

PLANNING COMMITTEE REPORT

Agenda Item 5.7

3 October 2006

**PROPOSED RENAMING OF SWAN STREET, MELBOURNE
(BETWEEN BATMAN AVENUE AND PUNT ROAD) TO
OLYMPIC BOULEVARD**

Division Sustainability & Innovation

Presenter Con Livanos, Manager Development Planning

Purpose

1. To seek Committee approval of a joint proposal from the Victorian Olympic Council and the Melbourne and Olympic Parks Trust that, in association with the 50th year celebrations of the 1956 Olympic Games, Swan Street within the City of Melbourne be renamed Olympic Boulevard.

Recommendation from Management

2. That the Planning Committee:
 - 2.1. support the renaming of Swan Street, as generally shown hatched on the attached plan, as at Attachment 1, as Olympic Boulevard;
 - 2.2. note that VicRoads has delegated to the Council's Chief Executive, VicRoad's powers as co-ordinating road authority to implement the renaming of Swan Street;
 - 2.3. by instrument of delegation sealed by the Council under Section 98(1) *Local Government Act 1989*, delegate to the Chief Executive, or the persons from time to time acting in that position, the authority to implement the renaming of Swan Street and do all things incidental and ancillary to the same; and
 - 2.4. under Section 98(3) of the *Local Government Act 1989*, authorise the instrument of delegation to the Chief Executive, or the person from time to time acting in the position, to empower him or her to delegate any power, duty of function delegated to him or her under the paragraph above to a member of Council staff.

Key Issues

3. The Melbourne and Olympic Parks Trust ("MOPT") was established in 1995, being a merger of the National Tennis Centre Trust and the Olympic Park Committee of Management. MOPT's functions include the care, use, improvement, financial management and promotion of Melbourne Park and Olympic Park, with their extensive sporting, function and ancillary facilities. The body operates to provide world class facilities and services for sport, entertainment and function events, primarily for the State of Victoria. Melbourne and Olympic Parks is also the administrative and training home for various sporting organisations.

4. MOPT and Victorian Olympic Council (“VOC”) have approached the Council and VicRoads, proposing that in association with the 50th year celebrations of the 1956 Olympic Games, Swan Street within the City of Melbourne (as generally shown hatched within Attachment 1 and further indicated within Attachment 2, aerial photograph) be renamed as Olympic Boulevard.
5. The applicants’ rationale for the proposal is:
 - 5.1. **as a sporting legacy**, it further preserves and supports the legacy of the 1956 Olympics which provided a positive and lasting impact on how the world viewed our city and Australia. It is a testament to Melbourne as a home to over one third of all Australian Olympians and to the role the 1956 Olympics continued to play in the development of sport in Victoria;
 - 5.2. **sporting excellence**, the road runs through the heart of Melbourne’s major events centre, a home to many past and current elite sporting bodies, including the Victorian Institute of Sport; and
 - 5.3. **investing in the future**, the renaming seeks to honour and identify the area and Melbourne as a proclaimed international host and supporter of unity through sports. However it will also be an investment in the future. Not only is the area already first class in facilities and recognition, it continues to be further developed for sporting purposes. A 20,000 seat rectangular pitch stadium is to be built in the area by 2009, including a sports campus that will house a state-of-the-art training, competition and administration facility. Fittingly the Victorian Olympic Council will be tenants in the new stadium.
6. Advice from the VicRoads Information Centre and the President of the East Melbourne History Society is that the name “Swan Street” came from the White Swan Hotel circa 1852. That is now named the Swan Hotel and is at the corner of Swan and Church Streets, Richmond.

Time Frame

7. Timing is very critical as the above celebrations will occur in mid-November 2006. The Committee therefore needs to determine the matter this month.

Relation to Council Policy

8. Road names must meet public expectations and must relate to the historical and cultural aspects of the road and its environs, under Part 10 of Council’s Activities Local Law and its associated Naming of Places (Including Roads) Policy Statement (refer Attachment 3). The proposal is policy compliant.

Consultation

9. Statutes require naming authorities to act in accordance with the guidelines in force for the time being under the *Geographic Place Names Act* 1988. Council’s “Place Naming Policy” restates that and further requires consultative actions to be carried out in consideration of the significance and potential affects of a proposal.
10. The applicants’ submission included letters containing very significant support to the proposal from stakeholders, being the tenants and operators of the abutting sporting and associated facilities (refer Attachment 4).
11. Council also approached the East Melbourne Group (residents association), the East Melbourne Historical Society, Yarra City Council, the Registrar, the Department of Sustainability and Environment (“DSE”) and the statutory and emergency service providers. A public notice of the proposal was also published in the Age Newspaper seeking submissions from any interested party.

12. Council's Principal Engineer Traffic Engineering does not oppose the renaming but questioned the impacts of retaining the name "Swan Street Bridge" for the road's continuation over the Yarra River.
13. Council's Principal Engineer Infrastructure (Engineering Service Group) does not oppose the renaming.
14. The results of the applicants' and Council's consultation are set out in the attached consultative summary (Attachment 6).

Government Relations

15. The VOC in February 2006 wrote to the Premier of Victoria seeking his support for the renaming proposal. This followed an earlier briefing with the Premier in July 2005 regarding VOC planned activities, including the Olympics anniversary celebrations. The Premier then forwarded the matter to the Minister for Sport and Recreation (the Hon, J.M. Madden MLC). The Minister in turn preferred that the matter be dealt with by the responsible naming authority.

Finance

16. The applicants have undertaken to reimburse Council's public consultancy costs.
17. All advanced directional signs are located on either VicRoads or City Link roads and Council will only incur minimal costs in replacement street naming signage (less than \$2,000). Those costs can be readily met from existing budgets.

Legal

18. The renaming of roads must comply with the *Geographic Place Names Act* 1988 and with current Guidelines under that Act. Roads can be renamed under the *Road Management Act* 2004 (Section 11) and pursuant to the *Local Government Act* 1989 (Naming of Places (Including Roads) Policy under Council's *Activities Local Law* 1999).

Sustainability

19. The proposal should have no effects or impacts on sustainability issues.

Comments

20. The proposal is forwarded to the Committee for determination given the significance of the road and its environs.
21. A possible renaming of "Swan Street Bridge" was also raised. It might be incongruous to keep that name, but alternatively the bridge is well known and the retention of the name could identify the history of names and be quite warranted. Careful attention should be given to the change of any place name, each having a history that must be considered. Some parties expressed interest on the bridge, but considerably more consultancy was requested and needed, including possible contact with the Minister for Transport and further DSE review. This could not occur within the available timeframe, but could be later pursued.

22. Swan Street is a declared arterial road for which VicRoads is the coordinating road authority under the *Road Management Act 2004* but Council is the responsible road authority for certain elements of the road. The Registrar considers VicRoads to be the proper naming authority for the road, but has not objected to Council proposing such. The Registrar is primarily concerned that any renaming has been founded on consultation and agreement between VicRoads and Council. Furthermore the Registrar does not consider the proposal to hold statewide significance (the Act prescribes that certain place namings hold statewide significance and must be named by an appointed Panel).
23. Swan Street is principally a local road name and the renaming proposal is likely to be of interest to abutting land managers, businesses, special interests groups and the community generally. On that basis VicRoads has formally delegated (under seal) its naming powers under the *Road Management Act 2004*, to Council's Chief Executive (refer Attachment 5).

Background

24. Olympic Park was developed for the 1956 Olympic Games including the building of two stadiums, a velodrome and a then new world standard 5,500 seat swimming pool (now the Lexus Centre). Those venues hosted the Game's hockey, cycling, soccer, athletics, diving and swimming competitions. The area has since remained and has been further developed and continues to be further developed, as a sporting mecca. It is a nationally and internationally recognised world class sporting precinct.
 25. This is a proposed commemorative naming coinciding with planned extensive 50th anniversary celebrations of the 1956 Olympic Games. Over 300 Australian and International Olympians from the 1956 Olympics will return to Melbourne to celebrate the Golden Jubilee of those Olympics. The celebrations will doubtlessly receive considerable media attention, thus providing another significant opportunity of showcasing this sporting precinct and serving as a reminder that Melbourne is an Olympic City.
 26. The VOC has commissioned two very significant bronze commemorative tableaux. These together with the reinstatement of the restored Olympic Rings on the Olympic Park Stadium, will assist visitors identifying the Olympic site and its evolution. The applicants further propose with the establishment of the name "Olympic Boulevard", to place Olympic themed portals at the entry and exit points to the road.
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Attachments:

1. Locality Plan
2. Aerial Photo
3. Council's Naming of Places Policy
4. Applicants' detailed Submission
5. VicRoads delegation to Chief Executive of Renaming Powers
6. Consultative Summary



Activities Local Law 1999 – Policy Operating Statement

Naming of Geographic Places (Including Roads)

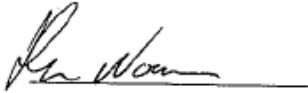
DOCS#3119445

Policy Framework	<p>The City of Melbourne is committed to a safe City and movement around the city. Council aims to make the City of Melbourne more attractive to visitors and ratepayers by facilitating property identification. The naming of places (including roads) supports emergency service provision, property identification, promotion and tourism, and business growth and marketing.</p> <p>The repeal of Council's Naming Roads and Numbering of Premises Local Law 1992 and the recently proclaimed Geographic Place Names Act 1998, cause the establishment of a Council policy to consistently manage the naming and renaming of places, including roads. There is also a need to maintain the integrity of Council's Property Base System.</p>
Relevant Local Law or other Legislative Provisions	<p>Activities Local Law 1999 - Part 10 Naming of Roads and Numbering of Premises.</p> <p>A "place" for the purpose of this policy has the same definition as that in the Geographic Place Names Act 1998. That definition includes a street and road, a locality, a garden or reserve and a topographical feature.</p> <p>A "road" for the purpose of this policy has the same meaning as that in the Local Government Act 1989.</p>
Service Description	<p>Council names and renames places. Place names are required for property addressing, property identification, mapping and management purposes, and emergency and statutory service provision.</p> <p>Place naming and renaming proposals of statewide significance are considered by Advisory Committees established under the Geographic Place Names Act 1998. Those committees make recommendations to the Registrar of Geographic Names. The Registrar has advised that road names do not hold statewide significance under the Act.</p>
Frequency of Service	<p>The service is in operation every day of the year.</p>
Operational Arrangements/How Service Operates	<p>Places are named or renamed following extensive research into the historical and cultural aspects of the places and their environs. The applications of suitably linked and based "naming themes" are considered for roads, together with all other pertinent matters.</p> <p>Places are named or renamed under delegated powers. This supports property identification especially by the emergency service providers and facilitates appropriate development and subdivision. It also meets public expectations. Any proposals considered by a delegate to have a special significance for the City must be the subject of a report with recommendations to Council.</p> <p>Road naming and renaming proposals are processed by the Team Leader Land Survey. A road name forms part of a property address and this management recognises the significance of a road name in property addressing, as well as ensuring the integrity of Council's Property Base. The</p>

#3119445 v1 - ACTIVITIES LL POLICY OPERATING STATEMENT - NAMING OF GEOGRAPHIC PLACES (INCLUDING ROADS)

	<p>management also ensures compliance with relevant criteria of the Geographic Place Names legislation.</p> <p>Consultative actions are carried out for the naming and renaming of all places, primarily in consideration of the significance and potential affects of a proposal. The views of potentially affected property owners and occupiers must be sought and considered. Public submissions and service authority comments may be sought if considered necessary.</p> <p>Indigenous based names must be recommended by Council's Senior Indigenous Policy Officer following proper consultation with Community Groups.</p> <p>The requirements of the Geographic Place Names Act 1998 and its procedural guidelines are met. These include:</p> <ul style="list-style-type: none"> • criteria for assessment of cultural, heritage, tourism or other significant issues; • principles for the written form and character of names; • consultative mechanisms and submission requirements; • recognition and use of Aboriginal/Koori names; • policy approaches to commemorative naming; • compliance with contemporary standards; • non-duplication or confusion of place names; • discouragement of names of living persons, registered commercial businesses or non-profit organisations; and • recognition of present day local usage or preference. <p>Team Leader Land Survey is notified at concept stage, of all place naming and renaming proposals. He/she is also notified on completion of the naming process. This supports compliance with the procedural requirements of the Geographic Place Names Act and maintains the integrity of Council's Property Base System.</p> <p>Team Leader Land Survey gives notice to every authority supplying water, gas, electricity or providing drainage, sewerage, postal or telecommunication services in the locality, and to Land Victoria and the State Revenue Office or their successors, following the allocation or changing of the name of a place.</p> <p>Team Leader Land Survey maintains a register of road names in such a form as to show the date of every entry and alteration and show old and new details.</p>
<p>City of Melbourne Officer & Full Contact Details</p>	<p>Mr Chris Blackwood, Team Leader Land Survey, Sustainable Regulatory Services. Phone - 9658 8581 Fax - 9658 9179 E-mail - chrbla@melbourne.vic.gov.au</p> <p>Mr Michael Coombes, Senior Indigenous Policy Officer, Community Services. Phone - 9658 8784 Fax - 9650 1112 E-mail - miccoo@melbourne.vic.gov.au</p>
<p>Conditions</p>	<p>The naming and renaming of places must comply with this policy and the requirements of the Geographic Place Names Act 1998 and the Guidelines for Geographic Names.</p>

Fees	There are no prescribed fees for the service. An applicant may be responsible for meeting Council's advertising costs for a proposed place renaming, if Council does not initially support the proposal.
Enforcement Provisions	The Activities Local Law 1999 Part 13 Enforcement prescribes the enforcement action which can be taken in relation to a breach of the Activities Local Law. It enables Council to cause a road name that has been unlawfully or incorrectly painted, affixed or set up, to be removed. The Activities Local Law Schedule prescribes the penalties fixed for infringements.
Associated Documentation	<p>City Plan 2010.</p> <p>Council's Numbering of Premises Policy.</p> <p>Local Government Act 1989.</p> <ul style="list-style-type: none"> • Section 8 and Schedule 1 (functions and powers of Council). • Clause 5 of Schedule 10 (naming of roads and numbering of premises). <p>Geographic Place Names Act 1998 and the Guidelines for Geographic Names.</p>
Future Programs and Initiatives	The automated transfer of place names and property number data to the State Government. This transfer of information is essential to ensure a consistent identification of places and properties is available to all State Government Departments, statutory authorities and private users that will adopt the State Government computer mapbase.

Policy Authorised by:	 John Noonan Group Manager, Sustainable Regulatory Services	<p><u>29/11/04</u></p> <p>Date</p>
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ROAD MANAGEMENT ACT 2004

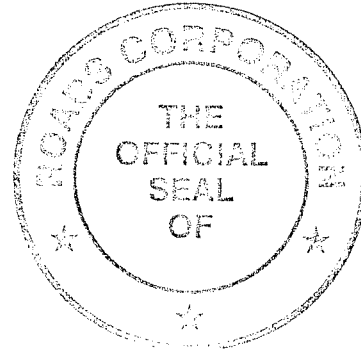
INSTRUMENT OF DELEGATION

In accordance with section 118(2) of the *Road Management Act 2004*, the Roads Corporation delegates the power conferred on it by section 11(8) of that Act to change the name of Swan Street Melbourne, between Alexander Avenue and Punt Road, to the person for the time being holding, acting in or performing the duties of Chief Executive of the City of Melbourne.

The power delegated is subject to the conditions in Schedule 1 to this Instrument.

Dated this 29th day of August 2006

The Official Seal of the
Roads Corporation
was hereunto affixed
in the presence of:)
)
)
)



A handwritten signature in black ink, appearing to read "D. Anderson".

DAVID ANDERSON
CHIEF EXECUTIVE

A handwritten signature in black ink, appearing to read "E. A. ...".

AUTHORISED OFFICER

ROAD MANAGEMENT ACT 2004

INSTRUMENT OF DELEGATION

Schedule 1

This Instrument of Delegation is subject to the following conditions:

- a) The Melbourne City Council must conduct the change of name in accordance with all legislative requirements, in particular sections 11(9) and 11(10) of the *Road Management Act 2004*.
- b) The Melbourne City Council must notify VicRoads immediately the change of name is completed or the proposal to change the name is abandoned.
- c) This Instrument of Delegation ceases to have effect once:
 - i. the delegated power has been exercised in accordance with legislative requirements; or
 - ii. the proposal to change the name of Swan Street Melbourne is abandoned; or
 - iii. 30 March 2007,

whichever is earlier.

CONSULTATIVE SUMMARY

PARTY	STANCE	COMMENTS
VicRoads CE	No objections	
VicRoads Metro. N.W. Region	No objections	Responsible VicRoads administrative region consulted at the request of CE VicRoads.
Registrar of Geographic Names and also for DSE	No objections	Agrees that the name gives recognition to Melbourne's significant Olympic history.
Statutory Service Providers	No objections	
Emergency service Providers	No objections	
Yarra City Council	No issues	
CityLink Melbourne	No objections	
Tennis Australia	Supports	
Victorian Institute of Sport	Fully supports	Also raises alternative names recognising the now Commonwealth Games history and other major sporting events. New name could be more Melbourne focussed – John Landy Drive?
Tennis Victoria	Fully supports	Considers the new name will provide a clearer definition and identity for the precinct and assist stakeholders location of offices.
Melbourne Storm	Endorses	Fitting tribute to a major event in the history of sport. Congratulates the proponents.
Olympic Parks Sport Medicine	Favours	Assists property identification and is an appropriate recognition of 1956 Olympics.
Melbourne Victory	Supports	Supports without reservation.
Delaware North Companies Australia	Supports	Venue catering manager for Melbourne and Olympic Parks. Delighted with proposal.
Collingwood Football Club	Fully supports	
East Melbourne Group		President unsure whether Committee wants to formulate a view. Has notified members and will forward a "position" if there is one.
President East Melbourne Historical Society		Opposes principle of road name changes and old name is very well known and part of Melbourne's history. Likes the idea of a significant road being named for a hotel it leads to. Hotels being major landmarks at the time. Name has a pioneering and Australian flavour. Swan Street is not a boulevard – "Way" is better. <i>(Note: the applicants oppose "Way" and furthermore there is a Yarra Park pathway named Olympic Way. Parks & Rec have put a lot of effort into creating a boulevard planting for the road and consider the suffix "boulevard" is appropriate.</i>
Public Notice in Age	N/A	No responses were received

FINANCE ATTACHMENT

**PROPOSED RENAMING OF SWAN STREET, MELBOURNE (BETWEEN
BATMAN AVENUE TO PUNT ROAD) TO OLYMPIC BOULEVARD**

There are no direct financial implications for Council arising from the recommendations contained in this report.

Joe Groher
Manager Financial Services

LEGAL ATTACHMENT

**PROPOSED RENAMING OF SWAN STREET, MELBOURNE (BETWEEN
BATMAN AVENUE TO PUNT ROAD) TO OLYMPIC BOULEVARD**

Council's powers with respect to naming roads are set out in the *Activities Local Law 1999*, Section 206 of the *Local Government Act 1989* ("the Act") and paragraph 5 of Schedule 10 in the Act.

Paragraph 5(1)(a) of the Act provides that Council may "*approve, assign or change the name of a road*".

Paragraph 5(2) of Schedule 10 of the Act provides that in exercising this power Council must act in accordance with the guidelines in force for the time being under the *Geographic Place Names Act 1998* and advise the Registrar appointed under that Act of the action Council has taken.

Council is required to notify the Registrar of Geographic Place Names of any change to a road name within its municipality to enable the Register to be amended. The Registrar normally requires details of the name change and an accompanying map.

The *Activities Local Law 1999* provides that no person may give, approve or allot a name to any road without the approval of Council. The accompanying policy and procedural standards specify the procedure to be followed when considering naming and renaming proposals, including a requirement that the views of potentially affected property owners be sought and, if necessary, submissions sought from the public and relevant service authorities.

The procedure detailed in the report is consistent with the policy and procedural standards.

Kim Wood
Manager Legal Services