SC1 Road Renaming Proposal - Oberwyl Road, Camberwell

Abstract

This report outlines actions taken responding to a request from a resident for Council to consider re-naming a section of Oberwyl Road, Camberwell.

The proposed renaming was requested by the residents of a property (18A Milverton Street) constructed following the subdivision of a large corner block (18 Milverton Street). The new property faces, and is accessed from, Oberwyl Road. Due to a lack of available street numbers in this section of Oberwyl Road (as shown in Attachment 1 the numbering for Oberwyl Road commences north of Merton Street), the newly subdivided block was numbered as 18A Milverton Street. The residents of 18A Milverton Street have requested Council re-name the southern section of Oberwyl Road (a length of approximately 197 metres) to provide a more easily identifiable address after a medical practitioner responding to a late night callout reported difficulty locating the property.

In reviewing the request, officers have identified that along the relevant section of Oberwyl Road there are now nine properties that face, and are accessed from, Oberwyl Road, that are in fact numbered and addressed to roads other than Oberwyl. A Planning Application has been lodged that, should it ultimately be approved, may add a further dwelling to this number.

Council carries the responsibility for street numbering and addressing. The Local Government Act 1989 Schedule 10, Section 5 and the Road Management Act 2004 Part 3 Section 11 allows Council to name roads and require premises to be numbered. There are two governing documents for this function; the ‘Naming Rules for Places in Victoria - Statutory requirements for naming roads features and Localities’ (the ‘Naming Rules’) and Australian Standard 4819:2011 Rural and urban addressing (‘the Standard’).

The Naming Rules state:

“The numbering and determination of the road must be relative to the access point from which the property, dwelling, structure or feature is accessed. The road name used in an address must be the named road nearest the main vehicular or pedestrian access to the front door or an entrance of a property, building, dwelling, structure or feature.”

The Standard states:

“Address numbers shall be assigned to the location of the point of access”.

There is an inherent problem adhering to these rules when a subdivision occurs in established areas and no available street numbers exist as is the case in the southern section of Oberwyl Road.

In responding to the request from the resident at 18A Milverton Street to rename the southern section of Oberwyl Road, Council will need to assess the feedback received from the community, the public safety concerns expressed by this resident, the practical ramifications of making a change and the aspiration to comply with statutory numbering and addressing rules and standards.
Community consultation has been undertaken on the proposal to re-name the southern section of Oberwyl Road. An initial survey exercise was conducted by writing to the properties directly impacted by the potential change of address should the section of road be re-named. Following feedback from residents, and in consultation with the ward councillor, a second round of consultation was conducted by writing to all properties along Oberwyl Road (55 in total).

Responses were received from 28 properties. Of these, 7 supported the proposal and 21 objected. Of the 21 properties that objected to the proposal, two would be required to change their address should the re-naming proposal proceed. Responses were not received from 27 properties. In accordance with the then statutory naming rules and Council’s Naming Policy, the survey form advised that a non-response would be treated as tacit approval of the proposal.

Advice has also been received from the Emergency Services Telecommunications Authority (ESTA) that in the interests of overall community safety and provision of timely and efficient emergency services it supports the proposal to rename the section of road.

**Officers' recommendation**

That the Services Special Committee of Council resolve to:

1. Note the outcomes of the community consultation undertaken in respect of the proposal to re-name a section of Oberwyl Road to Coleworth Road.

2. Not proceed with the proposed re-naming of a section of Oberwyl Road to Coleworth Road at this time.

3. Install directional signage at the intersection of Oberwyl Road and Milverton Street to assist visitors locate the property at 18A Milverton Street.
1. **Purpose**

This report outlines actions taken responding to a request from a resident for Council to consider re-naming a section of Oberwyl Road Camberwell.

2. **Policy implications and relevance to council plan**

This report is consistent with the Council Plan 2017-21 and the Boroondara Public Health and Wellbeing Plan. In particular strategies 12 and 13 of the Council Plan, regarding improvement of amenity and proactive asset management.

3. **Background**

Council carries the responsibility for street numbering and addressing. The *Local Government Act 1989* Schedule 10, Section 5 and the *Road Management Act 2004* Part 3 Section 11 allows Council to name roads and require premises to be numbered. There are two governing documents for this function; the ‘Naming Rules for Places in Victoria - Statutory requirements for naming roads features and Localities’ (the ‘Naming Rules’) and Australian Standard 4819:2011 Rural and urban addressing (‘the Standard’).

The Naming Rules state:

> “The numbering and determination of the road must be relative to the access point from which the property, dwelling, structure or feature is accessed. The road name used in an address must be the named road nearest the main vehicular or pedestrian access to the front door or an entrance of a property, building, dwelling, structure or feature.”

The Standard states:

> “Address numbers shall be assigned to the location of the point of access”.

There is an inherent problem adhering to these rules when a subdivision occurs in established areas and no available street numbers exist.

The proposed renaming was requested by the residents of a property that was constructed following the subdivision of a large corner block (18 Milverton Street). The new property faces, and is accessed from, Oberwyl Road. Due to a lack of available street numbers in this section of Oberwyl Road, the newly subdivided block was numbered as 18A Milverton Street. The new residents of 18A Milverton Street have requested Council re-name the southern section of Oberwyl Road (a length of approximately 197 metres) to provide a more easily identifiable address after a medical practitioner responding to a late night callout reported difficulty locating the property.

In reviewing the request, officers have identified that along the relevant section of Oberwyl Road there are now nine properties that face, and are accessed from, Oberwyl Road, that are in fact numbered and addressed to roads other than Oberwyl. A Planning Application has been lodged that, should it be approved, will add a further dwelling to this number.
**Attachment 2** highlights the street numbering situation in this southern section of Oberwyl that has arisen due to subdivisions of corner blocks at the intersections of Oberwyl Road and Milverton Street and Oberwyl Road and Merton Street. **Attachment 3** shows the local street map including interconnecting roads.

### 4. Outline of key issues/options

In responding to this particular renaming request, Council has three options;

**Option A**

Rename the section of Oberwyl Road from Toorak Road through to Merton Street. The proposed new name of Coleworth Road was chosen following consultation with Council’s local history team in Library Services. Research revealed that in 1853 estate agents Symons and Perry advertised land for sale in the precinct as the “Hartwell and Coleworth Estates”. The new name is proposed to recognise the heritage of that land sale. This option would result in residents of only seven current properties needing to formally change their address. The road re-naming would also allow the numbering and addressing of the new Coleworth Road to comply with the Naming Rules and Addressing Standards referred to above.

If the renaming proceeds, Council will notify the following organisations. Australia Post, Telstra, Origin Energy, Emergency Services, Land Titles Office, Yarra Valley Water, The Electoral Commission, Citipower and the State Revenue Office.

**Option B**

Re-number the entire length of Oberwyl Road. This would require residents of over fifty properties to experience the inconvenience of changing their address. This option is not recommended. It is not expected that many, if any, residents would support this option.

**Option C**

Do nothing. A planning application was lodged to subdivide the remaining property at the corner of Oberwyl Road and Milverton Street and construct two new dwellings. The Planning Application contemplated one of these dwellings facing and being accessed from Oberwyl Road. That planning application was refused in August 2017 on a number of grounds and the applicant has signalled an intention to exercise their VCAT appeal rights. Should the application ultimately be approved, the two new properties could be addressed as 18 and 18B Milverton Street (refer **Attachment 4**). Given that 18 Milverton Street already exists, this new numbering might appear counterintuitive as it would run from Milverton Street into Oberwyl Road in the sequence 18 Milverton Street, 18B Milverton Street, 18A Milverton Street (with 18A being furthest away from the intersection of Milverton Street and Oberwyl Road).

This would result in a further property facing and being accessed from, Oberwyl Road carrying a Milverton Street address, further complicating simple identification but avoiding any disruption to existing residents. Directional signage could be installed at the intersection of Milverton Street and Oberwyl Road to assist visitors locate the three dwellings (refer example **Attachment 5**).
Option D

A fourth option identified subsequent to completion of the community consultation undertaken on the Coleworth Road proposal is to re-name the hatched section of Oberwyl Road shown in Attachment 2 as ‘Oberwyl Road South’. This option would mitigate any confusion that might be caused by transitioning from the proposed Coleworth Road to Oberwyl Road and preserves the heritage and historic connection of the ‘Oberwyl’ name.

Preliminary advice on this option has been sought from the Office of Geographic Names (‘OGN’). The OGN has advised that they would not support this option for the following reasons:

(a) Page 20, Principle K of the Naming Rules states:

“Cardinal directions (north, south, east and west) must be avoided. A proposed name that uses a cardinal direction to distinguish itself from another similar name is considered to be a duplicate name. An example of an unacceptable name is Smith Street being renamed Smith Street West and Smith Street East - either one or both ends of the street must be renamed.”

(b) Page 30, section 3.2.4 of the Naming Rules states:

“A prefixed or suffixed extension of the name is not to be used as part of a road name, e.g. upper, lower, little, old or new and the cardinal directions north, south, east and west. The only exceptions are:

- when the name is derived from a local feature such as Old Mine Hill, Upper Axedale Quarry Road or South Coal Mine Road.
- when the name is derived from a locality name that uses a cardinal direction, e.g. Geelong West Road is an acceptable name because Geelong West is a locality name; however, Smith South Road, South Smith Road and Lower Smith Road are unacceptable because they do not reflect a locality name”.

OGN acknowledges that many historic examples of cardinal directions being used in road names exist across Melbourne but confirms that the new Naming Rules do not allow for this practice to continue.

Naming Rules

The Naming Rules acknowledge that naming proposals will not always receive unanimous community support.

Section 8.4.1 ‘Minimal community support for name’ states:

“If there is minimal support for the chosen name, the naming authority may decide to re-consult on a new name or abandon the proposal, regardless of the proposal being compliant to these naming rules.”

In responding to the request from the resident at 18A Milverton Street to rename the southern section of Oberwyl Road, Council will need to assess the feedback received from the community, the public safety concerns expressed by this resident, the practical ramifications of making a change and the aspiration to comply with statutory numbering and addressing rules and standards.
The proposal to re-name a small section of Oberwyl Road would result in a new road (Coleworth Road) that only extends for two blocks or approximately 197 metres. Residents have pointed out that confusion may arise as vehicles exiting Toorak Road in a northerly direction would enter Coleworth Road, which would then change to Oberwyl Road at the intersection with Merton Street (within 197 metres of Toorak Road) and then enter Stornoway Road where Oberwyl Road meets Lynden Park. Within a distance of approximately 523 metres there would be three road names for what is essentially one continuous physical road. The proposal to rename the southern section of Oberwyl Road would also create an obligation on Council to develop a clear delineation point at which Oberwyl Road would change to the newly named section. While this could be done through the use of raised road pavements and other road infrastructure installations these are not considered appropriate given the current nature and use of Oberwyl Road and the existing traffic management strategies in place to deal with traffic generated by the nearby primary school.

5. Consultation/communication

Acting in accordance with the Naming Rules and Council’s policy, an initial survey was sent to properties abutting the proposed new Coleworth Road. Following feedback from residents, and in consultation with the ward councillor, survey forms were subsequently also distributed to all properties along Oberwyl Road.

Survey results were:

1. Total number of surveys distributed = 55
2. Of those received back, 7 supported the re-naming and 21 opposed the re-naming.
3. Responses were not received from 27 properties.
4. The survey did explicitly advise that a non-response would be treated as tacit approval in accordance with the then Office of Geographic Names guidelines and Council’s Naming Policy.

A summary of comments provided by residents on returned survey forms together with officer’s analysis is provided in Attachment 4.

6. Financial and resource implications

Consideration of road re-naming requests is funded from within the Commercial and Property Services operating budget.

7. Governance issues

Officers involved in the preparation of this report have no conflict of interest. The list of prescribed human rights contained in the Victorian Charter of Human Rights and Responsibilities has been reviewed in accordance with Council’s Human Rights Compatibility Assessment Tool and it is considered that the proposed actions contained in this report represent no breaches of, or infringements upon, those prescribed rights.
8. **Social and environmental issues**

As reflected in Attachment 4, responses to the survey distributed have identified a ‘sense of place’ and local identity attaching to the name ‘Oberwyl Road’.

The proposed new name of Coleworth Road was chosen following consultation with Council’s local history team in Library Services. Research revealed that in 1853 estate agents Symons and Perry advertised land for sale in the precinct as the “Hartwell and Coleworth Estates”. The new name was suggested to recognise the heritage of that land sale.

9. **Evaluation and review**

Council’s course of action has been reviewed from a legislative compliance perspective by Council’s consultants Macquarie Local Government Lawyers and no issues have been identified.

10. **Conclusion**

In responding to the request from the resident at 18A Milverton Street to rename the southern section of Oberwyl Road, Council needs to assess the feedback received from the community, the public safety concerns expressed by this resident, the practical ramifications of making a change and the aspiration to comply with statutory numbering and addressing rules and standards.

Should the proposal to re-name a small section of Oberwyl Road be accepted would result in a new road (Coleworth Road) that only extends for two blocks or approximately 197 metres. Residents have pointed out that confusion may arise as vehicles exiting Toorak Road in a northerly direction would enter Coleworth Road, which would then change to Oberwyl Road at the intersection with Merton Street (within 197 metres of Toorak Road) and then enter Stornoway Road where Oberwyl Road meets Lynden Park. Within a distance of approximately 523 metres there would be three road names for what is essentially one continuous physical road. The proposal to rename the southern section of Oberwyl Road would also create an obligation on Council to develop a clear delineation point at which Oberwyl Road would change to the newly named section. While this could be done through the use of raised road pavements and other road infrastructure installations these are not considered appropriate given the current nature and use of Oberwyl Road and the existing traffic management strategies in place to deal with traffic generated by the nearby primary school.

Taking into account the feedback received from the community and the practical ramifications of making a road name change to this relatively short section of road, it is recommended that no change to the current name and extent of Oberwyl Road, Camberwell be made at this time.

Manager: Chris Hurley, Commercial and Property Services

Report officer: John Lorkin, Coordinator Revenue and Property Services
Oberwyl Road

KEY

Property

Railway Stations

Railway Line

Natural Waterways

- Other Waterways
- Yarra River

Melb Water Channel

- Other Waterways
- Yarra River

Map Produced: 23 August, 2017 08:37:17

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Properties that would be required to readiness to Coleworth Road should the remaining proposal proceed.
Option A  Potential renumbering of 18 Milverton Street should planning approval be granted

Potential renumbering of 18 Milverton Street should planning approval be granted.
# Naming Proposal

<table>
<thead>
<tr>
<th>Survey respondent’s comments (where provided)</th>
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<tbody>
<tr>
<td><strong>In support of the re-naming proposal</strong></td>
<td></td>
</tr>
<tr>
<td>I agree with the proposed name change to eliminate confusion. Consider this change a good outcome</td>
<td>Submitted by resident that initiated original request.</td>
</tr>
<tr>
<td><strong>Objecting to the re-naming proposal</strong></td>
<td></td>
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<tr>
<td>We have named our school houses after the streets that border our school - Merton, Milverton, Oberwyl and Highfeld. If the road name changes we will need to change our house names which the children have researched. We have house flags, uniforms etc. The impact on our school will be very significant.</td>
<td>Should the re-naming proposal proceed, the school’s north eastern border would be at the corner where Oberwyl Road, Coleworth Road and Merton Street intersect. The re-naming proposal need not necessarily result in the school needing to change their house names.</td>
</tr>
<tr>
<td>This request is obviously coming from a developer. There is no benefit except for the person requesting the change. How can emergency services be confused? Why is Council doing this for a developer?</td>
<td>The re-naming request was initiated by the residents of 18A Milverton Street who were the owners and builders of a new dwelling at that address. The same residents have also lodged a planning application to subdivide 18 Milverton Street and construct two new townhouses.</td>
</tr>
<tr>
<td>I would prefer the status quo be maintained</td>
<td>The request has been reviewed by Council officers as the pattern of development in this section of Oberwyl Road has now resulted in nine properties facing, and being accessed from Oberwyl Road, that do not have an Oberwyl Road address.</td>
</tr>
<tr>
<td>A ridiculous idea. Cannot agree to have a different name for a part of a street.</td>
<td>Should the re-naming proposal proceed, signage (refer example Appendix 1) can be installed at the intersection with Toorak Road to alert traffic to the commencement of the newly shortened Oberwyl Road at the intersection of Merton Street and the new Coleworth Road.</td>
</tr>
<tr>
<td>Obewrwyl Road ceases to exist at the corner where it becomes Stornoway Road. To remove Oberwyl’s intersection with Toorak Road would result in Oberwyl having no intersection with a major road. It would become ‘locked in’ and not readily identifiable thereby transferring the problem from one dwelling (that was aware of this issue prior to subdividing) to all the residents of Oberwyl Road. This is unfair and unacceptable.</td>
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| **Concerns regarding compliance with the Naming Rules for Places in Victoria:**  
1. Page 15 “The extent of road name should ensure easy navigation along the entire route from one end to another” | The Naming Rules for Places in Victoria document (the Naming Rules) outlines a number of principles to be followed in a Naming process and states that “All general principles are equally important”. The full extract of the section of the Naming Rules quoted by this respondent is:  
Principle (A) Ensuring Public Safety  
“Geographic names and boundaries must not risk public and operational safety for emergency response or cause confusion for transport, communication and mail services. Many emergency services and other public services (such as mail) are determined by locality boundaries or road extents and proposals must ensure that operations will not be adversely affected. For example, the boundary of a locality must be applied in a way that makes sense, not only for the local community but also for visitors. Similarly, the extent of a road name should ensure easy navigation for pedestrians and vehicles along the entire route, from one end to the other”.  
Council thus needs to assess whether agreeing to the renaming proposal on the grounds of public safety would overly compromise the requirement to make a road as easily navigable from one end to the other. |
| **2. Principle B states “if the long term benefits to the community can be shown to outweigh any private or corporate interest or short term effects”...clearly one developer’s interest does not outweigh the community interest** | The full extract of the section of the Naming Rules quoted by this respondent is:  
Principle (B) Recognising the Public Interest  
“Regard needs to be given to the long-term consequences and short-term effects on the wider community of naming, renaming or adjusting the geographic boundary of a place. Changes will affect not only the current community but also future residents, emergency response zones, land titles and addresses, property owners, businesses and visitors.  
A proposal will only be registered if the long-term benefits to the |
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<td>community can be shown to outweigh any private or corporate interests, or short-term effects.”</td>
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<td>Council will need to assess whether agreeing to the renaming proposal on the grounds of public safety will justify the impact on existing residents.</td>
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<tr>
<td>3. Changing the road name simply moves the alleged concerns re access of emergency vehicles from the one house in the south end of Oberwyl Road to the rest of the residents of Oberwyl Road due to confusion as to where Oberwyl Road will begin.</td>
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<tr>
<td>Identification of the commencement of Oberwyl Road can be managed with installation of new directional signage.</td>
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<tr>
<td>4. The developer in 18A Milverton Street is using this to get a number for his house that does not include a letter to gain an increase in property prices for his unit - this is a private interest not a community benefit</td>
<td></td>
</tr>
<tr>
<td>Council’s valuers have consistently advised that in their opinion a prospective purchaser does not factor in the alpha/numeric numbering of a property when assessing what they are prepared to pay for an individual property.</td>
<td></td>
</tr>
<tr>
<td>A name change will set a precedent all over Melbourne. Property subdivisions are common and this would lead to fragmentation of road names as time goes by. I would prefer to go with re-numbering all properties in Oberwyl Road. Problem solved. I sympathise with the person in questions concerns. Would probably want something done myself in that situation.</td>
<td></td>
</tr>
<tr>
<td>Re-numbering all properties in Oberwyl can be considered. This would require all properties to change their street number. Officers believe this option increases the community disruption compared to a renaming of the southern section which will only require 9 properties to have a new address.</td>
<td></td>
</tr>
<tr>
<td>I believe there is a risk with the name change. There is an added complexity and time to explain that to get to my property I need to say first turn into Coleworth Road and then continue along it until it becomes Oberwyl Road. Nowhere near as clear as saying turn off Toorak Road into Oberwyl Road.</td>
<td></td>
</tr>
<tr>
<td>Within Boroondara it is not unprecedented for a continuous physical road to change names at intersections along its route. On a larger scale, Canterbury Road for example changes to Rathmines Road when it crosses Burke Road. Rathmines Road becomes Liddiard Street where it crosses Auburn Road.</td>
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<tr>
<td>At a local road level, similar situations exist, for example where Cobden Street Kew changes to Tennyson Street when it crosses Eglinton Street.</td>
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<td>Oberwyl Road is a nicer name than Coleworth Road</td>
<td>No existing numbers are available on Oberwyl Road to accommodate new subdivisions. Alpha-numeric numbering has been applied to address new properties to Merton and Milverton however the physical location and access to these new properties is from Oberwyl Road.</td>
</tr>
<tr>
<td>I would prefer to see use of alphabet or adaptation of existing numbers in street.</td>
<td>The re-naming proposal has been progressed to respond to a situation that has arisen and resulted in 10 properties having addresses to Merton and Milverton Streets when they face and are accessed from Oberwyl Road. There are no available street numbers in Oberwyl Road.</td>
</tr>
<tr>
<td>Council and residents should not be inconvenienced by one resident.</td>
<td>Seven surveys were received back from properties in the section of Oberwyl Road proposed to be re-named. Three responses supported the proposal (one respondent owns two properties) and four objected (including Hartwell Primary School).</td>
</tr>
<tr>
<td>While I disagree with re-naming, I do not agree with those of us who are unaffected by the name change being able to influence the outcome. So if the majority of those living in the section of Oberwyl Road concerned are in favour of the name change then it should be as they wish.</td>
<td>Council's valuers have advised a road name change would not be expected to affect potential purchasers in determining an amount they are prepared to pay to purchase a property in this area.</td>
</tr>
<tr>
<td>It will devalue properties along Oberwyl Road. It was the choice of the owner to build an additional dwelling on their property. Occupants of Oberwyl Road should not be disadvantaged by those who have subdivided their properties purely to make a profit. As a council you have allowed people to subdivide their properties and this should not impact other residents.</td>
<td></td>
</tr>
<tr>
<td>We are strongly opposed to any name change for our residential street and certainly not for any building subdivision for their own personal and money greed.</td>
<td></td>
</tr>
</tbody>
</table>