



# Information Paper – Street Naming and Address Allocation (Phase one)

*Prepared by the Street Naming and Address allocation Working Group*

This research stems from the directive by Cabinet to commence work on allocating addresses and street naming if it hasn't been done already for Samoa. Phase one is looking at how the Taskforce can phase out this work starting from the Apia City Central.

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## INTRODUCTION

Great importance is given to the mobility of services nowadays for any country as it connects to the development of a country. Samoa has moved away from a developed nation to a semi-developed nation due to its many developments. One development that Samoa needs to address is the allocation of addresses for each family, business, institution etc so that services and information can be made available in real time. Most developed nations including our neighbouring pacific countries such as New Zealand, Australia and Fiji all have allocated street names and addresses for the mass. This is why it is important for Samoa to allocate not only street names but addresses to residence as it supports and correlates with many developments, services that can be offered by government. Finding the right address in any country is becoming more significant given the mobility of services, pinpointing the right destination in a timely manner is an important element in saving a life or protecting a life.

Given the main uncertainties that we face when searching a family or business in a particular area, the need for proper registry of streets and residential addresses will assist not only to solve this problem but also improve the services that Government offers. Furthermore, technology through the Global Positioning System (GPS) has made it easy and convenient for visitors and citizens alike to identify their destinations in other countries. This would be ideal for tourists holidaying in Samoa to find their way around Samoa using GBS. This will also greatly assist Samoa as the government aspires to tailor made its developments for the next 20 years to achieve its 2040 vision outlined in the proposed Samoa 2040 objectives.

Following the meeting of the Street Naming and Address Taskforce on the 17<sup>th</sup> of June 2019, a working group was established comprising of members from each member Agency. The working group were tasked to look into ways of phasing out the naming of streets and address allocation starting from Apia city central (Town Clock) to the outskirts stretching from the east (Vaialele), to the west (Mulinuu) and southwest (Vaitele) and to the South (Vailima).

On Friday 21<sup>st</sup> of June, a meeting was called by the working group and members from MWTI, LTA, MNRE, MPMC, MOF, SBS and OEC were present. The working group is tasked with assessing how Samoa can carry out the task of identifying addresses for residence and business in the Apia City Central as directed by Cabinet.

# LEGISLATIONS/CABINET DIRECTIVES

## SPECIAL INFORMATION AGENCY ACT 2010

### Part 3

#### GEOGRAPHIC NAMES BOARD

**13. Objectives of the Board – The Board has the following objectives:**

- (a) to eliminate ambiguity and uncertainty in geographic names in Samoa;
- (b) to ensure there is appropriate recognition of Samoan heritage and culture in the selection of geographic names;
- (c) to provide the institutional and administrative framework that facilitates the widest practicable community consultation on matters covered by this Act.

**14. Functions of the Board – The functions of the Board are:**

- (a) to assess and determine whether to approve the geographic names in Samoa; and
- (b) to alter a recorded geographic name; and
- (c) to define, re-define, alter or amend and approve all administrative boundaries; and
- (d) to adopt standards and apply rules for the approval of geographic names; and
- (e) to develop and promote guidelines for the assignment of geographic names; and
- (f) to compile and maintain a record of all geographic names with a record of their form, spelling, meaning, origin and history; and
- (g) to publish a notice of geographic names; and
- (h) to conduct enquiries and make recommendations on a matter referred to the Board by the Minister.

**15. Powers of the Board – The Board has such powers as are necessary to enable the proper performance of its functions and the furtherance of the objectives of this Act.**

**18. Guidelines – The Geographic Names Board may make guidelines, which shall not be inconsistent with this Act, with respect to:**

- (a) the forms or other documents to be used for the purposes of this Act; and
- (b) the procedures to be followed to conform with the requirements under this Act; and
- (c) the form of and the method of keeping records to be kept by the Board under this Act; and
- (d) prescribing the places or classes of places to which the provisions of this Act do not apply; and
- (e) setting out all matters which are permitted to be prescribed by this Act for giving effect to the provisions of the Act.

**19. Delegation – (1) The Minister may, under this Act, delegate to an officer or employee of the Agency any or all of the functions and powers which are conferred on the Minister by this Act.**

**(2)** The Chief Executive Officer may, under this Act, delegate to an officer or employee of the Agency any or all of the functions and powers that are conferred on the Chief Executive Officer by this Act.

**(3)** The Divisional Head may delegate to an officer or employee of the Agency any or all of the functions and powers that are conferred on the Divisional Head by this Act.

**(4)** A delegation made under this Act must be made in writing, and:

- (a) a person who delegates a function or power under this Act may still exercise that function or power; and
- (b) a person who delegates a power or function under this Act may in writing revoke the delegation at will; and
- (c) any delegation made under this section by a person who subsequently ceases to hold office continues in force as if the delegation was made by that person's successor in office, until that delegation is revoked.

#### **FK(19)21 on the 5<sup>th</sup> June 2019**

- Approved the setting up the Address and Street Naming Taskforce
- Members include MPMC (Chair), MWTI, MNRE, MOF, MCIT, SBS, LTA and OEC.
- The Taskforce were to report back to Cabinet on the 19<sup>th</sup> of June 2019

#### **FK(19)23 on the 19<sup>th</sup> June 2019**

- Noted the report by the Taskforce
- The FK(19)23 approved the Terms of Reference for the Taskforce
- Approved the inclusion of the AG, MWCSD, SWA and EPC to the Taskforce.
- To develop a policy to include allocation of addresses, identifying lands that has been or can be subdivided, customary land, look at developing a legislation or review an existing legislation to give power or effect to this work.
- Phase out the implementation of this project, first phase and pilot area is the Apia City Central.
- To confirm budget needed for this project and to coordinate with the Ministry of Finance on funding for this project.
- Appoint the Policy Implementation and Monitoring Division of the MPMC to be the Secretariat of the Taskforce.
- To commence this work in July 2019 and the Committee is advised to report to Cabinet monthly progress reports on this project.

## **CURRENT SITUATION/AVAILABLE SYSTEMS OF IDENTIFYING RESIDENCE IN PLACE**

### **Samoa Bureau of Statistics**

### **Ministry of Natural Resources and Environment.**

### **Samoa Water Authority**

**COMPARISON WITH OTHER JURISDICTIONS**

New Zealand	South Australia	Fiji	Japan
<ul style="list-style-type: none"> <li>○ Legislation - All roles and responsibilities by local councils are outlined in the 'Local Government Act 1974' under <i>Section 319: 1 (j)</i> where it says, <i>'The council shall have power in respect of roads to name and to alter the name of any road and to place on any building or erection on or abutting on any road a plate bearing the name of the road'</i></li> <li>○ Under <i>Section 22AB (1)</i> of the 'Land Transport Act 1998', the property owner or residents are required to display the property number in a visible position.</li> <li>➤</li> <li>➤ common criterion that unifies the cities throughout NZ, which is including a <i>Maori name, historical names or personal name for special services</i>. Other features that are unique to each city are also included e.g. flora &amp; fauna, mountain ranges and historical houses</li> </ul>	<ul style="list-style-type: none"> <li>○ Legislation - A recent amendment to the Local Government Act 1999 (the LG Act), due to commence on 1 July 2010, requires Councils to prepare and adopt a policy relating to the assigning of road names under section 219 of the Act.</li> <li>○ <b>Roads Regulation 2018</b> Part 2 Roads, Clause 7</li> <li>○ A roads authority that proposes to name or rename a road must:             <ul style="list-style-type: none"> <li>(a) Publish notice of the proposal in a local newspaper or on the roads authority's website, and</li> <li>(b) Notify all relevant parties of the proposal.</li> </ul> </li> <li>○ The notice must state that written submissions on the proposed name may be made to the roads authority and must specify how, and the date by which, submissions are to be made.</li> <li>○ Any person may make written submissions to the roads authority on its proposal to name or rename a road.</li> <li>○ A roads authority (other than the Minister) may not proceed with a proposal to name or rename a road against an objection made by a relevant party except with the approval of the Minister.</li> <li>○ If, after considering any submissions duly made to it, the roads authority decides to proceed with the proposed name, the roads authority:             <ul style="list-style-type: none"> <li>(a) Must publish notice of the new name in the Gazette and in a local newspaper or on the roads authority's website, giving (in the case of a road that</li> </ul> </li> </ul>		<p>Japan names its locations using a completely different method.</p> <ul style="list-style-type: none"> <li>○ Japan uses block numbers which are then number based on the date they were built.</li> <li>○ Most streets do not have names. Buildings are identified through signs showing the neighbourhood, block, and then building number</li> </ul>

<ul style="list-style-type: none"> <li>➤ Address should be unique - must include 3 basic parts, <b>number, road name and locality</b>. <i>*27 Brown Street, Freemans Bay, Auckland*</i></li> <li>➤ Address should be ordered by number – <b>odd numbers on the left side, even numbers on the right side of the road</b>.</li> <li>➤ *rural numbering is based on the distance down the road. Distance in metres divides by 10, round to nearest odd number for the left side, and round to nearest even number for the right side</li> <li>➤ Address numbers reserved for sites with wide frontage, for future infill.</li> <li>➤ In the event where there is no street number available for a new building, suffixes and sub-address numbering are then used to name them e.g. 5A, 5B, 5C.</li> <li>➤ For multi-storey dwellings, NZ use the hotel system. First digits represent the floor or level, and the last two represent the unit number on that level</li> </ul>	<p>is being named for the first time) a brief description of the location of the road, and</p> <p>(b) Must notify the <b>relevant parties</b> of the new name, giving sufficient particulars to enable the road to be identified</p> <p>6) In this clause, relevant party means the following:</p> <ul style="list-style-type: none"> <li>(a) Australia Post,</li> <li>(b) The Registrar-General,</li> <li>(c) The Surveyor-General,</li> <li>(d) The chief executive of the Ambulance Service of NSW ,</li> <li>(e) Fire and Rescue NSW, (f) the NSW Rural Fire Service,</li> <li>(g) The NSW Police Force,</li> <li>(h) The NSW State Emergency Service,</li> <li>(i) The NSW Volunteer Rescue Association,</li> <li>(j) In relation to a classified road—RMS.</li> </ul> <p><b>QUEENSLAND</b></p> <ul style="list-style-type: none"> <li>○ Legislation - <b>Geographic Naming Policy 2017</b> Under the Geographic Place Names Act 1998 ('the Act'), council is a naming authority, and as such, is responsible for naming public geographic features, localities and public roads in the municipal district.</li> </ul> <p><b>HOUSE NUMBERING</b></p> <ul style="list-style-type: none"> <li>○ House numbers will be allocated in a structured pattern ranging from the start point of the road, as appropriate.</li> <li>○ Moving away from the road start point, odd numbers shall be allocated to the left side and even numbers to the right side of the road.</li> <li>○ House numbers will be allocated to the street and appropriate number position of the mail delivery or main access point</li> <li>○ Land-locked parcels of land with no street frontage shall be allocated a unique single street number or an</li> </ul>		
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	<p>alphanumeric number related to the property with street frontage over which access is obtained.</p> <ul style="list-style-type: none"> <li>○ Properties situated on corner blocks may be allocated more than one house number. The principal address will reflect the frontage where the main access is located, any additional address must also relate to a street from which the property can be accessed.</li> <li>○ A new parcel created by subdivision where there are no available unique numbers will be allocated an alphanumeric number in ascending order from the appropriate existing house number e.g. 20, 20A</li> <li>○ Where a “battleaxe” parcel is created by a subdivision, the rear property will be allocated an alphanumeric number related to the front property</li> <li>○ A subdivided corner or other site with no available unique number shall be allocated an alphanumeric number relevant to the appropriate house number in the new street</li> <li>○ Where an existing property is subdivided and the new property faces a named street/lane with no prior numbering, a number will be allocated to the new property whilst making allowance for possible future subdivisions on the named street/lane</li> <li>○ Properties with both street frontage and rear lane access should be addressed and labelled properly. Numbering attached to back fences or gates should be labelled as “rear of [number] [street name]”. Alternatively, a property may be allocated an additional address by applying in writing and paying the required fee for change of address. The alternative address must also be displayed in a clear manner at the appropriate access point.</li> <li>○ Where a property faces an unnamed lane and there is no other viable vehicular access from a named road, the owner may request the lane be</li> </ul>		
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	<p>named as part of the process of allocating an address.</p> <ul style="list-style-type: none"> <li>○ Where a property covers multiple lots, a ranged house number may be used. A single unique house number will usually replace a ranged address in the event of a consolidation.</li> <li>○ Cul-de-sacs will be numbered with odd numbers on the left hand side and even numbers on the right from the intersection, start point of the cul-de-sac</li> </ul>		
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## ANALYSIS

New Zealand and Australia shows a rather easier way of naming our streets and the system they use in allocating numbers for each resident is easy to adapt. (Please refer to attachments).

The Special Information Agency Act 2010 does not include identifying addresses for the different streets, hence the need to carry out this task by the Taskforce under the authority conceded by Cabinet through Cabinet Directives FK(19)21 and FK(19)23. Representative of the Ministry of Natural Resources and Environment has informed the working group that all the streets within and surrounding Apia City Central have been named by the Geographic Names Board which has the authority to do so under the Special Information Agency Act of 2010. The Samoa Bureau of Statistics also informed the working group that they too already have an existing mechanism in place to identify families within each village. They however cannot reveal the family name in accordance with their legislation.

Some of the advantages of identifying street names are identified below;

### ADVANTAGES OF HAVING ADDRESSES AND STREET NAMES.

#### ***1. Clear and Unambiguous Street and Residence Addresses will Enormously Help Locate a Destination in Real Time.***

A general query regarding where people and places are and more through a GPS system could make everyone's life much easier. If government is deciding to name streets which it has already done through the Geographic Names Board, but without storing that information in a computer system in a way that can help achieve the benefits of easy access and identification, it could somehow fail to achieve the key objective which is allocating a place in real time making life easier for everyone.

Proper storage and management of data needs to be addressed by the Taskforce in establishing a system whereby all government agencies, the private sector and the public can have access to. A system needs to be developed or built on an existing one

already in place identifying and allocating all residential, commercial, tourist destinations, landmarks and so forth, to its correct geographic location. Research needs to be conducted to identify whether it is possible to integrate such data with geographical information system (GIS) to harness its enormous capabilities. Such a system can be customized or tailored for many institutions and organizations that need geographical decision support to work effectively such as undertaking of national census, conducting of general elections, subdivision of properties and so forth and can also be a tool used for well-informed evidence based policy advise to our Leaders.

## ***2. Allocating Addresses Together with Street Naming is Highly Essential for Geographical Information System (GIS) Required For Current and Future Urban Planning, Infrastructural Development, Mapping Surveillance.***

The above advantage is self-explanatory given the importance of having addresses in place for our country. (MNRE, LTA and MWTI can elaborate more on this as they are the experts in urban planning, infrastructural development and mapping surveillance).

## ***3. Faster and Responsive Disaster Relief Operations and Emergency Responses When Disasters Strike.***

As Samoa is susceptible to natural disasters as we have experienced many times over, identifying the affected area(s) and individual(s) and the number affected is very important. One way of improving the response time for disaster relief operations and emergency response is through pinpointing the exact affected location that relief is needed. This could save families from being overlooked and disaster relief operations can be carried out more effectively. Help is given where help is mostly needed, when identifying families through addresses, this also can reduce corrupt practices as everyone involved in the disaster relief operations will be given the same geographical data to work on. Government Agencies can assist one another through identifying families that have yet to receive the aid/relief they are supposed to receive through proper identification of families through their address.

## ***4. Faster Response by Police and the Fire Services and the Hospital (Ambulance).***

Crime is growing steadily in Samoa, the deficiency or absence of street names means that when a house or business gets robbed, or a person is attacked during a crime, their location cannot be accurately be communicated to the Ministry of Police and the Hospital (for the ambulance). The police and ambulance should be able to pinpoint the exact location of the victim in the shortest time possible as it could mean life and death for some. If addresses were in place, the information provided by the victim could be fed into the system which could then immediately show on a computer screen, upon query, a representation of the geographical area where the victim resides including their precise location. This representation of geographical reality, (a digital

map in this case) can guide the user (police officer and ambulance driver), to response in ample time.

The same can be said during a fire; the Samoa Fire Emergency Services Authority can be more effective and save time in knowing exactly where the affected building/home is located. The planned line of action to be taken is as important as the decision making within the early hours of the incident for an integrated approach by government agencies. This could achieve one of the objectives of the SDS for Government to provide effective services to its people.

The same also applies when a person gets injured or has a seizure or heart attack at work, effective and efficient response is needed in order to save the person.

#### ***5. Can Be a Tool Used to Support Our National ID to Improve the Services Offered by Both Government and the Private Sector. (Tax Collection, Services by Taxi Drivers Etc)***

The most effective way for the Ministry for Revenue to collect tax revenues from businesses is through identifying the exact location of the business. We need not to reinvent the wheel but rather build on the systems that we already have in place so that effective and efficient services is two way. By having making the street name and address available, MFR employees can find anyone who has told the truth regarding his dwellings or business ordeal.

Another positive outcome of providing street names and address is that it makes it easier for people especially tourist to find a particular place of interest. Taxi drivers won't have to go around houses and asking people around, about the whereabouts of a particular place but would drive straight to the place the tourists wants to visit. This gives a positive image to our tourism industry and supports the goal of the Samoa of long term national planning framework government has taken on board. This also supports the Strategy for the Development of Samoa (SDS), in developing our tourism industry as well as the Samoa 2040.

#### ***6. Can Be Used For Analyzing Patterns Of The Incidences Of Disease Outbreaks (Pandemics), Crime.***

Information collected from people about their geographical locations can assist in analysing patterns of disease outbreaks, crime, and other phenomenon. With regards to disease, epidemiological databases can be created to contain addresses of affected areas of outbreaks. This could assist the Ministry of Health in containing the spread of a disease to other areas of the country and provide a contingency plan to stop the outbreak as affected residents can be geographically referenced to the nearest street name. Inputs of such positional data into a computer and the use of geographical information systems (GISs) can assist decision-makers in informing the public and reducing panic amongst the people if they have a geographical location to work with.

## **7. Business Aspirations**

To be able to analyse market data and make a well informed decision on best locations for setting up a business is one positive outcome of having street names and addresses. A person thinking of setting up a business can conduct a research that takes into consideration demographical information in its analysis.

It is important to state that all the listed possible benefits that can be obtained from the naming of streets are realizable because of technology nowadays. Computers can process data faster today than compared to the past decade or so. Database management systems that have been enhanced to work with GISs will assist the work that the Taskforce is responsible to carry out.

### **HOW ARE WE GOING TO IMPLEMENT IT?**

New Zealand and Australia offers a system that can be adopted by Samoa, the MNRE already has the data to identify the boundaries between villages while SBS can identify each household through their system. Without compromising the identity of the households, the Working Group could use both data by MNRE and SBS by amalgamating the two and using either New Zealand or Australia's system, or create our own to suit our context, we should be able to address the issues of customary lands, huge acres, many households living in the same land, Hotels, undeveloped areas and residence located, intersections etc.

### **RECOMMENDATION**

It is respectfully recommended that the Taskforce approve the following;

- i. To include the Samoa Postal Services, Ministry of Police and FESA in the working group
- ii. To ask for support from the Samoa Governance program for technical assistance to look into the current systems that Samoa has in place (MNRE, SBS etc) and either build on the existing system the GPS for addresses or create a system that can be used across the public sector and eventually by the private sector and wider community.
- iii. For the Taskforce to consider how New Zealand and Australia are naming their streets and allocate addresses for each houses and create a similar system for Samoa.

## SOURCES

Auckland City Council 2019, *Road Naming Guidelines*, accessed 25<sup>th</sup> June 2019. [www.aucklandcouncil.govt.nz](http://www.aucklandcouncil.govt.nz)

Land Information New Zealand 2015, *Property Addressing*, accessed 25<sup>th</sup> June 2019. <https://www.linz.govt.nz/>

Palmerston North City Council 2019, *Street Naming Guidelines*, accessed 25<sup>th</sup> June 2019. <https://www.pncc.govt.nz>

Masterton District Council 2019, *Road and Street Naming Policy*, accessed 25<sup>th</sup> June 2019. <https://mstn.govt.nz>

<https://www.campbelltown.sa.gov.au/webdata/resources/files/Street%20&%20Place%20Naming%20Policy.pdf>

NSW:

<https://legislation.nsw.gov.au/regulations/2018-512.pdf>

[http://www.gnb.nsw.gov.au/road\\_naming](http://www.gnb.nsw.gov.au/road_naming)

Queensland:

[http://www.goldcoast.qld.gov.au/documents/bf/Naming\\_and\\_Renaming\\_of\\_Streets.pdf](http://www.goldcoast.qld.gov.au/documents/bf/Naming_and_Renaming_of_Streets.pdf)

[https://www.logan.qld.gov.au/\\_data/assets/pdf\\_file/0009/329229/Fact-Sheet-Street-Naming.pdf](https://www.logan.qld.gov.au/_data/assets/pdf_file/0009/329229/Fact-Sheet-Street-Naming.pdf)

Victoria: <https://www.wyndham.vic.gov.au/sites/default/files/2017-12/Policy%20-%20Geographic%20Naming%20-%20ADOPTED%202017-12-05.pdf>

[https://www.newcastle.nsw.gov.au/getmedia/2c2b76e0-e7d8-4a0a-a9cf-0c63a1fc798b/House\\_Numbering\\_Guide.aspx](https://www.newcastle.nsw.gov.au/getmedia/2c2b76e0-e7d8-4a0a-a9cf-0c63a1fc798b/House_Numbering_Guide.aspx)

<http://www.todayifoundout.com/index.php/2012/04/most-japanese-streets-dont-have-names/>

## **Annexes**

**Annex 1 : New Zealand**

**Annex 2: Australia**

**Annex 3: Further Research on Australia**

**Annex 4: Japan**