

# Proposal to adjust locality boundaries and name a new locality Cumbalum Precinct B Urban Area



## Explanatory information package

### Background and Content

The Far North Coast of New South Wales is acknowledged as a highly desirable place for many people to live and work. The State Government has provided information which confirms that the past trend of an increasing regional population will continue. Local councils are required to demonstrate how the projected population increases within our respective areas will be accommodated.

In relation to Ballina Shire, the Council has adopted a Growth Management Strategy which sets out how, and the particular parts of the shire within which our new residents will be accommodated. The Ballina Shire Growth Management Strategy is available on Council's web site, should you wish to view it.

One key part of the shire which is identified to accommodate substantial future urban development is the Cumbalum Ridge. For planning purposes, this area has been referred to as the Cumbalum Urban Release Area (CURA). Within the CURA, there are two discreet areas referred to as Precinct A and Precinct B. These have recently been rezoned by the NSW Minister for Planning to facilitate new residential development, additional supporting infrastructure and to recognise other important environmental, cultural and agricultural attributes which are to be conserved in the future.

The Council has recently considered a report which discusses how the general character of the Cumbalum Ridge will continue to change in the future in light of the development which is planned to occur. A copy of this report is attached. Particularly, the Council discussed whether the traditional locality boundaries of Tintenbar and Cumbalum should be adjusted in recognition of the foreshadowed changes and the adoption of a new name for the future urban area. The Council adopted the recommendation contained in the report.

The following notes have been prepared to explain the reasons why Council is embarking on this course of action and to outline the process to modify locality boundaries. Importantly, the notes are intended to assist community members who will potentially be directly impacted by the proposed changes and to identify the opportunities to "have your say" in relation to the matters under consideration.

As part of this package of information, a number of maps have been provided. The first of these illustrates in red outline the existing boundaries of the localities that are formally in place. This map also shows in yellow shading Precincts A and B, as referred to above. The second map illustrates proposed adjustments to the existing locality boundaries. If this proposal is ultimately adopted, we would see the establishment of a new locality (with a new name) covered by the yellow shaded area.

The third map which is part of this information package illustrates the development control plan for Cumbalum Precinct B which has been adopted by the Council following public exhibition. This map is effectively the guideline for how it is envisaged the precinct will be incrementally developed over time. Council is currently working with the principal landowners within Precinct A to prepare a draft development control plan for that area, and this will be exhibited for community feedback once it is sufficiently advanced.

## So Why Make Changes?

As outlined in the accompanying Council report, the Cumbalum Ridge is the area of Ballina Shire which is planned to provide for the majority of predicted population growth during the forthcoming twenty to thirty year period. Precinct A will see a continuation of the residential development which has occurred within the Ballina Heights Estate, whilst Precinct B will transition from an area characterised mainly by farming and rural residential style living to a new urban village, with an expected population of approximately 5000 residents.

As can be seen by viewing the accompanying maps, Precinct A will be developed entirely within the existing Cumbalum locality. On the other hand, Precinct B development would occur across the existing Cumbalum and Tintenbar locality common boundary.

As a secondary matter, the Council has indicated that it may also be timely to review the Tintenbar locality area, as it currently straddles the recently constructed Pacific Highway Motorway. More as a matter of convenience, a simultaneous adjustment could see the Tintenbar locality reduced in size and be limited to land on the western side of the Motorway. The eastern portion of the existing Tintenbar locality would be consolidated with the northern part of the Cumbalum locality to form a new locality, with a name to be selected.

Having regard for the above, the Council's proposal is to recommend that the locality boundaries be amended such that a new locality would be created and named over the yellow shaded area illustrated on the second of the accompanying maps.

## What Happens Now?

Ballina Shire Council is not the determining authority in relation to the allocation of place names. This is the responsibility of the NSW Geographical Names Board.

In the current circumstances, Council is a proponent seeking a locality name change, for the reasons set out above and contained in the accompanying Council report.

These explanatory notes have been prepared for the purpose of assisting affected property owners and the broader community to gain an understanding of why this action has been proposed. The matter is currently being exhibited for community feedback. Once this exhibition period has concluded in August, the matter will again be reported to the Council to ascertain if it wishes to proceed, based on community responses, and to refer the matter formally to the Geographical Names Board for its consideration. It is noted that if the Council does refer the matter to the Geographical Names Board, that organisation will undertake its own community engagement procedures.

## What Am I Asked To Do?

Now that you have had an opportunity to read these notes and the accompanying Council report and view the relevant maps, you may decide that you are comfortable with the proposed changes to the locality boundaries. If this is your position, you may wish to convey this in writing to Council. Alternatively, you need do nothing more for the time being, and await the next decision of Council and the final decision of the Geographical Names Board.

If however you feel that you would like to make comment about the locality boundary adjustment, you are invited to do so by forwarding a written submission to Council. Your submission, which will be publicly available, will be reported to the elected Council for its further deliberation of the matter.

The second matter that you are invited to consider is a name for the new locality, if it is to be established. For your assistance, this information package also includes two Fact Sheets supplied by the Geographical Names Board which contain material to assist in clarifying this process, and also containing guidelines for place naming. Any suggestion you wish to make as a name for the new locality (should it be established) can be forwarded to Council as part of your submission. It will be important to ensure your suggested locality name/s is consistent with the Board's stated guidelines.

Any written submission you wish to make should be addressed to the General Manager, Ballina Shire Council, PO Box 450, Ballina NSW 2478 or sent to the email address, [council@ballina.nsw.gov.au](mailto:council@ballina.nsw.gov.au).

Submissions to Council close on 22 August 2014.

### **When Will A Decision Be Made?**

The public exhibition period for the proposal to adjust the existing locality areas and nominations for a new locality name concludes on 22 August 2014.

Shortly after this period, a report will be presented to the elected Council advising the outcomes of the exhibition process and any suggestions received for the proposed new locality name.

The Council will then have the choice to recommend proceeding with adjustments to the locality areas and the establishment of a new locality (with a new name), or take no further action. The Council may select one of the nominated names for the proposed new locality, or Councillors themselves may prefer a different name.

In any event, and as stated above, the final decision concerning future locality boundaries and a new locality name is the responsibility of the Geographical Names Board. The Board will have careful regard for how Council has consulted with its local community, including directly affected property owners, before it determines the matter. Overall, it is expected that Council's and the Board's procedures will take at least several months to conclude.

### **Further Information**

Please contact Council's Strategic and Community Facilities Group on telephone 02 6686 1284.

## 9.5 Cumbalum Precinct B Locality - Naming

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### 9.5 Cumbalum Precinct B Locality - Naming

**Delivery Program** Strategic Planning

**Objective** To invite the Council's consideration of a process for the re-naming of the Cumbalum Precinct B locality.

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#### **Background**

The Council, at its Ordinary Meeting held on 24 January 2014 received and considered a report relating to the draft development control plan which had been prepared for land within the proposed urban release area of Cumbalum Precinct B. In endorsing the material for public exhibition, the Council also resolved to request a separate report regarding the process involved in identifying an alternative name for Cumbalum Precinct B for the purpose of future geographic reference.

The following report seeks to respond to that decision of the Council.

#### **Key Issues**

- Locality naming for a future urban centre
- Community consultation

#### **Information**

The Council has been diligently planning to cater for continuing population growth within the Shire. The Council's adopted Growth Management Strategy outlines how the projected population change will be accommodated during the forthcoming planning period (to 2031). A substantial part of this growth is to be catered for in the future urban release of the Cumbalum Ridge in the identified areas of Precincts A and B. These areas are illustrated in the map forming Attachment No.1 to this report. The Council has finalized the processes associated with the rezoning of these two precincts and it is envisaged that the respective planning proposals will be made by the Minister for Planning in the near future.

In relation to Precinct B, the Council has now adopted a development control plan which provides the guideline for future development of that area (subject to the Minister approving the planning proposal). It is difficult to predict with any precision the future population of Precinct B. However, in broad terms, the housing yield is expected to be between 1,350 and 2,000 dwellings. At an average occupancy rate of 2.5 persons per dwelling, the precinct may accommodate between 3,375 and 5,000 residents, in addition to the existing residents in the locality.

Also illustrated on Attachment No.1 are the respective areas of the localities including, and in the vicinity of, Cumbalum Precinct B, as determined by the Geographical Names Board of NSW (GNB), which is the relevant authority in terms of place names. As can be seen on the map, the boundary of Cumbalum Precinct B does not align neatly with the locality boundaries.

## 9.5 Cumbalum Precinct B Locality - Naming

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Given the projected change which is planned for in the precinct, it is suggested that the Council now take steps to identify a new name for the locality. In so doing, it would be timely to rationalize the boundaries of the adjoining localities and seek the GNB's approval of the new arrangement, following community consultation.

Attachment No.2 to this report illustrates a possible alternative outcome in terms of the realignment of the GNB's locality boundaries. This scenario would see a discreet new locality created (the area shaded yellow on the map) incorporating the proposed urban area. It would be bounded in the north by the existing locality boundary between Tintenbar and Knockrow, to the east by the Ballina Nature Reserve (and will include part of that reserve), to the west by the Pacific Highway motorway and to the south along property boundaries near Sandy Flat Road.

As an alternative, if the Council did not wish to include the properties in the northern part of the yellow shaded area (these properties would remain in the Tintenbar locality), the northern boundary of the new locality could be aligned with Ross Lane.

### ***Naming the new locality***

The attached Fact Sheets are provided by the GNB and explain clearly what is involved in the proposed naming or re-naming of localities and places.

The Council itself could nominate a name for the new location and present that for community feedback. Alternatively, Council could invite ideas from the community, utilising the GNB's Guidelines for the determination of place names as criteria against which to evaluate proposals. This is the preferred approach. Once the Council has indicated its preference (and citing reasons why) the GNB administers a process of community consultation as a verification exercise before a final decision is made.

Although locality re-naming within Ballina Shire has not occurred recently, Council has had some recent experience with changes to road names associated with the Ballina and Alstonville Bypass projects. Such changes, quite understandably, have the potential to be very upsetting for many people, as their contact details and personal affairs must be adjusted.

On the other hand, given the extent of change which is envisaged on this part of the Cumbalum Ridge due to the new urban area, it seems timely and logical to modify the locality name.

The future expansion of the Ballina Heights Estate into Precinct A, as envisaged following the rezoning of that area, will not be impacted by a locality name change in the northern area. Precinct A will remain in the locality referred to as Cumbalum.

### **Sustainability Considerations**

- **Environment**  
Not Applicable
- **Social**  
Not Applicable

- **Economic**  
Not Applicable

### **Legal / Resource / Financial Implications**

Changes to locality naming is not part of Council's endorsed work program, but will consume resources, depending on the level of "buy-in" to the process by community members. At this point in time no additional resources are requested.

### **Consultation**

Effective community engagement will be fundamental to the Council's further consideration of this matter. It is also noted that GNB will wish to be satisfied that directly affected landowners and residents, as well as the broader community, have had opportunities to contribute to the locality naming and boundary adjustment process.

### **Options**

The Council may choose to take no action in relation to the renaming of the locality incorporating the Cumbalum Precinct B land. For the most part, properties would continue to be referred to as being in the Tintenbar locality.

An alternative course of action is to rename the locality. The decision then is to determine the extent of the area proposed to be changed. There is considered to be some merit in consolidating the area as illustrated in yellow shading on the map at Attachment No.2, with the new area separated from the Tintenbar locality by the realigned Pacific Highway. The downside of this option is that it causes change to many landowners and residents who were not involved in the Precinct B rezoning. They may feel that they should not be impacted, and this would be a fair position to hold.

A further option is to retain the northern part of the yellow shaded area within the Tintenbar locality (ie it would continue to straddle the new highway) and use Ross Lane (for example) as the northern boundary of the new locality.

Overall, the preference and recommendation which follows is to invite community feedback about adjusting the locality boundaries to accord with the yellow shaded area on the map at Attachment No.2 and to invite naming suggestions for the proposed new locality.

### **RECOMMENDATIONS**

1. That Council notes the contents of this report regarding the process involved in identifying an alternative name for Cumbalum Precinct B for the purpose of future geographical reference.
2. That Council initiate action to adjust the locality boundaries for the purpose of establishing a new locality based on the area shaded yellow on the map at Attachment No.2 to this report. Further, that community feedback be sought for this proposal, and that nominations for a name for

## **9.5 Cumbalum Precinct B Locality - Naming**

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the new locality also be invited.

3. That the Council's further consideration of the proposed boundary adjustments and the proposed new locality naming will be based on the relevant guidelines supplied by the Geographical Names Board of New South Wales.

### **Attachment(s)**

1. Attachment No.1 - Existing locality boundaries and key developments affecting Cumbalum and Tintenbar localities
2. Attachment No.2 - Proposed new locality showing impact on existing localities of Cumbalum and Tintenbar
3. Fact Sheet - Guidelines for the determination of place names
4. Fact Sheet - Determining suburbs and localities in NSW

# FACT SHEET

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## Determining suburbs and localities in NSW

The Geographical Names Board (GNB) has a statutory responsibility to determine definitive boundaries for suburbs and localities throughout New South Wales.

The GNB works closely with local councils when defining boundaries because local residents are one of the most significant users of the names.

The process of determining boundaries is one of acknowledging existing names and formalising their extent according to common local usage.

### Defining an address locality

An address locality is a division of the landscape that has defined limits—a suburb in urban areas or a locality in rural areas. It is the legal name that is used as the last line of address with the postcode.

### Guidelines for determining address localities

The GNB has developed the following guidelines for the establishment of address localities within NSW.

- Does the proposed address locality represent a new community?
- Does it have a unique character compared to surrounding areas?
- Is there a significant change of land use?
- Is it isolated physically from the surrounding suburbs or localities?
- What is the vehicular and pedestrian access?
- There must be community acceptance by the residents and from the surrounding area as well as agreement by local council.
- The name should comply with the GNB's naming guidelines.

### Process outlined

The process for determining address localities is outlined in the *Geographical Names Act 1966*.

The key points of this procedure are:

1. Anyone can place a proposal to the GNB to create or amend an address locality. However, the GNB requires that the local council must concur with the proposal.
2. The GNB recommends that the local council ensures wide community support through public consultation prior to its concurrence.
3. The proposal is then submitted to the GNB. It should include a map showing the proposed boundaries and supporting documentation addressing compliance with the GNB's guidelines.
4. The GNB will then consider the proposal. If approved, it will advertise the proposal in a local newspaper and the NSW Government Gazette (the Gazette) and will also provide maps for public exhibition.
5. The community will have one month to comment on the proposal. If no objections are received, the address locality will be formalised by way of notice in the Gazette and the local council will be notified.
6. If objections are received, the local council is asked to provide feedback. The GNB will either re-advertise the proposal, abandon the proposal or make a recommendation to the Minister for Finance and Services for final determination.
7. Councils can then implement boundaries and names on signposts, rates database etc. It is also a good idea for the council to prepare an item for the local media confirming the determination of the names and boundaries.



## Cultural designations

The following categories of names can be used in conjunction with address localities.

- City
- Town
- Village
- Urban place
- Rural place
- Historic area
- Historic site

It is important to note that these features are unbounded and are represented as points only. As such they cannot be used as the legal name that is used in the last line of the address with the postcode.

Furthermore, the GNB allows a name to be designated as both an address locality and a cultural designation (e.g. Bathurst can be both a suburb and a city, Adelong can be both a locality and a town and Cudgen can be both a locality and a village).

## Legislation

*The Geographical Names Act 1966*

## For further advice or assistance

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### Disclaimer

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# FACT SHEET

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## Guidelines for the determination of placenames

These guidelines were endorsed by the Geographical Names Board of New South Wales (GNB) on 17 October 1996.

1. A name suggested for any place that owes its origin to the peculiarity of the topographic feature designated such as shape, vegetation, animal life etc., may be accepted but, in doing so, care should be exercised in avoiding duplication of names already used for other features.  
The GNB prefers to avoid the repetition of commonly used names. Sugar Loaf, Sandy, Back, Bald, Deep, Long, Kangaroo, Reedy, Rocky, Spring and Stony are examples of such names.
2. Easily pronounced names should, as far as possible, be used.
3. Names of Aboriginal origin or with a historical background are preferred.
4. Names acknowledging the multicultural nature of our society are encouraged.
5. The changing of long established placenames is generally not preferred, except where necessary to avoid ambiguity or duplication.
6. If considered appropriate, placenames may perpetuate the names of eminent persons, particularly those of early explorers, settlers and naturalists.
7. Names of persons should normally only be given posthumously but the GNB, at its discretion, may approve a feature name which honours a living person. Such a person's contribution to the local community should have been of outstanding benefit to the community. Ownership of the land is not sufficient reason for the application of the owner's name to a geographical feature. The GNB will not approve the naming of a feature after a person still holding public office.
8. The GNB may approve a first or given name as part of a geographical name only where it is necessary to appropriately honour the person referred to or where it is necessary to avoid ambiguity.
9. Long and clumsily constructed names and named composed of two or more words should be avoided.
10. The multiplication of names for different parts of the same topographical feature such as a stream or mountain range will be avoided whenever possible and the one name applied to a stream or mountain range throughout its entire length.
11. The naming of forks, arms and branches of a river as North Branch and South Branch is not favoured. Generally, it is preferable to assign independent names to river branches.
12. The use of cardinal points of the compass as a prefix or suffix to an existing name is not favoured. However, well-established names which carry such a prefix or suffix may be approved.
13. Where names have been changed or corrupted by long established local usage, it is not usually advisable to attempt to restore the original form; that spelling which is sanctioned by general usage should be adopted.
14. When a choice is offered between two or more names for the same place, locality or feature, all sanctioned by local usage, the GNB may adopt one of such names as is considered appropriate in accordance with the rules outlined above.
15. The possessive form should be avoided whenever possible without destroying the sound of the name or changing its descriptive application e.g. Howes Valley should be written without the apostrophe.
16. The use of hyphens in connecting parts of names should, as far as possible be avoided.
17. Names considered offensive or likely to give offence will not be approved.

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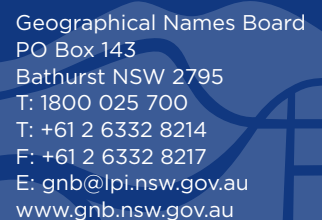
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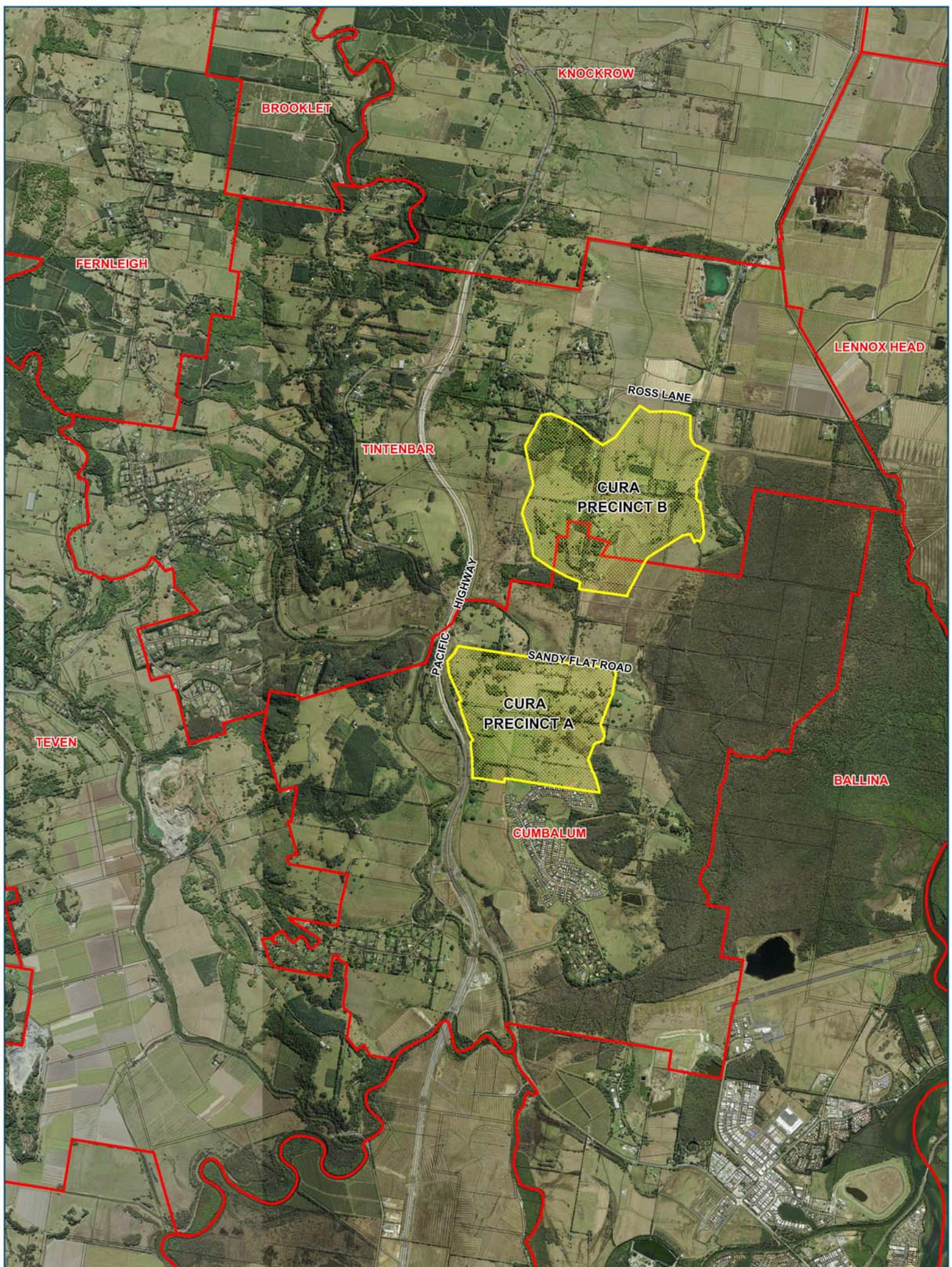
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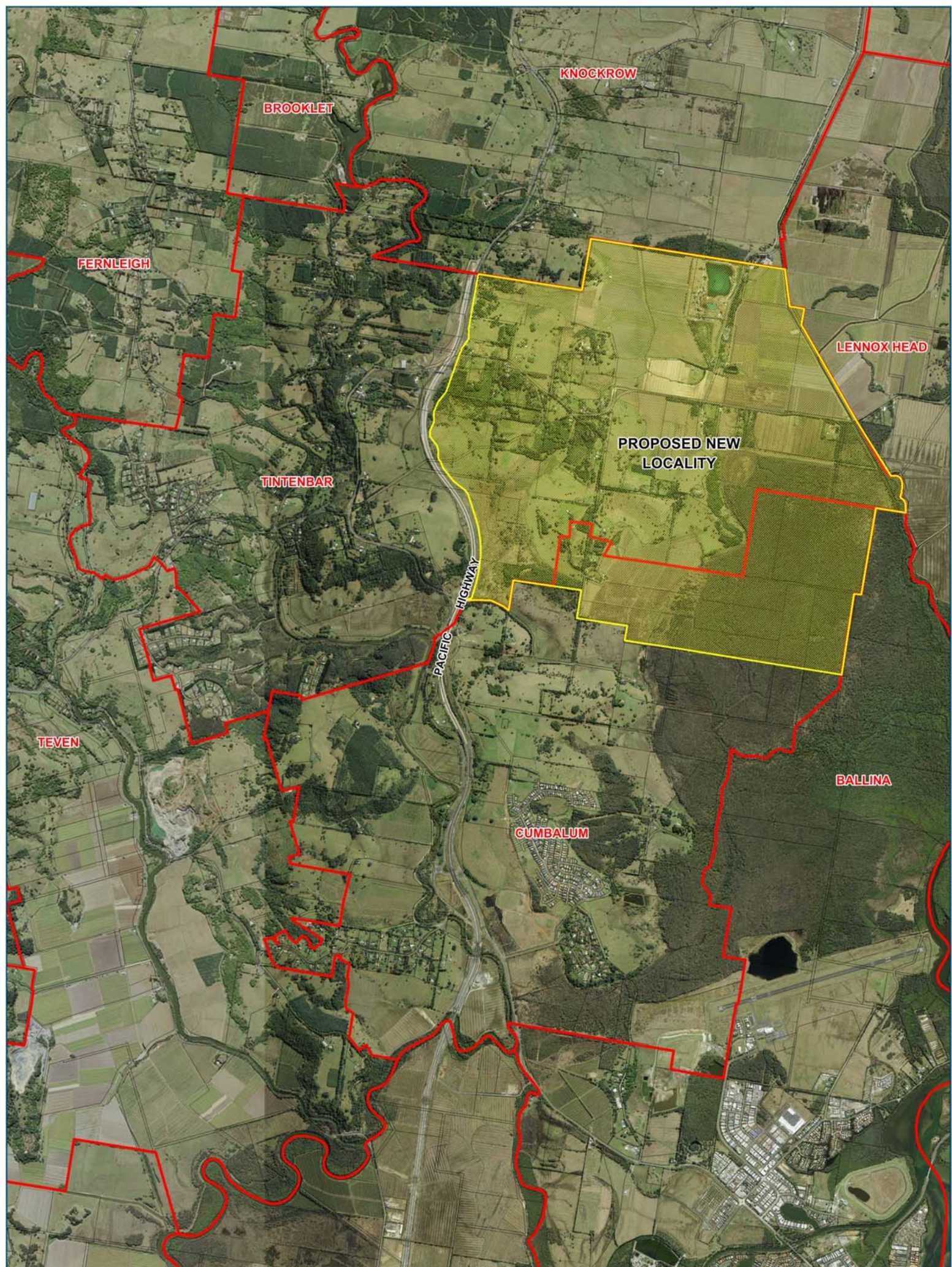




**Attachment No. 1 - Existing locality boundaries and key developments affecting Cumbalum & Tintenbar Localities**







## Attachment No. 2 - Proposed new locality showing impact on existing localities of Cumbalum & Tintenbar







## Appendix C - Cumbalum Precinct B Structure, Mobility, Staging, Landscape, Open Space Ownership & Development Contribution Obligations Plans

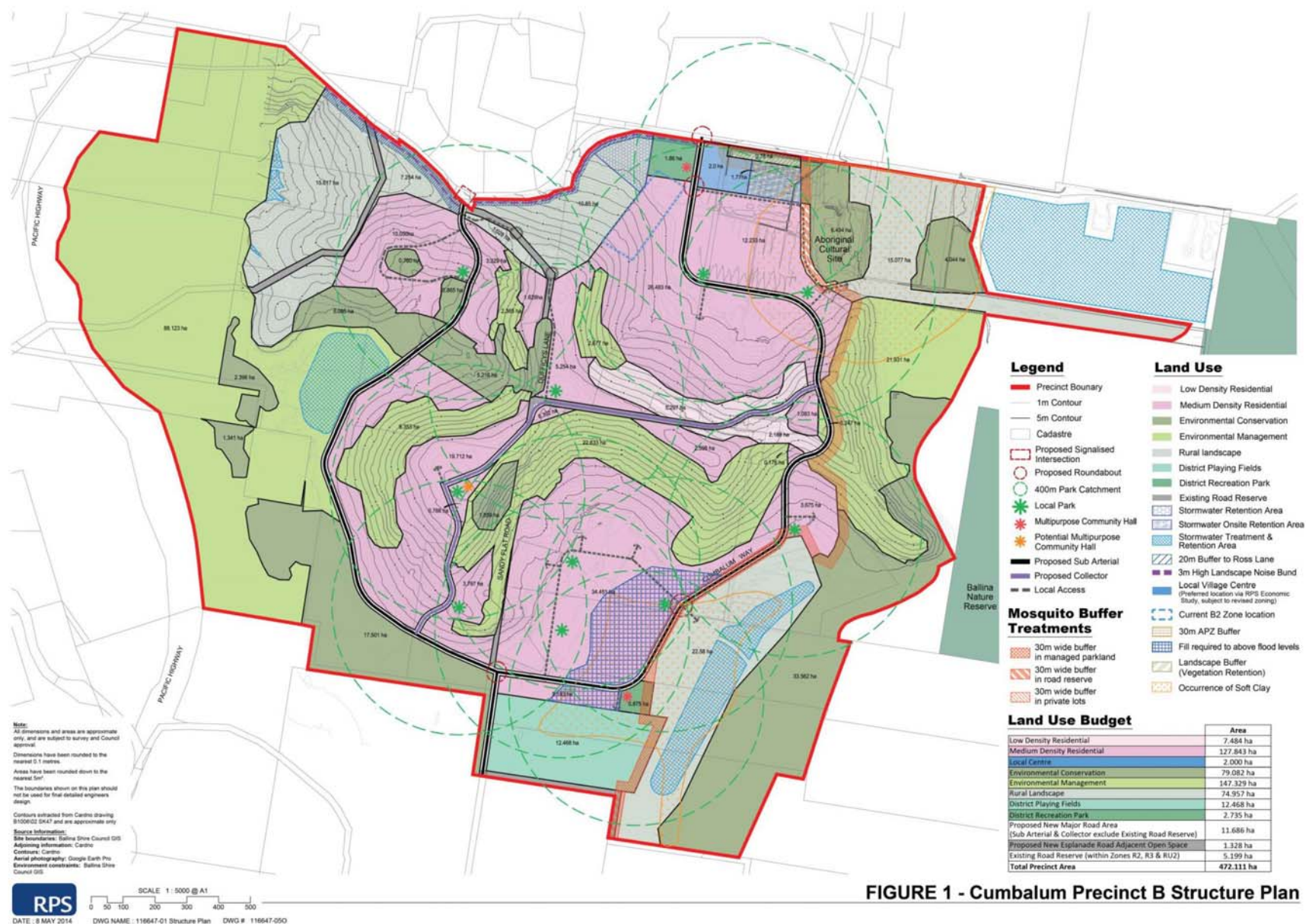


FIGURE 1 - Cumbalum Precinct B Structure Plan