

Report to the Future Melbourne Committee

Agenda item 6.4

Road Naming Application: RN-2021-2
10-36 Haines Street, 2-54 Hardwicke Street, 1-49 Molesworth Street,
and 175-183 Curzon Street, North Melbourne

6 December 2022

Presenter: Julian Edwards, Director Planning and Building

Purpose and background

1. The purpose of this report is to advise the Future Melbourne Committee of a Road Naming application seeking approval to name a new road to be vested to Council as 'Kirner Street' (refer attachment 2 – Locality Plan).
2. The applicant is MAB Corporation, the owners of the adjoining relevant land are the Director of Housing and Minister for Education and Training.
3. The site, referred to as 'Academy' (due to being part of the education, medical and knowledge precinct) is bound by Molesworth Street to the north-east, Haines Street to the south and Abbottsford Street to the West.
4. Notice of the proposal has been given by advertisement in The Age on 10 August 2022, the notice was also placed on Council's website in the Public Notice page. Letters were also sent to other the neighbouring property owners, occupiers, the local residents group and historical society.
5. A total of 14 submissions were received during the 30 day public notice of the proposal. The submissions included support for the use of the name 'Kirner', concern that the name would be more appropriately used for a larger road, whether there was a strong connection between Joan Kirner and North Melbourne, queried whether Joan Kirner's family had been consulted with, concern with the length of the advertising period, timing of the road being signposted and suggestions for alternative names.

Key issues

6. Key issues for consideration of the proposed road naming is whether the general principles have been met, which include linking name to place, gender equality, consent from the family and ensuring names are not duplicated.
7. The proposed road name complies with the *Naming rules for places in Victoria 2022 - Statutory requirements for naming roads, features and localities* (Naming Rules)
8. The proposed name 'Kirner' is not an existing road name within City of Melbourne. The proposed name recognises the contribution of a woman to the community and has a strong connection to the place, as the road is proposed through a new education precinct. Joan Kirner was a parent representative on the Australian Schools Commission, President of the Australian Council of State School Organisations and as a member of the Labor Party, she served as Minister for Education. Consent from the Kirner family has also been provided. Of the suggested alternative names, two did not comply with the Naming Rules and the third 'Jean McCaughey' whilst meeting many of the principles provided for by the Naming Rules, has not been formally proposed.

Recommendation from management

9. That the Future Melbourne Committee:
 - 9.1. names the new road to be created as part of the works on the site located at 10-36 Haines Street, 2-54 Hardwicke Street, 1-49 Molesworth Street, and 175-183 Curzon Street, North Melbourne, as Kirner Street.
 - 9.2. notes the name will come into effect on publication in the Victorian Government Gazette by the Registrar of Geographic Names and will then be registered in VICNAMES (the State's formal place naming register).

Attachments:

1. Supporting Attachment (Page 2 of 10)
2. Locality Plan (Page 3 of 10)
3. Delegate Report (Page 4 of 10)

Supporting Attachment

Legal

1. Part 2 Section 5 of the *Geographic Place Names Act 1998* (the Act), stipulates that the Naming rules, are the statutory guidelines to be used.
2. Part 3 of the Act sets out requirements in relation to the registration of Geographical Names.
3. Schedule 10 of the *Local Government Act 1989* allow for road authorities to name roads and publish gazette notices informing of official road naming.

Finance

4. The road proposed to be named is to be vested to Council. All vesting of future assets must be to Council requirements and designed in accordance with plans and specifications first approved by the Council.

Conflict of interest

5. No member of Council staff, or other person engaged under a contract, involved in advising on or preparing this report has declared a material or general conflict of interest in relation to the matter of the report.

Health and Safety

6. Relevant considerations such as traffic, waste management, potential amenity impacts and noise attenuation matters were considered by the Planning approval, Ministerial Permit TPM-2021-5 which facilitated the creation of the new road.

Stakeholder consultation

7. Consultation was conducted in accordance with Section 7 of Naming Rules. The Naming Rules are the statutory guidelines provided for under section 5 of the Act.
8. Eight of the 14 submissions received were considered valid as they complied with the requirements of the guidelines when lodging a submission and were taken into consideration as part of the final recommendation (refer Attachment 3 – Naming Application Report).

Relation to Council policy

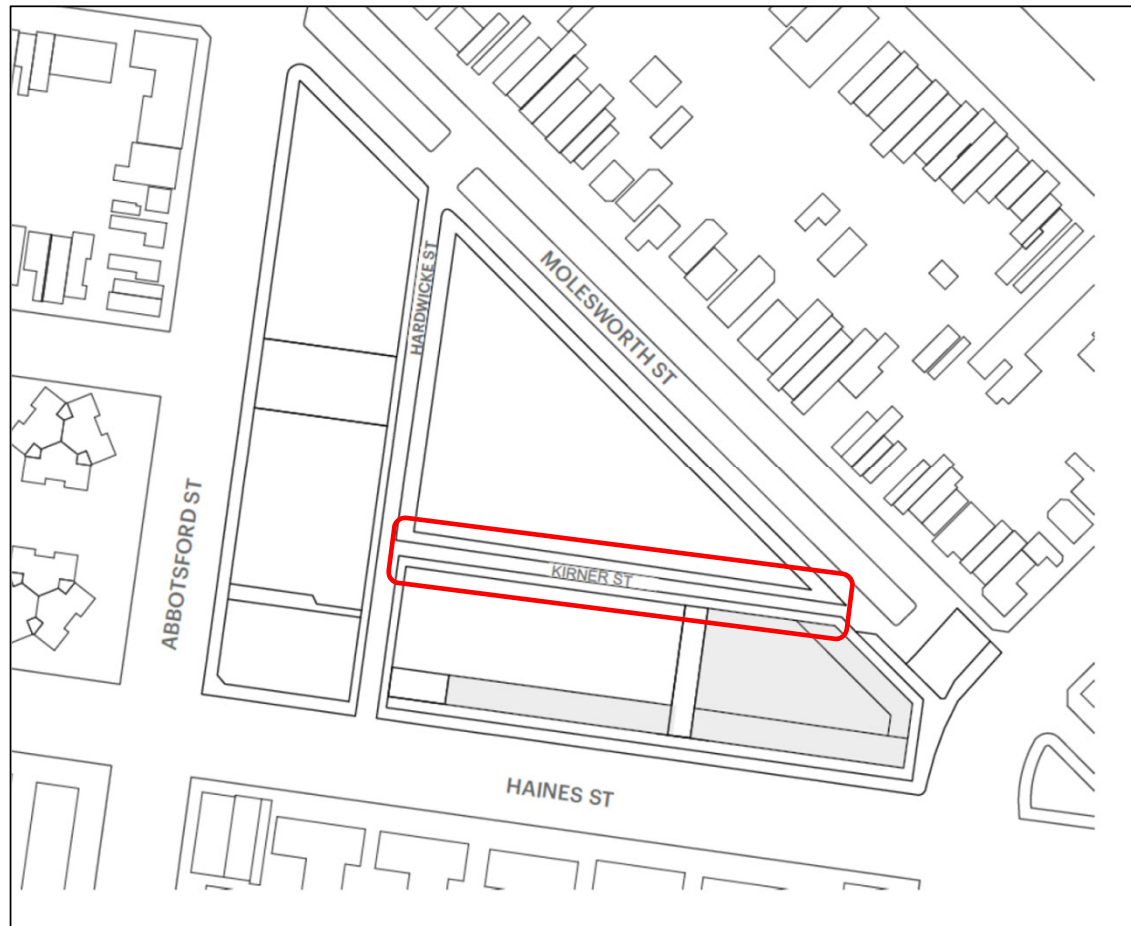
9. Relevant Council policies are discussed in the attached naming application report (refer to Attachment 3).

Environmental sustainability

10. Environmentally Sustainable Design has not been considered as part of this proposal as there is no built form being considered.

Locality Plan

10-36 Haines Street, 2-54 Hardwicke Street, 1-49 Molesworth Street, and 175-183 Curzon Street, North Melbourne



Proposed Naming Plan

DELEGATE REPORT

ROAD NAMING APPLICATION

Application No:	RN-2021-2
Applicant:	MAB Corporation
Owner	Whole site is owned by Director Of Housing and Minister For Education And Training Reform Act
Address:	10-36 Haines Street, 2-54 Hardwicke Street, 1-49 Molesworth Street, and 175-183 Curzon Street, North Melbourne.
Proposal:	Proposed naming of a new road between a new school and social housing in North Melbourne as Kirner Street.
Responsible Officer:	Helen Koulouris, Senior Subdivision Officer

1. GENERAL NAMING INFORMATION

Council is the responsible naming authority for naming roads, features and localities, and is guided by the *Geographic Place Names Act 1998* and the Registrar of Geographical names (VICNAMES).

Under the Guidelines, anyone (individuals, community groups, organisations, government departments or authorities) can propose a new road name. Members of the public and other stakeholders can be involved in the naming process in three ways:

- propose a name or boundary for a road, feature or locality to the responsible naming authority.
- alert a naming authority and the Registrar of Geographic Names to an issue with an existing name or boundary for a road, feature or locality and request that the matter be investigated.
- comment on whether a naming or boundary change proposal conforms with the naming rules.

Naming authorities are responsible for submitting naming proposals that comply with these naming rules to the Registrar.

Appropriate naming is essential for identifying locations when managing emergencies and delivering goods and services in Victoria.

Any proposed name must comply with the Naming rules for places in Victoria, Statutory requirements for naming roads, features and localities - 2022 (the Naming Rules), and the *Geographic Place Names Act 1998*.

The following General Principles are to be used in conjunction with the relevant statutory requirements when naming:

Principle A - Ensuring public safety

Principle B - Recognising the public interest

Principle C - Linking the name to place

Principle D - Ensuring names are not duplicated

Principle E - Recognition and use of Traditional Owner languages

Principle F - Names must not discriminate or be offensive

Principle G - Gender equality

Principle H - Dual names

Principle I - Using commemorative names

Principle J - Using commercial and business names

Principle K - Language

Principle L - Directional names to be avoided

Principle M - Assigning extent to a road, feature or locality

New road names should relate to the historical and cultural connections of the locality and comply with the State's current Guidelines for Geographic Names that are established under the Geographic Place Names Act 1998.

2. LOCATION

The new road is to be created as part of the works on the sites located at 10-36 Haines Street, 2-54 Hardwicke Street, 1-49 Molesworth Street, and 175-183 Curzon Street, North Melbourne.



Figure 1 – Locality Plan

The proposed road location is shown below:

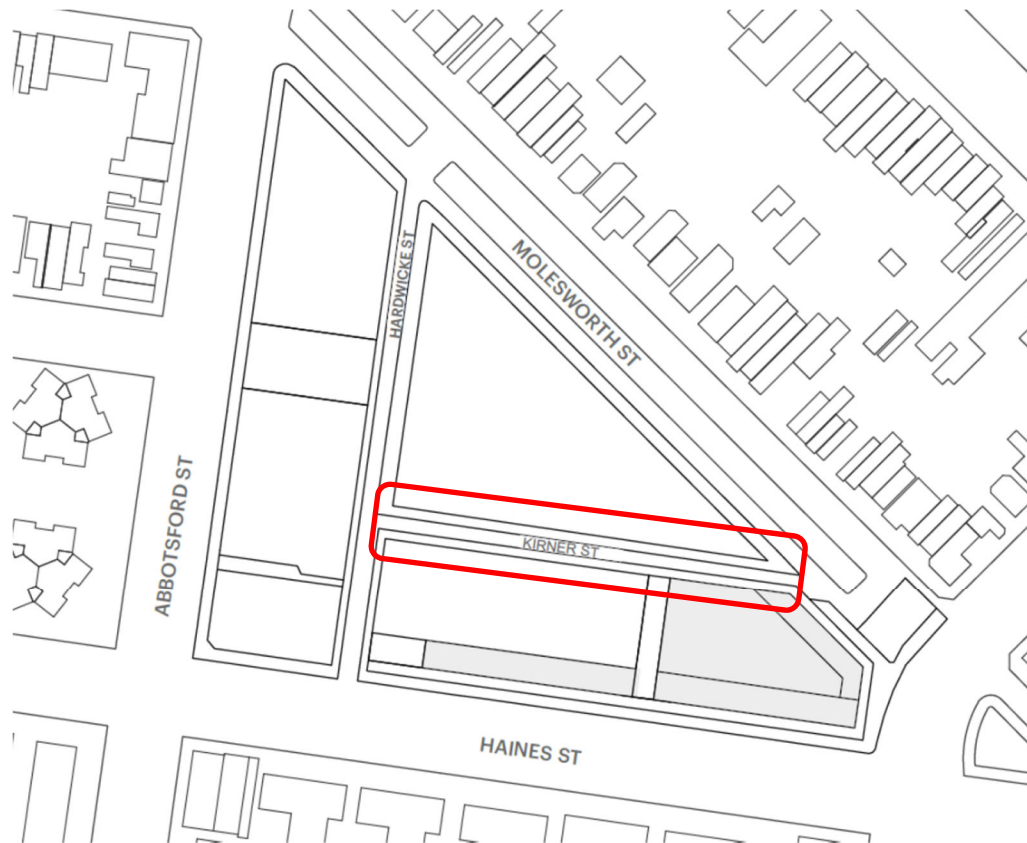


Figure 2 – Proposed Plan

3. HISTORY OF THE NAMING REQUEST

Council was first approached in June 2021 by MAB to name the new road, after the Registrar’s Office had confirmed that the new road name shown on the development plans as “Little Haines Street” did not comply with the naming rules.

The City of Melbourne and the Victorian Women’s Trust collaborated to produce a booklet detailing and featuring a variety of women to provide the opportunity to celebrate their contributions and who have influenced and inspired the community.

From the review of the names provided, MAB have selected to celebrate Joan Kirner, who:

- Attended the University of Melbourne, undertaking a teaching qualification.
- Taught in numerous state schools.
- Was President of the Victorian Federation of State School Parents' Club.
- Was the Minister of Education which resulted in the introduction of a standardised curriculum, the Victorian Certificate of Education.
- Was the Premier of Victoria where she was a strong advocate for the inclusion of women in politics and public service and introduced progressive reforms to address such inequality.

4. Naming Considerations

The Principles from the Naming Rules which are applicable in this case are:

Principle A - Ensuring public safety

Names must not create risk to public safety or operational safety for emergency response, or cause confusion for transport, communication and mail services. In this case naming the road is in the interest of public safety to formally name the road and provide addressing to any proposed residences which will use the new road for access.

Principle B - Recognising the public interest

As with the above Principle, the long term consequences of naming the road will provide addressing to residents when they require it in future, including services such as waste collection to the adjoining land.

Principle C - Linking the name to place

Names should have a link to place to ensure the preservation of our cultural heritage. Place and Road names should be relevant to the local area, and if named after a person, that person should be held in strong regard by the community.

In this instance, Joan Kirner's association to the City of Melbourne began when she graduated from Melbourne University in 1958 and began working as a teacher.

When her three young children were in school, she became actively involved in improving the education system for all children. She was elected President of the Victorian Federation of State Schools' Parents Club, (1971-1977), selected by Gough Whitlam to be the parent representative on the Australian Schools Commission, (1973-1978), and elected President of the Australian Council of State School Organisations (1975-1978).

In 1982 Joan entered Victorian Parliament. A member of the Labor Party, she served as Minister for Education in 1988, before becoming Premier in 1990.

It is considered that there is a strong link of the name to place, by virtue of the proposed education uses the new road will be located within.

Principle D - Ensuring names are not duplicated

Proposed names must not duplicate another name within a locality. A minimum radius of 5 km is required to be considered when ensuring a name is not duplicated, in this instance, and as part of a review of the proposed name, a 6 km search showed there are no other uses of 'Kirner' within 6 kms of the proposed road name location. The 6 km radius was used as it exceeds the minimum set in the guidelines and takes in the majority of the municipality. It is noted that there are no roads named 'Kirner' within the City of Melbourne.

Principle E - Recognition and use of Traditional Owner languages

Council encourages opportunities to recognise and preserve the valuable contribution made by Women and Aboriginal people through the use of names that act as a reminder of local history, culture and citizens.

This proposal does not seek to use an Aboriginal name.

Principle F - Names must not discriminate or be offensive

The name 'Kirner' is not discriminatory or offensive.

Principle G - Gender equality

This naming honours the first female Premier of Victoria, and adds to the gender equality of the road names in the City of Melbourne.

Principle H - Dual names

As Dual Names cannot be assigned to Roads, this Principle does not apply in this case.

Principle I - Using commemorative names

Naming often commemorates an event, person or place. Examples include recognising Traditional Owners, cultural events or following a theme such as Australian war contributions.

If named after a person, that person should be or have been held in strong regard by the community, with preference given to unofficial names used by the immediate community.

When deciding on the assignment of a commemorative name, naming authorities should consider:

- the person's achievements.
- relevant history and association to the area.
- the significance of the family / person to the area / land.

Joan Kirner was a passionate feminist, community activist and Labor politician who, in 1990, became Victoria's first, and to date only, female premier.

Council had contacted various Government Departments to obtain the contact details of the Kirner family, including the Department of Premier and Cabinet, Department of Families, Fairness and Housing, Department of Education and Training, and Parliament of Victoria who look after the records of former MPs. This search was unsuccessful.

Council advertised the proposed name change and called for any family consent. Any response from the family should be included in the proposal sent to the Registrar. In this instance, a response from the family of Joan Kirner was received and offered support for the name to be used as proposed.

Principle J - Using commercial and business names

As Kirner is not a commercial or business name, this Principle does not apply.

Principle K - Language

Language has been considered and does not apply in this case.

Principle L - Directional names to be avoided

As this is not a directional name, this Principle does not apply.

Principle M - Assigning extent to a road, feature or locality

This is a new road which will be vested in Council. The developer has requested we use road type 'Street'. A street is a public roadway in a town, city or urban area; especially a paved thoroughfare with footpaths and buildings along one or both sides. This complies with the road type description.

5. Consultation

The proposal was advertised in The Age on 10 August 2022, the notice was also placed on Council's Public Notice page of the website and the page that includes information about naming and numbering. Letters were also sent to the neighbouring property owners, occupiers, the local residents group and the historical society.

Consultation was conducted in accordance with the Naming rules for places in Victoria 2022 - Statutory requirements for naming roads, features and localities. The naming rules are the statutory guidelines provided for under section 5 of the Geographic Place Names Act 1998.

6. Submissions

A total of 14 submissions were received during public notice. The matters raised are summarised below:

- The use of other names.
- The name Kirner should be used for a larger road.
- An extended advertising period.
- Will the name be signposted prior to the school opening?

A summary of the specific responses is included below. Of the 14 submissions received, 8 were considered valid submissions.

A valid submission at a minimum, should explain:

- the person's or group's interest in the naming proposal – for example if their address is affected or whether they have a personal link with the place and / or name
- reasons for the name being inappropriate / appropriate, unsuitable / suitable or unsupported / supported, including how it does or does not comply with these naming rules.

7. Response to submissions

The Use of Other Names

Some submissions received suggested other commemorative names to be used such as: Mattingly, Margaret Tucker and Jean McCaughey.

In regards to Mattingly and Margaret Tucker, there is a lane named for the Mattingly family within a kilometre of the site and therefore would not comply with the naming rules, notably Principle D.

With regard to Margaret Tucker, Council has named a road Lillardia Walk, located near the corner of Queen Street and A'Beckett Street, after Margaret (Lillardia) Tucker. Lillardia was Margaret's Aboriginal name, and means flower. There is also Margaret Lane in East Melbourne, and a Tucker Street in Port Melbourne. As such, this name would not comply with Principle D.

The name Jean McCaughey was suggested as part of a submission made to Council in preference to the proposed name. While the name meets many of the principles provided for by the Guidelines, as it has not been formally proposed the name cannot be considered in this instance unless a formal request is made to use a different road name should the current proposed name not be supported.

The name Kirner should be used for a larger road

While the road proposed to be named is small, it is located between a school and social housing development, both of which are for the benefit of the public, and aligns with Joan Kirner's drive as a politician and premier of Victoria.

An Extended Advertising Period

The road naming was advertised for a minimum period of 30 days, circulated in The Age, letters to adjoining land owners, community groups and on the City of Melbourne website. This extent of notice is consistent with the naming guidelines. It is also noted that objections received until the date of a recommendation being made have been accepted noting that the advertising period commenced in August 2022.

Will the Name Be Signposted Prior to the School Opening?

The timing of the naming is dependent on many factors including the completion of the road to the relevant design standards. Once a name is supported by Council as the Naming Authority it is sent to the Register of Geographic Names for assessment and then gazettal.

Support

Support for the proposal was received by the City of Melbourne for the name celebrating Joan Kirner's achievements, her passion for education reform to address inequality with the introduction of a standardised curriculum, the Victorian Certificate of Education and the pursuit of integrating children with disabilities into the mainstream school system was a monumental achievement.

8. Recommendation

The proposed name of Kirner is considered to be compliant with the guidelines. It is recommended to name the new Road to be created as part of the works on the site located at 10-36 Haines Street, 2-54 Hardwicke Street, 1-49 Molesworth Street, and 175-183 Curzon Street, North Melbourne, Kirner Street, with that name coming into effect on Gazettal in the Victorian Government Gazette by the Registrar Of Geographic Names and then registration of the name in VICNAMES (the State's formal place naming register).