



8.7	EMERALD HILL PROPOSED NAMINGS
WARD:	GATEWAY
CHIEF GOVERNANCE OFFICER:	DORON KARLINER
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TRIM FILE NO:	62/07/30-02
ATTACHMENTS:	1. Map of the subject area 2. Copy of Advertisement for Emerald Hill Precinct

PURPOSE

To inform Councillors of the outcome of the consultation phase of the statutory procedures that are necessary to name a reserve, a forecourt and two laneways in the Emerald Hill precinct.

1. RECOMMENDATION

That Council:

- 1.1 Authorises the Interim Chief Executive Officer or delegate to complete the statutory processes to name:
 - 1.1.1 The reserve at 26-34 Emerald Hill Place as “Edythe McCallum Reserve”,
 - 1.1.2 The forecourt in front of the Emerald Hill Library and Heritage Centre as “Harold Alexander Forecourt”.
 - 1.1.3 The lane R2853 that runs alongside the reserve between Emerald Hill Place and Perrins Street, as “Tom Uren Lane”, and
 - 1.1.4 The lane R2857 that runs alongside the reserve between Emerald Hill Place and Perrins Street, as “Doris Condon Lane”.

2. BACKGROUND

- 2.1 The “Emerald Hill Master Plan” was adopted by Council in 2012. The Master Plan reflects that “Council’s vision is to create a vibrant arts and community hub to reinvigorate the precinct around South Melbourne Town Hall and to re-establish it as the cultural and civic heart of South Melbourne.”
- 2.2 25 September 2012: Council purchased land at 26-34 Emerald Hill Place from the Department of Human Services for the purpose of creating open space.

The activation of this site as an open space has made it desirable for the adjacent laneways to be named for public amenity and safety.



The close proximity of the subject reserve and laneways to the Emerald Hill Library and Heritage Centre forecourt, which was recently redeveloped as part of the Master Plan, makes this an ideal opportunity for including the forecourt as part of a commemorative thematic naming which seeks to further invigorate the Emerald Hill precinct.

- 2.3 11 February 2014: At the Ordinary Meeting of Council, the Ward Councillor, Councillor Horvath, asked questions in regard to the prevention of the 1974 sale of five acres of Victorian era homes of low income residents in Emerald Hill, and Tom Uren's involvement in protecting these homes.
- 2.4 May to August 2014: Council officers from the Memorials and Monuments working group considered possible names for the reserve. During this time the Boon Wurrung Foundation and the Office of Geographic Names were consulted on the possibility of naming the Reserve "Nerre nerre minnim Reserve". Both organisations supported this name.
- 2.5 3 October to 5 December 2014: Officers sought nominations from the community for names that would celebrate 160 years of people and place in South Melbourne to be allocated to the new Emerald Hill reserve and the existent adjacent laneways. The public call for nominations coincided with the launch of the new reserve. Nomination forms were distributed at the reserve's launch, at the Emerald Hill Library & Heritage Centre, at Council's Town Halls and online. There was a media release calling for nominations. Six people were nominated however one nominee is alive and therefore that nomination was deemed not to be compliant with the *Guidelines for Geographic Names 2010 Version 2*. The four names proposed in this report were received as part of the public nomination process.
- 2.6 17 February 2015: A Cultural Heritage Reference Committee working group met to consider the received nominations including Harold Alexander, Doris Condon, Edythe McCallum and Tom Uren. The working group also considered the name Nerre nerre minnim for the new reserve.

Background on these names:

- 2.6.1 Edythe McCallum (1917-2011): Was the Senior Social Worker for the City of South Melbourne from 1962 to 1981. She made an extraordinary contribution to South Melbourne's reputation as a pioneer in social planning and community development. She had a significant role in the preservation of housing for local people in the 1970s and worked toward the establishment of the South Port Community Nursing Home. McCallum's work representing Victoria on a taskforce for the Australian Institute of Urban Studies regarding "revitalising the cities" was featured in an article in *The Age* (23 October, 1973, p.25): "Mrs. McCallum points out that in any city, people must have access to the social infrastructure – that is, to the supportive networks within a community that help people to cope. Without such access, she says, people cannot help but feel alienated... It's the people that matter". The Rotary Club of South Melbourne awarded her the Vocational Service Award for Outstanding Service in 1977.



- 2.6.2 Harold Alexander (1902-1964): Was Town Clerk of City of South Melbourne from 1936 to 1964. He was a pioneer who contributed to the creation of an environment that prioritised citizens' social welfare. On his death the local paper, *The Record*, reported that "he guided the destinies of his native city surely and safely and, through his innovations, placed it in the lead in social service, a model and example to other municipalities not only in Australia, but overseas." These innovations were many and included supporting the establishment of the Meals on Wheels service (in 1953, South Melbourne was the first municipality in Australia to offer this service), and the introduction of social workers and a maternal and child health doctor (in 1947, South Melbourne was the first Council in Victoria to employ a social worker). He lobbied for the current site of the Victorian Arts Centre to be set aside for a cultural purpose. He was president of the library board that oversaw the establishment of municipal and school libraries. At the Ordinary Meeting of Council on 30 January 2006, Council noted the requirement for demolition of the Harold Alexander Pavilion (at the former Middle Park Life Saving Club). At that Council meeting, it was identified that Harold Alexander should, in the future, be commemorated at a suitable site that would properly reflect his contribution to the community and the esteem in which he is held.
- 2.6.3 Tom Uren (1921-2015): Was the Federal Minister for Urban and Rural Development in 1974 when he was instrumental in securing a loan to the Victorian Government for the purchase of the Emerald Hill Precinct for housing for local people on low incomes. Uren was the responsible minister when the Federal Government provided the State Government with a \$3.5 million interest-free loan to retain a series of Victorian-era buildings that were to be sold by the Family Care Organisation. The move to save the precinct from development was initially driven by South Melbourne Councillors, the Emerald Hill Association and the Emerald Hill Residents Committee. Uren's intervention in the proposed sale of the Emerald Hill Precinct, and his support of the acquisition of these properties by the State Government was critical in protecting these heritage properties from development and the potential displacement of approximately 300 residents on low incomes.
- 2.6.4 Doris Condon (1908-1979): Was Mayor of City of South Melbourne in 1969, having been a Councillor from 1962 to 1974. In 1968, she was state president of the Australian Local Government Women's Association, becoming national president in 1971 and 1972. Condon's achievements reflect her work for the advancement of underprivileged people. The *Australian Dictionary of Biography* (B. Marginson) states that "she was particularly sympathetic to the needs of women, whether recent immigrants or residents of the new, high-rise, Housing Commission flats. In her mayoralty the council decided to proceed with Victoria's first, municipal, family-planning clinic, which she strongly supported, particularly in light of the report on battered babies submitted by the medical officer Dr Dora Bialestock. Condon saw family planning as part of the council's preventative health measures". In 1975 she was made a Member of the Order of Australia.



- 2.6.5 The traditional Boon Wurrung name for the South Melbourne area is Nerre nerre minnim. “The Boon Wurrung were noted camping at Nerre nerre minnim with their Watha Wurrung allies in July 1844” (from Eidelson, M. *Yalukit Willam: The River People of Port Phillip*, 2015, pp.26-27). Given that the name Nerre nerre minnim refers to the larger South Melbourne area, it has been confirmed by Council’s Indigenous Policy Officer that the name would be better held for the naming of a broader area, such as the ‘plaza’ area directly in front of the South Melbourne Town Hall, which is currently known as Town Hall Reserve. Principle 1(K) of the *Geographic Place Names Act 1998*, outlines the special procedures for the recognition and use of indigenous Australian names including specifying the procedures for consultation. Consultation will occur in accordance with Council’s procedures including the *Aboriginal and Torres Strait Islander Protocols Framework*, and the *Council Guidelines for the Naming or Re-Naming of Roads, Lanes and Features 2005*.
- 2.7 At the 9 August 2016 Ordinary Council meeting, Council resolved to make a request to the Registrar of Geographic Names for an exemption from Principle 1(H) of the *Guidelines for Geographic Names 2010 Version 2*, in order to use first and surnames for “Tom Uren Lane” and “Doris Condon Lane” and authorised the commencement of the public consultation process to name:
- 2.7.1 The reserve at 26-34 Emerald Hill Place as “Edythe McCallum Reserve”.
- 2.7.2 The forecourt in front of the Emerald Hill Library and Heritage Centre as “Harold Alexander Forecourt”.
- 2.7.3 The lane R2853 that runs alongside the reserve between Emerald Hill Place and Perrins Street, as “Tom Uren Lane” (or “Uren Lane” if the Registrar of Geographic Names doesn’t grant an exemption from Principle 1(H)).
- 2.7.4 The lane R2857 that runs alongside the reserve between Emerald Hill Place and Perrins Street, as “Doris Condon Lane”(or “Condon Lane” if the Registrar of Geographic Names doesn’t grant an exemption from Principle 1(H)).
- 2.8 On 25 November 2016 the Registrar of Geographic Names granted exemptions from Principle 1(H) for the proposed “Tom Uren Lane” and “Doris Condon Lane”.
- 2.9 On 10 January 2017 an advertisement was placed in the Port Phillip Leader asking for submissions from the community. Two submissions were received, one in support of the Edythe McCallum naming.
- 2.10 The second submission was suggesting an entirely different name – Francis Johnson – a member of the Australian Football hall of fame who played for both South Melbourne and Port Melbourne. However there is both a “Frances” and “Johnson” Street in South Melbourne and a “Johnston” Street in Port Melbourne, all of which are less than five kilometres from Emerald Hill and therefore do not comply with the OGN Guidelines. The submitter has been informed of this by letter.



3. KEY INFORMATION

- 3.1 This report details the proposal to complete the statutory procedures to name four sites in Emerald Hill in commemoration of four people who made significant contributions to South Melbourne during the twentieth century.
- 3.1.1 The naming of the new reserve, forecourt and two lanes was prompted by Council's purchase of land for a pocket park at 26-34 Emerald Hill Place in 2012 (formerly known as 5-11 Emerald Hill Place), which served to contribute to open space in the area. The creation of the reserve and the subsequent proposed namings aim to support City of Port Phillip's "Emerald Hill Vision" to reinvigorate the precinct around the South Melbourne Town Hall.
- 3.1.2 The new reserve, the forecourt and two lanes are all in close proximity to each other in the block bordered by Perrin, Park, Clarendon and Bank Streets, South Melbourne.
- 3.1.3 Council's processes for considering potential names follows section D of the "City of Port Phillip Guidelines for the Naming of Re-Naming of Roads, Lanes and Reserves 2005", which includes in no particular order:
- 3.1.3.1 "The role or contribution of Aboriginal people to Australia or to the City of Port Phillip"
- 3.1.3.2 "The role of women in Australia"
- 3.1.3.3 "The role of members of the Multicultural Community in the development of Australia"
- 3.1.3.4 "Recognition of important social, political and cultural events and issues relevant to Australian growth and development"
- 3.1.3.5 "Reference to shared community history, in particular local area of the City of Port Phillip"
- 3.1.4 Where the proposal is for an indigenous Australian name, legislation dictates a specific process in accordance with the *Geographic Place Names Act 1998* and the *Guidelines for Geographic Names 2010*, in particular Principle 1(K) of the Act: "Recognition and use of Indigenous Australian names". Governance Officers seek assistance from Council's Indigenous Policy Officer, to work through the procedures outlined in Principle 1(K) of the Act.
- 3.1.5 Council's Indigenous Policy Officer has been involved in this proposal throughout the preliminary consultative process. He has advised the Governance team that:
- 3.1.5.1 it is appropriate not to use "Nerre nerre minnim" for the new Emerald Hill Reserve in preference of potentially using the name in the future for the more prominent site of the Town Hall Reserve,
- 3.1.5.2 an alternative Aboriginal language name is not necessarily required for Emerald Hill Reserve.



- 3.1.5.3 Council's Indigenous Policy Officer will continue consultations with the Boon Wurrung Foundation regarding the possible use of the name "Nerre nerre minnim" for the re-naming of the Town Hall Reserve in front of the South Melbourne Town Hall. Principle I(K) of the *Geographic Place Names Act 1998*, outlines the special procedures for the recognition and use of indigenous Australian names including specifying the procedures for consultation. These procedures will be followed in regard to this possible naming.
- 3.1.6 Council's Local History Librarian contributed to the research in regard to naming the forecourt, new reserve and two lanes in recognition of Edythe McCallum (the reserve), Harold Alexander (the forecourt), Tom Uren (the laneway currently known as R2853) and Doris Condon (the laneway currently known as R2857).
- 3.1.7 Principle I(H) "Using Commemorative Names" of the *Guidelines for Geographic Names 2010 Version 2* requires that: "A commemorative name applied to a locality or road should use only the surname of a person, not a first or given names. A commemorative name applied to a feature (e.g. a reserve) can use the first name and surname of a person".
- 3.1.8 The proposed names "Edythe McCallum Reserve" and "Harold Alexander Forecourt" comply with Principle I(H) as they are features not roads, therefore Council is not required to apply for exemption in regard to these proposed names.
- 3.1.9 The names "Tom Uren Lane" and "Doris Condon Lane" do not comply with Principle I(H) given that they are roadways and the proposed namings include first names. Council applied to the Registrar of Geographic Names for an exemption from Principle I(H), which was granted on 25 November 2016.
- 3.2 When the sites are named, explanatory plaques and/or signs will be installed to provide the community with brief backgrounds of the people who are commemorated in the namings.
- 3.3 The set of proposed namings comply with the naming criteria of Council's *Guidelines for the Naming or Re-Naming of Roads, Lanes and Reserves 2005*, and *Council's Memorials and Monuments Policy 2008*.



FURTHER SUPPORTING INFORMATION

4. ALIGNMENT TO COUNCIL PLAN AND COUNCIL POLICY

- 4.1 This naming proposal relates to the top four priority of “Vibrant Villages”. The proposal will be processed in accordance with the powers, functions and statutory processes set out in the *Guidelines for Geographic Names 2010*, the *City of Port Phillip Guidelines for the Naming or Renaming of Roads, Lanes and Reserves 2005*, the *City of Port Phillip Memorials and Monuments Policy 2008*, the *City of Port Phillip Memorial and Monuments Procedures and Practice Notes 2009*, and the *Local Government Act 1989, Section 206 and Schedule 10(5)*.
- 4.2 The recommendation to name the reserve as “Edythe McCallum Reserve”, the forecourt as “Harold Alexander Forecourt”, and the lanes as “Tom Uren Lane” and “Doris Condon Lane” aligns with the Council’s objectives as outlined in the Council Plan 2013 – 2017:
- 4.2.1 Vibrant - A liveable and connected City:
- 4.2.1.1 Encourage viable, vibrant villages.
- 4.2.1.2 Improve and manage local amenity and assets for now and the future
- 4.2.2 Healthy - A healthy, creative and inclusive City:
- 4.2.2.1 Ensure our City is a welcoming and safe place for all.
- 4.2.2.2 Foster a community that values lifelong learning, strong connections and participating in the life of the City.
- 4.2.2.3 Promote an improved range of cultural and leisure opportunities that foster a connected and engaged community.

5. CONSULTATION AND STAKEHOLDERS

- 5.1 A ‘Call for Nominations’ program sought nominations of people significant to the South Melbourne area, whose names could be allocated to the new reserve at 26-34 Emerald Hill Place and the reserve’s two abutting, unnamed laneways. The nomination process ran from October to December 2014. This process resulted in the four names of the four individuals being endorsed by the Cultural Heritage Reference Committee at the Committee’s meeting on 26 February 2015.
- 5.2 The ‘Call for nominations’ program sought names for the new reserve at 26-34 Emerald Hill Place and the reserve’s two abutting, unnamed laneways; it did not concern the library forecourt. However, during the nomination process, the received nomination of Harold Alexander was considered by the Cultural Heritage Reference Committee to be appropriate for the currently unnamed library forecourt as this was a suitably prominent, civic space.
- 5.3 Consultation was undertaken with the Office of Geographic names, with the names “Edythe McCallum Reserve” and “Harold Alexander Forecourt” being granted ‘in principle support’ by the Registrar of Geographic Names, along with the exemption for “Tom Uren Lane” and “Doris Condon Lane” being granted.



- 5.4 Consultation has taken place internally with relevant Council staff from Arts & Heritage, Parks and Open Space, Indigenous Policy, Governance, Emerald Hill Vibrant Villages, and Council's Local History Librarian.
- 5.5 Preliminary consultation has occurred with Council's Indigenous Policy Officer in regard to the possible use of the name "Nerre nerre minnim" which will be subject to a future consideration and consultation process, including with the Boon Wurrung Foundation.
- 5.6 Consultation has occurred with the families of Edythe McCallum, Harold Alexander, Tom Uren and Doris Condon who all support this proposal.

6. LEGAL AND RISK IMPLICATIONS

- 6.1 By complying with the governing legislation and ensuring a transparent community consultation process is undertaken, there is no legal or other risk implication associated with the proposal.

7. SUSTAINABILITY – Triple Bottom Line

7.1 ENVIRONMENTAL IMPLICATIONS

- 7.1.1 There are no environmental sustainability impacts as a result of the recommendation of this report.

7.2 SOCIAL & CULTURAL IMPLICATIONS

- 7.2.1 The proposed namings are tied to the theme of the history of contributions to social justice in South Melbourne and so directly respond to the *Social Justice Action Plan 2013-16*, in particular the Strategic Direction regarding awareness and engagement:

- 7.2.1.1 Engaging – Supporting awareness, action and the sharing of ideas on social justice within the community.

7.3 ECONOMIC IMPLICATIONS

- 7.3.1 While we do not have access to studies or quantifiable evidence in regard to the economic implications of naming particular roadways and features in the municipality, the proposed namings' contribution to the Emerald Hill Precinct's amenity will increase the vibrancy of the Precinct which in turn is likely to contribute to activity and custom for local traders.

7.4 FINANCIAL IMPLICATIONS

- 7.4.1 The recommendation in this report has the following financial implications for Council:
 - 7.4.1.1 Advertising in the Port Phillip Leader and road signage including signs with synopses of the social contributions of those recognised in the site names, would cost in the order of \$2,300.00 for the four namings.
 - 7.4.1.2 The resourcing required can be covered within existing operational budgets.



8. IMPLEMENTATION STRATEGY

8.1 TIMELINE

8.1.1 If the recommendation in this report is approved, the Interim Chief Executive Officer or delegate will provide a report and supporting documentation on the proposal to the Office of Geographic Names (OGN). Once the new names have been approved by the Registrar for registration, they will be included as part of a monthly notice published in the Victoria Government Gazette notifying of the registration of new or altered road names in Victoria. The time taken is dependent on the Registrar's workload, but may take up to one month.

8.2 COMMUNICATION

8.2.1 Upon advice from the OGN that the name has been registered, the Governance Unit will:

- 8.2.1.1 Send letters to people who responded to the nomination process and the nominees' family members (where possible).
- 8.2.1.2 Advise all relevant council departments and responsible officers of the new name, and request action as required; and
- 8.2.1.3 Notify all relevant public authorities and emergency services of the new name.

9. OFFICER DIRECT OR INDIRECT INTEREST

9.1 No officers involved in the preparation of this report have any direct or indirect interest in the matter.