

POLICY NAME: NAMING AND ADDRESSING

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OBJECTIVES

The purpose of this policy is to create accurate, consistent, and logical address information that meets the needs of the community, government, and business. This will be achieved through a council-wide approach based on legislative obligations and addressing standards and provide accurate and timely addressing for all landowners and their services.

The policy will support the directives set out by the NSW Geographical Names Board (GNB) and NSW *Roads Act 1993*, as detailed in the NSW Addressing Policy and User Manual (APUM) to improve the property addressing system in NSW.

It will also standardise the production, aggregation, publication, and use of address data in Ballina Local Government Area (LGA) in an open and timely manner, ensure that the allocation of addresses is consistent with legal requirements, and support emergency, utility, and postal services.

The policy will also ensure a transparent and consistent approach to the addressing of properties that reflects the history and character of Ballina, maintain consistency, clarity, and timeliness for addressing in Ballina LGA.

POLICY

The policy supports:

- the naming of roads, bridges, and places, and
- how addresses (and their component parts) are allocated, published, and used by the local government addressing authority,

in accordance with the requirements of the NSW Addressing Policy and User Manual.

The policy encourages the use of names associated with historical themes and people that have shaped the history of the shire including Aboriginal, European and other peoples.

Each local government area (LGA) is responsible for road naming and address numbering within its jurisdiction, and this policy is an extension of the state addressing objective with focus on effective provision of emergency services.

Legislation and Authority

The Geographical Names Board (GNB) is governed by the *Geographical Names Act 1966*, and the NSW Spatial Services addressing database is enforced through the provisions of the *Local Government Act 1993*.

The Geographical Names Board (GNB) has the power to investigate and determine various aspects of geographical names such as spelling, pronunciation, origin, and history, and determine the application of each name regarding position, extent, or other reference. The board ensures that its practices, protocols, and policies adhere to international standards in this field and is committed to providing NSW with the best possible service related to location information to ensure public safety.

In the road naming process, the GNB sets policy, and processes for all road naming proposals in NSW and maintains and publishes a list of road names in compliance with s.5(2) of the *Geographical Names Act 1966*.

Authority for Numbering

The NSW Spatial Services maintains the NSW address database and expects Local Governments to pursue conformant numbering and enforce the principles which support the practice of standardised addressing. This can be enforced through the provisions of the *Local Government Act 1993*.

Under the provisions of the *Local Government Act 1993*, s.124, Order 8, a council may order a person to 'identify premises with such numbers or other identification in such manner as is specified in the order'. Failure to comply with this order is an offence, as described under s.628, for which the maximum penalty is 50 penalty units for an individual and 100 penalty units for a corporation.

Street numbering must be included on all deposited and strata plans as detailed in the Surveyor General Directions No.7, section 3.25 clause 60.

Authority for Road Naming

The NSW Addressing Policy applies to all roads in NSW, regardless of custodianship and maintenance agreements. Importantly, under this policy, all roads in NSW shall be authoritatively named and the names gazetted.

For the purposes of this policy a road is an area that is open to and/or used by the public and is navigable by vehicle or foot and can be used for assigning addresses or allowing access between points or to a feature.

Road naming is legislated under the *Roads Act 1993*. This Act empowers the authority in charge of the road with the rights to name it.

For the purposes of road naming for addressing the Local Government are responsible for endorsing the official road name and ensuring it is approved by the GNB and gazetted.

Authority for Locality Names and Boundaries

Under s.2 and s.5 of the *Geographical Names Act 1966*, the GNB have responsibility for assigning names to address localities, determining their extent, and publishing their details in the Gazetteer of Place Names. Refer to APUM Chapter 4 - Section 4.2.3 - Gazetteer of Place Names for more details.

The Act provides that any geographical publication shall use the official name of an address locality, unless the publication explicitly states that the name is not considered official for the purposes of the Act. Failure to comply with directions of the Act can be liable to a penalty of up to 5 penalty units.

Naming of Roads, Bridges and Places

The GNB's primary directive is to give precedence in using names of Aboriginal origin associated with the place, OR a name that recognises the social history of an area.

The naming of private and public roads, bridges, places and geographical features provides an opportunity to recognise all aspects of a place's history. This may include names associated with historical themes, natural features, industry and local work practices and the presence or achievements of individuals or groups in the community that have contributed to shaping local history.

The naming of roads and places after people who are still living is not considered appropriate. The GNB's experience is that proposals of this kind can lead to division in the community and other associated problems. Jurisdictions around the world prohibit the use of names of living persons. The GNB strongly recommends that local councils do not name public places to honour living persons and suggests alternative ways of commemorating living persons. Other means of commemoration may include plaques or the naming community facilities.

Where names have been changed or corrupted by long established local use, it is not usually advisable to attempt to restore the original. Changes are discouraged unless the change has been deemed to be in the public interest or for safety reasons. Changing well established names can lead to address or location confusion, especially to electronic navigation services. As per Section 9.3 NSW Place Name Policy.

Road names are intended to be enduring, and the renaming of roads is discouraged unless there are compelling reasons for a change. Issues that can prompt renaming include the redesign of a road, changed traffic flow, mail or service delivery problems, duplication issues and addressing problems. As per Section 6.7.9 NSW Address Policy and User Manual.

Road Naming

All formed roads, including private roads that are generally open to the public or to services shall be named in accordance with the NSW Addressing Policy and User Manual. This includes, but is not limited to, bike paths, walking tracks, roads within hospitals, retirement villages, national parks and pedestrian only roads, such as malls.

All new road sections are to be named and approved for use as early as possible to ensure early allocation of addresses so property services can be provided.

The creation of the NSW Place and Road Naming Proposals System has brought clarity to a complex process; and includes:

- A pre-evaluation of suggested road names
- Opportunity for local indigenous road names
- Chronological steps to fully complete naming process
- Consultation with local community and state bodies
- Notice published in NSW Government Gazette

The consultation process enables the local community to be part of the naming process and often provides locally significant names.

Adjoining owner's consultation is not required in new subdivisions, and all other road naming proposals requires adjoining owners as well as the wider community consultation.

In cases where road names are determined by public authorities such as the TFNSW, Council will liaise with the appropriate authority to ensure that the road design and selected names address key elements of Council's policy and the NSW Address Policy.

Bridge Naming

The naming of bridges and other structures on roads does not have a formal legislative basis, as per the NSW GNB Place Naming Policy.

However, it is suggested by NSW GNB that the same procedures for road naming could be applied to bridges and other road infrastructure:

The TFNSW is responsible for the naming of bridges and other structures on freeways. Local councils can initiate the naming of bridges on local, regional, and state roads (other than freeways) and the TFNSW is to approve/reject these proposals.

TFNSW will approve a naming proposal for a bridge or structure provided that:

- The name has wide community support.
- An Aboriginal name has the support of local Aboriginal groups.
- Consideration has been given to National and State commemorative initiatives involving the naming of new key road infrastructure.
- The name is consistent with GNB place name criteria.
- The design of the name plaque accords with TFNSW requirements.

Place Naming

If a public park, reserve, or place adjoins a road, the preferred option is for the street name to be applied to the public park or place. Extenuating circumstances such as recognising significant local heritage will be taken into account when considering a proposal for a name.

Dual Naming

In accordance with the GNB Dual Naming Guidelines, Council encourages the dual naming of geographic features and recognised cultural sites in the Ballina Shire. The support of the dual naming of geographic features and recognised cultural sites seeks to acknowledge the shire's Aboriginal community. It also promotes the value of the shire's Aboriginal cultural heritage and cultural recognition as an important facet of the Reconciliation process.

Dual naming may be applied to situations where it can be established that a proposed name was historically associated with a particular geographic or cultural feature; it does not apply to roads or bridges.

The dual naming of geographic features and recognised cultural sites is an option in addition to any proposal to apply other names to roads, bridges and places that recognise the history and heritage of Aboriginal people in the shire. This can include contemporary historical themes or personalities associated with post-European Aboriginal experience in the shire.

The application of dual naming in the shire is in accordance with the GNB Dual Naming Guidelines.

Urban and Rural Address Numbering

Early addressing

Early addressing is allocated by Council at the time of subdivision after development consent.

Early addressing is now being enforced by NSW LRS by making it a requirement to have allocated addresses on the linen plan (DP/SP) before the plan can be registered.

Early address allocation provides timely addressing for property services as well as for various local and state government processes, including the NSW Online Planning Portal.

Rural addressing is allocated by Council early in the building construction process, using the

distance from the road datum (start of street numbering) to the final approved property access point or gate.

Urban addressing is allocated to each new allotment as part of the subdivision process, including public reserves and drainage reserves.

Working together everyone benefits from early addressing:

- Emergency service providers receive new and changed addresses earlier which in turn provides expeditious response to events.
- Development application registration is not held up by road naming or address allocation processes.
- Addresses are available sooner to landowners / developers as work starts on-site and services are required.
- Greatly enhances the early attribution of the cadastre and provides addressing data to time critical council processes.
- Registration of services such as NBN and electricity can happen before they are urgently required onsite.
- Maximises benefits from use of the NSW Address Database
- Maximise benefits from address use and reuse and to help avoid introduction of erroneous address data.

Additional Addresses

Secondary addresses may be necessary for properties with more than one dwelling and a main pedestrian access that differs from the location of mailboxes or waste service bins. For example, a strata unit may have access via a narrow lane.

It is recommended that alternative addresses be provided to accommodate for potential future dwellings or changes to the primary pedestrian access points. This approach ensures that properties remain easily identifiable and accessible, regardless of any future modifications.

Private Communities with Internal Roads

Road names within private villages, such as recreational, retirement, and strata communities with internal roads, must be approved by the Council and endorsed by the NSW Geographical Names Board (GNB). However, these road names do not need to be gazetted, as they are not part of the NSW Road Network under the *Roads Act 1993*. To prevent duplication, all road name proposals, whether public or private, are checked against existing local road names.

Locality Names and Boundaries

Under the provisions of the *Geographical Names Act 1966*, the GNB is responsible for address locality name and boundary determination.

Each address locality has one officially gazetted name. Alternative, promotional, or dual names are not accepted for addressing purposes.

A locality amendment request can be made directly by the public; however, it is recommended that council conduct preliminary consultation with the immediate community whose addresses will be affected by the proposed change(s).

Address Proposals

Members of the public and organisations that deal with the provision of emergency or other services (such as postal or telecommunications) can submit a suggestion or proposal to create or change an address (or address component).

The proposal shall include sufficient information to demonstrate that:

- it is in the long-term interests of the community (the proposed address or address component must be logical, sequential and conform with NSW Address Policy and it must not pose a safety issue or be likely to be a safety issue for emergency services to locate), and (where relevant)
- should include information that indicates that an overwhelming majority of the community who will be affected by the proposal are in support of the change.

State Significant Developments

In addition to the planning controls of local government, the Department of Planning, Housing and Infrastructure is responsible for assessing planning applications under the State Significant Assessment system for projects whose size, complexity, importance, or potential impacts mean they are of state, rather than local or regional, significance.

It is these state significant developments that are exempt from the local government DA Processes and therefore can miss the address allocation process.

For Example, Housing Commission developments, state highway re-alignments.

Council and state bodies are to continue to work with each other to avoid property addressing inconsistencies.

Collaboration with External providers

Numerous non-subdivision applications are handled by private organisations outside the council's jurisdiction, which may not provide the same extent of address creation or validation as local government.

Local government will maintain its collaborative efforts with these organisations to the best of its ability, relying on the addressing regulations and protocols set forth in the NSW Addressing Policy and User Manual.

Retrospective Addressing

The NSW Retrospective Address Policy outlines a robust set of policies to assist stakeholders, including Local Government and State Government agencies to resolve existing problematic address issues.

Council is not required to enforce address changes where addresses have been in place for some time and have reasonable address clarity for emergency services.

There are older areas of Ballina LGA that may not conform with the NSW Addressing Policy and User Manual directives however do show a general pattern that is still used today for addressing in that area e.g., even numbers on left hand side on Ballina Island.

Address Dispute Resolution

In the event that a property owner or resident disagrees with a proposed address change and cannot resolve the issue through discussions with the council, they can submit an email

request to ss-addressing@customerservice.nsw.gov.au for address allocation verification. This request can be initiated by either the council or the property owner/resident themselves.

BACKGROUND

The Evolution of Addressing in NSW

The NSW Addressing review started some decades ago with several annual meetings organised by the then NSW Land and Property Information (LPI) Bathurst. Several NSW Working Groups were formed with volunteers representing over 100 NSW Local government councils. The NSW Addressing Working Group was part of this initiative; and resulted in invaluable feedback to the NSW addressing process; and finally, to the creation of the NSW Online Road naming application, and the NSW Addressing Policy and User Manual (APUM). This group is now managed under the GNB as the Local Government Addressing Work Group (LGAWG) online addressing forum.

The APUM program has significantly streamlined processes, resulting in improved economic, social, and public sector efficiencies. It provides a single authoritative source of truth of address information that underpins government, business, and community transactions such as:

- the National Broadband Network
- service delivery e.g., mail and licensing
- hassle-free connection to utilities

Strengthen our Local Environment and Communities

- Online and timely availability of trusted and authoritative spatial and textual information.
- Ensures NSW is ready to deal with major emergencies and natural disasters.
- Eliminates ambiguity and provide a consistent understanding and approach across all addressing authorities.
- Provides for more effective governance and support by modifying the role of the Geographical Names Board to specifically include addressing matters.
- Developed and implemented a collaborative strategy for ongoing maintenance of rural addressing.

Early Address Allocation

In 2020 an overview of council's DA process in relation to addressing procedures was conducted which outlined time critical trigger points for early addressing which offer numerous advantages for both councils and their customers:

- Improved services to ratepayers including emergency services, telecommunications, electricity, and postal deliveries.
- The early evaluation of addressing in the land development and building application processes has meant more consistent addressing standards are used and there are less street naming and or street numbering issues.
- Early address allocation has led to a more satisfied informed community and reduces the use of non-authoritative address allocations by landowners. A brief who, how and what of property address allocation is available on Council web site for this purpose.

- Early addressing is paramount for timely provision of services to all land developments and particularly true with the increase of secondary dwelling developments with access to lane ways or street corner sites.
- Early addressing also relies on address changes being absorbed by external address databases in time for service registration and timely service provision to landowners. Council has created an address change notification (ACN) process where many organisations are regularly emailed address changes to assist with their address database management.

DEFINITIONS

Additional	alternate or secondary address
Address	a property address (not necessarily used as a postal address).
APUM	NSW Addressing Policy and User Manual
Council	Ballina Shire Council
GNB	Geographical Names Board of New South Wales
Locality	address locality, also known as Suburb.
Name	a proposed identification for a road, bridge or place that satisfies the requirements of this policy.
Place	means any geographical or topographical feature or any district, division, locality, region, city, town, village, settlement, railway station or school or any other place within New South Wales. The definition does not include any road, any local Government area, urban area, county council district or electoral district by virtue of the regulations.
Primary	initial address or main pedestrian access.
Private Road	is any road that is not a public road and may include roads to battle-axe blocks, roads indicated on community subdivision plans, roads in various cluster developments, roads on private property such as roads in caravan parks and other forms of 'rights of way'.
Public Road	is any road that is opened, dedicated, or declared to be a public road, whether under the <i>Roads Act 1993</i> or any other Act.
TFNSW	Transport for NSW

SCOPE OF POLICY

This policy applies to:

- Council employees
- Councillors
- Community members
- Committees of Council
- Consultants/Contractors
- Developers

RELATED DOCUMENTATION

As a minimum this policy should be read in conjunction with:

NSW Address policy and guidelines - Geographical Names Board of NSW

In determining the NSW Address policy and User Manual, the GNB has used the following Act, Regulations, Legislation, and Policies when referencing the components of addressing:

- Surveying and Spatial Information Act
- Roads Act 1993 (No 33, 162, 163)
- Road Regulation
- Geographical Names Act 1966
- Geographical Names Board Guidelines
- Environmental Planning and Assessment Act 1979 (S78A-S96)
- Residential Parks Act
- Registrar General and Surveyor General Directions
- State Environmental Planning Policy
- Australian Standard AS4590 and AS/NZ4819
- SEPP (Affordable Rental Housing)
- Conveyancing Act
- Housing Act
- NSW Standard for Spatially Enabling Information, and
- National Address Management Framework.

In addition to the NSW Addressing Policy and User Manual council also uses:

- Local Government Act 1993
- Local Government (General) Regulation 2005
- GNB Place Naming Policy

REVIEW

This policy is to be reviewed every four years to ensure that it meets legislation and guidelines.

APPENDIX A – FLOWCHART OF PROCESS

