watt, Department of Planning, Transport and Infrastructure, Government of South Australia, personal communication to P. Armitage 20 Mar. 2018.

³⁶ For example, see Dorothy Tunbridge’s academic toponymic research in South Australia (Tunbridge 1987). For an overview of research regarding Indigenous place-naming in Australia, see Hercus and Simpson (2009).

³⁷ William Watt, Department of Planning, Transport and Infrastructure, Government of South Australia, personal communication to P. Armitage 27 Feb. 2018.

has used an ethnographic methodology whereby he visited features with local Indigenous experts, who described their spatial extents.³⁸ The digital geometry of toponym spatial extents is not provided in names proposals, and appears not to be a methodological requirement in any place-naming applications, either for Indigenous or non-Indigenous names. Although some authorities have policies concerning the use of English-language generics (feature types) with Aboriginal toponyms, no policies address the issue of topo-complexes, which are placenames that label two or more features, each of which has a separate feature class (generic) in English.

State and territory policies and practices regarding dual naming, consultation, generics and other matters are summarised below, with the relevant text presented verbatim.

Dual naming policy and practice

New South Wales — “The dual naming system applies to already named geographical features such as rivers, creeks, waterfalls, beaches, harbours, islands, mountains and caves – specifically those cultural and environmental features of significance to the local Indigenous community. Relying on community involvement, a dual name can be assigned where there is strong evidence, in the form of written or oral tradition, of a pre-existing Indigenous place name. It should be noted that the dual naming policy applies to geographical and environmental features; it does not apply to suburbs, towns or streets.... Whichever of the two names of the same feature that is most likely to be used by the local community is to be used first in a sequence. The order of the names will be reviewed by the GNB [Geographical Names Board] at regular intervals who will then inform mapping agencies on any changes to the naming sequence. If a visual separator is required, it shall be a solidus preceded and followed by a space ‘/’ ...Both the indigenous part and the introduced part of the dual name shall be in the same font, font type, font size, font style and colour.”³⁹

Queensland — “Alternative names can be used to recognise the Aboriginal or Torres Strait Islander name for a geographic feature where an approved name already exists and a name change is not acceptable. Alternative names are usually shown on maps and signs in brackets after or below the approved name, e.g. Big Woody Island (Tooliewah). Dual naming is a management tool that can be used to gradually change the name of a geographic feature where an approved name already exists and a sudden change to the Aboriginal or Torres Strait Islander name is not possible or acceptable. Dual names consist of two parts separated by a forward slash (/) and the order of the parts is to be reviewed at regular intervals (e.g. Uluru/Ayers Rock). In Queensland, geographical features may be given either a dual name or an alternative name, but not both.”⁴⁰

Northern Territory — “In the Northern Territory, dual naming is where a physical feature has been officially given a name which includes both the traditional Aboriginal name and the introduced European (or English) name recorded by an explorer. The name can be in either order and is separated by a solidus (/) and is registered as one name. The order the name

³⁸ William Watt, Department of Planning, Transport and Infrastructure, Government of South Australia, personal communication to P. Armitage 27 Feb. 2018.

³⁹ See http://www.gnb.nsw.gov.au/_data/assets/pdf_file/0004/58837/GNB_Dual_Naming_2017.pdf.

⁴⁰ See <https://www.qld.gov.au/environment/land/place-names/naming/principles>.

appears will be determined by the Place Names Committee after consultation with all interested parties. The name as approved and registered should be shown on and in official documents and publications, however in unofficial documents and publications either name can be used. Over time the order the dual names appear may be changed.”⁴¹ Uluru / Ayers Rocks is the first dual name for a geographic feature in the Northern Territory.⁴²

South Australia — “In order to retain and record both the Aboriginal and European nomenclature heritage of South Australia, the *Geographical Names Act 1991* provides for a dual geographical name to be assigned to a place. In practice, dual geographical names will be assigned to geographical and topographical features that have a traditional Aboriginal and another name – eg the feature known as Mount McKinlay is also known by its Aboriginal name Wayanha. When assigning or recording a name to a previously unrecorded natural feature, priority will be given to assigning or recording the traditional Aboriginal name for that feature. When assigning or recording a name to a previously unrecorded natural feature that has an unrecorded European name in local usage, every effort will be made to determine if an Aboriginal name exists for that feature and a dual name will be assigned or recorded. If a feature with an assigned or recorded European name is found to have an unrecorded Aboriginal name, the feature will be dual named.”⁴³

Tasmania — The state’s Nomenclature Board has an Aboriginal and Dual Naming Policy that gives preference to “Aboriginal place names for any geographic feature or place that does not already have an existing official name.” Their dual naming policy states that “Aboriginal names can be applied to geographic features and places that already bear registered names and when a name change is not possible or acceptable. Both will be registered names, and both names will be used together in the future and appear together on all official documents and maps. It is expected that some Aboriginal names will replace the introduced name over time. The dual naming process gives the community time to adjust to the Aboriginal name.” Furthermore, the policy requires that consideration “be given to using an Aboriginal name for a natural geographic feature or locality where an existing introduced name has weak community support (e.g. in this way, ‘narawntapu National Park’ was chosen to replace Asbestos Range National Park in 2000)...[W]here a traditional place name is not known as a consequence of the disruption of Aboriginal occupation and language, the use of another Aboriginal name as a place name is also acceptable where the meaning of the word is appropriate for its intended use.”⁴⁴

⁴¹ See <https://placenames.nt.gov.au/policies/dualnaming>.

⁴² “In 1873, Ayers Rock and Mount Olga were named by the SA Government (recorded in South Australian Parliamentary Paper 48 of 1873). Since 1894, both Uluru and Kata Tjuta in varying forms have been recorded, though not as widely as their English equivalents, named by the SA Government. On 15 December 1993 this feature was the first officially dual named feature in the Northern Territory - Ayers Rock / Uluru. Following a request from the Regional Tourism Association in Alice Springs, on 6 November 2002 the order of the dual names was officially changed to Uluru / Ayers Rock.” <https://placenames.nt.gov.au/policies/dualnaming>.

⁴³ See <https://www.sa.gov.au/topics/planning-and-property/planning-and-land-management/suburb-road-and-place-names/geographical-names-guidelines>.

⁴⁴ See

http://www.dpac.tas.gov.au/_data/assets/pdf_file/0008/189314/Aboriginal_and_Dual_Naming_Policy.pdf; and

Victoria — The Office of Geographic Names (OGN) guidelines document, *Naming Rules for Places in Victoria*, spells out the state’s dual naming policy in some detail (OGN 2016). A dual name “consists of one name comprised of one non-Aboriginal and one Aboriginal name, which must be used together as the registered legally recognised name for the feature.” The full text of the dual naming policy is provided in Appendix 2 of that document. Key provisions include the following:

- “Geographic names, except when they are proper nouns, must be written in standard Australian English or a recognised format of an Aboriginal language local to the area of the road, feature or locality” (OGN 2016: 19);
- “Names taken from a language other than English that represent geographical features generally use generic terms and will be allowed, unless the combination produces a duplication of sense. For example, Tor Mountain would not be allowed because Tor means mountain” (ibid.: 19);
- “Diacritical marks (symbols such as ´, ¸ or ˘) will be omitted from names drawn from languages that use such marks. For example, Cape Reamur (not Cape Réamur)” (ibid.: 20); and
- “The feature type should be included in a feature’s name and located after the unique feature name. This is to minimise possible confusion over the feature type to which the name applies. For example, the naming of Waterlands Park enables users to understand that the feature Waterlands is parkland. An exception to this is the use of Aboriginal names or words if the Aboriginal name already includes details of the feature type. For example, Birrarung Marr is a park in Melbourne, with Marr translating from the Woiwurrung language to mean ‘park’ in English” (ibid.: 37).

Western Australia has a detailed dual naming policy and procedures. In general, “the use of dual naming is supported as a means of giving concurrent and shared recognition of two cultures. Dual names shall always consist of two distinct name parts; usually one part of Australian English and the other of Aboriginal Australian language origin. Dual names may not be applied to most administrative boundaries, infrastructure or constructed features such as roads, bridges or communication towers. They may be applied to natural topographic features, bounded areas such as state forests, national parks and crown land reserves” (Landgate 2017: 6). The main elements of the dual naming policy are as follows:

- “Selection of any Aboriginal or dual name must take into consideration the impact the name will have on the wider community. The selection shall recognise that such names may bear specific provenance to the history or geography of a specific area or Aboriginal language group. Investigation into this level of association must be included as part of any assessment in determining the assignment of an Aboriginal or dual name” (ibid.: 64);
- “If an Aboriginal or dual name is situated near a state boundary, care must be taken to avoid duplication with names used in the other states or territories. If an Aboriginal or

http://www.dpac.tas.gov.au/divisions/csr/oaa/aboriginal_and_dual_naming_policy; see also <http://dpipwe.tas.gov.au/Documents/Aboriginal-and-dual-naming.pdf>.

dual name crosses a state or territory border, the process for the selection of a suitable name shall include consultation with relevant Aboriginal communities, state and applicable local government agencies and may require consultation with the wider community” (ibid.: 68);

- Only natural topographic features (for example, islands, mountains, ranges and lakes) may be named using Aboriginal or dual names and formally approved by Landgate.... Dual names shall not be applied to cultural features such as localities, administrative boundaries, Crown land reserves, open space recreation parks or reserves, constructed features such as roads, highways, bridges or communication towers etc. Approval of a dual name for an administrative boundary may only be considered if the administrative boundary has been created for the identification of land pertaining to an area with a recognised land claim, where the land is vested for the preservation of Aboriginal culture and or the natural environment, for example Lalang-garram / Camden Sound Marine Park” (ibid.: 68).
- “All Aboriginal or dual named features situated on land administered by other government agencies and authorities other than local governments must be named in accordance with the relevant Landgate naming policies. Commonwealth, state, territory or local government authorities or agencies responsible for the management of land administered by them, shall liaise with Landgate to develop practices and processes for the naming of Aboriginal or dual named features within these areas. Because of the varied nature of Aboriginal or dual name features that fall under the jurisdiction of different state government departments and authorities, Landgate prefers to establish individual naming policies and practices for each department or authority as required” (ibid.: 68);
- “All Aboriginal or dual named features situated within private, residential or commercial development areas must be named in accordance with the relevant Landgate naming policies. The landowner/developer, relevant Aboriginal communities and the local government(s) should work collaboratively to develop compliant names for the Aboriginal or dual named features within these areas” (ibid.: 68); and
- “When a name is proposed for a previously unnamed feature and information indicates that an Aboriginal name could also apply, in this instance the non-Aboriginal name shall appear first in the combined name, so long as it best reflects local community usage, for example Weaber Range / Jemarnde-wooningim. If a non-Aboriginal name has poor support in the general community and the origin and application of an Aboriginal name is well supported, a dual name shall be formed with the Aboriginal name appearing first. In some cases, a single well-supported Aboriginal name could be substituted for the poorly supported non-Aboriginal name, instead of adopting a dual name. Once a dual name is approved, signposts, maps and directories relating to the area shall feature both names. Dual names shall include a visual separator and it must be a solidus (‘/’) preceded and followed by a space, for example Mount Nameless / Jarndanmunha. The name as approved and registered shall be shown on and in official maps, documents, publications and signage. Both parts of a dual name shall be shown in the same font type, size, style and colour. Shortened versions are not to be used” (ibid.: 66).

Consultation with Indigenous communities

New South Wales – “All dual naming proposals require the support of the local aboriginal land council and, where relevant, tribal elders of the area. In some (rare) circumstances, a proposal may also need approval from a regional or State Aboriginal Land Council. If the geographical feature covers more than one aboriginal land council area (e.g., a river), approval is to be sought from each relevant council. A written proposal should be sent to the local aboriginal land council with details of the geographical or cultural site for which a dual name is being proposed. Proponents should ask the local aboriginal land council to help establish a meeting to discuss the proposal with local elders and representatives from established Aboriginal families. A copy of the proposal should also be sent to the regional aboriginal land council for comment. Proponents should specify the exact location, proposed name and spelling of the site within the proposal.... A dual naming proposal also needs to have the written support of the relevant local council. It is strongly advised that proponents should seek comment from appropriate local residents and community groups which can be used as supporting information for council’s consideration.”⁴⁵

Northern Territory’s Place Names Act includes a requirement to consult “interested persons” with respect to names of places “outside a local government area – the Land Council, within the meaning of the *Aboriginal Land Rights (Northern Territory) Act 1976*. It also provides for “naming or altering of the name of an Aboriginal community when the request has been made by an organisation representing the community.”⁴⁶

Queensland has no explicit policy or procedures with respect to place-naming consultation with Aboriginal people, although proponents of new or revised names must provide a “letter of support from the relevant local government—for locality changes, this should include an acknowledgment that the council may need to reallocate location addresses and notify affected persons.”⁴⁷

South Australia’s place-naming consultation policy states, “It is essential to consult with the Aboriginal community and obtain its agreement when determining indigenous place names.... In deciding whether to change the spelling of a name these points are considered: the views of the Aboriginal community.... Using traditional Aboriginal place names is encouraged but must be authorised by the relevant Aboriginal communities. Using a word from an Aboriginal language as a place name is also acceptable as long as it is derived from a local language and its translation is suitable. Names of sensitive Aboriginal historical sites will not be recorded on publicly available information.”⁴⁸

Tasmania’s Nomenclature Board’s policy on consultation states that “Aboriginal names will be advised to the Tasmanian Government by the Tasmanian Aboriginal Centre (TAC) as the

⁴⁵ See http://www.gnb.nsw.gov.au/_data/assets/pdf_file/0004/58837/GNB_Dual_Naming_2017.pdf.

⁴⁶ *Place Names Act* (<https://legislation.nt.gov.au/Legislation/PLACE-NAMES-ACT>); Policies, Procedures, Rules and Guidelines online information (<https://placenames.nt.gov.au/policies>).

⁴⁷ See <https://www.qld.gov.au/environment/land/place-names/naming/suggestions>.

⁴⁸ See <https://www.sa.gov.au/topics/planning-and-property/planning-and-land-management/suburb-road-and-place-names/geographical-names-guidelines>.

recognised representative Aboriginal language organisation. The TAC will also advise on correct spelling and form of previously registered Aboriginal names....That the Aboriginal and Dual Naming Policy will be implemented in accordance with the procedures developed with the Tasmanian Aboriginal community (through the TAC) and the Nomenclature Board....That any proposal to the Nomenclature Board (e.g. from local Government) for the use of Aboriginal names for Tasmanian features and places will be referred to the TAC by the proponent....That the TAC will consult with the Tasmanian Aboriginal community to confirm that each Aboriginal name is generally accepted by the community.”⁴⁹

Victoria’s Office of Geographic Names guidelines document, *Naming Rules for Places in Victoria*, states: “The use of Aboriginal languages in the naming of roads, features and localities is encouraged, subject to agreement from the relevant Traditional Owner group(s).... Naming authorities are strongly encouraged to consult with the relevant Traditional Owner group(s) prior to any public consultation on the proposed name(s). In instances of more than one relevant Traditional Owner group, naming authorities must consult all parties” (OGN 2016: 17). Section 7.3 of the guidelines, “Developing an Aboriginal naming proposal,” provides detailed advice concerning place-naming proposals and consultations with Aboriginal communities and organizations with respect to Aboriginal toponyms. Section 7.4 provides guidelines for “Traditional Owner” groups who wish to develop Aboriginal naming proposals.

Western Australia’s place-naming policy states: “Consultation with the relevant Aboriginal communities should be undertaken prior to any public consultation on the proposed name(s). In instances when there is more than one relevant Aboriginal group, consultation with all parties must be undertaken” (Landgate 2017: 6). “All dual naming proposals require the support of the native title representative body and, where relevant, tribal elders of the area. If the topographic feature covers more than one Aboriginal land council area, for example a river, mountain range etc, approval must be sought from each relevant council. A written proposal should be sent to the local Aboriginal land council with details of the topographic or cultural site for which a dual name is being proposed. The allowance of ample time for a reply may be required due to the local Aboriginal land council needing an unanticipated meeting to consider the proposal. If there is no response from the local or regional Aboriginal land council within three months, Landgate can submit the proposal to the Department of Aboriginal Affairs for consideration and support for its approval” (Landgate 2017: 70).

Western Australia’s place-naming policy also specifies consultation requirements with respect to Aboriginal-language orthographies, and provides for the use of “alternative names” in cases where there is more than one Aboriginal name for a feature:

In areas where the Aboriginal language has an existing writing system, any previously unrecorded name will be recorded in the form dictated by that established writing system. Where more than one language group has named a feature, all alternative names will be recorded in the appropriate form. Subject to approval from the relevant Aboriginal community, the name to be used in the public domain will be the name from the language group within which the feature is physically located. For new names where

⁴⁹ See http://www.dpac.tas.gov.au/_data/assets/pdf_file/0008/189314/Aboriginal_and_Dual_Naming_Policy.pdf.

no accepted orthography for the language exists, a linguist or anthropologist acceptable to the Aboriginal community concerned with the naming action should establish a practical orthography. For those names which were previously recorded and for which there is now a more accurate spelling available, decisions as to whether or not the spelling of the name is to be changed will be assessed by Landgate on an individual case basis. Consideration for such changes will be given to:

- the views of the Aboriginal community involved;
- the extent of the alteration required;
- the projected effect of the name change on the immediate and wider community; and
- the best method to alter the name in a culturally sensitive manner.

Landgate 2017: 65

Orthography

The policy of all state governments and territory in Australia has been to use Roman orthography only, with no diacritics. However, this policy predates PCPN's *Guidelines for Aboriginal and Torres Strait Islander Place Names* and is under review. One reason for the review is that many Aboriginal groups are still developing their orthographies, and one or more of these may use syllabics. South Australia has recently accepted diacritics, and thus far has adopted one Aboriginal placename that includes an underlined r to indicate a retroflex.

Generic toponym policy and practice

Three Australian place-naming authorities have explicit policies regarding the use of Indigenous generic terms. One issue is whether English-language generics should be combined with Aboriginal placenames, particularly when the Aboriginal ones already contain an Aboriginal-language generic. Another issue is whether Aboriginal generics have direct English-language equivalents. William Watt, from the Government of South Australia, said his jurisdiction needs to expand its feature classification concepts to take this latter issue into account.⁵⁰

Tasmania's policy is as follows: The "Aboriginal generic term for the type of geographic feature designated eg river, bay, mountain etc shall be used where it is known, rather than the generic term in English (e.g. 'timumili minanya' for Derwent River, not 'timumili River'). Where an Aboriginal generic word is not known, or does not form part of the Aboriginal place name, the Aboriginal word may be used without a generic term. The generic term may accompany the introduced place name in a dual name (e.g. kunanyi / Mount Wellington). Where the generic term does not exist in Aboriginal language, and there is agreement it is needed for clear identification of the location, the English generic term may be used with the preferred Aboriginal place name (eg narawntapu National Park)."⁵¹

⁵⁰ William Watt, Department of Planning, Transport and Infrastructure, Government of South Australia, personal communication to P. Armitage 27 Feb. 2018.

⁵¹ See http://www.dpac.tas.gov.au/_data/assets/pdf_file/0008/189314/Aboriginal_and_Dual_Naming_Policy.pdf.

Victoria's OGN guidelines document, *Naming Rules for Places in Victoria*, references a list of English-language generics (feature types)⁵² to facilitate placename registration proposals. The potential lack of equivalency between Aboriginal and English generics and topo-complexes are not addressed. Nonetheless, the uniqueness of Aboriginal geographic and toponymic concepts and naming is recognised by the OGN:

There are numerous features in Victoria that have Aboriginal names. In many instances, these features are defined differently to western concepts of place (e.g. middens, rocky escarpments, sites on a mountain or beach, rocky outcrops or stone arrangements), but their names are just as important to include in VICNAMES (Register of Geographic Names).

OGN 2016: 41

Landgate in **Western Australia** notes that

Some names have rare generic forms; for example, Shinbone Alley (valley), Imorogu Tabletop (hill), Devils Elbow (place name), and Rundle Patch (reef). New names shall contain the generic term appropriate to the nature of the feature. The generic term shall be recorded in English, or in an Aboriginal language appropriate to the area in which the feature is located.... Occasionally a name of Aboriginal origin, when fused with the specific, has a generic term that is similar in meaning to the French or English generic of the toponym. Examples are Badjirrajirra Creek, Whingawarrena Hill and Mount Gnurdungning. Whilst names such as these are quite acceptable the use of a generic term with an Aboriginal name is not mandatory.

Landgate 2017: 9

Furthermore,

If a single Aboriginal name is to be applied to an appropriate topographic feature, such should include as part of that name a feature class or generic, for example Mount Yetar Pindooral Clayhole. Appropriate feature classes must be selected from the official list of feature classes used within Western Australia.... The correct use of feature classes alleviates any possible confusion as to which feature the name is being applied to. Exceptions to this only occur with the use of Aboriginal names or words which already include details of the feature class within the name, for example Calijie (hill within the Shire of York).

Landgate 2017: 66

3.2 Finland

Finland at a glance

There is no specific law covering toponyms or national place-naming authority in Finland, and there are no "official" place names. However, the *Sámi Language Act* of 1992 gave official status to Saami languages in the Saami homeland, including a requirement to include Saami toponyms in government place-naming practices. The National Land Survey is a de facto place-

⁵² See "List of features accepted for registration" <https://www.propertyandlandtitles.vic.gov.au/naming-places-features-and-roads/naming-rules-for-places-in-victoria>.

naming authority because it produces maps and manages geospatial databases including placenames. The Institute for the Languages of Finland (ILF) is the primary language research body in Finland; it undertakes orthographic standardization and language planning and provides guidance to administrative bodies with respect to place-naming. These responsibilities are shared with the Giellagas Institute at the University of Oulu with respect to Saami language matters. Systematic research related to Saami toponyms commenced in the 1960s; to date, the ILF has 11,000 Saami placename card files in its Names Archive. These records are used for planning purposes, including the verification and standardization of Saami placenames. The ILF and Giellagas Institute have a research and advisory role only; they cannot impose place names on municipal councils, towns, cities, or other administrative bodies, government agencies or corporations. Place-naming authority rests with these bodies.

The Saami people are an indigenous minority in Finland, and are therefore the focus of this discussion. It should be noted, however, that Saami are also indigenous to northern Norway, Sweden, and the Kola Peninsula in the Russian Federation. Spelled “Sámi” in their own orthography, and formerly referred to in English as “Lapp,” the Saami use the term *Sápmi* to refer to the full extent of their territory in the Nordic countries and Russia. The Saami language is a member of the Finno-Ugric grouping of Uralic languages and is therefore distantly related to Finnish. There are ten distinct Saami languages, three of which are spoken in Finland: North Saami, Inari Saami and Skolt Saami. Like their neighbours in Norway and Sweden, Saami in Finland write using Roman-based orthographies, while the Kildin Saami immediately to the east in Russia use Cyrillics (Helander 2005: 60; Paikkala et al. 2017: 9).

The total Finnish population was an estimated 5,503,297 as of the end of 2016; however, a reliable estimate of the Saami population in Finland could not be determined for this report. Finland is a multilingual country in which Finnish and Swedish are the official state languages. The Saami were granted legal recognition in the Finnish constitution in 1995 (Müller-Wille 2004: 80), and Saami is an official minority language in four municipalities in the northern part of the country: Enontekiö, Inari, Sodankylä and Utsjoki. Of the total Finnish population, an estimated 1,969 (0.04%) people speak Saami, 88% speak Finnish, and 5.3% speak Swedish (Paikkala et al. 2017: 4). Most Saami people speak North Saami; Inari Saami and Skolt Saami are spoken by about 300 people respectively (ibid.: 9).

As noted by Müller-Wille (2004: 82), official maps produced by the National Land Survey (NLS) of Finland have always depicted Saami placenames, but “not in a systematic way representing the complete Sámi place name system known and used by the Sami locally.” In 1989, however, Nordic countries adopted policies to support Indigenous toponyms in national place-naming, and in Finland the *Sámi Language Act* of 1992 gave official status to Saami languages in the Saami homeland, including the right to use them in communications with government and in courts of law (Paikkala et al. 2017: 10). Moreover, the *Act* stipulated that in the Saami homeland “[o]fficial advertisements, notices and promulgations and other information releases to the public, as well as signs and forms intended for use by the public,

with their instructions” be prepared in the Saami language.⁵³ The reference to “signs,” here, means road signs along highways as well as other signage (Müller-Wille 2004: 82; Vuolab-Lohi 2005: 80).

Apart from the requirements of the *Sámi Language Act*, there is no specific law covering toponyms or national place-naming authority in Finland, and no “official” place names.⁵⁴ The NLS of Finland is a de facto place-naming authority, however, because it has the responsibility to produce maps and manage geospatial databases including placenames. The Institute for the Languages of Finland (ILF) is the primary language research body in Finland, undertaking orthographic standardization and language planning, and providing guidance to administrative bodies with respect to Finnish and Swedish place-naming.⁵⁵ The ILF and Giellagas Institute at the University of Oulu provide normative recommendations for Saami toponyms based on linguistic and historical research, taking into account everyday use of the names (Paikkala et al. 2017: 13).⁵⁶

The ILF’s Names Archive (*Nimiarkisto*) contains approximately 40,000 maps and more than 2.7 million placename card files covering Finland and neighbouring countries. These are used for research and planning by academic researchers, place-naming authorities, and the general public. Most of the placenames data are derived from field research by “trained linguists and students,” but some placenames have been obtained through “naming competitions” as well. According to the ILF, “[t]hese card files form the basis of a comprehensive nationwide toponym collection and index. The archive contains over 2.3 million card files for Finland alone. To date we have compiled an estimated 95 per cent of Finland’s traditional place names in Finnish and Saami.” Systematic research related to Saami toponyms commenced in the 1960s; to date, the NLS has 11,000 Saami placename card files in the Archive. These records are used for planning purposes, including the verification and standardization of Saami placenames. For example, verification work by NLS researchers led to the inclusion of the Saami name *Leaibejávri* in the NLS’s Geographic Names Register (GNR) and its depiction on maps that previously inscribed only the Finnish name *Leppäjärvi*.⁵⁷ See Map 2.

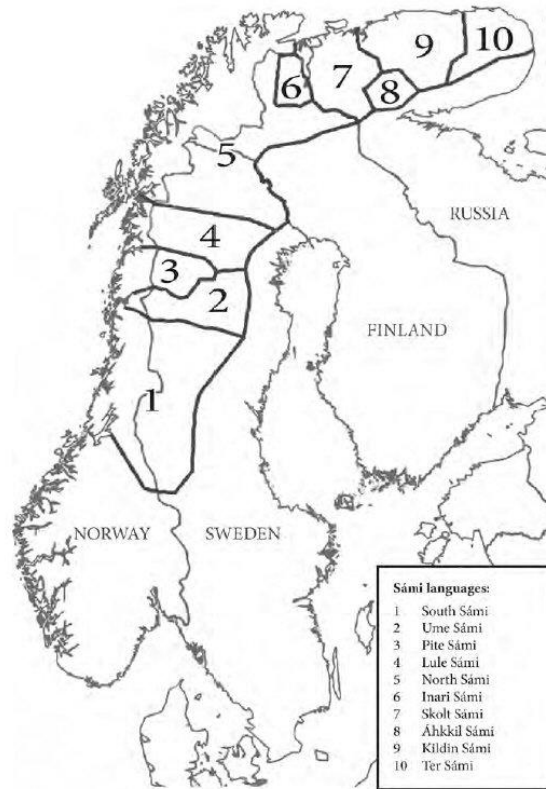
⁵³ See also *Sámi Language Act*. Ministry of Justice, Finland. Unofficial translation. <https://www.finlex.fi/en/laki/kaannokset/2003/en20031086.pdf>.

⁵⁴ Teemu Leskinen, email to P. Armitage and K. Kwiatkowski, 2 Mar. 2018.

⁵⁵ See the Institute for the Languages of Finland <https://www.kotus.fi>.

⁵⁶ See Giellagas Institute at the University of Oulu <http://www.oulu.fi/giellagasinstitute/node/40140>.

⁵⁷ See Institute for the Languages of Finland “Names Archive” https://www.kotus.fi/en/on_language/names/names_archive and “Saami Names on the Maps” https://www.kotus.fi/en/on_language/names/the_story_of_a_place_name/saami_names_on_the_maps.



Map 2. Location of Saami language speakers in Sápmi, in Nordic countries and Russia (from Helander 2014: 326)

The ILF provides guidelines for toponym documentation and planning by place-naming authorities.

Name planning constitutes part of urban and regional planning. When areas, services, authorities, organisations, etc. are developed or changed, new names may be needed. Just like all planning, name planning requires expertise and consideration. On its website, the Institute has compiled general guidelines for the planning of authorities' names as well as names for urban planning and addresses.⁵⁸

However, the extent to which the ILF provides Saami-specific guidelines and detailed toponymic, onomastic or geographic research methodologies is unknown.

The ILF and Giellagas Institute have a research and advisory role only; they cannot impose place names on municipal councils, towns, cities, or other administrative bodies, government agencies or corporations. Place-naming authority rests with these bodies. Therefore, for example, decisions regarding names of municipalities are made by municipal councils. Towns and cities have exclusive authority to name districts, streets, squares, parks, etc. within their

⁵⁸ See "Guidelines on name planning" https://www.kotus.fi/en/guidelines/guidelines_on_name_planning and "Guideline database" https://www.kotus.fi/en/guidelines/guideline_database.

borders, although proposed names are reviewed by the Ministry of Environment. Naming farms and estates is the prerogative of the NLS, while the Finnish postal service (Posti Group Corporation) names post offices, the Finnish railway company (VR) names railway stations, and the Finnish Transport Agency is responsible for road signage (Paikkala et al. 2017: 13).

Once these naming authorities have consulted the ILF or Giellagas Institute, and finalised new or revised toponyms, the names are submitted to the NLS for inclusion in the Geographic Names Register (GNR) and various cartographic products. The NLS maintains an excellent map server application with a scalable map, toponyms in Finnish, Swedish and the three Saami languages, as well as options to display aerial photographs, elevation shading, background maps, etc.⁵⁹ The map server's database query function allows users to search for toponymic records and the location of toponyms on the basemap. Search results are geolocated visually using purple teardrop icons; when clicked, these generate pop-up records describing the feature type, name of the municipality where the feature is located, and its geographic coordinates. Information related to the translation and explanation of a toponym is not provided. The toponyms depicted on the basemap are from the GNR which includes "data on some 800,000 named places and their standardised names in different languages. About 720,000 of the names are Finnish, 75,000 Swedish, 4,600 Inari Saami, 6,200 North Saami, and 650 Skolt Saami names."⁶⁰

Guiding principles for the presentation of Saami placenames in official texts, and on national topographic and other cartographic products, include the following:

- With respect to dual (multiple, parallel) names, Finnish, Swedish and each of the three Saami languages — North Saami, Inari Saami and Skolt Saami — are depicted on cartographic products where relevant (see Maps 3 and 4). Therefore, all possible names of a feature in any of the five languages may be depicted. In Sápmi, all Saami names in everyday use are depicted, but where there is also a Finnish name, the latter is always depicted first, followed by the North Saami name, the Inari Saami, and Skolt Saami names thereafter, in that order (Leskinen 2005: 109);
- NLS cartography of Enontekiö, Inari, and Utsjoki municipalities depicts North Saami, Inari Saami and Skolt Saami, and Finnish names in that order (Paikkala et al. 2017: 13);
- The NLS uses the uniform orthography adopted by the Nordic Saami Council in 1979, which includes a number of diacritics. For example, Inari Saami has the vowels *â* and *ä* and the diphthongs *iä* and *uá* while Skolt Saami has the vowels *â*, *3*, *ž*, *ǧ*, *g*, *ķ*, *õ*, *â*, and *ä* and the softening mark (') in addition to diphthongs *uo*, *ue*, *ua*, *uä*, *ie*, *iä* and *eä* (Paikkala et al. 2017: 10);⁶¹
- Only toponyms in everyday use are depicted in the NLS's cartographic products. The Survey's cartographers "do not invent new names for places lacking a name, nor do they

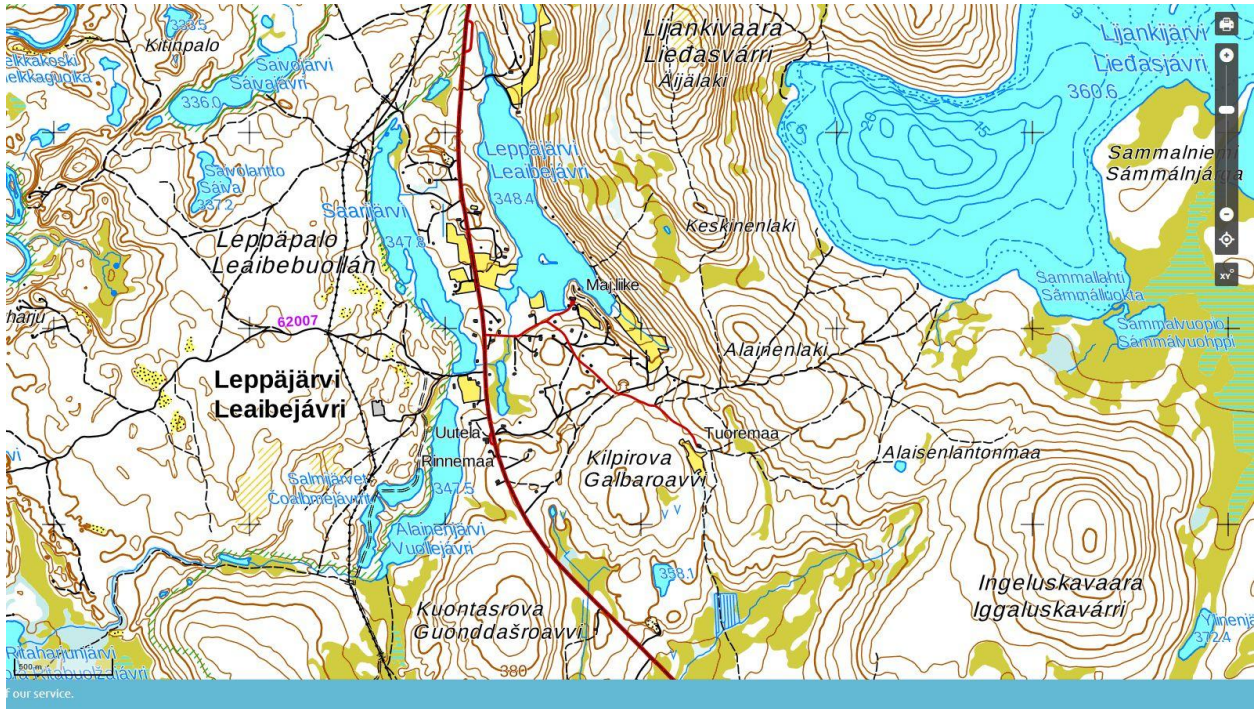
⁵⁹ See the "Maps and Spatial Data" page of the NLS's website <http://www.maanmittauslaitos.fi/en/maps-and-spatial-data/maps/view-maps>. Clicking on the MapSite URL on this page accesses a very user-friendly scalable map of Finland. <https://asiointi.maanmittauslaitos.fi/karttapaikka/?lang=en>

⁶⁰ Teemu Leskinen email to P. Armitage and K. Kwiatkowski, 2 Mar. 2018.

⁶¹ For a brief introduction to Saami alphabets and a pronunciation guide see Paikkala et al. 2017: 10, 12

create unattested name forms by translating or modifying names in another language” (Paikkala et al. 2017: 4); and

- Regarding the use of placenames in Finnish, Swedish and Saami texts, Finnish toponymic forms are preferred in that language, Swedish ones in Swedish texts, and Saami forms in Saami texts (Paikkala et al. 2017: 14). See Table 3 for examples of North Saami generic terms for landscape features.



Map 3. The Saami toponym *Leaibejávri* appears below the Finnish name *Leppäjärvi* on the NLS map of part of the Enontekiö municipality



Map 4. Multiple names are depicted for single features on this NLS map of part of the Inari municipality

Table 3. Examples of North Saami generic terms for landscape features (Paikkala et al. 2017: 20–21)

Generic	Meaning
<i>ája, ádjat</i>	source, spring; brook
<i>ávži</i>	canyon, gorge
<i>bákti, bákte</i>	bluff, cliff, rock
<i>bálggis</i>	path
<i>bealdu</i>	field
<i>buolža</i>	esker
<i>čohkka</i>	peak, mountain
<i>dievvá</i>	hill, slope
<i>duottar</i>	fell, fjeld, tundra
<i>eatnangeaidnu</i>	road
<i>eatnu</i>	stream, flow
<i>gáldu, gáldo</i>	source, spring
<i>gávpot</i>	town
<i>geavvŋis</i>	cataract, waterfall (rapids with fall in a great river)
<i>gilli</i>	village, hamlet
<i>gorži</i>	waterfall
<i>guoika</i>	rapid
<i>gurra</i>	gorge, gully, pass
<i>jeaggi</i>	bog
<i>skáidi</i>	interfluve (land between two joining waterways)
<i>vuopmi</i>	woodland; bottom (flattish stretch of a valley)
<i>vuotna</i>	fiord

3.3 Ireland

Ireland at a glance

Irish is an endangered language. According to the April 2016 census, 1.7% of the Irish population three years and older spoke Irish on a daily basis outside the education system. The promotion of Irish placenames became a priority soon after the creation of an independent Irish state in 1922. The *Official Languages Act 2003* provides various tools to support the Irish language, such as a Placenames Commission/Committee, which is supported by the Placenames Branch. The Branch conducts research into the placenames of Ireland and facilitates the officialization of such names through statutory placenames orders, a process involving public consultation. Together with Fiontar, the Irish-language school at Dublin City University, and the Ordnance Survey Ireland, the Branch created the bilingual Placenames Database of Ireland website (www.logainm.ie), to make validated Irish placenames and other toponymic and historical resources available to the people of Ireland via the internet.

Irish is a Celtic language member of the Indo-European language family, and is closely related to Scots Gaelic. Irish is endangered despite its official status in the constitution of the Republic of Ireland as the “national and “first official language” of the country. Although the decline of the language commenced during the industrial revolution, the Great Famine of 1845–49 and the resultant mass starvation and emigration greatly accelerated this decline (Woodham-Smith 1991). The population of Ireland dropped from an estimated 8 million people before the famine to 4.4 million in 1911. Mandatory English-language schooling and the stigmatised status of the Irish language under British rule exacerbated the decline. The April 2016 census estimated a total Irish population of 4,761,865, of whom 73,803 were people three years and over (1.7 percent) who said they spoke Irish on a daily basis outside the education system. Of these, 20,586 (27.9 percent) lived in Gaeltacht areas, which are regions in Ireland, primarily on the west coast, where Irish is the household (vernacular) language (Government of Ireland 2017: 66–69). The officially designed Irish-speaking Gaeltacht districts are located in Cork, Donegal, Galway, Kerry, Mayo, Meath and Waterford. Pressure on Irish continues as a result of increasing numbers of non-Irish speakers moving into the Gaeltacht, the proximity of Irish speakers in some areas (e.g., Galway) to expanding Anglophone urban centres, and other economic and demographic factors, including youth outmigration (Markey 2003).

With the creation of an independent Irish state in 1922, promoting the use of Irish-language placenames and establishing an official Irish-language orthography soon became a high priority and an important part of government strategy to protect the Irish language. *An Coimisiún Logainmneacha* (Placenames Commission) was created to provide toponymic advice to the government and to “perform the linguistic and cartographical research necessary towards establishing the official Irish-language orthography” (Government of Ireland 1994: 10). The Placenames Commission was replaced by a Placenames “Committee” in September 2013, which is currently comprised of ten Irish-language and placename specialists from Irish universities and other institutions.

The *Official Languages Act 2003* aimed to “increase and improve in an organised manner, over a period of time, the quantity and quality of services provided for the public through Irish by public bodies.” Section 32 of the Act gives the Minister for Culture, Heritage and the Gaeltacht the power to “issue placenames orders declaring the Irish versions of placenames.”⁶² In the Gaeltacht areas, Irish versions of placenames must be used in “maps prepared and published by Ordnance Survey Ireland....On road or street signs erected by or on behalf of a local authority” as well as in Acts passed by the Irish legislature (the Oireachtas) and statutory instruments (see Photo 1). “Most of the Placenames Orders relate to individual counties but there are also Orders confirming the official names of provinces, counties, centres of population, districts and Gaeltacht areas.”⁶³ The *Official Languages Act 2003* has not yet been amended to change the name of the Placenames “Commission” to “Committee,” the result being that several placenames orders remain in legal limbo as draft documents.⁶⁴

The Placenames Branch of the Department of Culture, Heritage and the Gaeltacht is responsible for documenting and facilitating the officialization of placenames in Ireland. The Branch is a product of the *Official Languages Act 2003*; its purpose to support the Placenames Commission/Committee by undertaking “research into the placenames of Ireland to provide authoritative Irish-language versions of those placenames for official and public use.”⁶⁵ Among other undertakings, it has prepared the bilingual *Gazetteer of Ireland* (Government of Ireland 2007), which lists the most widely used Irish placenames and the equivalent English forms for population centres and for natural and other geographic features in Ireland (Mac Giolla Easpaig 2012: 44).

The Placenames Branch defines “validated names” as “placenames or geographical names whose official, legal Irish versions are specified in various Placenames Orders in accordance with the Official Languages Act 2003.” “Non-validated names” are those “for which provisional Irish forms have been recommended by the Placenames Branch on the basis of research but which are not specified in Placenames Orders in accordance with the *Official Languages Act 2003*.” “Historical names” are “historical forms of placenames or obsolete placenames.” “Local names” are local “forms of placenames which are variants of official names. In certain cases there is a change to another name or to an Irish-language form of a name.”⁶⁶

⁶² “Where the Minister makes an order in respect of a placename in a Gaeltacht area, the English version of that placename ceases to have any legal force or effect” (Mac Giolla Easpaig, 2012: 45). See also An Coimisinéir Teagna (Language Commissioner) website <https://www.coimisineir.ie/logainmneacha?lang=EN>. Section 31 of the Act defines “placename” as “the name of any province, county, city, town, village, barony, parish or townland, or of any territorial feature (whether natural or artificial), district, region or place, as shown in the maps of Ordnance Survey Ireland.” *Official Languages Act 2003*. [https://www.coimisineir.ie/userfiles/files/a3203\(2\).pdf](https://www.coimisineir.ie/userfiles/files/a3203(2).pdf).

⁶³ See An Coimisinéir Teanga. 2018. <https://www.coimisineir.ie/logainmneacha?lang=EN>.

⁶⁴ Pádraig Ó Cearbhaill email to P. Armitage, 8 Mar. 2018. See also Fiontar, DCU and the Placenames Branch (2018). “Placenames Committee.” <https://www.logainm.ie/en/inf/coiste>.

⁶⁵ Fiontar, DCU and the Placenames Branch (2018). <https://www.logainm.ie/en/inf/branch>; Houses of the Oireachtas. Priority Questions – Placenames Commission, 3 April 2008. <http://oireachtasdebates.oireachtas.ie/debates%20authoring/debateswebpack.nsf/takes/dail2008040300009>.

⁶⁶ Fiontar, DCU and the Placenames Branch (2018). “Acceptance notes.” <https://www.logainm.ie/en/inf/help-notes>.



Photo 1. Bilingual road and street signs in Ireland (photos An Coimisinéir Teaghu, 2018)

As mentioned in previously, the legal authority for Irish-language place-naming in Ireland derives from the *Official Languages Act 2003*. A Placenames Commission/Committee backed by the Placenames Branch advises the responsible Minister regarding non-validated names, and placenames orders are published that make the names legal. Therefore, the commission/committee functions much like federal, provincial and territorial geographical names boards in Canada, with the Placenames Branch operating like the secretariat to these boards. While the Placenames Branch does not have the legal authority to impose names on local authorities (e.g., councils), it has the power to name natural features. It receives naming submissions from members of the public at large and local authorities, and provides advice on technical and policy matters such as the orthography of Irish placenames. It strongly encourages the use of Irish names wherever possible; for example, the naming of new housing estates. The use of Irish placenames is mandatory in the Gaeltacht.

The Placenames Branch and Placenames Committee cooperate closely in the preparation of placenames orders, and their work has an important public consultation component. Former chief placenames officer Dónall Mac Giolla Easpaig described the steps in the officialization process as they pertained in 2012, prior to the change of the Placenames Commission to Committee in 2013 (Mac Giolla Easpaig 2012: 45).

- the Placenames Branch conducts research on a county's toponyms and drafts provisional Irish-language forms of the names based on standard orthography and other criteria;
- the Placenames Commission approves the provisional names, publishes them on the internet as draft placenames orders, and invites comment from the public, local authorities and other official entities;
- the provisional, non-validated names are reviewed by the Placenames Commission in light of public and official comment;
- the Commission advises the responsible Minister to make a placenames order to give legal force to the Irish placenames; and

- finally, under the terms of the *Official Languages Act 2003*, the Minister makes the placenames order and it is published, thereby giving full legal effect to the names.⁶⁷

In addition to a chief placenames officer, the branch is staffed with several researchers with toponymic/onomastic, historical, and Irish-language expertise. Often working collaboratively with scholars at Fiontar, the Irish-language school at Dublin City University (DCU), and other institutions, they undertake fieldwork and historical research related to the Placenames Database of Ireland website and officialization through Placenames Orders mandated by the *Official Languages Act 2003* (Fiontar, DCU and the Placenames Branch. n.d.; Ó Cearbhaill 2013). Their work is funded by the Irish state and academic sources and by the National Lottery. For a succinct history of the Placenames Branch and toponymic research in Ireland, see Mac Giolla Easpaig (2012).⁶⁸

Although the Placenames Branch has not formalised its methods in the form of guidebooks or research manuals, its work by definition involves an interdisciplinary approach, integrating methods from anthropology, history, geography, linguistics and onomastics. Swedish toponymic research has inspired their methods, as noted by Mac Giolla Easpaig (2012: 43): “The research methods of the Branch are based on the approach that had been pioneered in Sweden around the beginning of the twentieth century. This methodology involves collecting all the spellings of a name from historical sources and ascertaining its pronunciation in the local community.” Limited, practical place-naming guidance for local authorities is provided in the Department of Environment’s *Guide for Local Authorities on the Use of Irish*, which includes advice related to placename orthographies and other toponymic matters (Government of Ireland 1995).

Launched in 2008, the aim of the bilingual Placenames Database is to make Irish placenames validated by the Placenames Branch available via the internet. As of March 2018, there were 110,323 English and 90,428 Irish placenames in the database,⁶⁹ and more of the latter names are to be added following validation research. Placenames for 61,167 townlands, 24,419 streets, 1,942 lakes, 1,241 islands and archipelagos, 996 rivers, 635 mountains and mountain ranges, 576 bridges, 429 wells, 190 graveyards, cemeteries and burials grounds, and many other features are included in the database.⁷⁰

Users can search placenames in Irish or English in the database using a scaleable interactive map in order to find placename locations and toponymic data records. The base map for the application is provided by Ordnance Survey Ireland.⁷¹ For example, entering the name “An Spidéal” will generate a record (see Figure 2 and Figure 3) containing the following information:

- Irish name with audio clip;
- Genitive (possessive case) form of the toponym;

⁶⁷ See Fiontar, DCU and the Placenames Branch (2018). “Placenames Orders.” <https://www.logainm.ie/en/ord>.

⁶⁸ See also Ó Cearbhaill (2005).

⁶⁹ Pádraig Ó Cearbhaill email to P. Armitage, 13 Mar. 2018.

⁷⁰ Fiontar, DCU and the Placenames Branch (2018). “Current database contents.” <https://www.logainm.ie/en>.

⁷¹ See Fiontar, DCU and the Placenames Branch (2018). “Mapping.” <https://www.logainm.ie/en/inf/proj-mapping> and the discussion of Ordnance Survey Ireland’s web mapping service: OSi MapGenie <https://www.osi.ie/services/mapgenie>.

- Whether the Irish name is validated;
- English name with audio clip;
- Other names if available;
- Local name in English if available;
- Explanatory note if available (e.g., An Spidéal means ‘the hospital’);
- Irish grid coordinates (location);
- Properties (e.g., the name is located in the Gaeltacht);
- A link to archival records for the name, if available;
- A link to the Ainm.ie database containing biographical information (if available) about people born at the location, from A.D. 1560 to present, who had connections to the Irish language;
- A link to a folklore website database containing material related to the place, if available;
- County name;
- Barony name;
- Civil parish name; and
- Town name where relevant (e.g., An Spidéal/Spiddle).

The digital geometry of the spatial extent of a named feature is not captured in the database, only point data (Irish grid coordinates).

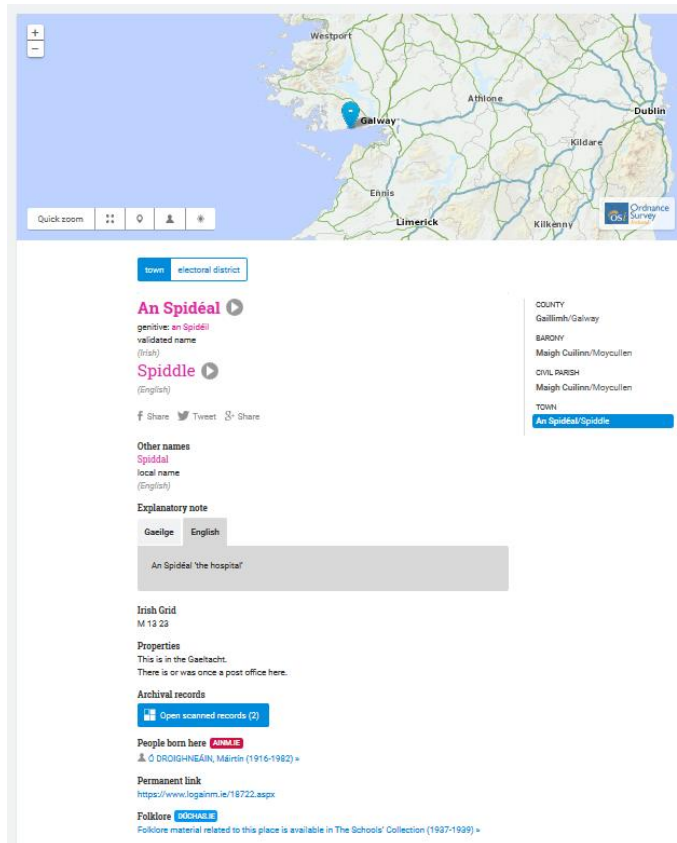


Figure 2. Placename record for An Spidéal in the logainm.ie Placenames Database of Ireland



Figure 3. Archival records for the placename An Spidéal in the logainm.ie Placenames Database of Ireland

These are some of the other resources available on the logainm.ie website:

- An application called “Translate a list of placenames” that allows users to do bulk searches of placenames using lists in Irish or English;

- Toponymy resources, including historical maps, e.g., an ancient map of Ireland, A.D. 1572;
- Placename Orders;
- An application allowing the user to search approximately 7,000 sources used to compile toponymic evidence in support of the database;
- A sound archive containing more than 1,200 hours of audio recordings related to placenames, and involving the collection of such names from more than 4,000 people;
- Interactive games for students related to placenames;
- A glossary of Irish-language generics (toponymic elements);⁷²
- An Irish-language blog; and
- A link to the Meitheal logainm.ie website for the community placename collection project.

With respect to the glossary, it should be noted that not all generic Irish toponyms or toponymic elements (See Figure 4) have direct English-language equivalents, and that they therefore require descriptive translations. Two examples of Irish toponymic elements that require descriptive translations in English, provided by Pádraig Ó Cearbhaill of the Placenames Branch, are: *féith*, meaning ‘soft seam in bogland’ or ‘swampy strip’; and *cuisleán*, meaning ‘overgrown stream’ or ‘soft green strip in bog.’ Furthermore, there may be topo-complexes in the toponymy of each language that have single names for multiple geographic features, each of which is named in the other language.⁷³ An example is the English placename Newgrange. According to Ó Cearbhaill, the name “refers in English to both an historical burial mound and also to a ‘townland’ (a small administrative area). In Irish the mound is called Si an Bhrú, literally ‘the fairy/otherworld mound of the abode,’ while the townland is known as An Ghráinseach Nua. An Ghráinseach is a borrowing from French *grange* and originally referred to an outlying monastic farm.”⁷⁴

⁷²Fiontar, DCU and the Placenames Branch (2018). “Glossary and Distribution Maps.” <https://www.logainm.ie/en/gls>.

⁷³Pádraig Ó Cearbhaill email to P. Armitage 8 Mar. 2018.

⁷⁴Pádraig Ó Cearbhaill email to P. Armitage 8 Mar. 2018.

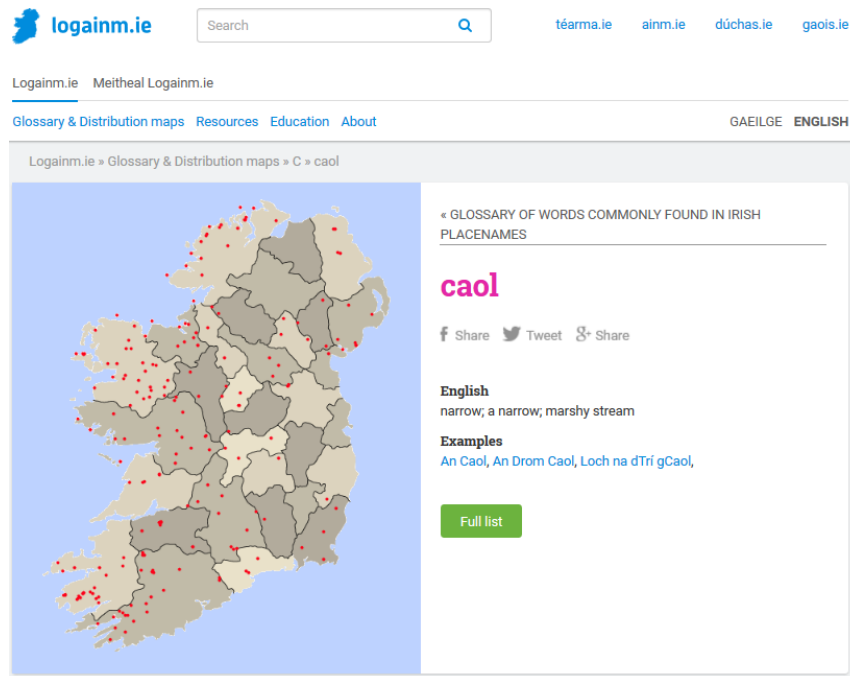


Figure 4. An example of a record in the Placenames Database concerning a generic term (toponymic element) and its occurrence in placenames throughout Ireland

The Placenames Branch assists local authorities, students, educators, academic researchers, genealogists, journalists, translators, and other members of the public, as well as facilitating the officialization of Irish placenames through its own research and Placename Orders. In addition, the branch, in collaboration with Fiontar (DCU), has initiated an innovative, web-based crowd-sourcing application and database focused on minor placenames, both Irish and English. Entitled Meitheal logainm.ie, this community placename collection project is, in effect, a citizen social science project that recruits Irish home and abroad to document “minor placenames” and related aspects of their cultural heritage. According to the Branch website, “[m]inor placenames include physical features (e.g. lakes, rivers, bays, headlands, islands, mountains, hills, etc.), and names of man-made features (e.g. ring forts, churches, abbeys, graveyards, bridges, crossroads, etc.).... **Field names** are an excellent example of minor placenames. Field names have no official status or administrative function, but they are extremely important inasmuch as they contain information on a local level regarding settlement patterns, agriculture and industry amongst other things.”⁷⁵

Users first register with the project and create a password-protected account. They can then view a scalable base map to pinpoint minor placenames, and enter relevant attribute information associated with the geolocated names. Attribute data fields include placename in Irish; pronunciation in Irish; placename in English; pronunciation in English; any other information; placename type; and the source of the information provided. Methodological guidance on documenting, audio recording and entering placename information into the database is provided.

⁷⁵ See Fiontar, DCU and the Placenames Branch (2018). “About this website.” <https://meitheal.logainm.ie/en/info/>.

All records created by project participants can be accessed simply by clicking on blue teardrop icons on the scalable base map, thereby generating data records in pop-up windows containing the Irish and/or English placename, translation of the name, feature type, information source, and other information where available. Significant collections of minor placenames are accessible via a website sidebar, with contributions by Pat Lee (a local historian and Glenasmole resident), Cáit Nic Fhionnlaíoch (who conducted research on the Sound Archive of the Placenames Branch in Fiontar, DCU), Ennis Tidy Towns and the Clare Roots Society, Shannon Archaeological and Historical Society, etc. See Figure 5.

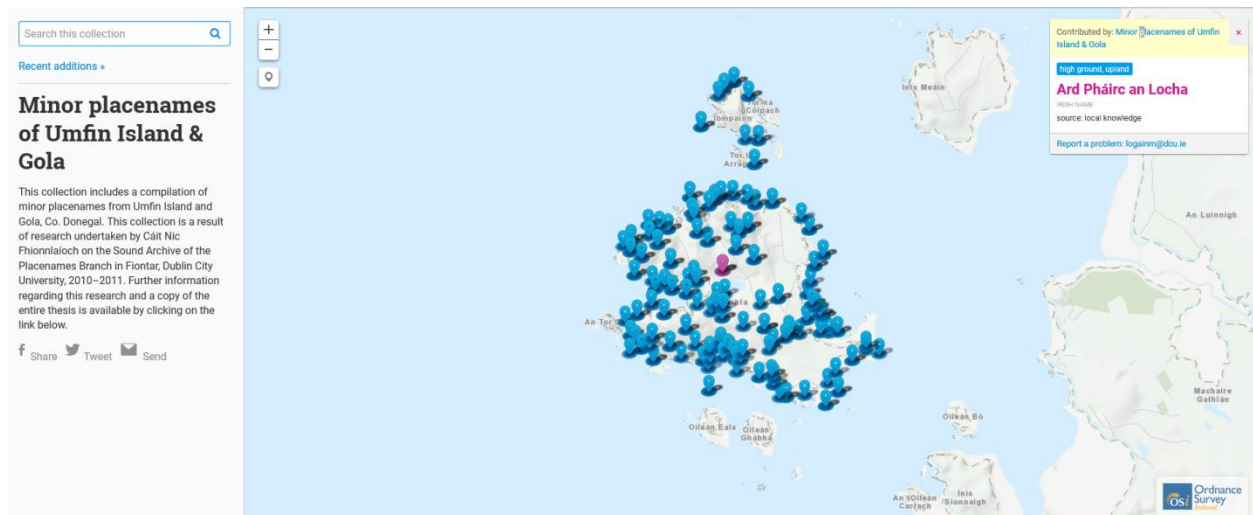


Figure 5. Example of a minor placename record from the “Minor placenames of Umfin Island and Gola” collection, researched by Cáit Nic Fhionnlaíoch

3.4 New Zealand

New Zealand at a glance

New Zealand's place-naming policies and practices are well developed and documented. Authority for place-naming in New Zealand derives from the *New Zealand Geographic Board (Ngā Pou Taunaha o Aotearoa) Act 2008*. The Act provides for the New Zealand Geographic Board (NZGB), and defines its responsibilities, membership, jurisdiction, functions, duties, transparency and consultation requirements, mandate to maintain an authoritative record of official geographic names, etc. The Act prioritizes Māori placenames by recognizing New Zealand's responsibility to take appropriate account of the Treaty of Waitangi (Te Tiriti o Waitangi), and contains special requirements concerning the involvement of Māori in place-naming decisions and practices. The NZGB maintains the *New Zealand Gazetteer of Official Geographic Names*, which is the primary means by which Indigenous and non-Indigenous geographical names are managed, displayed and disseminated publicly. The Board encourages the use of original Māori names for recording on official maps and other documents. *Frameworks of the New Zealand Geographic Board Ngā Pou Taunaha o Aotearoa (2017)* is the primary document used by the Board to explain its mandate, policies and practices. Dual and alternative names are accepted in New Zealand.

The Māori are the original peoples of New Zealand. European renaming of Māori places commenced at contact in 1642, when Dutch explorer Abel Tasman gave the archipelago its current name, derived from the toponym “Zeêland,” a province in The Netherlands. The renaming of Māori geographical features accelerated after Captain James Cook claimed the archipelago for Great Britain in 1769. Faced with the prospect of significant European immigration, Māori chiefs signed the Treaty of Waitangi in the period February to September 1840, beginning at Waitangi on Te Ika-a-Māui, the North Island of New Zealand. In so doing, the Māori ceded their sovereignty to the British Crown. However, they were “guaranteed all the rights and privileges of British citizens” and “retained rangatiratanga or ‘chieftainship’ over their resources and taonga⁷⁶ for as long as they desired, but yielded to the Crown the right of pre-emption, which gave the Crown the sole right to purchase land from Māori” (Government of New Zealand 2002: 7–9). Increasing loss of land to settlers led to war with the British in the 1860s, followed by punitive land confiscations by the Crown. Incremental immigration and large-scale land alienations over the ensuing years, government policies of assimilation, and other factors led to a breakdown of Māori communities and reduced them to minority status, marginalised economically and politically. Māori language and traditional knowledge suffered as well. As of 2013, approximately 125,352 of a total estimated population of 598,605 Māori (20.9 percent) could converse in *te reo Māori*. Māori or people of Māori descent comprise 13.6 percent of the total New Zealand population of 4.4 million (Statistics New Zealand 2013: 11).

Starting in the 1950s, Māori political action — including pressure on government to address past injustices — resulted in the *Treaty of Waitangi Act 1975*, which established the Waitangi Tribunal. The Tribunal was responsible for reviewing Māori claims against the Crown regarding

⁷⁶ ‘Taonga’ “refers to all dimensions of a tribal group’s estate, material and non-material – heirlooms and wāhi tapu, ancestral lore and whakapapa, etc.” (Government of New Zealand 2002: 4).

breaches of the Treaty of Waitangi and recommending remedies for valid claims (Government of New Zealand 2002: 14). As an alternative to the Tribunal, an Office of Treaty Settlements was established in 1995 to negotiate the settlement of Treaty of Waitangi claims. In addition to claims related to wrongful land alienations, Māori claims have also asserted that the Crown breached its Treaty “obligations to protect the Māori language as a taonga” (ibid.: 13). Negotiations with claimant groups over redress for cultural loss have included, therefore, the rehabilitation of traditional placenames, because they “retain their significance to Māori communities as indicators of tribal identity and history” (ibid.: 113). Nowadays, the “redress options for placenames” available through this Treaty claims-making process play an important role in New Zealand’s place-naming policies and practices and are discussed at greater length below.

Like Australia, New Zealand is a partner in ANZLIC, the Australian and New Zealand Spatial Information Council.⁷⁷ ANZLIC has a standing committee, the Intergovernmental Committee on Surveying and Mapping (ICSM), which is responsible for government surveying and mapping, and which has several permanent committees and working groups, including the Permanent Committee for Place Names (PCPN).⁷⁸ The PCPN coordinates place-naming activities in New Zealand and across Australia’s states and territories.

Authority for place-naming in New Zealand derives from the *New Zealand Geographic Board (Ngā Pou Taunaha o Aotearoa) Act 2008*, which as far as place-naming legislation goes, is a very detailed document, providing for the New Zealand Geographic Board (NZGB), and defining its responsibilities, membership, jurisdiction, functions, duties, transparency and consultation requirements, mandate to maintain an authoritative record of official geographic names, etc. The Act prioritizes Māori placenames by recognizing New Zealand’s responsibility to take appropriate account of the Treaty of Waitangi (Te Tiriti o Waitangi), —

- a. section 11(1)(d) confers on the Board the function of collecting original Māori names of geographic features for recording on official charts and official maps;
- b. section 11(1)(e) confers on the Board the function of encouraging the use of original Māori names of geographic features on official charts and official maps; and
- c. clause 1(2)(a) of Schedule 1 requires 2 persons to be appointed to the Board, on the recommendation of the Minister of Māori Affairs (Government of New Zealand 2008: 7).

In instructing the Board to maintain the *New Zealand Gazetteer of Official Geographic Names*, the Act requires the inclusion of specific toponymic data (i.e., feature type, positional reference). It may also include “any background information relevant to the history and name of the geographic feature or Crown protected area that is named” and “information on the spatial extent of the geographic feature or Crown protected area that is named” (Government of New Zealand 2008: 10). In order for a placename to be made official, and henceforth

⁷⁷ For more information about the history and mandate of ANZLIC see <http://www.anzlic.gov.au/anzlic-council>.

⁷⁸ See <http://www.icsm.gov.au/about/index.html>.

included in the *Gazetteer*, it must first be gazetted, after which the responsible minister declares his or her determination that the name “may be used as the official geographic name.”⁷⁹ The *Gazetteer* is the primary means by which New Zealand manages, displays, and publicly disseminates Indigenous as well as non-Indigenous geographical names. Its records provide information about the location of toponyms in decimal degrees, feature type and description, history, origin and meaning if known, spatial extent, provide an option for Google Maps display, etc. A scalable interactive map accompanies each record and depicts the point location as well as the digital geometry, where available, for the named feature.

In general the records and the NZGB’s toponymic databases do not include audio files that would assist users in the pronunciation of Māori placenames.⁸⁰ It is not a Board function to provide this type of public education. Figure 6 is an example of the *Gazetteer’s* online toponymic data record for the Māori placename, Te Ika-a-Māui, also known as North Island; and Figure 7 shows the data record for Lake Wairarapa.

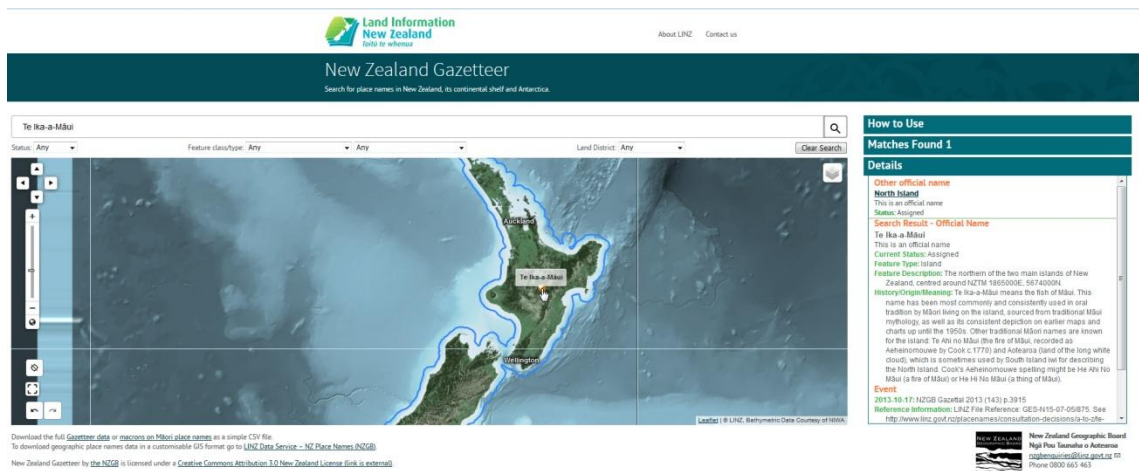


Figure 6. The *Gazetteer’s* online toponymic data record for Te Ika-a-Māui, which is an “alternative” name. The other alternative name for this feature is North Island.

⁷⁹ For example, see “Notice of the Determination of the Minister for Land Information on Assigning Alternative Geographic Names,” 13 Dec. 2012. <https://gazette.govt.nz/notice/id/2012-ln8191>.

⁸⁰ Wendy Shaw, Secretary, NZGB, personal communication 25–26 February 2018.

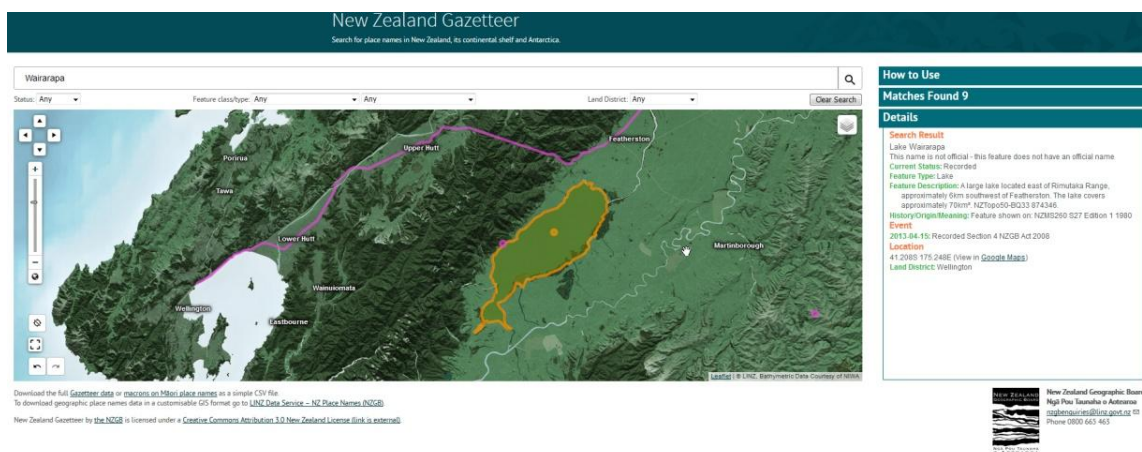


Figure 7. The Gazetteer's placename website showing the data record for Lake Wairarapa

The Act spells out a variety of Board functions, several of which deal explicitly with Indigenous place-naming (Government of New Zealand 2008). For example, the Board may:

- “adopt policies, rules, standards, protocols, guidelines, or similar instruments for carrying out its functions, including, but not limited to, rules, standards, protocols, or guidelines that it considers appropriate for the spelling and systematic designation of official geographic names”;
- “examine cases of doubtful spelling of names and determine the spelling to be adopted on official charts or official maps”;
- “investigate and determine the priority of the discovery of any geographic feature”;
- “collect original Māori names for recording on official charts and official maps”;
- “encourage the use of original Māori names on official charts and official maps”;
- “seek advice from Te Taura Whiri i te Reo Māori (the Māori Language Commission) on the correct orthography of any Māori name”;⁸¹ and
- “undertake research into any proposal to name or alter the name of a geographic feature” (ibid.: 9).

The NZGB has implemented these functions in *Frameworks of the New Zealand Geographic Board Ngā Pou Taunaha o Aotearoa* (2017), and this and other Board documents demonstrate the extent to which its policies, principles and practices are very detailed and well documented. Other documents and/or web pages that explain place-naming practices, protocols, name proposal forms, etc., include:

- Minimum Requirements for Geographic Name Proposals (September 2016, Version 3);⁸²
- Geographic Name Proposals: Required Information Checklist;⁸³

⁸¹ See Māori Language Commission <http://www.tetaurawhiri.govt.nz/the-landscape-of-aotearoa-will-resonate-with-our-indigenous-language/>.

⁸² See <https://www.linz.govt.nz/file/14020/download?token=XzhuZ8G7>.

⁸³ See <https://www.linz.govt.nz/file/15865/download?token=hMvyHiVv>.

- Draft guidelines for Treaty of Waitangi claimants;⁸⁴
- Protocol for Māori Place Names;⁸⁵
- Proposing Crown protected area name;⁸⁶
- Official Geographic Name Proposal within New Zealand;⁸⁷
- Standard for Crown protected area names;⁸⁸
- Generic Geographic Features Listing – Māori and English;⁸⁹
- Dual names for geographic features and places;
- Guidelines for Treaty Name Proposals;⁹⁰
- Checklist for the Office of Treaty Settlements — Information required for a geographic name proposal;⁹¹ and
- Consulting with Māori when making a place name proposal.⁹²

The NZGB is not mandated to name features of the built environment such as homesteads or buildings and streets within the boundaries of towns, cities and other local authorities. “Local authorities are responsible for these names under the *Local Government Act 2002*” (NZGB 2017: 12). The New Zealand Transport Agency is responsible for naming state highways. However, outside of local authority jurisdictions, road signs (e.g., directional signs) are considered official documents under the terms of the Act, and hence any placenames depicted on them may be subject to approval by the NZGB (ibid.: 54).

Consultation

The Act prescribes consultation by notifying the public about placename proposals, specifying the manner of notification (e.g., local newspapers), the contents of notification, submissions protocols, etc. (Government of New Zealand 2008: 11–14). In addition, the Act contains special requirements concerning the involvement of Māori in place-naming decisions and practices. For example, Schedule 1 of the Act states that two Māori representatives are to be appointed to the NZGB on the recommendation of the Minister of Māori Affairs, who “have a knowledge of tikanga Māori and te reo Māori; and...are able to provide advice in relation to the naming of geographic features and Crown protected areas for which tikanga Māori or te reo

⁸⁴ See <https://www.linz.govt.nz/regulatory/place-names/find-place-name/find-naming-rules-and-processes>.

⁸⁵ See <https://www.linz.govt.nz/regulatory/place-names/find-place-name/find-naming-rules-and-processes>.

⁸⁶ See <https://www.linz.govt.nz/regulatory/place-names/propose-place-name/proposing-crown-protected-area-names>.

⁸⁷ See “Geographic features proposal form” under “Attachments” on this website: <https://www.linz.govt.nz/regulatory/place-names/propose-place-name/proposing-names-new-zealand-and-its-offshore-islands>.

⁸⁸ See <https://www.linz.govt.nz/regulatory/60001>.

⁸⁹ See <https://www.linz.govt.nz/regulatory/place-names/about-new-zealand-geographic-board/nzgb-place-name-maps-and-publications>.

⁹⁰ See <https://www.linz.govt.nz/regulatory/place-names/propose-place-name/treaty-waitangi-claims-settlement-names>.

⁹¹ See <https://www.linz.govt.nz/regulatory/place-names/propose-place-name/treaty-waitangi-claims-settlement-names>.

⁹² See <https://www.linz.govt.nz/regulatory/place-names/propose-place-name/consulting-m%C4%81ori-when-making-place-name-proposal>.

Māori is relevant" (Government of New Zealand 2008: 20; NZGB 2017: 60). In addition, as noted previously, the Board is instructed to "seek advice from Te Taura Whiri i te Reo Māori (the Māori Language Commission) on the correct orthography of any Māori name" (NZGB 2017: 67). As a matter of course, the Board consults local Māori groups when proposing name changes or revised orthographies for local placenames. Its policy in this regard says:

- "When considering changes or corrections to the spelling of Māori geographic names, the Board will consult with iwi, hapū or marae, ie tangata whenua in the area, and other relevant persons or organisations" (NZGB 2017: 25);⁹³
- "Any proposal made to the Board to assign an official geographic name to a previously unnamed feature will be considered in terms of the Board's legislative requirements and policy framework. The Board will consult with iwi/hapū/marae who are tangata whenua in the area, to ascertain if there is an original Māori name that should be considered" (ibid.: 48).

Additional details about its methods of consulting with Māori are provided in the Board's "Protocol for Māori Place Names."⁹⁴

The *Treaty of Waitangi Act 1975* imposes special obligations and responsibilities on the NZGB, as noted above. Placenames are included in treaty settlement negotiations because they are *taonga*, and an important part of the Māori intangible cultural heritage that was damaged as a result of their colonial encounter. Claimant groups may therefore seek redress during negotiations for the silencing of their toponyms by having their Māori names given equal status to English ones, and replacing English names with Māori ones, particularly if the former are offensive or inappropriate (Government of New Zealand 2002: 113–114). The NZGB is bound by the outcome of these negotiations, and the placenames are gazetted and protected from future alteration.

In general, the NZGB receives placename submissions on an individual, piecemeal basis. Its online guidelines (e.g., minimal requirements document), checklists and proposal forms facilitate such submissions.⁹⁵ Funds from the Treaty claims-making process, revenue from Crown forestry rental blocks, and other sources provide support for Māori *iwi* groups to conduct research in support of their claims, and some of these funds may be allocated to geographical names. As a result, larger placename submissions to the NZGB have come from Māori claimant groups, and the Board's role has been advisory as well as making the names official. The Board has also been called on to help find solutions to unpopular name changes. One example is a proposed correction to the spelling of a Māori name for a large town that

⁹³ The term *iwi* refers to "extended kinship group, tribe, nation, people—often refers to a large group of people descended from a common ancestor." *hapū* refers to a "kinship group, clan, sub tribe—section of a large kinship group." *tangata whenua* refers to "local people, hosts, indigenous people of the land—people born of the whenua, that is, of the placenta and of the land where the people's ancestors have lived and where their placenta is buried" (NZGB 2017: 95–97).

⁹⁴ See <https://www.lin.govt.nz/regulatory/place-names/find-place-name/find-naming-rules-and-processes>.

⁹⁵ Guidelines are also provided to the general public about how best to consult Māori about place-naming matters. See <https://www.lin.govt.nz/regulatory/place-names/propose-place-name/consulting-m%C4%81ori-when-making-place-name-proposal>.

generated significant opposition. Following a referendum where the participants split 50-50 on the change, a compromise was reached to make both of the toponyms alternative names. It is hoped that the new name will gain greater acceptance among younger generations.⁹⁶

Dual naming

Dual naming is not referenced explicitly in the Act. However, the option to assign “alternative official geographical names” is the legal instrument that sanctions the NZGB’s dual and alternative names policy. According to the Act, “alternative official geographic names means any 2 or more alternative official geographic names for the same geographic feature or Crown protected area” (Government of New Zealand 2008: 5). “Official geographic names must be used (1) If there is an official geographic name for a geographic feature or Crown protected area, that name must be used in all official documents. (1A) If 2 or more alternative official geographic names exist for the same geographic feature or Crown protected area, the use of any 1 of those names, or all of those names, is sufficient to comply with subsection (1)” (ibid.: 17–18). The NZGB notes that, internationally, countries participating in UNGEGN subscribe to the principle of univocity, meaning one toponym for one geographical feature. The NZGB has interpreted this principle in its New Zealand context by defining a dual name as “a single name comprising two parts, each in a different language, joined by a solidus (slash). The whole composite line string is the full name of a feature” (Shaw 2014: 1). The Board notes the following:

- “[d]ual and alternative naming recognises the equal and special significance for the community of both original Māori and non-Māori names. This significance may be historical or cultural” (NZGB 2017: 44);
- “generally dual names are not translations of each other. They have two separate histories from different cultures and languages. However, there are exceptions, eg Pariwhero / Red Rocks, where *Pari* means cliff and *whero* means red” (Shaw 2014: 2);
- “when a dual name is official in the written form both names must be shown as one continuous string, in the same order and format as gazetted” (ibid.: 2);
- “the modern convention for dual naming is to show the original Māori name first, followed by a space, then forward slash (or solidus), then space, then the non-Māori name” (e.g., Aoraki / Mount Cook) (ibid.: 2, 4); and
- “[d]ual and alternative place names that result from Treaty of Waitangi settlements can also take various forms, and while the Board provides the Office of Treaty Settlements with its views, comments, and recommendations in terms of its legislation, guidelines and criteria, the Minister for Treaty of Waitangi Negotiations makes the final decision” (ibid.: 45).

In contrast to dual names, “alternative names” are official and gazetted, but neither name need be used simultaneously on maps or other official documents:

⁹⁶ Wendy Shaw, Secretary, NZGB, personal communication 25–26 February 2018.

This will usually arise where the name for a single feature or place has been published in Māori and non-Māori forms, two or more of which are in general use. The depiction on official documents of one or other or all of these official alternative names will comply with the requirement for the official name to be used. If more than one name is used, it is recommended that they be separated by the word ‘or.’

NZGB 2017: 44

The Board recognises that the alternative name policy does not conform strictly to the principle of univocity (NZGB 2017: 45).

The interactive *New Zealand Gazetteer* represents placenames cartographically as points (NZ-Colour Basemap option) and as base map text (Topographic Basemap option). The associated digital geometry may also be shown. With respect to alternative names, placing the cursor over the point on the base map displays both names simultaneously separated by “or” as in “Blackwood Bay or Tahuahua Bay.” Both names also appear on the base map (see Figure 8). However, performing the same operation for dual names generates names separated by a forward slash as in “Ōkāritoiti / Lake Windermere” (see Figure 9).

The screenshot shows the New Zealand Gazetteer interface. At the top, the title "New Zealand Gazetteer" is displayed with the subtitle "Search for place names in New Zealand, its continental shelf and Antarctica." Below this is a search bar containing the text "or". The search results are displayed on a topographic map of the Marlborough region, with a red pin marking the location of Blackwood Bay or Tahuahua Bay. To the right of the map, a "Details" panel provides information about the search result:

- Search Result:** Blackwood Bay or Tahuahua Bay. This name is not official - this feature does not have an official name.
- Current Status:** Recorded
- Feature Type:** Bay
- History/Origin/Meaning:** Feature shown on: NZMS260 P27
- Event:** 2013-04-15: Recorded Section 4 NZGB Act 2008
- Location:** 41.2145 174.090E (View in Google Maps)
- Land District:** Marlborough

At the bottom of the page, there is a footer with contact information for the New Zealand Geographic Board (NZGB):

New Zealand Geographic Board
 Ngā Pou Taunaha o Aotearoa
 nzgbenquiries@linz.govt.nz
 Phone 0800 665 463

Figure 8. Alternatives names “Blackwood Bay or Tahuahua Bay”

The screenshot shows the New Zealand Gazetteer website. At the top, it says "New Zealand Gazetteer" and "Search for place names in New Zealand, its continental shelf and Antarctica." Below this is a search bar containing "Ōkāritoiti / Lake Windermere". There are filters for Status, Feature class/type, Land District, and a "Clear Search" button. The main map shows a topographic view of a lake area with contour lines and the dual name "Ōkāritoiti / Lake Windermere" overlaid. To the right of the map is a sidebar with the following sections:

- How to Use**
- Matches Found 1**
- Details**
- Search Result - Official Name**: Ōkāritoiti / Lake Windermere. This is an official name. Current Status: Altered. Feature Type: Lake. History/Origin/Meaning: Dual name and spelling alteration from Lake Windermere (recorded name). The english part of the dual name comes from a well-known lake in England. According to A W Reed's Illustrated Maori Place Names, Ōkārito means 'A place where bulrushes grow plentifully; (ō (the place of); kārito (bulrush)). The iti meaning small, as distinct from the larger Okarito Lagoon, to the south.
- Event**: 2010-09-09: NZGB Gazetel 2010 (115) p.3108
- Reference Information**: GES-N15-07-08/1004
- Location**: 43.154S 170.233E (View in Google Maps)
- New Zealand Geographic Board**: Ngā Pou Taunaha o Aotearoa. nzbqueries@linz.govt.nz. Phone 0800 665 465.

At the bottom of the page, there are links to download Gazetteer data or macrons on Māori place names as a simple CSV file, and to download geographic place names data in a customisable GIS format to LINZ Data Service - NZ Place Names (NZGB). A Creative Commons Attribution 3.0 New Zealand License is also mentioned.

Figure 9. Dual names “Ōkāritoiti / Lake Windermere,” showing the geometry of the lake

Generics

The NZGB has had to grapple with a small number of generic names that have no clear equivalent in the other (i.e., English or Māori) language. For example, the Māori generic *rae* means ‘forehead or brow’ and refers to a “high bank or bold headland, presenting a precipitous front, or a steep cliff” (NZGB 2014: 2). On the other hand, there is no equivalent Māori term for “butte,” which is a “conspicuous flat topped hill with steep sides often capped by a resistant layer of rock” (ibid: 3).

Board policy is to include where necessary an “English generic term with either Māori or foreign names that already have embedded generic terms as part of the name to avoid ambiguity or confusion, particularly for emergency services, for example, Lake Rotoiti or Mount Maunganui” (NZGB 2017: 32). However, it has compiled a list of Māori and non-Māori generic terms with descriptions with the view to introducing Māori generics to monolingual English-language speakers and to increasing the use of such generics over time (NZGB 2017: 32; NZGB 2014); see Figure 10.⁹⁷

⁹⁷ Wendy Shaw, Secretary, NZGB, personal communication 25–26 February 2018.

Board policies concerning the delimitation of spatial extent are as follows:

- “The Board will consider the spatial extent of a geographic feature on a case-by-case basis, and where possible will determine those extents” (NZGB 2017: 38);
- “For linear and area types of features, the Board will generally adopt the spatial extents defined in the LINZ topographic database” (ibid.: 38);
- Publication of official geographic names in the *New Zealand Gazette* will generally define, in words, the spatial extent of the feature named” (ibid.: 38); and
- The *Gazetteer* database may provide a spatial view of the geographic extent of official geographic names where it is available” (ibid.: 38).

The NZGB does not require placename proponents to include geospatial data (e.g., digital geometry) in their applications, although they are considering this option for the future, especially for government departments with geomatics capacity. To date, proponents simply describe in words the spatial extent of a named feature or delimit it on a paper base map.⁹⁸

The issue of whether a Māori name applies to the same spatial extent as the English-language name is addressed by Board policy:

- “To avoid confusion and assist with location identification, a name should apply to the whole of the geographic feature to which it relates” (NZGB 2017: 39);
- “The Board will generally decline proposals to name separate parts of the same feature; however, the Board may accept names for features within features, such as bays within lakes.... Exceptions exist, for example Mangakino Stream changes to Hātea River at Whangarei Falls” (ibid.: 39); and
- “Geographically, the names in dual or alternative naming apply to the same geographic feature and its extent” (ibid.: 45).

Although the lack of equivalency in the spatial extent of dual or alternative names is a rare occurrence, the NZGB may apply a Māori name to only part of feature that is named in English in its entirety. They are able to document the difference digitally in their geodatabase and describe the differing spatial extent in words.⁹⁹

Topo-complexes

Topo-complexes are rare in New Zealand, but the NZGB is currently dealing with an unusual one: Wairarapa Moana. According to NZGB secretary, Wendy Shaw, the name “encompasses three individual but connected water features named ‘Lake Wairarapa’, ‘Lake Onoke,’ and ‘Ruamahanga River,’ plus the surrounding watershed. ‘Wairarapa’ means shimmering waters and ‘Moana’ means sea/ocean/large lake.”¹⁰⁰ Figure 11 shows how the NZGB plans to depict the spatial extent/geometry of this toponym. Shaw notes that the geometry has not yet been confirmed and that they propose to “connect the three individual named records/features through an ‘Feature/Name associations’ field” – which has not been done yet, since

⁹⁸ Wendy Shaw, Secretary, NZGB, personal communication 25-26 February 2018.

⁹⁹ Wendy Shaw, Secretary, NZGB, personal communication 25-26 February 2018.

¹⁰⁰ Wendy Shaw, Secretary, NZGB, email to P. Armitage 26 Feb. 2018.

“Wairarapa Moana’ is still just a proposed name.” Currently, a search of the *Gazetteer* for the name “Wairarapa” generates a record for the unofficial placename, Lake Wairarapa, showing geometry for the lake only.

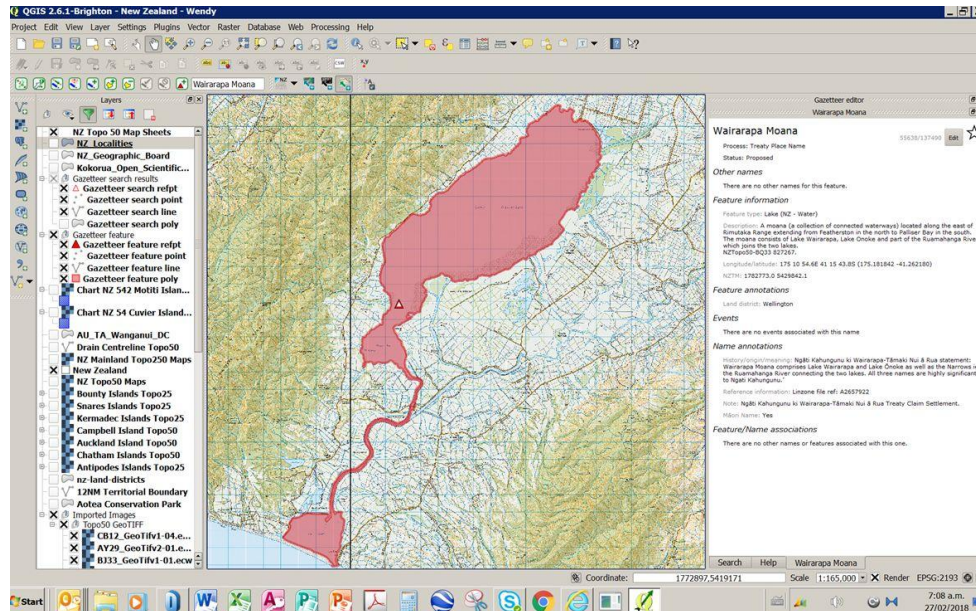
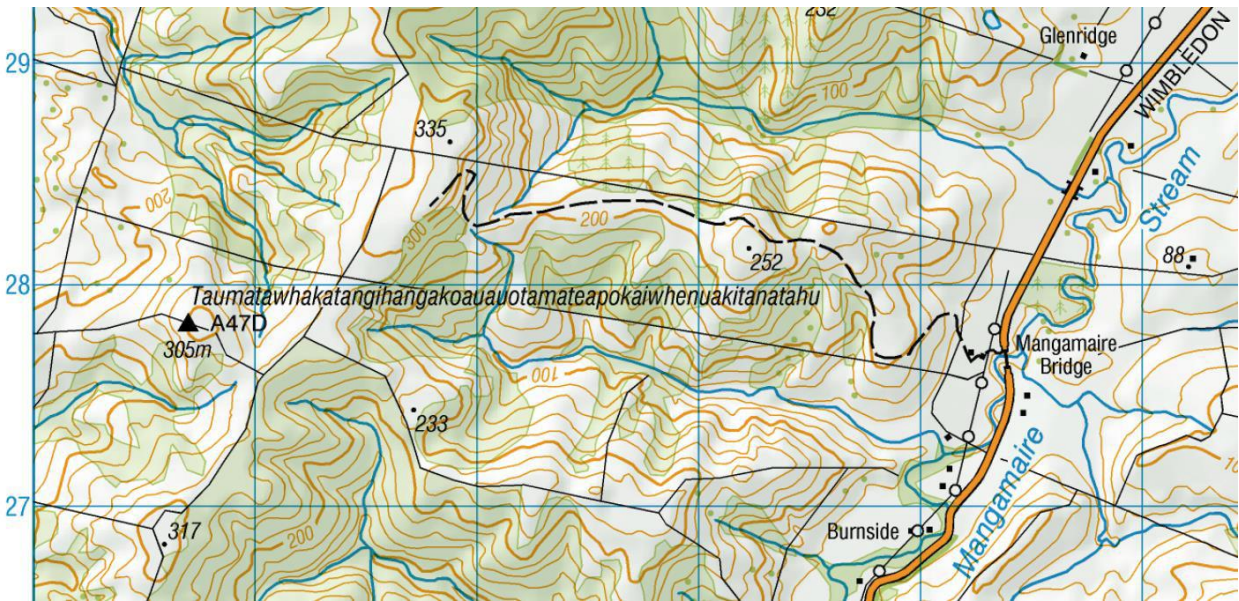


Figure 11. Example of a topo-complex from New Zealand; three features with one name, Wairarapa Moana (source Wendy Shaw 2018)

Lengthy placenames

NZGB policy is to officialise long Māori placenames and not shorten them, despite the risk that cartographers may choose not to use them because of concerns about map clutter. The Board recognises that Māori names “are composite words referring to an event, story or personal possession, often including the generic term” (NZGB 2017: 37). This policy is applied case by case, depending on the usability of the name, its euphony, whether it would impede emergency response, and its historical and cultural importance (Dyer and Shaw 2017: 7). Map 6 illustrates the challenge of depicting long placenames cartographically. As noted by Dyer and Shaw (2017: 8), Taumatawhakatangihangakoauauotamateapokaiwhenuakitanatahu means “the place where Tamatea, the man with the big knees, who slid, climbed and swallowed mountains, known as landeater, played his flute to his loved one.”



Map 6. The cartographic challenges of long Māori placenames (from Dyer and Shaw 2017: 8)

Orthography and consistent spelling

In general, placenames must use Roman orthography; however, Māori diacritics — in particular, the macron to mark vowel length — are also supported in cartographic representation and official documents (NZGB 2017: 54). The Board prefers standardised, consistent Māori spellings but recognises that exceptions may occur because of regional dialect differences (NZGB 2017: 26). The Act directs the NZGB to “seek advice from Te Taura Whiri i te Reo Māori (the Māori Language Commission) on the correct orthography of any Māori name (Government of New Zealand 2008: 9).

Offensive names

In rare cases, proposed placenames may be offensive to Māori people because they reference an ancestor’s anatomy in a vulgar way, disparage or insult a former territorial rival, etc. The NZGB policy takes note of this issue but does not automatically reject names because of their sensitivity for Māori or non-Māori people. For example, Te Urenui Pā, meaning ‘male genitalia,’ is an Official Treaty settlement name (NZGB 2017: 40).

3.5 UK (Wales)

Wales at a glance

Welsh is a minority language in Wales but has been stabilised, with about 19% of the population having functional command. Legal authority and support for Welsh-language place-naming is provided by the UK's *Ordnance Survey Act 1841*, *Welsh Language Act 1993*, *Welsh Language (Wales) Measure 2011*, and Welsh Government's *Historic Environment (Wales) Act 2016*. The Welsh Language Commissioner provides authoritative advice on the standard forms of Welsh settlement names to local authorities and other administrative bodies, but has no power to impose its advice or recommendations. Ordnance Survey Inc. (OS) is the de facto place-naming authority in Wales because it is the UK's mapping agency; it is responsible for documenting and managing toponyms for database and cartographic purposes. The OS has a dual names policy that gives equal status to both Welsh and English placenames.

The population of the United Kingdom (UK) in March 2011, including Wales, England, Scotland and Northern Ireland, was an estimated 63.2 million people.¹⁰¹ The Welsh population was 3.1 million people, of which 562,000 (19%) aged three and over were able to speak Welsh, which is a member of the Brythonic branch of the Celtic language family.

Welsh began a slow decline after the union of Wales and England in 1536, at which time English was imposed as the official language. The industrial revolution and its massive demographic and cultural changes accelerated the decline so that by the early 1900s, Welsh had slipped to minority language status. In the 1960s, deep concerns about the survival of the language, along with Welsh nationalist aspirations, made placenames a political flash point, with significant opposition to English-language road signage, house names, and cartographic representation.¹⁰² This led to important reforms such as the *Welsh Language Act 1967*, which gave Welsh speakers the right to use their language in legal proceedings and on statutory forms.¹⁰³ In 1972 the UK government adopted a policy to introduce bilingual road and traffic signs throughout Wales (Jones 2012: 32). A mechanism for advising on the standard forms of Welsh placenames; namely, the Place-Names Advisory Committee, was established at the same time. This was a quasi-autonomous entity that advised the Welsh Office, prior to devolution in

¹⁰¹ Government of the United Kingdom. 2012. "2011 Census: Population Estimates for the United Kingdom, March 2011." Office for National Statistics. <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/bulletins/2011censuspopulationestimatesfortheunitedkingdom/2012-12-17#the-population-of-the-united-kingdom>; see also Government of the United Kingdom. 2013. "Language in England and Wales: 2011." Office for National Statistics. <https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/language/articles/languageinenglandandwales/2013-03-04#main-language-in-england-and-wales>; and Welsh Language Commissioner Census Data <http://www.comisiynyddygyraeg.cymru/English/Policy,%20research%20and%20data/Census%20Data/Pages/Census%20Data.aspx>.

¹⁰² See "Close the gates on fancy English house names in Wales." *WalesOnline*. 18 July 2006. <https://www.walesonline.co.uk/news/wales-news/close-gates-fancy-english-house-2328148>; see also Karl Grafton. 2017. "Council urges Welsh homeowners to ditch English property names." *Express*. 24 Sept. <https://www.express.co.uk/news/uk/857894/property-names-wales-homeowners-english-ceredigion>

¹⁰³ See *Welsh Language Act 1967*, <http://www.legislation.gov.uk/ukpga/1967/66/contents/enacted>.

Wales.¹⁰⁴ Subsequent legislation supporting robust language policies and programmes, such as the *Welsh Language Act 1993* and *Welsh Language (Wales) Measure 2011*, the establishment of the National Assembly for Wales (Welsh Government) in 1999, and mandatory Welsh-language education helped to stabilize the number of functional Welsh speakers.¹⁰⁵



Photo 2. Road sign near Cerrigydrudion, Gwynedd, north Wales, with the English toponym sprayed out (photo cymrupix / Alamy Stock Photo)

In addition to reinforcing Welsh as an official language, and establishing the Welsh Language Board (Bwrdd yr Iaith Gymraeg), the *Welsh Language Act 1993* further prescribed the “ways in which effect may be given to the principle that, in the conduct of public business and the administration of justice in Wales, the English and Welsh languages should be treated on a basis of equality.”¹⁰⁶ The responsibility to advise on the standard forms of names was passed to the Welsh Language Board from the National Assembly in 2001.¹⁰⁷ The Board’s concern for standard Welsh spellings extended to placenames through the work of the Place-names Standardization Team, comprised of academic Welsh-language experts, the Association of Welsh Translators and Interpreters, and Welsh Government and UK Ordnance Survey staff (Jones 2012: 32).

The Welsh Language Board was replaced by the Welsh Language Commissioner in 2012 following the enactment of the *Welsh Language (Wales) Measure 2011*, which established Welsh as an official language in Wales and gave new rights to Welsh speakers.¹⁰⁸ The Commissioner’s work is guided by two principles: (1) that Welsh should be treated no less

¹⁰⁴ Eleri James email to P. Armitage 19 Mar. 2017.

¹⁰⁵ See Llywodraeth Cymru Welsh Government. 2017. “History of the Welsh Language.” <https://learnwelsh.cymru/about-us/history-of-the-welsh-language>.

¹⁰⁶ See *Welsh Languages Act 1993* http://www.legislation.gov.uk/ukpga/1993/38/pdfs/ukpga_19930038_en.pdf

¹⁰⁷ Eleri James email to P. Armitage 19 Mar. 2017.

¹⁰⁸ For a more complete account of the *Welsh Language (Wales) Measure 2011*, see http://www.legislation.gov.uk/mwa/2011/1/pdfs/mwa_20110001_en.pdf and [http://www.comisiynyddygyymraeg.cymru/English/Commissioner/Law/The%20Welsh%20Language%20\(Wales\)%20Measure%202011/Pages/The-Welsh-Language-\(Wales\)-Measure-2011.aspx](http://www.comisiynyddygyymraeg.cymru/English/Commissioner/Law/The%20Welsh%20Language%20(Wales)%20Measure%202011/Pages/The-Welsh-Language-(Wales)-Measure-2011.aspx).

favourably than the English language; and (2) that people living in Wales should be able to live their lives through the medium of the Welsh language if they wish.¹⁰⁹ The responsibility for advising on the standard forms of Welsh place-names (settlement names) was transferred to the Welsh Language Commissioner when the Board was abolished in 2012. The Commissioner has a responsibility to “provide expert and reliable advice on the ‘correct’ forms of placenames” (Jones 2012: 31). The Commissioner has convened a panel of experts to advise on the standard forms, namely the Place-names Standardisation Panel, and this panel adheres to specific protocols: Guidelines for Standardising Place-names in Wales.¹¹⁰

The general importance of Welsh-language placenames was signalled by the Welsh Government in 2016 when it provided for a statutory List of Historic Place Names of Wales in the *Historic Environment (Wales) Act 2016*.¹¹¹ See Figure 12. The Royal Commission on the Ancient and Historical Monuments of Wales compiles and maintains this list, which is based on past and ongoing toponymic research. The purpose of the list is to “raise public awareness of the rich legacy of historic place names in Wales and encourage the continuing use of these important elements” in Welsh heritage.¹¹² It is an expanding, authoritative database designed to: “help members of the public learn about the history of their communities; support academic research; and inform decisions on the management of the historic environment.”¹¹³

Local authorities are responsible for local names for roads (streets), and some other features within their boundaries, and are encouraged to consult the Welsh Language Commissioner with respect to their naming choices (Jones 2012: 31; Welsh Government 2017: 18).¹¹⁴ For example, local authorities:

have the responsibility for the naming of new streets that will need to be recorded in the Local Land and Property Gazetteer, [however the] Welsh Government encourages local authorities to employ historic place names as the basis for the naming of new streets or other developments whenever possible. When considering an application from a developer for new place naming, the local authority should consult the list of historic place names. If there is an appropriate historic name (for example, a name deriving from a historic field name or settlement name), then the developer will be

¹⁰⁹ See Welsh Language Commissioner. 2017. “Aim of the Welsh Language Commissioner.”

<http://www.comisiynyddygydraeg.cymru/English/Commissioner/Pages/Aim.aspx>

¹¹⁰ See

<http://www.comisiynyddygydraeg.cymru/English/Publications%20List/20160222%20DG%20S%20Guidelines%20for%20Standardizing%20Place-names%20in%20Wales.pdf>.

¹¹¹ The scope of this list is far greater than placenames and contains all types of names, including field and farm names, settlement names, etc. (Eleri James email to P. Armitage 19 Mar. 2018). See Government of Wales, section 34, *Historic Environment (Wales) Act 2016*. “The Welsh Ministers must compile and maintain a list of historic place names in Wales.” http://www.legislation.gov.uk/anaw/2016/4/pdfs/anaw_20160004_en.pdf. The List of Historic Place Names database is available online at <https://historicplacenames.rcahmw.gov.uk/>.

¹¹² See the Royal Commission’s description of the historic placenames list initiative.

<https://historicplacenames.rcahmw.gov.uk/about>.

¹¹³ Ibid.

¹¹⁴ See also PCGN (2009: 9) in reference to the Welsh Language Board, the name of which was changed to the Welsh Language Commissioner in 2012.

informed and encouraged to use it. The final decision on the naming of a street rests with the local authority.

Welsh Government 2017: 18

The place-naming power of these authorities does not extend to house and other private property names. Nonetheless, local councils may encourage owners of new properties to adopt a Welsh-language form for such names. A specific example is the policy of the Ceredigion County Council, which encourages owners to retain the original and historic Welsh name.

Should the current name be original and historic, especially a historic Welsh name, then a standard letter should be sent to the customer asking them to reconsider and keep the current name (even if the proposed new name is a Welsh name). The standard letter gives the customer 10 working days to reconsider their decision. However the final decision does lie with the customer (Ceredigion County Council has no jurisdiction).

Ceredigion County Council 2017: 8

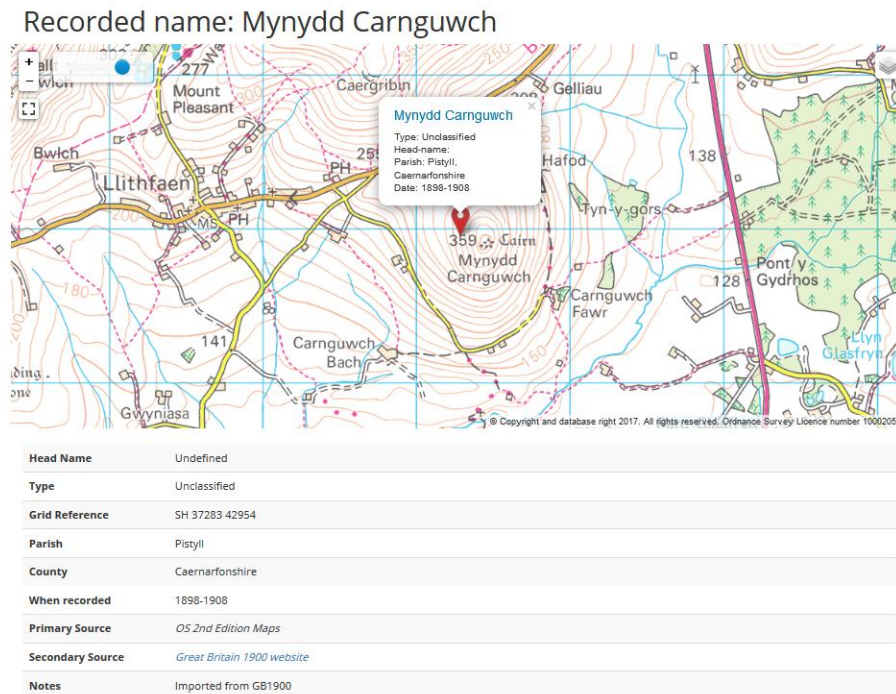


Figure 12. The placename record for Mynydd Carnguwch in the Welsh Government’s List of Historic Place Names database. The base map is from the Ordnance Survey of the UK¹¹⁵

The OS derives its powers from the UK’s *Ordnance Survey Act 1841*.¹¹⁶ Although this Act does not mention toponymy per se, the OS is a de facto place-naming authority because it is

¹¹⁵ This record was found online at <https://historicplacenames.rcahmw.gov.uk/placenames/recordedname/db4 added69-021a-4a90-9066-ea83b1884ac5>.

¹¹⁶ “There is no national names authority in the United Kingdom. Instead, the geographical names as portrayed on hard-copy and digital products of the national mapping agencies – the Ordnance Survey (for

the UK’s mapping agency and is responsible for documenting and managing toponyms for database and cartographic purposes (PCGN and OS 2017).¹¹⁷ “The collection of consistent, definitive and authoritative descriptive annotations and proper names / postal numbers of buildings, places and features forms part of Ordnance Survey’s public task” (ibid.). The OS manages placenames through its National Geographic Database (NGD) which includes “geographic information datasets with coverage of all of Great Britain to a consistent specification.”¹¹⁸ See Figure 13.

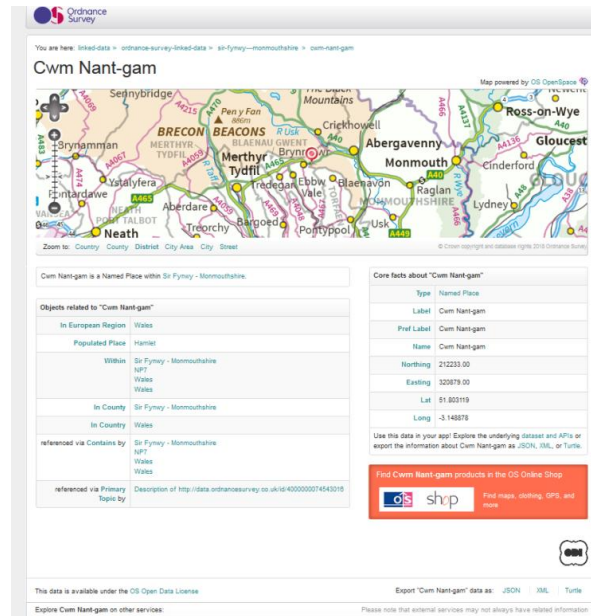


Figure 13. An example of a Welsh placename record in the OS’s National Geographic Database. The red circle in the centre of the map shows the location of Cwm Nant-gam¹¹⁹

The OS supports the *Welsh Language Act 1993* and *Welsh Language (Wales) Measure 2011* in various ways and has an explicit policy regarding official treatment of Welsh toponyms: the “Welsh Names Policy: Policy on Recording Welsh Names in OS data” (OS 2016). Additional details concerning the policy and the place-naming practices that derive from it are discussed below.

As noted previously, responsibility for naming places in Wales and in the Welsh language is shared between the UK’s Ordnance Survey (OS) and local authorities. The OS has an explicit

Great Britain) and the Ordnance Survey of Northern Ireland (for Northern Ireland) – are recognised as being the authoritative geographical names of the United Kingdom. Toponymic information is collected and updated by the Ordnance Survey as an integral element of its map product revision, and is achieved in consultation with local authorities, reliable organisations and expert individuals” (PCGN 2009: 8).

¹¹⁷ PCGN and OS (2017).

¹¹⁸ See OS (2018). “Our Public Task” (<https://www.ordnancesurvey.co.uk/about/governance/public-task.html>).

¹¹⁹ See <http://data.ordnancesurvey.co.uk/doc/400000074543016>.

Welsh names policy that also describes place-naming practices to some extent (OS 2016). Key provisions include:

- Welsh and English placenames are given equal status by depicting them with the same font type and point size in cartographic representation, although this is subject to map scale and other cartographic issues that affect map legibility. Both Welsh and English names appear on maps, but only for large topographic features (e.g., large mountains and islands). To avoid clutter at smaller map scales, the English placename is given preference (see Table 4);
- For natural features, the OS documents dual names and includes them in the National Geographic Database (NGD) “provided they are both in use and they are the locally and/or historically accepted form”;
- Although naming places in the built environment is the responsibility of local authorities (e.g., local councils), the OS includes dual names in the NDB and cartographic products with the agreement of these authorities (OS 2016). Abertawe / Swansea is an example of a dual name for a town, while Heol y Frenhines / Queen Street is an example of a dual street name;
- Dual names are also documented for “unitary authorities” (e.g., counties, county boroughs) of which there are 22 in Wales. Bwrdeistref Sirol Pen-y-bont ar Ogwr is the Welsh-language name of the feature called Country Borough of Bridgend in English (PCGN 2009: 19);
- Generic placenames are spelled consistently for natural features such as rivers and mountains;
- Transliteration of English to Welsh names and vice versa is avoided (i.e., contrived literal translations of English names to Welsh ones);
- Spelling of Welsh placenames conforms to the standardised orthography promoted by the Welsh Language Commissioner; and
- all 29 letters of the Welsh alphabet are recognised, including diacritics such as the circumflex used to mark long vowels as in *Dôl y Twlch*, *Llys-y-frân*, and *Pentre Tŷ-gwyn*.

Table 4. Ordnance policy regarding dual placename depiction on maps, depending on the size of the geographic feature (OS 2016: 6)

Feature	Examples	Dual cartographic text?
Islands	Ynys Môn / Isle of Anglesey	Yes
Mountains	Yr Wyddfa / Snowdon	Yes
Headlands	Pwynt Llanbadrig / LLanbadrig Point	No
Rocks	Adda ac Efa / Adam and Eve	No
Rivers	Afon Hafon / River Severn	Yes
Sea areas	Bae Aberdaron / Aberdaron Bay	No

In addition to the above policies and practices, the OS has a number of conventions or informal methods and protocols that it applies to Welsh-language placenames and place-naming in general. For example, whereas many Welsh-language placenames do not have a generic element, an English-language generic may be applied to facilitate use by English speakers. Glasfryn Fawr Farm is one example, where the generic “farm” has been applied to the unitary Welsh-language toponym Glasfryn Fawr.¹²⁰ When it comes to determining the spatial extent of a feature named by a Welsh placename, the operating assumption is that the spatial extent is the same as for the feature also named in English.

The extent to which long Welsh placenames are included in the NGD is unclear. For example, the toponym Llanfairpwllgwyngyllgogerychwyrndrobwllllandysiliogogoch¹²¹ does not appear in the OS’s database and cartographic products, the authoritative name for the feature being Llanfair Pwllgwyngyll.¹²²

There are three classes of Welsh-language toponyms: about 15% are simplex placenames with a single nominal element; about 75% are duplex names with two nominal elements (one a headword, the other a qualifier); and about 10% are multiplex names with three or more elements (Jones 2012: 31). An example of a duplex name is Llandrindod, where *llan* means ‘church’ and *drindod* means ‘Trinity.’ A number of these toponyms have elements that lack a direct equivalent in English-language toponymy. For example, the elements *cwm*, *glyn* and *dyffryn* refer to different types of valleys, depending on whether their hydrology leads to the sea. The element *ffridd*, referring to a ‘wooded area on a hillside where sheep are kept,’ may function as a topo-complex because it covers more than one geographic feature type; it, too, has no equivalent English generic.¹²³ In cases such as this, the OS does not attempt to transpose Welsh generic elements to English ones.¹²⁴

In general, proponents of Welsh placenames are not required to delimit the spatial extent of a named feature, because it is assumed that its geometry has already been established in relation to its English equivalent, the location of which is already known. The OS needs to determine only the “rough” extent of a named feature in order to position cartographic text.¹²⁵ See Table 5.

¹²⁰ According to James January-McCann, Place Names Officer, Royal Commission on the Ancient and Historical Monuments of Wales, toponymy is generally labelled in Welsh only “if you look at the average OS map of an area in Wales.... Coed Du rather than Coed Du Wood or Coed Du / Black Wood” (email to P. Armitage, 6 Mar. 2018).

¹²¹ The name means ‘The Church of St. Mary in the hollow of the white hazel near the rapid whirlpool and the church of St. Tysilio near a red cave.’ See <http://www.wales.com/place-names>.

¹²² Jonathan Holmes, Ordnance Survey Inc., email to P. Armitage, 14 Mar. 2018.

¹²³ James January-McCann, Place Names Officer, Royal Commission on the Ancient and Historical Monuments of Wales, email to P. Armitage, 6 Mar. 2018.

¹²⁴ Jonathan Holmes, Ordnance Survey Inc., email to P. Armitage, 14 Mar. 2018.

¹²⁵ Jonathan Holmes, Ordnance Survey Inc., email to P. Armitage, 14 Mar. 2018.

Table 5. Examples of Welsh-language generic elements with no English equivalents¹²⁶

Generic	Translation
<i>chwilog</i>	land infested with beetles
<i>clogwyn</i>	precipice, steep rock hanging on one side
<i>coetgae</i>	woodfield, field recovered from forest; palisaded enclosure
<i>cwm</i>	valley, dale
<i>dyffryn</i>	valley
<i>ffridd</i>	wood; mountain enclosure, sheep walk
<i>glyn</i>	deep valley, glen
<i>gwerfa</i>	cool spot on mountain side where cattle or sheep seek shade
<i>ysgallog</i>	full of thistles; place where thistles abound

The OS does not have a formal placename application process; for example, a web-based application form or instructions concerning submissions by local authorities. No guidebooks, best practices for place-naming or methodologies are available to provide guidance in preparing submissions beyond what is described in the Welsh names policy (OS 2016). Technical aspects of the naming are handled by OS staff, who may consult with academic Welsh-language specialists with respect to orthography and other linguistic matters. A priority for the OS is to determine the correct spelling of the proposed name, and where problems of orthography cannot be resolved, it may also consult the Welsh Language Commissioner for advice.¹²⁷

The OS receives 50 to 100 Welsh-language placename proposals each year; these are submitted primarily by local authorities and enthusiasts of Welsh history and culture. Members of Cymdeithas Enwau Lleodedd Cymru (Welsh Place-Name Society) are strong advocates for Welsh-language place-naming and conduct independent toponymic research.¹²⁸

As noted previously, once accepted by the OS, Welsh-language placenames are managed in the agency's NGD and may henceforth be used in various cartographic products, on road signage, etc. The NGD does not include information related to the pronunciation or translation (meaning) or explanation of the Welsh-language placenames. However, guidance with respect to pronunciation is provided on the OS website.¹²⁹ The Welsh Language Commissioner is preparing to launch an on-line list of standardised Welsh placenames, which will link to the OS OpenNames database and to interactive mapping applications such as Google Maps.¹³⁰

¹²⁶ OS (2018). "Glossary of Welsh Origins of Place Names in Britain."

<https://www.ordnancesurvey.co.uk/resources/historical-map-resources/welsh-glossary-intro.html>.

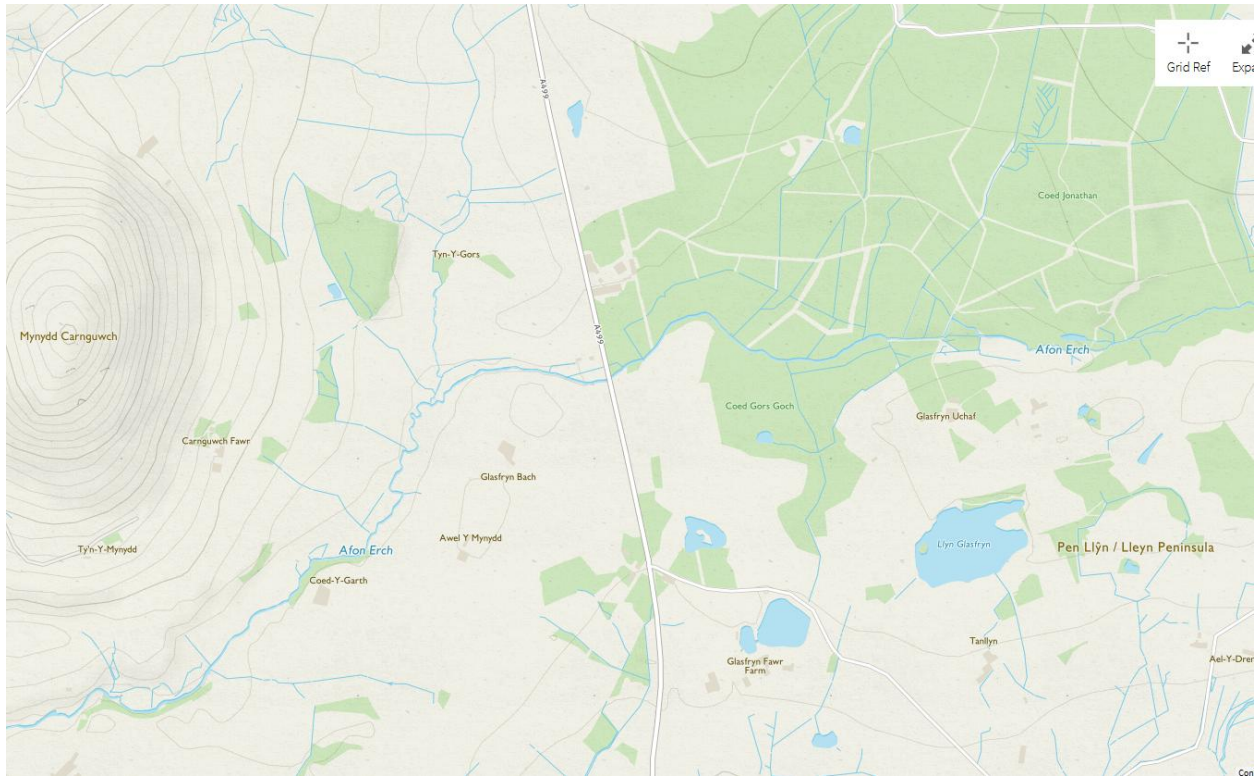
¹²⁷ Welsh Language Commissioner. "The Welsh Language Commissioner is responsible for advising on the standard forms of Welsh place-names." <http://www.comisiynyddygydraeg.cymru/English/infrastructure/Pages/Place-names.aspx>.

¹²⁸ Rhian Parry personal communication to P. Armitage 25 Mar. 2018.

¹²⁹ See OS (2018). "Welsh Origins of Place Names in Britain."

<https://www.ordnancesurvey.co.uk/resources/historical-map-resources/welsh-language.html> and the on-line OS map server <http://data.ordnancesurvey.co.uk/doc/4000000074543016>.

¹³⁰ Eleri James email to P. Armitage 20 Mar. 2017.



Map 7. An excerpt from the OS MAPS ONLINE product offered to support outdoor recreation

Note: Map depicts numerous Welsh placenames. Note the dual name Pen Llŷn / Lleyn Peninsula, which is a macro-toponym referring to a large peninsula on the northwest coast of Wales. Note also the name Glasfryn Fawr Farm, which uses the English generic “farm.”

It was noted previously that the Royal Commission on the Ancient and Historical Monuments of Wales is responsible for compiling and maintaining the List of Historic Place Names of Wales, which is based on past and ongoing toponymic research. There is a solid foundation to this research, established as a result of extensive scholarly research into Welsh placenames over the last several decades by a number of Welsh-language specialists and toponym experts. Important pioneering work was conducted Dr. Elwyn Davies, leading to *A Gazetteer of Welsh Place-Names* (1957); by Melville Richards, who compiled a huge archive of toponymic records (“slips”); and more recently by Hywel Wyn Owen and Richard Morgan for the *Dictionary of the Place-Names of Wales* (Jones 2012: 35).¹³¹ The latter made extensive use of Richards’ research, and is much more than a gazetteer in that it includes information related to the etymology, meaning, history and social significance of individual Welsh placenames.

None of this research would have been possible were it not for the institutional support provided to academic researchers such as Richards, a professor of Welsh at Bangor University from 1965 until his untimely death in 1973. Following his death, the Board of Celtic Studies funded the incorporation of Richards’ archive into an important reference database for toponymic researchers. Hywel Wyn Owen, based at the Place-Name Research Centre at Bangor University, received a major grant from the Arts and Humanities Research Board to complete

¹³¹ See Owen and Morgan (2007).

the database, which is available online as the *Archif Melville Richards Place-names Database*.¹³² Current work, on the List of Historic Place Names of Wales, is supported financially by the Welsh Government.

¹³² For the history and background of the *Archif Melville Richards Place-names Database* see <http://www.e-gymraeg.co.uk/enwaulleoedd/amr/history.html>.

4. Concluding remarks

The original intent of this survey was to query eleven jurisdictions about their Indigenous or minority language place-naming policies and practices. Unfortunately, only six of the eleven responded to GNBC's request to participate: Australia, China, Finland, Ireland, New Zealand, and the United Kingdom in relation to Wales. Both China and Finland chose to respond to survey questions in writing but were unable to do so in time for report deadline. Presumably their responses will be received in due course and will expand the international perspective provided here. The information provided in this report concerning Finland's Indigenous place-naming is based primarily on the English-language documentation found online and is incomplete. There is insufficient English-language information available online to report much of use with respect to China. Australia is effectively seven place-naming jurisdictions because it lacks place-naming legislation at the national level, and does not have a national geographical names board. The country's UNGEGN representative, William Watt with the Government of South Australia, was the only point of contact for the entire country; time constraints precluded discussions with representatives of the other six Australian place-naming authorities.

A survey of this nature involves scouring bibliographies, web-based searching, and exploring numerous government websites for relevant documentation. The UNGEGN website was the starting point. Survey respondents made this exploration easier by directing the consultant to key documents and online resources. Table 6 lists key online documents and resources.

A number of generalizations and comparisons can be made with respect to the place-naming policies and practices of the respondent jurisdictions. They are summarised in Table 7.

All participating jurisdictions:

- have place-naming policies and practices related to Indigenous people or speakers of minority languages;
- require some type of consultation with Indigenous/minority language groups with respect to place-naming decisions, although consultation protocols related to the general public may also be applied to minority groups;
- insist that Indigenous placenames be based on Roman orthography. South Australia, however, is open to considering alternative orthographies such as syllabics should they be adopted for developing Aboriginal writing systems;
- support dual naming in some form. However, New Zealand and Australia's Northern Territory use a composite naming approach whereby a single name comprises two parts, each in a different language, joined by a solidus (slash). This reconciles dual naming with the principle of univocity. New Zealand also uses "alternative names" which are official and gazetted, but these names do not need to be used simultaneously on maps or other official documents;
- maintain online toponymic databases and/or gazetteers to manage placenames as research tools and to provide information to the general public, albeit in the majority language (e.g., English, Finnish).

Table 6. List of key online documents related to Indigenous/minority language place-naming

Jurisdiction	Document (with hyperlink)
Australasia	Permanent Committee on Place Names. Guidelines for the Consistent Use of Place Names
Australia	Gazetteer of Australia Place Name Search
Australia – New South Wales	Geographical Names Board of New South Wales
Australia – Northern Territory	Place Names Committee policies, procedures, rules and guidelines
Australia – Queensland	Place names website
Australia – South Australia	Geographical names guidelines
Australia - Tasmania	Aboriginal and Dual Naming Policy
Australia - Victoria	Naming rules for places in Victoria
Australia – Western Australia	Landgate. Policies and Standards for Geographical Naming in Western Australia
Finland	Institute for the Languages of Finland. Guidelines on name planning
Finland	National Land Survey of Finland
Ireland	Placenames Database of Ireland
New Zealand	Frameworks of the New Zealand Geographic Board
New Zealand	New Zealand Geographical Board
New Zealand	New Zealand Gazetteer
UK Wales	Guidelines for Standardising Place-names in Wales
UK Wales	Ordnance Survey Inc. Welsh Names Policy
UK Wales	List of Historic Place Names

Table 7. Summary of place-naming policies and practices by jurisdiction

Jurisdiction	Placename Act	Names board, committee	Guidelines	Indigenous rep on board	Check lists	Proposal forms	Consultation required	Dual naming	Standard orthography	Roman orthography	Diacritics ¹³³	Linguistic expertise, etc. recommended, required ¹³⁴
Australia – New South Wales	yes	yes	yes	yes	no	yes	yes	yes	yes	yes	no	?
Australia – Northern Territory	yes	yes	yes	no	no	no	yes	yes	yes	yes	no	?
Australia – Queensland	yes	no ¹³⁵	yes	no	no	yes	?	yes	yes	yes	no	?
Australia – South Australia	yes	no ¹³⁶	yes	no	no	no	yes	yes	yes	yes	yes	yes
Australia - Tasmania	yes	yes	yes	no	no	no	yes	yes	yes	yes	no	?
Australia - Victoria	yes	yes	yes	no	yes	no	yes	yes	yes	yes	no	?
Australia – Western Australia	yes	yes	yes	no	yes	no	yes	yes	yes	yes	no	?
Finland	no	no	?	n/a	?	?	?	yes	yes	yes	yes	yes
Ireland	no ¹³⁷	yes	no	n/a	no	no	yes	yes	yes	yes	yes	yes
New Zealand	yes	yes	yes	yes	yes	yes	yes	yes	yes	yes	yes	?
UK Wales	no	no	yes	n/a	no	no	yes	yes	yes	yes	yes	yes

¹³³ This policy is under review by state and territorial governments to account for developing Aboriginal orthographies, one or more of which may employ diacritics, or even a syllabic system.

¹³⁴ Australian states and territories reference PCPN guidelines with respect to the recommendation to retain Aboriginal language and toponymic expertise if necessary, including consulting the Australian Institute for Aboriginal and Torres Strait Islander Studies, to assist with orthography and other language issues. However, this matter is largely irrelevant in jurisdictions that have done little if any dual naming to-date (e.g., Queensland).

¹³⁵ Queensland does not have a geographical names or nomenclature board per se; place-naming is managed by “Queensland Place Names,” an administrative unit of the Department of Environment, Land and Water.

¹³⁶ South Australia has a Surveyor-General.

¹³⁷ However, Ireland’s *Official Languages Act 2003*, gives a responsible minister the authority to issue “placenames orders.”

Most jurisdictions:

- recommend or require the involvement of Indigenous/ minority language experts and/or social scientists (e.g., Australian Institute for Aboriginal and Torres Strait Islander Studies, Institute for the Languages of Finland, Māori Language Commission); and
- provide guidelines and/or other documents that explain their policies and facilitate the submission of placename proposals.

Not all jurisdictions:

- have dedicated placename legislation or a geographical names or nomenclature board of some kind;
- have funded large-scale systematic research regarding Indigenous/minority language toponyms through their place-naming authorities. In some countries, significant, dedicated toponymic research, productive of placenames data, has been conducted by social scientists with funding from academic/scholarly sources (e.g., South Australia, Wales). In Ireland, Finland, and Wales, government bodies mandated to protect minority languages have undertaken considerable toponymic research. In New Zealand, some focused toponymic research has been conducted in the context of special arrangements with the Māori, such as the Treaty claims-making process established by the *Treaty of Waitangi Act 1975*. Focused place names surveys have been conducted by the South Australia placenames authority in collaboration with university-based researchers. In the absence of focused research, Indigenous/minority language documentation and officialization tends to be piecemeal;
- support the use of diacritics. For example, until recently, all Australian jurisdictions insisted on Roman orthography only, with no diacritics, but this policy is under review, and South Australia has started to use diacritics in Aboriginal orthographies;
- have confronted the challenge of cultural generics, where there is a lack of equivalency between the feature terms or concepts used in each language. Both the UK's Ordnance Survey and New Zealand's geographic board recognise the problem and do not attempt to squeeze Indigenous/minority language generics into English-language categories. New Zealand has published a list of Māori generics with the view to promoting their use by members of the general public.

Few jurisdictions:

- have had to grapple with the challenge of topo-complexes. New Zealand provides the only example: a single Māori placename applied to three geographic features, each with a separate English-language toponym;

No jurisdiction:

- attempts to educate the public in the pronunciation of Indigenous or minority language placenames through the creation of digital audio databases with web-based access;
- gives its place-naming entity (board, minister) the power to name or impose placenames on the built environment (e.g., streets, houses) under the control of local authorities such as towns and cities, although some place-naming entities have an

advisory role (e.g., Welsh Language Commissioner). In some jurisdictions, limited naming powers may be given to postal, transportation and other government-related authorities (e.g., Finland).

It is imprudent to pass judgment on the respective place-naming policies and practices of the jurisdictions surveyed for this report with respect to their strengths and weaknesses. Vastly different histories, demographics, ethnic profiles, legal and political relations with Indigenous and minority language populations, financial priorities, and territorial extents subject to toponymic management inform the policies and practices of each jurisdiction. Table 8 points to some of these differences, in terms of land mass and demographics. Irish and Welsh speakers have had a longer experience with literacy and cartographic representation than Indigenous peoples in Australia, Finland and New Zealand, where knowledge of place and placenames has been transmitted by way of oral traditions. In Ireland and Wales, much toponymic research involves archival research with old maps and government records in addition to fieldwork with local experts. However, in younger countries like Australia and New Zealand, toponymists and place-naming authorities are dependent on the oral traditions of Indigenous peoples for their data. The documentation and officialization of Indigenous placenames can be a challenge in these jurisdictions, especially where languages lack writing systems or where oral traditions have broken down due to language loss and other factors.

Table 8. Overview of jurisdiction geography in relation to population and minority language demographics, etc.

Jurisdiction	Land mass	Total population	Indigenous/ minority language population	No. speakers in relation to total country population	No. speakers in relation to total minority population
Australia	7.7 million km ²	24.4 million	649,200 (2.6%)	?	?
Finland	338,440 km ²	5.5 million	?	1,969 (0.04%)	?
Ireland	70,282 km ²	4.8 million	n/a	73,803 (1.7%)	n/a
New Zealand	268,021 km ²	4.4 million	598,605 (13.6%)	125,352 (2.8%)	125,352 (20.9%)
UK Wales	20,782 km ²	3.1 million	n/a	562,000 (19%)	n/a
Canada	10.0 million km ²	36.7 million	2.1 million (5.7%) ¹³⁸	228,765 (0.06%) ¹³⁹	228,765 (10.9%)

¹³⁸ Statistics Canada. 2016 Census. Respondents reporting “Aboriginal ancestry.”

<http://www12.statcan.gc.ca/census-recensement/2016/ref/guides/009/98-500-x2016009-eng.cfm>.

¹³⁹ Statistics Canada. 2016 Census. Respondents reporting that they spoke an Aboriginal language at home.

<http://www.statcan.gc.ca/pub/11-627-m/11-627-m2017035-eng.htm>.

New Zealand stands out in this survey in terms of the quality of its place-naming work, and its commitment to promoting the use of Indigenous placenames. Its policies and practices are well documented in online guidelines, instructions, checklists and proposal forms. Furthermore, it operates a sophisticated interactive mapping application that provides efficient access to the country's toponymic database, geo-locates placenames and their digital geometry with attractive base maps, and includes a rich collection of historical and cultural information about Indigenous and non-Indigenous placenames.

One issue that is not adequately addressed in this report relates to the place of regional dialects in the standardised orthographies of the Indigenous and minority languages spoken in the respondent jurisdictions. As noted above, the New Zealand Geographic Board prefers standardised, consistent Māori spellings, but recognizes that exceptions may occur because of regional dialect differences (NZGB 2017: 26). On the other hand, the Permanent Committee for Place Names says the orthography of a place name should agree "with the orthography (if one exists) of the language from which the place name originates" (PCPN 2015: 15). The manner or extent to which jurisdictions reconcile orthographies based on local dialects with pan-dialect orthographies is unknown.

An example from Quebec illustrates the problem of toponym spellings based on local dialect versus a standardised orthography designed to accommodate multiple dialects, and to thereby facilitate the development of literacy in the Indigenous/minority language population. This is the official Innu (Montagnais) toponym Utatnun Kaiashtet Ushakatshuku that is featured on the GNBC's website (Figure 14). This name should be written in standard orthography, which is Ulatinun Kaiashtet Ushakatshik^u.¹⁴⁰ The official but non-standard form was probably provided by the now retired Université Laval linguist, Gerry McNulty, who was not part of the mainstream linguistics community that worked on the development of a standard orthography for the majority of Innu in the Quebec-Labrador peninsula. McNulty developed an idiosyncratic, largely phonetic orthography based on some of the dialect characteristics of the Mashkuanunnu-aimun dialect spoken on the Quebec Lower North Shore, and "with numerous errors in the transcription of vowels" (Mailhot, MacKenzie and Oxford 2013: x). This dialect features the replacement of sh [š] by h in initial and intervocalic positions.

¹⁴⁰ The name is based on two Innu-aimun nouns and a verb: *utatinun*, meaning 'komatik'; *kaiashtet*, from the verb *ashteu*, meaning 'it is placed, is set'; and *ushakatshik^u* meaning 'good place for otter or seal.' The French gloss captures this meaning quite well: 'le lieu de rassemblement de loups-marins à l'endroit où se trouve le traîneau sur patins'. Note that the labialised 'u' at the end of *ushakatshik^u* must be superscript. See Commission de toponymie du Québec.

http://www.toponymie.gouv.qc.ca/ct/ToposWeb/Fiche.aspx?no_seq=110844; see the GNBC's record for this feature at <http://www4.rncan.gc.ca/search-place-names/unique/EJYVO>.

Geographical Names

Geographical Names Board of Canada

Download Geographical Names Data

Search Place Names

By Geographical Name

By Coordinates

By Rectangular Area


By Unique Key

By Alphabetical List

Application Programming Interface - API

Utatnun Kaiahrtet Uhakatshuku

▶ Instructions: Map Navigation



i In some instances the feature boundary may not align with the base map due to the scale and datum at which the feature was collected.

Name	Utatnun Kaiahrtet Uhakatshuku
Language	Montagnais
Toponymic Feature ID	a66326ccbfae11d892e2080020a0f4c9
Key	EJYVO
Status	Official
Concise Term	Unincorporated place

Figure 14. Toponym record for Utatnun Kaiahrtet Uhakatshuku (non-standard orthography) in the GNBC online database

Finally, it would be helpful to consider at greater length the factors that contribute to the officialization of Indigenous/minority language toponyms. Obviously, a robust Indigenous/minority language is a prerequisite for knowledge and daily use of the language's toponyms. This is particularly important where the intergenerational transmission of toponyms is based on the oral tradition. Officialization of Indigenous/minority language toponyms is not possible where the language no longer survives and there is no written record of the names. This place-naming survey points to several additional factors that may contribute to the officialization of Indigenous/minority language placenames:

- the Indigenous/minority language group is demographically and/or politically strong, seeks redress for the silencing of their toponyms in the past, and is backed by legislation that promotes their language and toponyms (e.g., *Treaty of Waitangi Act 1975* in New Zealand, *Sámi Language Act of 1992* in Finland, and the *Welsh Language (Wales) Measure 2011* in the UK);
- a cultural intelligentsia rallies the public and the political leadership around toponyms for reasons of cultural heritage and/or to reclaim the symbolic landscape (e.g., Ireland post-independence in 1922, the Welsh Place-Name Society);

- government invests in toponymy as part of a national, philosophical, political and/or ethical commitment to its history and national languages, including those of the Indigenous/minority language peoples it represents (e.g., Finland);
- the Indigenous/minority language group is of interest to academics who document significant numbers of placenames, with research financed by their institutions and national academic funding sources (e.g., South Australia, Wales), and these names are provided to government for officialization;
- passionate government employees push for policies and practices that support the documentation and officialization of Indigenous/minority language placenames, work cooperatively with Indigenous/minority languages peoples, organize toponymic surveys, and recruit academic resources to assist with the work (e.g., South Australia).

Whether any of the above is a necessary or sufficient condition for the inclusion of well-documented Indigenous/minority language toponyms in official place-naming cannot be determined on the basis of this survey. However, these factors and possibly others are worth considering by Canada as it moves forward with the development of its own Indigenous place-naming policies and practices.

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Appendix 1. Survey questionnaire template

International Survey of Indigenous and Minority Language Place-naming Policies and Practices

Questionnaire – Draft #2, 22 February 2018

INTRODUCE SESSION: “My name is Peter Armitage. I have been contracted by the Government of Canada on behalf of the Geographical Names Board of Canada (GNBC) to conduct an International Policy Scan on Indigenous Toponymy. You were contacted prior to this call to explain the purpose of this project and to ask for your participation in the GNBC’s survey. To recap, its purpose is to document, analyse and summarise policies and procedures used by a selection of national and subnational naming authorities to officially preserve and protect the language, culture and history of place names with Indigenous or minority group origin. I have been reading as much background material as possible about the place-naming policies in your country, based primarily on documents identified through internet searches, and a review of references in the published literature. The background reading has informed this questionnaire.

I am not recording this telephone discussion; I am typing or hand writing your responses to my questions. I assume that given your official position your responses reflect the policies of your national government and that they may be placed on the public record. This is not a confidential or anonymous survey, so the Geographical Names Board of Canada would like to reference you as the source of information about your jurisdiction’s place-naming policies. A summary of national and subnational policies, processes, procedures, legislation, handbooks, field collection guides, etc. will be prepared that will be shared with the United Nations Group of Experts on Geographical Names (UNGEGN) and the general public.”

Part 1 Demographics

I would like to start by asking you some general questions about the Indigenous peoples or minority languages to whom your place-naming policies apply.

Review the names of the groups with the country/jurisdiction representative (e.g., Saami, Irish/Gaelic language speakers, etc.).

1. What are the current population estimates for these peoples? [based on census, when conducted?]
2. How many people speak the language(s) of the Indigenous or ethnic minority group encapsulated by your country/jurisdiction? [based on census, when conducted?]

Part 2 Indigenous/ethnic minority place-naming policy

3. I have reviewed documentation related to place-naming practices on the UNGEGN website. Some of your documentation is available there. Do you have additional English-language documentation that explains your Indigenous or minority group place-naming policies? Where can these be obtained (internet)?

4. What policies does your naming authority have for the collection of Indigenous/ethnic minority geographical names?
 - a. Have special policies been developed for this purpose?

5. What are the mechanisms by which Indigenous names have been and are currently documented and officialised in your country/jurisdiction?
 - a. Do you have a consultative process with the Indigenous/minority language community in order to identify, establish and record names with Indigenous origins?
 - b. If yes, what is this consultative process (special procedures developed for this purpose)?
 - c. Are Indigenous/minority language groups involved in the place name approval process, e.g., is there an Indigenous member on your geographical names board?

6. Have policies been developed to address the unique aspects of Indigenous geography and toponymy, for example:
 - a. Multiple (dual) names for a single geographical feature;
 - b. Unique cultural generics, and problems equating generics in the Indigenous toponymy/geography with “official ones” (e.g., *shipiss* in Innu-aimun may not be equivalent to “stream,” “brook,” “creek” in Canadian English and geospatial thinking);
 - c. Guidelines for “topo-complexes,” geographical features that are made up of more than one distinct feature, but identified by a single toponym? [see Inuit topo-complex example below];
 - d. Delimitation issues (e.g., if the Indigenous group assigns a toponym to part of a feature, whereas another toponym from a different group is assigned to another portion);
 - e. Recording of Indigenous/minority language toponyms to facilitate pronunciation by other language groups.

7. What are the policies and methods for accurately recording, storing, displaying and disseminating Indigenous geographical names?
 - a. Do you have toponymic guidebooks or some other kind of best practices document for the conduct of place names research? References please.
 - b. What data are collected? E.g., name, pronunciation, translation, official name, feature, location (lat/long, delimitation), explanation?
 - c. Have standards been adopted for special characters (diacritics) used in Indigenous languages? [May not be relevant depending on Indigenous/minority language]

8. Do you require or encourage toponym documentation based on geospatial data (e.g., digital geometry) in addition to geographic coordinates (i.e., DMS or decimal degrees).
9. How have Indigenous/minority language policies in this jurisdiction been implemented, put into practice, for example, through official cartography, road signage, government post office names, etc.
10. How has Indigenous/minority language toponymic research in your country/jurisdiction been financed to-date?
11. What if any challenges do you face in your jurisdiction with respect to Indigenous/minority language place-naming?
12. Do you have any other comments concerning Indigenous/minority language place-naming in your jurisdiction?

Guidelines for topocomplexes

Topocomplexes are geographical entities that are made up of more than one distinct feature type, but identified by a single toponym.



These named entities do not fit the traditional feature class classifications, which generally divide features into categories and sub-categories based on their composition. In the classification system for the CGNDB, for example, the feature category Water Features has sub-categories such as Flowing freshwater, Standing water surrounded by land, Water sources, and Tidal water features.