

Review of the World Heritage Strategy Plan for the Royal Exhibition Building & Carlton Gardens World Heritage Environs Area

Discussion Paper

Prepared by Hansen Partnership Pty Ltd in partnership with HLCD Pty Ltd
for the Department of Environment, Land, Water & Planning
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CONTENTS

Executive Summary	...	4
1.0 Introduction	...	8
2.0 Review of the 2009 WHEA Strategy Plan	...	10
3.0 Existing Planning Provisions	...	26
4.0 Planning Applications	...	42
5.0 Assessment of the World Heritage Environs Area	...	45
6.0 Views And Vistas to the Dome, REB & Carlton Gardens	...	62
7.0 Views Out of the REB & Carlton Gardens	...	78
8.0 Implementation Options	...	87

<i>Figure 1 - Study Area</i>	9
<i>Figure 2 - WHEA Boundary</i>	23
<i>Figure 3 - Areas of Greater Sensitivity</i>	24
<i>Figure 4 - Planning Zones</i>	30
<i>Figure 5 - Design & Development Overlays</i>	34
<i>Figure 6 - Heritage Mapping</i>	36
<i>Figure 7 - Lot Sizes</i>	47
<i>Figure 8 - Lot Depth</i>	48
<i>Figure 9 - Lot Width</i>	49
<i>Figure 10 - Land Use & Activity</i>	51
<i>Figure 11 - Access & Movement</i>	53
<i>Figure 12 - Public Realm & Open Space</i>	55
<i>Figure 13 - Built Environment</i>	59
<i>Figure 14 - Flagpole Visibility</i>	64
<i>Figure 15 - Lantern Visibility</i>	64
<i>Figure 16 - Dome Visibility</i>	65
<i>Figure 17 - Drum Visibility</i>	65
<i>Figure 18 - Visual Exposure</i>	67
<i>Figure 19 - View testing of DDO13 envelopes from the northwest corner of Bourke Street.</i>	69
<i>Figure 20 - View testing of DDO13 envelopes from the southwest corner of Lonsdale Street.</i>	69
<i>Figure 21 - The limited visibility of the Dome from the Nicholson Street road reserve near its intersection with Albert Street.</i>	69
<i>Figure 22 - View testing of DDO6 envelopes from the southeast corner of Queensberry and Drummond Streets</i>	71
<i>Figure 23 - View testing of DDO6 envelopes from the southwest corner of Queensberry and Lonsdale Streets</i>	71
<i>Figure 24 - View testing of interim DDO31 envelopes from the northwest corner of Gertrude and Fitzroy Streets</i>	73
<i>Figure 25 - View testing of DDO31 envelopes from the corner of Marion Lane and Fitzroy Street</i>	73
<i>Figure 26 - Skyline testing from Museum forecourt looking southwest</i>	75
<i>Figure 27 - 'Encroaching' threshold testing looking southwest</i>	77
<i>Figure 28 - 'Threatening' threshold testing looking southwest</i>	77
<i>Figure 29 - 'Competing' threshold testing looking southwest</i>	77
<i>Figure 30 - Visual Setting</i>	81
<i>Figure 31 - Northern skyline from Dome deck overlooking Carlton and Fitzroy North</i>	83
<i>Figure 32 - Eastern skyline from Dome deck overlooking Fitzroy and East Melbourne</i>	83
<i>Figure 33 - Southern skyline from Dome deck overlooking the CBD and East Melbourne</i>	83
<i>Figure 34 - Western skyline from Dome deck overlooking Carlton and North Melbourne</i>	83
<i>Figure 36 - Skyline testing from upper deck, looking southeast</i>	84
<i>Figure 35 - Skyline testing locations</i>	84
<i>Figure 37 - Skyline testing from lower deck, looking southwest.</i>	85
<i>Figure 38 - Skyline testing from upper deck, looking west</i>	85

Executive Summary

Hansen Partnership Pty Ltd (Hansen) in partnership with HLCD Pty Ltd (HLCD) were engaged by Heritage Victoria - within the Department of Environment, Land, Water and Planning (DELWP) to undertake a review of the World Heritage Environs Area and prepare a new Strategy Plan to ensure the ongoing protection of the World Heritage listed Royal Exhibition '(REB)' Building and Carlton Gardens. This Discussion Paper is the initial output of this review process.

The World Heritage Environs Area Strategy Plan: Royal Exhibition Building & Carlton Gardens (Department of Planning and Community Development, 2009) has been generally successful in conserving and protecting the World Heritage values of the Royal Exhibition Building (REB) & Carlton Gardens through managing and controlling development within the World Heritage Environs Area (WHEA) through Local Policies and Design Development Overlays (DDOs). However this Discussion Paper outlines a range of potential modifications and refinements to improve its functional operations to conserve and protect the World Heritage values of the Royal Exhibition Building (REB) and Carlton Gardens.

What has changed since 2009?

The planning and urban contexts of the WHEA and its surrounds have evolved since the existing Strategy was completed. Some key influences that the 2020 Strategy update needs to take into consideration are below (refer to the Summary Map on Page 5):

1 Residential Zoning Reform:

The suite of residential zones has been reformed in recent years to include mandatory maximum height controls. This provides greater certainty regarding maximum building scale and has been of clear benefit to controlling development scale within the WHEA. However, the mandatory height controls were themselves implemented without any relationship or reference to the World Heritage listing of the REB & Carlton Gardens. Further reforms to residential zones in the future are possible, which could remove the current mandatory maximum heights.

2 Planning Scheme Amendments in City of Yarra:

Current Built Form Review projects for Fitzroy, Collingwood and Fitzroy North have influence over potential future development controls in areas surrounding the WHEA (i.e. through future DDOs on MUZ, C1Z and some C2Z sites). Recent Planning Amendment processes have demonstrated a greater appetite for a mandatory control in key heritage areas, supported by evidence based strategic work.

3 Heritage Review & Planning Scheme Amendments in City of Melbourne:

Status and implementation of the Heritage Review are yet to be confirmed. The outcome will influence how development application on heritage sites in WHEA will be assessed as it seeks to revise Clause 22.04 (Heritage places outside the CCZ) and Clause 22.05 (Heritage places inside the CCZ).

4 Statement of Significance:

- The Statement of Significance for the first WHEA Strategy Plan was formally adopted in October 2009. As part of the current revision of the WHEA Strategy Plan, the Statement has been re-examined. The 2009 Statement was written for the Area of Greater Sensitivity. It is a recommendation of this Discussion Paper that the Statement of Significance apply to the whole Buffer Zone. Key changes in heritage practice and historical discourse in the intervening years which impact on this revision are listed here: Revision of the format of Statements of Significance:
The accepted format has changed since 2009. The new format includes the sections: What is Significant? How is it Significant? Why is it Significant?
- Revision of the Heritage Council criteria:
The criteria were altered in 2019. The major relevant changes were to the social significance criterion.
- Guidelines for assessment of significance:
Change to the social significance criterion has been accompanied by a proliferation of explanatory documents which appear to be aimed at producing more uniform and verifiable statements. These include:
 - 'Assessing and managing social value: Report and Recommendations' (2018) commissioned by the Heritage Council Intended as a jump up from 'What is Social Value'.
 - VHR Criterion and Threshold Guidelines Revised Criterion G – Summary of main changes April 2019.
 - Victorian Heritage Register Criteria and Threshold Guidelines 2019 - aiming to make the assessment process "rigorous and objective".

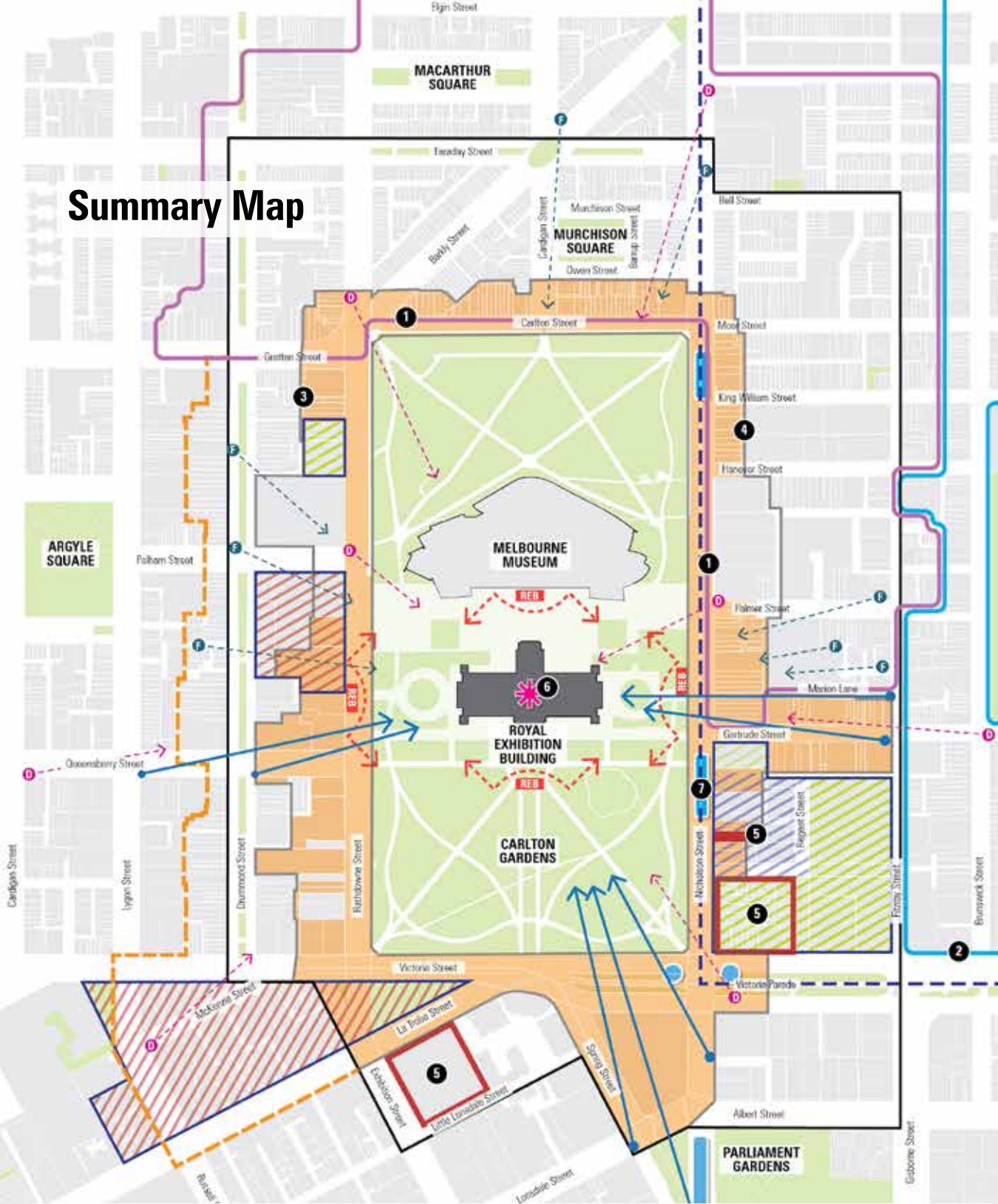
5 Recent Development Approvals (& Constructed) Outside the WHEA:

Within the Hoddle Grid, constructed high rise developments have perforated the skyline, which were not previously visible from Carlton Gardens, or from within the Melbourne Museum forecourt. The recently approved (under construction) 59 storey Shangri-La Hotel at the corner of La Trobe and Exhibition Streets (within the WHEA) is likely to be clearly visible above the REB northern façade when viewed from the museum forecourt.

Summary Map

Legend

- Existing WHEA Boundary
- Area of Greater Sensitivity (C12/21 & 22/14)
- Potential WHEA Boundary Expansion
- LGA Boundary
- H0361 & H0992 Boundary
- Future DDOs (City of Yarra)
- Residential Zone (GRZ/ NRZ)
- C12/ MUZ (Without DDO)
- PJZ (Without DDO)
- MUZ (Without DDO)
- Open Space/ Park/ Gardens
- Dome & Promenade Deck
- Royal Exhibition Building
- Recent Development Approval
- Views to Dome (Existing DDOs)
- Views to Dome (Flagpole)
- Views to Dome (Flagpole, Lantern and Dome)
- View to REB Elevations
- Tram Stop
- Key Changes Since 2009 (Refer to Executive Summary Text)



6 Publicly Accessible Promenade Deck

The Deck at the base of the REB dome has not been publicly accessible since the early 1900s. Views out of the REB and Carlton Gardens were not considered significant in the 2009 Strategy Plan as The Deck was not publicly accessible at the time. The imminent re-opening of the 360-degree Promenade Deck will offer elevated views out of the REB and Carlton Gardens to areas beyond the WHEA. Views to some key landmark buildings and structures (including contemporary structures) are still available today. Current views take in both the immediate 19th century context, as well as the extent of change to the south, southwest and west.

7 Street Fabric & Infrastructure

Streetscape and public transport infrastructure has been developed in the periphery with limited planning controls due to relevant planning scheme exemptions. This includes the Tram Super-stop and shared path on the west side of Nicholson Street.

Are there 'gaps' in the 2009 Strategy?

Through review of background information (including Standing Committee's finding on the 2009 Strategy Plan), assessment of planning and urban contexts, site visits, 3-dimensional built form testing of existing DDOs within the WHEA (in relation to views and vistas), the following gaps are identified from the 2009 Strategy Plan:

Updated Statement of Significance (SoS)

Overall the existing Statement of 'Significance' remains relevant and suitable however it 'is proposed to' be adjusted to apply to the whole buffer zone and not just the Area of 'Greater' Sensitivity:

- Apply new format of 'What Why How' including limiting the What to a brief description of the place. The key attributes are already provided within the How part of the statement.
- The history and description sections from the 2009 report should remain in the body of the report but are kept separate from the Statement of Significance.
- Remove social significance criterion where it is named alongside historical significance in two cases as it does not meet criterion G. Add two historical criterion A references regarding the preservation of the Victorian city in the 1960s and 70s.
- Make limited alterations to the 'What' section to ensure key attributes are included to guide future decision makers.

REB Views and Vistas:

Assessment of views to the Dome is elaborated and discussed at great length with planning controls implemented to protect key views and vistas to the Dome from various vantage points. There are gaps in relation to documenting and testing views to the REB from within the WHEA and from within the Gardens. This Discussion Paper has identified additional vantage points from within the Gardens, where possible threat from 'at risk' area currently situated outside the WHEA Boundary may threaten the visual prominence of the REB.

Evidence Based Visual Tests:

Since the 2009 Strategy Plan implementation, there is limited evidence based built form testing to demonstrate possible implications of existing DDOs on the Dome and REB views and vistas.

Dome Views and Vistas:

Existing planning controls recognise four components of the Dome (Drum, Dome, Lantern and Flagpole). Key views identified in existing DDOs represent locations from where views to most parts of the Dome components are visible. Clarification is required to determine if additional vantage points to the Flagpole and Lantern also require protection.

DDO View Locations:

Vantage points identified in existing DDOs are geared towards the Dome, with implication influencing built form outcomes. City of Melbourne's DDO6 and DDO13 did not specify vantage points locations, rather they identify affected properties which require further assessment. Setting parameters for the extent and location of views (within the public realm at street and elevated levels within and outside the WHEA) are increasingly relevant and necessary to meet contemporary practice.

Gaps in Planning Controls and Protocols:

There are sites which are currently not affected by existing DDOs, including larger sites in MUZ, C1Z and PUZ. These sites are more likely to be redeveloped in the short to medium terms. Recent VCAT decisions for development proposals in the WHEA, but not in DDOs did not refer to the 2009 Strategy. Further, the apparent lack of guidelines to strongly inform built form, or infrastructure delivery make it challenging to engage with landowners and infrastructure/ transport agencies.

Local Policies (World Heritage Environs Area Precinct):

Existing Local Policies (City of Melbourne's Clause 22.21 and City of Yarra's Clause 22.14), H0361 (City of Yarra) and H0992 (City of Melbourne) only affect land within the Area of Greater Sensitivity which is immediately abutting the REB and Carlton Gardens. The fact that these controls do not apply to the entire WHEA is 'viewed as' a gap as most of the buffer area has no controls.

What are the recommended changes?

The recommended changes are summarised below. Text and then further explanation is provided for each recommendation in this Discussion Paper.

Updating the 2009 Strategy Plan Document

Changes are required to update the 2009 Strategy Plan including current statutory instruments (i.e. State level controls), additional relevant guiding documents, updated mapping of overlays and other controls, planning provisions, current views, imminent public accessibility of the Promenade Deck and other items. Minor restructuring of the format is recommended, including providing greater emphasis on the significance of the WHEA.

Minor Revision of the SoS for WHEA

Revisions are recommended so that the Statement of Significance applies to the whole buffer zone and not just the Area of Greater Sensitivity and that it is in the new format. Minor additions are needed to ensure key attributes are included to guide future decision makers. Some aspects which were called social significance are better characterised as historical significance. These revisions will be supported with minor changes to the history and description of the WHEA.

Historic Views Analysis

The vast historical record of photographs and artworks can inform two aspects of the significance of the WHEA. First, the older images relate to the historical aspects of the significance of the WHEA, as it related to the REB and for the WHEA in its own right. In the same way, the newer images relate to the social significance of the WHEA. The analysis in the 2009 Strategy Plan can be expanded in this area to provide a stronger justification for the recommended buffer.

Minor Modification of the WHEA Extent

Proposed minor boundary modifications will reflect the existing emphasis on streetscape by not excluding properties that contribute to the streetscape. Where streetscapes have been identified for their heritage value, they add to the authenticity of the buffer zone and are recommended to be included. There is a procedure for minor modifications to buffer zones subsequent to inscription of a property on the World Heritage List where it can be approved by the World Heritage Committee using the Operational Guidelines procedure for a minor boundary modification.

Western boundary: It is recommended that the western boundary be modified to match the western part of DD06, which includes properties on both sides of Drummond Street, noted to be a key heritage streetscape within the WHEA.

Eastern boundary: Fitzroy Street defines the WHEA eastern boundary. Figure 1- World Heritage Environs Area (2009 Strategy) has included Fitzroy Street road reserve within the WHEA boundary. However, Map 1 in the Committee Report (April 2009) excludes Fitzroy Street road reserve from the WHEA. When considering an updated WHEA boundary, minor expansions to include Fitzroy Street road reserve should be considered, which will ensure consistency with the alignment of other sections of the WHEA boundary (i.e. to the north).

Southern boundary: Following threshold testing, an 'at risk' area which is currently located outside the WHEA was identified to the south west. This area is bounded by Victoria Street, Exhibition Street La Trobe Street and Lygon Street. This land is zoned MUZ, which indicates its functional transition role from the central city / CCZ located immediately to the south, and the low-rise heritage streetscapes located to the north. There is clear potential for development of major scale in this area, which is amplified by a lack of a guiding DDO or other built form control. Based on the threshold testing, development in this area could have major visual impacts on the REB & Carlton Gardens.

For discussion purposes, expansion of the WHEA boundary is recommended to be considered to formally cover areas identified above. By including areas identified as 'at risk', future development on these sites will have to seriously consider potential implications on the REB & Carlton Gardens to ensure its World Heritage listing is protected.

Management Tools

It is recommended that the distinction between areas of greater and lesser sensitivity should be removed because of the lack of logic in this approach and inconsistencies, as well as unnecessary complications in implementation. It is recommended that the WHEA should be managed as one buffer zone.

State level management controls should be considered for implementation for places within the WHEA, regardless of their municipality, to ensure consistency and to recognise and reinforce the World Heritage listing of the REB & Carlton Gardens. The potential format and type of State level statutory control is discussed in Section 8 Implementation options of this Discussion Paper.

The 2009 Strategy Plan only recommended additional WHEA controls for the area of Greater Sensitivity. This meant that the area of lesser significance, like surrounding areas, was subject to the heritage overlay (with few exceptions). The heritage overlay relies on significance assessment focussed on the cultural heritage values of the place rather than its contribution to the REB and the Carlton Gardens. It is applicable but it is recommended that it be strengthened by State level controls.

1.0 Introduction

Study Area

The area that is the subject of the current study has its basis in World Heritage Environs Area Strategy Plan (21 October 2009). That report identified:

'This report relates to the 'World Heritage Environs Area' (WHEA) for the REB and Carlton Gardens, Carlton. The latter site was inscribed in the UNESCO World Heritage List on 1 July 2004.

The report constitutes a Strategy Plan for the WHEA around the REB and Carlton Gardens; the WHEA excludes the World Heritage listed site.

The declaration of the WHEA arises out of an amendment made in 2004 to the Heritage Act 1995 (Vic), to protect the World Heritage values of the place. The amendment provided for the declaration of a 'World Heritage Environs Area' in the vicinity of the REB; the amendment also provided for the development of a Strategy Plan for the WHEA'.

The World Heritage Environs Area (WHEA), is illustrated in Figure 1, and broadly includes an area which extends in the order of one street block surrounding the REB and Carlton Gardens (which themselves are not included in the WHEA). It essentially acts as a buffer zone around the REB and Carlton Gardens and assists in conserving and protecting the World Heritage values.

Within the WHEA is the Area of Greater Sensitivity, which is shown in orange on Figure 1.

Royal Exhibition Building & Carlton Gardens Strategy Plan Study Area

Legend

- WHEA Boundary 
- Area of Greater Sensitivity 
- Royal Exhibition Building 
- Municipality Boundary 

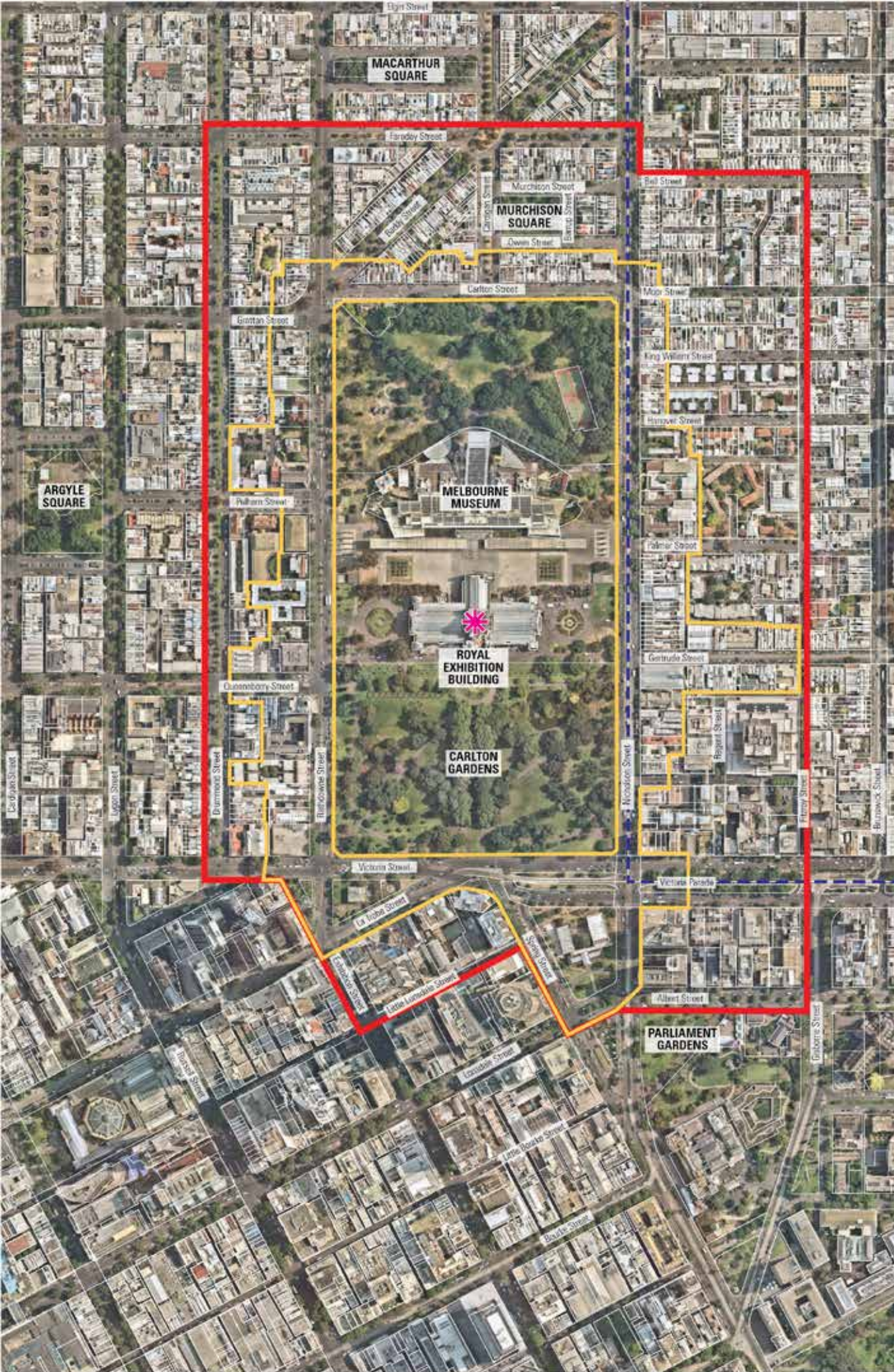


Figure 1 - Study Area

Project Ref: 2019007
 Draw No: URB-001
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2.0 Review of the 2009 WHEA Strategy Plan

2.1 Updating 2009 Strategy Plan document

Changes are recommended to update the 2009 Plan including statutory instruments, additional relevant guiding documents, greater emphasis on significance of the WHEA, updated mapping, planning provisions, current views and public accessibility of the Promenade Deck.

Australia is a signatory to the Convention concerning the 'Protection of the World Cultural and Natural Heritage' 1972 (referred to as the 'World Heritage Convention'). The Operational Guidelines for the Implementation of the World Heritage Convention, 2019 (referred to as the Operational Guidelines) aim to facilitate implementation of the convention. Since the 2009 Plan, the Operational Guidelines have been updated and now focus more on buffer zones as tools for management of sustainable development. One update has been the addition of s.105. 'A clear explanation of how the buffer zone protects the property should also be provided'. This followed the Davos meeting on buffer zones and other World Heritage activities summarised as 'World Heritage Papers 25'.

The following are key World Heritage reference documents for buffer zones that should be referenced in the updated 2009 Plan:

- ICOMOS. 2005. *Xi'an Declaration on the Conservation of the Setting of Heritage Structures, Sites and Areas*. <http://www.international.icomos.org/charters/xian-declaration.pdf>
- Martin, O. and Piatti, G. (eds). 2009. *World Heritage and Buffer Zones, International Expert Meeting on World Heritage and Buffer Zones, Davos, Switzerland, 11–14 March 2008*. Paris, UNESCO World Heritage Centre. (World Heritage Papers 25.) <https://whc.unesco.org/en/series/25/>
- ICOMOS. 2011. *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*. Paris, ICOMOS. http://openarchive.icomos.org/266/1/ICOMOS_Heritage_Impact_Assessment_2010.pdf
- UNESCO World Heritage Committee. 1994. *Nara Document on Authenticity*. <https://whc.unesco.org/archive/nara94.htm>

Although the Nara Document and the Xi'an Declaration predate the 2009 Plan, they were not directly referenced and are important doctrinal texts. The 1994 Nara Document on Authenticity identified setting as contributing to the authenticity and values of a heritage place. The 2005 Xi'an Declaration is relevant because it goes beyond the physical and visual, to include the interaction with intangible practices that formed the place as well as the current cultural, social and economic context. The Guidance on Heritage Impact Assessments is in the process of being updated but it is the tool used to consider any substantial changes at World Heritage level.

It may be beneficial to provide some international examples in the broader material during the process under the *Heritage Act 2017* to provide some context for local assessment. The World Heritage Committee and the advisory body ICOMOS will be well aware of international standards and this will help benchmark the WHEA recommendations. Places which could be considered include Liverpool, Cologne Cathedral and the Tower of London.

The statement of significance for the WHEA in the 2009 Plan was in the section 6.0 Strategies for Future Management and Statutory Protection of the WHEA. It is recommended that it be moved into section 5 and follow the history and description.

2.2 Revision of Statement of Significance WHEA Strategy Plan 2009

Introduction

The Statement of Significance for the first WHEA Strategy Plan was formally adopted in October 2009. As part of the current revision of the WHEA Strategy Plan, the Statement has been re-examined. The 2009 Statement was written for the Area of Greater Sensitivity. It is a recommendation of this Discussion Paper that the Statement of Significance apply to the whole Buffer Zone. The discussion paper includes some recommendations for changes to the extent of the 2009 Buffer Zone so it is acknowledged that these may result in changes in the final Statement of Significance.

Key changes in heritage practice and historical discourse in the intervening years which impact on this revision are listed here:

Revision of the format of Statements of Significance:

The accepted format has changed since 2009 and is now set out in 'Planning Practice Note No 1 Applying the Heritage Overlay' suitable for Statements of Significance to be incorporated into the Planning Scheme. The new format includes the sections: What is Significant? How is it Significant? Why is it Significant?

Revision of the Heritage Council criteria:

The criteria were altered in 2019. The major relevant changes were to the social significance criterion.

Guidelines for assessment of significance:

Change to the social significance criterion has been accompanied by explanatory documents which appear to be aimed at producing more uniform and verifiable statements. These include:

- 'Assessing and managing social value: Report and Recommendations' (2018) commissioned by the Heritage Council Intended as a jump up from 'What is Social Value?'
- VHR Criterion and Threshold Guidelines Revised Criterion G – Summary of main changes April 2019
- Victorian Heritage Register Criteria and Threshold Guidelines 2019 - aiming to make the assessment process "rigorous and objective".

There is a requirement for brevity in Statements of Significance which must have applied when the first report was drafted. This is demanding for places of such large extent and complexity. The resulting condensing of information means that it can be easy to find things that have been left out but addressing them tends to produce a statement that is too long for its purpose. Therefore a balance is required.

This Statement of Significance is unusual in that the Environs is defined for its capacity to give support to the more important place which it surrounds. In this context, the statement serves principally to demonstrate how the environs is supportive for the Royal Exhibition Building and Carlton Gardens.

Paragraphs of the statement are examined below with a list of issues followed by suggested alterations.

- *Excerpts of existing text are in italics.*
- ~~*Suggested deletions are in italics and strike-through.*~~
- *Suggested new text is in blue, italics and underline.*

A full adjusted statement is attached following.

Summary of recommendations:

- Overall the existing Statement of Significant remains relevant and suitable however it should be adjusted to apply to the whole buffer zone and not just the Area of Greater Sensitivity.
- Apply new format of What Why How including limiting the What to a brief description of the place. The key attributes are already provided within the How part of the statement.
- The history and description sections from the 2009 report should remain in the body of the report but be kept separate from the Statement of Significance.
- Remove social significance criterion where it is named alongside historical significance in two cases as it does not meet criterion G. Add two historical criterion A references regarding the preservation of the Victorian city in the 1960s and 70s.
- Make limited alterations to the What section to ensure key attributes are included to guide future decision makers.

2.3 Additions/Alterations to Statement of Significance

For every heritage place (that is, a precinct or individual place) a statement of significance should be prepared using the three-part format of 'What is significant?', 'How is it significant?' and 'Why is it significant?' The new Statement of Significance is in this format.

What is significant?

Issues

This section should be brief, usually no more than one paragraph or a series of dot points. The paragraph identifies the extent and can identify features or elements that are significant about the place as a guide to future decision makers. Because of the complexity of the WHEA and the desire to keep the statement brief, the key attributes are included in the Why section and not repeated here.

Suggested

The World Heritage Environs Area incorporates predominantly residential areas (with some mixed use) in Carlton and Fitzroy; together with properties at the north end of Melbourne's CBD in the area generally immediately south of Victoria Street/Victoria Parade, and properties in the north-west of East Melbourne (including in the area known as 'Eastern Hill'). The outer boundary of the area is to the edge of the roads (on the east side) Fitzroy Street in Fitzroy, and Gisborne Street in East Melbourne; (north side) Bell Street in Fitzroy and Faraday Street in Carlton; and (west side) Drummond Street in Carlton. Properties at 1-205 Drummond Street are included on the west side. South of Victoria Parade/Street, the included blocks are bounded by Russell and La Trobe Streets, Exhibition and Little Lonsdale Streets, Spring and Lonsdale Streets and Albert Street.

How is it significant?

Issues

A sentence should be included to explain that the place is important because of its historical significance, its rarity, its research potential, its representativeness, its aesthetic significance, its technical significance, its social significance and/or its associative significance. These descriptors are shown in brackets at the end of the heritage criteria listed above. Usually this section would indicate the threshold for which the place is considered important but this is not applicable because the WHEA is supporting a place of World Heritage significance, the REB & Carlton Gardens.

Suggested

The World Heritage Environs Area Precinct is of historical, social architectural and aesthetic significance and reflects the area of greater sensitivity within and forms the buffer zone surrounding the World Heritage listed Royal Exhibition Building and Carlton Gardens.

Why is it significant?

Issues

This should elaborate on the criteria that makes the place significant.

Historical and social significance are lumped together in the 2009 Statement of Significance, but social significance is not explained. It is considered that for the current valuing of the nineteenth century fabric of Carlton and Fitzroy, it would be difficult to fulfil current threshold requirements for Criterion G social significance. However, the historical association of the existing fabric of Carlton and Fitzroy with the important campaigns to stop slum reclamation and urban renewal in the 60s and 70s is strong. A new paragraph to this effect is added, and the word "social" removed from the existing historical significance paragraphs.

References to parts of the recommended buffer zone which are outside of the Area of Greater Sensitivity are added, for example by acknowledging important streetscapes and heritage buildings.

Because planning policy which protects the significance of the place is tied to the key attributes and fabric in the Statement of Significance, some more detail has been added to further describe these, for example by distinguishing between the qualities of principal streets and lanes.

New stand-alone historical significance paragraph

The precinct is also of historical significance for its association with the successful campaigns to retain the nineteenth century fabric of Carlton and Fitzroy in the 1960s and 1970s. In the 1940s and 50s even the survival of the Exhibition Building was in doubt, as was the survival of much of the nineteenth century residential fabric of the inner areas. From the 1960s these suburbs were threatened by the slum reclamation and urban renewal under the Housing Commission of Victoria. A coalition of urban activists, social justice groups, poor residents and immigrant renovators campaigned against these government policies. The campaigners strategically directed their efforts towards the conservation of the buildings and urban character of Carlton and Fitzroy. Pressure from the campaigners eventually contributed to the abandonment of the Housing Commission's broad-acre slum reclamation and high-rise estate building plans for the inner areas. The extensive areas of Victorian-era housing and institutional buildings in Carlton and Fitzroy, which were saved as the result of these campaigns, helped to make Melbourne one of the most intact Victorian-era cities in the world.

2.4 Altered Statement of Significance

What is Significant?

The World Heritage Environs Area incorporates predominantly residential areas (with some mixed use) in Carlton and Fitzroy; together with properties at the north end of Melbourne's CBD in the area generally immediately south of Victoria Street/Victoria Parade, and properties in the north-west of East Melbourne (including in the area known as 'Eastern Hill'). The outer boundary of the area is to the edge of the roads (on the east side) Fitzroy Street in Fitzroy, and Gisborne Street in East Melbourne; (north side) Bell Street in Fitzroy and Faraday Street in Carlton; and (west side) Drummond Street in Carlton. Properties at 1-205 Drummond Street are included on the west side. South of Victoria Parade/Street, the included blocks are bounded by Russell and La Trobe Streets, Exhibition and Little Lonsdale Streets, Spring and Lonsdale Streets and Albert Street.

How is it significant?

The World Heritage Environs Area Precinct is of historical, ~~social~~ architectural and aesthetic significance ~~and reflects the area of greater sensitivity within~~ and forms the buffer zone surrounding the World Heritage listed Royal Exhibition Building and Carlton Gardens.

Why is it significant

The World Heritage Environs Area Precinct is of historical and social significance for its association with the World Heritage listed Royal Exhibition Building and Carlton Gardens. The latter is the most complete nineteenth century international exhibition site in the world, and the main extant international survivor of a Palace of Industry and its setting. The Carlton Gardens, within Carlton, was selected as the site for the construction of the Exhibition Building in 1879-1880 and subsequent hosting of the 1880 and 1888 international exhibitions, due to its park-like setting, central location and size (64 acres/26 hectares). The subsequent upgrading of the gardens further augmented their attractiveness which, together with the prominence and visibility of the Exhibition Building, helped enhance the status of this area within the local Carlton and Fitzroy contexts. (Historical significance)

The precinct is also of historical significance for its association with the successful campaigns to retain the nineteenth century fabric of Carlton and Fitzroy in the 1960s and 1970s. In the 1940s and 50s even the survival of the Exhibition Building was in doubt, as was the survival of much of the nineteenth century residential and institutional building fabric and character of the inner areas. From the 1960s these suburbs were threatened by the slum reclamation and urban renewal under the Housing Commission of Victoria. A coalition of urban activists, social justice groups, poor residents and immigrant renovators campaigned against these government policies. The campaigners strategically directed their efforts towards the conservation of the buildings and urban character of Carlton and Fitzroy. Pressure from the campaigners eventually contributed to the abandonment of the Housing Commission's broad-acre slum reclamation and high-rise estate building plans for the inner areas. The extensive areas of Victorian-era housing and institutional buildings in Carlton and Fitzroy, which were saved as the result of these campaigns, helped to make Melbourne one of the most intact Victorian-era cities in the world. (Historical significance).

The precinct is also of historical ~~and social~~ significance for incorporating important and intact areas of residential, commercial and institutional development within the early Melbourne suburbs of Carlton and Fitzroy, and institutional development in the northern area of Melbourne's Central Business District. These areas are significant to the respective municipalities of Melbourne and Yarra for demonstrating aspects of local historical development, and for contributing to the historical character of the municipalities. The areas also provide an immediate setting and context of significant heritage character for the REB and Carlton Gardens site, including properties which directly address the site and can be seen from the site; and significant development which preceded, was broadly contemporary with or followed the 1879-1880 construction and development of the REB. (Historical significance)

The precinct is of architectural and aesthetic significance. It retains substantially intact nineteenth century streetscapes, particularly on [Drummond Street \(both sides, south of Grattan Street and east side, south of Glennon Lane\)](#), [Murchison Street, Barkley Street \(north side, south of Faraday Street\)](#), [Owen Street, Canning Street \(east side, south of Faraday Street\)](#), Nicholson Street (north of Gertrude Street), the south side of Gertrude Street, Carlton Street, and Rathdowne Street north of Pelham Street. The streetscapes display a comparatively high proportion of original nineteenth century form and fabric, including substantial areas of two-storey, with some three-storey residential and commercial development. The streetscapes are also interspersed with prominent institutional properties of the nineteenth and early twentieth centuries. [Murchison Square, a distinctive Victorian small public square, is included.](#) [Principal streets are characterised by their width and open character, with vistas available along their length; and these are sometimes distinguished by later central medians and street tree plantings.](#) [Lanes provide access to rears of properties and act as important minor thoroughfares. They provide some views to historic outbuildings and rears of properties, providing evidence of historic property layouts.](#) [Vehicle accommodation is generally not visible from principal streets, but more common to rears of properties, with rear lane access.](#) Materials and architectural elements include face brick, bluestone and rendered masonry construction materials; pitched and hipped iron and slate-clad roofs; chimneys; prominent parapets and pediments; post-supported verandahs, many with elaborate iron lacework or timber detailing; a high proportion of iron palisade fences; and typically zero or shallow front setbacks with gardens. Public infrastructure includes some bluestone pitched road and lane surfaces, and kerbs [and channels](#). Plane trees are common street plantings. The precinct additionally exhibits a typically fine grain pattern of urban development, generally emphasised by the regularity of the terrace row subdivisions, narrow allotments and street grid, with many streets running at right angles to the REB site. [\(Architectural and aesthetic significance\)](#)

A number of key heritage buildings from the nineteenth and early twentieth centuries are located in the precinct, some of which are landmarks in their own right but which also have a strong visual relationship or connection with the REB. These buildings, most of which are included in the Victorian Heritage Register, include Royal Terrace, the Cable Tram Engine House, Convent of Mercy/Academy of Mary Immaculate complex, Grantown House and Osborne House on Nicholson Street; the Sacred Heart Church complex including Presbytery, former Presbyterian Manse, Carlton Gardens Primary School, and former St Nicholas Hospital nurses' home on Rathdowne Street; ~~and~~ the Royal Society building [and Horticultural Hall, both on Victoria Street;](#) [Rosaville and Medley Hall on Drummond Street;](#) [Dalmeny House and Cramond House on Queensberry Street;](#) [the Former National School on Bell Street;](#) [and Edward Willis House on Hanover Street.](#) [\(Architectural and historical significance\)](#)

The precinct provides for significant views to the REB and Carlton Gardens site including direct views to the building, dome and garden setting from bordering/abutting streets, depending on where the viewer is standing. It also provides some proximate views and vistas to the REB dome from streets and minor lanes to the east and west of the site (including Gertrude Street and Marion Lane in Fitzroy, ~~and~~ Queensberry Street in Carlton); the north ends of Spring and Exhibition Streets; Nicholson Street near the junction with Victoria Parade; the east end of Latrobe Street; and from Victoria Parade immediately east of the junction with Nicholson Street. Views out of the REB site into the precinct also reinforce the understanding and appreciation of the ~~original~~ [authenticity of the](#) nineteenth century context and significant setting of the REB, [including from the roof deck level.](#) [\(Aesthetic significance\)](#)

2.5 History & Description Sections: Analysis & Suggested Alterations

It is recommended that the existing history and description sections in the 2009 Plan are retained with minor modifications. Paragraphs of the History and Description sections of the 2009 Plan are examined below with a list of issues followed by suggested alterations.

- *Excerpts of existing text are in italics.*
- ~~*Suggested deletions are in italics and strike-through.*~~
- *Suggested new text is in blue, italics and underline.*

Additions to History section in the body of the report

Issues

Provide a background for additional historical significance component in the Criteria section of the Statement of Significance. Describe the battle for the inner suburbs which resulted in the retention of much of the scale and historical character of the nineteenth century inner suburbs.

New paragraph to be inserted between Paragraphs 4 and 5:

By the 1960s there were competing visions for the future of residential fabric in Carlton, Fitzroy and other inner area suburbs. The Housing Commission and city development interests pursued broad-scale slum reclamation and urban renewal, as a result of which much of the pre-1920s fabric of the inner areas would have been replaced. Paralleling this, particularly in Carlton, was a gentrifying movement led by Melbourne University academics, as well as uptake of aging properties by immigrants. These groups allied, in groups such as the Carlton Association, fighting to preserve the existing character of the suburbs and to prevent over-zealous slum reclamation and urban renewal. The Carlton Association fought to preserve the existing residential character of Carlton and Parkville. In Fitzroy groups such as the Brotherhood of St Laurence and less wealthy gentrifiers also pursued resident action, aimed both at allowing low-income tenants to remain in the inner city and also at preserving the nineteenth century housing stock in Fitzroy. The Housing Commission eventually undertook large scale reclamation and built high-rise estates in the northern part of Carlton and on the eastern side of Fitzroy, but the southern part of Carlton and the western side of Fitzroy were largely saved from the wreckers. By this time the Housing Commission increasingly pursued small-scale integrated developments, and this resulted in the small scale estates replacing slum pockets in the Fitzroy blocks bordering the Carlton Gardens.

Additions to Description section in the body of the report

Issues

Describe the greater extent being the recommended buffer zone rather than just the 2009 Area of Greater Significance. Include places added to the Victorian Heritage Register (VHR) and significant streetscapes identified after 2009. Provide a background for additional aesthetic and architectural significance components in the Criteria section of the Statement of Significance.

Suggested text to be amended:

From the 2009 Report, paragraphs 1, 2, 5 and 8 are reproduced below with additions. A new paragraph is also inserted between paragraphs 6 and 7.

Paragraph 1

The World Heritage Environs Area incorporates predominantly residential areas (with some mixed use) in Carlton and Fitzroy; together with properties at the north end of Melbourne's CBD in the area generally immediately south of Victoria Street/ Victoria Parade, and properties in the north-west of East Melbourne (including in the area known as 'Eastern Hill'). The outer boundary of the area is *to the edge of the roads* (on the east side) Fitzroy Street in Fitzroy, and Gisborne Street in East Melbourne; (north side) Bell Street in Fitzroy and Faraday Street in Carlton; and (west side) Drummond Street in Carlton. *Properties on Drummond Street to the south of Grattan Street are also included on the west side. South of Victoria Parade/Street, the included blocks are bounded by Russell and La Trobe Streets, Exhibition and Little Lonsdale Streets, Spring and Lonsdale Streets and Albert Street.*

Paragraph 2

Nicholson Street, Fitzroy, is the principal street in the eastern area of the WHEA, bordering the Carlton Gardens. Gertrude Street runs off Nicholson Street to the east, as do several other streets including Princes (south end), Palmer, Hanover, King William, Moor and Bell (north end) streets, Fitzroy. These streets, with the exception of Gertrude Street, are predominantly residential, again characterised by lower scale nineteenth century development, mostly terrace rows. *The Former National School (40-48 Bell Street, 1855, 1865, 1873, VHR H1031) and Edward Willis House (35 Hanover Street, 1854, VHR H0162) are two State listed buildings in this area.* Rathdowne Street is the principal street in the western area of the WHEA, particularly in terms of its relationship to the REB and Carlton Gardens site. Queensberry (south end), Pelham, Grattan and Faraday streets run off Rathdowne Street to the west; these streets incorporate a variety of residential, commercial and institutional development, with significant and intact terrace rows on the east side of Drummond Street *and the west side south of Grattan Street.* Carlton Street, and further north of the REB and Carlton Gardens site, including Barkly, Owen, Canning and Murchison streets, incorporates largely small scale and predominantly intact nineteenth century *significant streetscapes* of residential development, including development focused on Murchison Square, *a distinctive Victorian small public square.* Victoria Parade/Victoria Street is an important thoroughfare within the southern area of the WHEA, and is described in more detail below. In terms of street plantings, Plane trees are common

plantings within the area.

Paragraph 5

Rathdowne Street has mixed institutional, residential and commercial development. The former Lemon Tree Hotel (2-10 Grattan Street), with its notable curved façade to the intersection of Rathdowne and Grattan streets, and a number of two-storey brick terraces are located on and near the north-west corner of Rathdowne and Grattan streets. A four storey infill building has been constructed on the south-west corner of Rathdowne and Grattan Streets (249 Rathdowne Street), which abuts a row of two-storey terraces (239 Rathdowne Street and 233-237 Rathdowne Street). Carlton Gardens State School (201-231 Rathdowne Street) and the prominent Sacred Heart Church complex (199 Rathdowne Street, c. 1897, VHR H0016) are located to the north of Pelham Street. A significant early twentieth century three-storey brick building, the former St Nicholas Hospital nurses' home, is sandwiched between infill buildings including a four-storey office building on the south-west corner of Rathdowne and Pelham streets, and a four-storey residential development. The southern portion of Rathdowne Street has considerable infill development, although it retains some two-storey nineteenth century brick terraces (at 25-27 Rathdowne Street and 107-109 Rathdowne Street). The substantial former Presbyterian Manse remains at 101 Rathdowne Street (c. 1868, VHR H0017). The large and prominent infill residential tower (former Australia Post building) on the corner of Rathdowne and Queensberry streets dominates the street and context, rising 15/16 above ground levels. The *former* Cancer Council building, *currently unoccupied*, is located on the corner of Rathdowne and Victoria.

New paragraph to be inserted between existing paragraphs 6 and 7.

Drummond Street, on the western extent of the WHEA, has a very consistent heritage character with the section between Grattan Street and Victoria Parade including long rows of large two storey, and some three storey, terraces, many with palisade fences, in significant streetscapes on both sides. Further north the significant heritage streetscape continues on the eastern side only (south of Glennon Lane) as more development has occurred on the west. Drummond Street also has a wide grassed median strip and several substantial Victorian buildings in keeping with its status as a principal street, including Rosaville (46 Drummond Street, 1883, VHR H0408), Medley Hall (48 Drummond Street, 1893, VHR H0409) and the Lothian Buildings (175-179 Drummond Street, 1864, 1868, VHR H0372).

Paragraph 8

Victoria Parade (east of Spring Street) and Victoria Street (west of Spring Street) bordering the south end of the REB and Carlton Gardens site, is an important thoroughfare within the WHEA, and provides the interface between the Carlton Gardens to the north and city development to the south. It also provides the opportunity for axial views along the treed avenues in the South Gardens to the REB. From the east, Victoria Parade has to its north the large St Vincent's Hospital site, and to its south a number of significant heritage buildings including the Eastern Hill Fire Station (108-122 Victoria Parade, c. 1892-3, VHR H1042), former Salvation Army property (68-88 Victoria Parade, c. 1900-01, VHR H0554), and the Royal Australasian College of Surgeons (250-290 Spring Street, c. 1934, VHR H0870). The treed median strip in Victoria Parade, up to the intersection with Nicholson Street, is individually included in the Yarra Heritage Overlay, as H0188 'Victoria Parade, Fitzroy, Street Trees'. Large and prominent contemporary towers, including residential development, are located at and near the corner of Spring and Latrobe streets on Victoria Street (with addresses to 283 and 299 Spring Street, and 33 Latrobe Street) and at the corner of Nicholson Street. The Royal Society of Victoria building, caretakers cottage and weather station (1-9 Victoria Street, c. 1858, VHR H0373) are sited on a wedge of land bounded by Victoria, Latrobe and Exhibition streets. [*Horticultural Hall, \(31-33 Victoria Street, 1873, VHR H0520\) is further west, bounded by Russell, Mackenzie and Victoria Streets.*](#)

2.6 Historic View Analysis

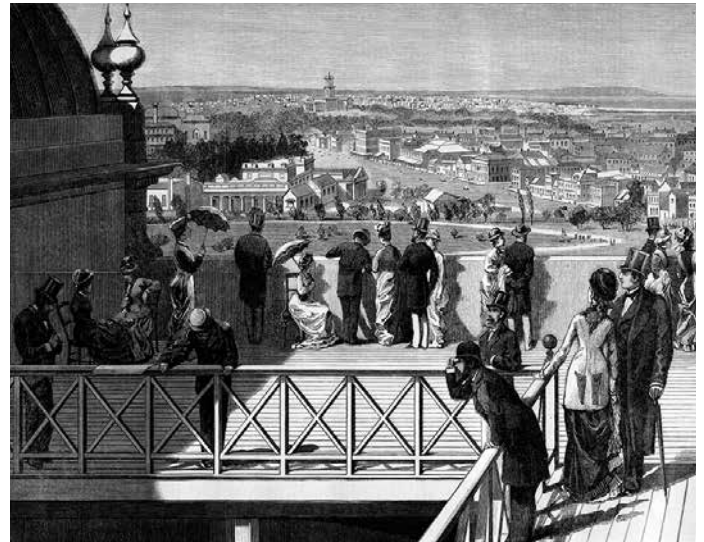
The REB is copiously illustrated and photographed. As an example of this, in 1985 the Exhibition Trustees collected 959 photos of the building into a pictorial history. The historical record of photographs and artworks can inform two aspects of the significance of WHEA. First, the older images relate to the historical aspects of the significance of the WHEA, as it related to the REB and for the WHEA in its own right. In the same way, the newer images relate to the social significance of the WHEA.

A rigorous quantitative analysis has not been undertaken but use has been made of the many images found on the Trove website. The following types of questions were considered. What were the more and less popular vantage points and sight lines? Which views were the most popular and how did this change over time? Is it possible to recapture those views? What developments might impact on these views? It is also possible to relate these views to the city visions of the time. This analysis can inform policies aimed at controlling development in the WHEA to retain valued views to the REB and Carlton Gardens, and valued views to and across the WHEA. For the purposes of this analysis, the photographic and artwork record is divided loosely into three main periods. The 1880s period reflects the active period of world exhibitions. The 1890s to inter-war period reflects the ongoing importance of the REB and Carlton Gardens in a low-rise city. The post-war period reflects the development of a nostalgic view of 'Marvellous Melbourne', set against the advance of modernity reflected in a high-rise city.

1880s Views

Views from the popular lookout balcony, south across the city, were a subject of several engravings. In some of these the city, Government House, port and the bay beyond are laid out before the viewer in a classic birds-eye view, rather than in a realistic perspective. Melbourne was by this time one of the largest cities in the empire, approaching a population of half a million, and hence this spread was a matter of some pride. These southwards balcony views are now largely blocked by high-rise, but it is still possible to see Government House through a gap between the towers.

By contrast, Charles Nettleton's panoramic series of photographs from the balcony lookout gives highly detailed views of parts of the WHEA, showing the structure of the blocks, the gaps in development and the enduring presence of early buildings. These views show a colonial city, young, gap toothed and incomplete. This colonial city was a matter of both pride and anxiety. Ground level views to the REB from this era set the precedent for later practice. Principal among these are the views across the pond to the south entrance and dome from points along Nicholson Street between Gertrude and Victoria Streets.



'The International Exhibition: a view from the balcony' (Published in The Illustrated Australian News, David Syme & Co. Melbourne, SLV Accession no: IAN06/11/80/200).



Charles Nettleton's 1881 photograph taken from the roof balcony of the Exhibition Building, looking southwest across the south end of Rathdowne Street (SLV Accession no: H141261).



View from the junction of Victoria and Nicholson streets ca 1881 (Museums Victoria Collections MM 130653).



Panorama of Melbourne in 1881 taken from the tower of the Law Courts (Charles Nettleton photographer, SLV Accession no- H854/2).

1890s to Inter-War Views – the Postcard Era

Many of the available photographs from this period are postcards. Melbourne was a staid and conservative city in this era, and the images of the REB may have been symbolic of this attitude. A majority of these images adhere to a few standard viewpoints. Again, the dominant view is from Nicholson Street between Gertrude and Victoria Streets, showing the south facade across the pond. The next most common is the view is from the southwest corner of the Carlton Gardens. Both these ground level views emphasise the imposing height and bulk of the REB. Neither of these types of views are framed to show the WHEA on either side.

There are a few examples of oblique views across the southern facade through to the street on either side, both from the east and west. The western and northern aspects of the REB, by contrast, have little coverage, perhaps because these were less attractive.



Airspy oblique aerial photograph looking southeast ca1927–c1928 (SLV Accession no- H2504).

Views of the eastern facade from Nicholson Street become much more common in this era. This may have to do with this facade becoming more active at this time.

There are a number of photographs from a distance showing the REB in its full scale on its high ground. Views from the towers, steeples and domes of buildings were popular in this period. Relevant ones included views from the Eastern Hill Fire Station tower, and from the Supreme Court dome. The latter view was still possible because the northern part of the CBD was still essentially low-rise, with higher buildings only appearing in the southern part of the CBD. Another such view appears to be from the higher part of Parliament House, across the junction of Nicholson and Spring Streets to the southern facade of the REB.

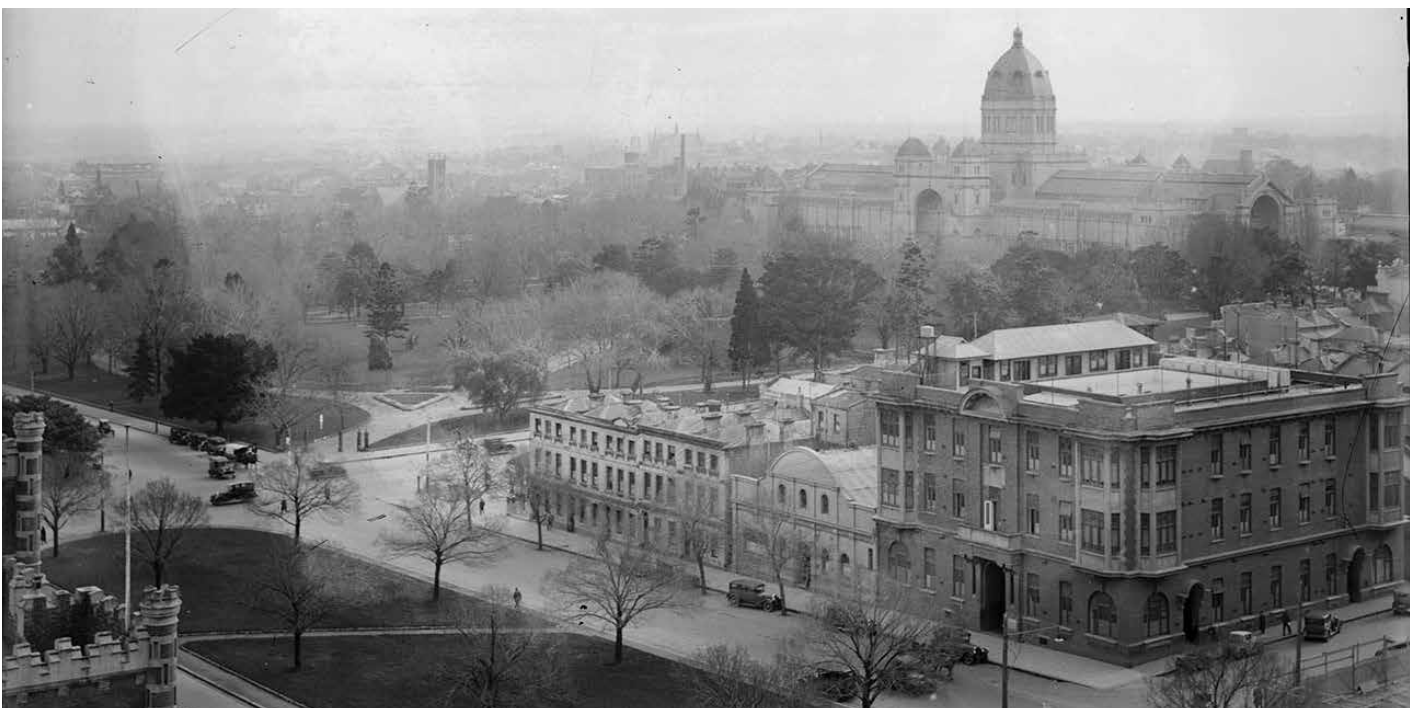
Photos from the balcony lookout in this period have not been found, even though (supposedly) it only closed in the 1920s. A number of oblique aerial photographs date from this period, including the Charles Pratt Airspy series. These are not relevant to an analysis of views in relation to the Environs to the Environs 'as they do not illustrate a view that is available to the public.'



1910 view west showing the east facade and looking across the south facade to Rathdowne Street (Museums Victoria Collections Item SH 960725).



The eastern front in 1935 (Museums Victoria Collections SH 961006).



View from the tower of the East Melbourne Fire Station 1910 (Albert Jones photographer, SLV Accession no- H2007.130/54).

Post-War Views

In the post-war period, Melbourne saw itself as modern and modernizing, but there was also a rising nostalgia for Marvellous Melbourne - looking backwards in a modern city moving forwards. The nostalgic view of the 'city of spires' is epitomised in Hillier and Hetherington's 1951 photographic essay *Portrait of Melbourne*. A photograph in that work from a close southwest viewpoint of the Exhibition Building was captioned as a "rather seedy old place, wearing the rueful air of a shabby aristocrat".

The sensibility of those who have visited the great European cities appears to suffuse a group of photos. In these, a misty dome appears in the background of a detailed view of little streets. These are mostly taken in Fitzroy, including from Gertrude Street, Marion Street and Marion Lane.

The view from Nicholson Street between Gertrude and Victoria streets remains the dominant near view. Views of the REB from the north remain uncommon, perhaps because they are still interrupted by unsightly structures. For instance, some photographs show the huts of the Migrant Reception Centre with the dome above and behind. This might reinforce a conclusion that the dominant values for the Environs in the northern parts are the streetscape and the interface with the park.

A 1980s view from the southeast features on a brochure advertising the REB and conference centre. It appears to be taken from the St Vincent's Hospital, with the mostly low-level city, which was preserved in the 1970s, spread out behind, along with a Housing Commission tower or two. A few other views also show the Housing Commission towers in Carlton and Fitzroy in the distance with the REB in the fore- or mid-ground, contrasting the modern and the remains of Marvellous Melbourne.



Close view from the southwest ca1951 (Hillier and Hetherington, ca1951, Portrait of Melbourne, U. Smith Sydney).



Looking west along a laneway between Gertrude & Marion Streets ca1958 (University of Melbourne Archives Reference: 1965.0004.00022).



*Marion Lane, looking west 1959 (rear of Royal Terraces visible beneath dome)
(Jack L. O'Brien photographer, University of Melbourne Archives, Reference:
1965.0004.00019).*



*Looking west along Gertrude Street 1967 (K.J. Halla photographer, SLV
Accession no: H36133/31).*



*Migrant Reception centre from north ca 1962 (Museums Victoria
Collections MM 103434).*



*Corner of Gertrude and Napier streets looking west ca 1969 (Alan Jordon
Photographer SLV Accession no: H2010.105/161c).*

2.7 Minor Modification of the WHEA Extent

Minor boundary modifications are recommended to address the outer areas of the buffer zone and reflect the existing emphasis on streetscape qualities providing an appropriate setting as stated in the 2009 Plan. In addition, the World Heritage Paper 25 emphasised the need for the setting to reinforce authenticity as stated in the Nara Document.

For properties within the City of Melbourne, the streets which make up the boundaries of the WHEA have been reassessed using recent information from Amendment C258 as adopted by Council. (Note that this amendment is currently with the Minister for Planning for approval.) Where both sides of a boundary street have been assessed as significant heritage streetscapes, then the property boundaries rather than the street boundaries were included. This means that the following properties have been added to the recommended WHEA: properties 1-205 Drummond Street (inclusive).

Further consideration of the southern end of the WHEA following recent development is recommended to determine their impacts on the visual prominence of the REB - Refer to built form 'threshold' testing discussion in Section 6.3, page 74 of this Report.

Fitzroy Street defines the WHEA eastern boundary. Figure 1- World Heritage Environs Area (2009 Strategy) has included Fitzroy Street road reserve within the WHEA boundary. However, Map 1 in the Committee Report (April 2009) excludes Fitzroy Street road reserve from the WHEA. For consistency, it is recommended that the updated WHEA include minor expansions to include Fitzroy Street road reserve.

Under the Operational Guidelines s.107, any modifications to buffer zones subsequent to inscription of a property on the World Heritage List can be approved by the World Heritage Committee using the procedure for a minor boundary modification (see paragraph 164 and Annex 11).

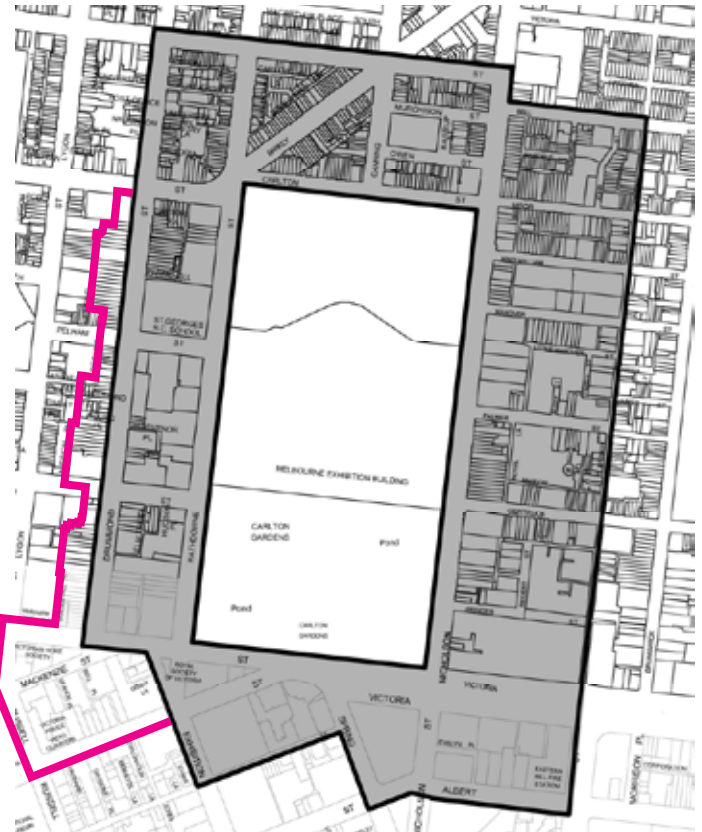


Figure 2 - WHEA Boundary

- Existing WHEA boundary
- Possible WHEA boundary expansion

Key implications

Consider expansion of WHEA boundary to the west, south and east as a specific response to managing heritage streetscapes along Drummond Street and Fitzroy Street, and to ensure appropriate management of the identified 'at risk' area to the southwest.

2.8 Management Tools

Removing the distinction between areas of greater and lesser sensitivity is recommended because of the lack of logic in this approach and inconsistencies, as well as unnecessary complications in implementation.

The WHEA area outside of the Area of Greater Sensitivity retains substantially intact nineteenth century streetscapes, particularly on Drummond Street (both sides, south of Grattan Street and east side, south of Glennon Lane), Murchison Street, Barkley Street (north side, south of Faraday Street), Owen Street, Canning Street (east side, south of Faraday Street) and Murchison Square, a distinctive Victorian small public square.

This additional area also contains properties from the appropriate era on the Victorian Heritage Register, such as Horticultural Hall on Victoria Street; Rosaville and Medley Hall on Drummond Street; Dalmeny House and Cramond House on Queensberry Street; the Former National School on Bell Street; and Edward Willis House on Hanover Street. Together with the heritage streetscapes, this adds authenticity to the setting of the REB & Carlton Gardens.

The 2009 Plan states in section 5.4:

The WHEA has areas of greater and lesser sensitivity in relation to the World Heritage site. The sensitivity chiefly derives from proximity to the site, the availability of significant views and vistas to the site, and the potential visual impacts on the site of new development including the visibility of such development from the site.

However, St Vincent's Hospital on the corner of Nicholson Street and Victoria Parade which is in close proximity and one of the sites with most potential impact is in the zone of lesser sensitivity. It is scheduled to be redeveloped soon. The zone of greater sensitivity finishes at the eastern side of Drummond Street on Queensberry Street yet good views are available to the REB further west past the Drummond Street intersection. On the Gertrude Street side, the zone of greater sensitivity extends to the buffer zone boundary.

The Heritage Council Committee made the following amendments to the draft

Strategy Plan 2009:

The boundary of the areas of greater and lesser sensitivity have been amended to transfer the following sites into the area of greater sensitivity:

- Sites on Queensberry Street east of Drummond Street.
- Sites on Gertrude Street west of Fitzroy Street.
- Marion Lane and land on the north side of Marion Lane for a depth of 5 metres.

The boundary of the areas of greater and lesser sensitivity have been amended to transfer the following sites into the area of lesser sensitivity:

- The corner of Spring Street and La Trobe Street (apartment building).
- The north east corner of Victoria Parade and Nicholson Street (part of St Vincent's Hospital).
- The south east corner of Victoria Parade and Nicholson Street (offices at 8 Nicholson Street).



Figure 3 - Areas of Greater Sensitivity

The 2009 Plan only recommended additional World Heritage level controls for the area of Greater Sensitivity. It suggested that the area of lesser sensitivity was already sufficiently regulated by the Heritage Overlay areas. In effect, this meant that the area of lesser sensitivity was no different to areas outside of the WHEA buffer zone.

It is considered that there is a need to implement State level management controls for places within the WHEA regardless of the municipality. The format and type of State level statutory control is discussed in Section 8 Implementation options of this Discussion Paper.

The 2009 Plan proposed that the planning schemes of the cities of Yarra and Melbourne be amended to include a 'World Heritage Environs Area' Heritage Overlay precinct in the respective Schedules to the Heritage Overlays. This was subsequently completed. However, it is highlighted that the relevant HO Schedules of H0361 (Yarra), and H0992 (Melbourne) do not include a cross reference back to the World Heritage listing to reinforce that the WHEA exists specifically in relation to the REB & Carlton Gardens. This is considered to be a deficiency of the currently statutory control and should be rectified with further amendments. It is recommended that this is undertaken as part of the implication of State level control.

Implementation of controls following the 2009 Plan have been applied inconsistently by each municipality through DDOs. In this content Australia's obligations under the World Heritage Convention are important. Potential development within the WHEA should be regulated in a consistent manner and it is recommended that this is best achieved through State level management controls, rather than left up to local municipalities to implement and manage.

There is a difference between heritage values within a precinct as recognised by the heritage overlay and the contribution to the protection of values and setting for the REB & Carlton Gardens which is also important for the WHEA. Therefore in addition to the statement within the heritage overlay, it is recommended that there be a mechanism to express the contribution to the protection of the World Heritage site.

Similarly, for places included in the Victorian Heritage Register under the *Heritage Act 2017* (NOTE_ all references to legislation to be italicised), it is recommended that Statements of Significance and Permit Policies for these places should be updated to ensure that the contributory role they play within the WHEA is adequately considered in the assessment of permit applications. This was recommended in the 2009 Plan but only for places within the area of greater sensitivity.

3.0 Existing Planning Provisions

3.1 Policies

The WHEA contains a number of zone and overlay controls which span both the City of Yarra and the City of Melbourne municipalities. Nicholson Street and Victoria Parade forms the boundary between the two municipalities. The application of zones and overlays controls differs between municipalities. A review of these controls is provided within this section.

From a review of the overarching Victorian Planning Provisions which are contained both in the Melbourne and Yarra Planning Schemes, it is noted that there is no State or Regional level policies or clauses which specifically refers to the WHEA surrounding the REB and Carlton Gardens. This is considered to be an existing policy gap.

Although in more general terms Clause 15 Built Environment & Heritage provides overarching principals relating to the protection of places and sites with significant heritage, architectural, aesthetic, scientific and cultural value.

Below is a brief overview and outline of the applicable policies, zones and overlays which apply within the study area located in the City of Melbourne which relate specifically to the study area and the 2009 World Heritage Environs Area Strategy Plan: REB and Carlton Gardens. Specific attention has been made to height controls and guidance on built form scale, including whether the controls are mandatory or discretionary in application.

The extent of the study area located within the City of Melbourne is bounded by Bell Street to the north, Nicholson Street to the east, Drummond Street to the west and an irregular boundary to the south along Victoria Street / Exhibition Street / Little Lonsdale Street / Spring Street / Albert Street / Fitzroy Street.

The extent of the study area located within the City of Yarra is bounded by Bell Street to the north, Victoria Parade to the south, Fitzroy Street to the east and Nicholson Street to the west.

CITY OF MELBOURNE

Clause 21.06 Built Environment & Heritage

Figure 2 – Built Environment nominates:

- Melbourne Museum & REB as key landmarks.
- Queensberry Street (from Elizabeth to Rathdowne Streets) as a view corridor to a key landmark.
- Spring Street (from Wellington Parade to Victoria Parade) as a view corridor to a key landmark.

Clause 21.06-1 Urban Design

Includes the following relevant objectives and strategies:

- *Objective 1 To reinforce the City's overall urban structure.*
- *Strategy 1.1 Protect Melbourne's distinctive physical character and in particular, maintain the importance of: the World Heritage Listed REB and Carlton Gardens.*
- *Objective 3 To protect iconic views in the city.*
- *Strategy 3.1 Protect iconic views, including views to the: REB Drum, Dome, Lantern and Flagpole from along Spring Street and Queensberry Street.*

Clause 21.06-2 Heritage

Includes the following relevant objectives and strategies:

- *Objective 1: To conserve and enhance places and precincts of identified cultural heritage significance.*
- *Strategy 1.7: Protect the scale and visual prominence of important heritage buildings, landmarks and heritage places, including... the World Heritage Listed Royal Exhibition Building and Carlton Gardens.*

Clause 22.21 Heritage Places Within the World Heritage Environs Area

NOTE: This overlay has its basis in the World Heritage Environs Area Strategy Plan: REB and Carlton Gardens (DPCD 2009).

This policy applies to the area of greater sensitivity within the WHEA. This is specifically illustrated on Figure 1 contained in Clause 22.21.

Clause 22.21 contains a number of objectives as follows:

- *To protect significant views and vistas to the REB and Carlton Gardens.*
- *To maintain and conserve the significant historic character (built form and landscapes) of the area.*
- *To ensure new development in the area has regard to the prominence and visibility of the REB and Carlton Gardens.*

In addition Clause 22.21 contains a number of detailed policies relating generally to:

- The retention of significant and contributory places.
- The retention of heritage character of streetscapes.
- The retention of predominantly lower scale development.
- Avoiding consolidation of allotments.
- Protecting direct views and vistas from bordering/abutting streets and other views and vistas to the Dome available from surrounding streets including Queensberry Street, the north ends of Spring and Exhibition Streets, and the east end of Latrobe Street.
- Minimising inappropriate visual clutter and proliferation of permanent structures such as shelters, signs, kiosks.

CITY OF YARRA

Clause 21.02 Municipal Profile

Includes the following relevant heritage statement:

- *The 'World Heritage Environs Area' (WHEA) surrounds the World Heritage listed REB and Carlton Gardens, Carlton. The WHEA, which includes land within South Fitzroy, acts as a buffer zone for the World Heritage property and provides a setting and context of significant historic character for the World Heritage property.*

Clause 21.05-1 Heritage

Includes the following relevant objectives and strategies:

- *Objective 15: To protect the setting and context of the World Heritage Listed REB and Carlton Gardens.*
- *Strategy 15.1: Manage future development within the World Heritage Environs Area surrounding the World Heritage Listed REB and Carlton Gardens.*
- *Strategy 15.2: Protect views to the REB from Gertrude Street and Marion Lane through the application of the Design and Development Overlay.*

Clause 22.03-4 Landmarks Design Response

Includes the following relevant requirements:

- *Development should protect the views to the Drum, Dome, Lantern and Flagpole of the World Heritage Listed REB seen from the footpath on the south side of Gertrude Street and along Marion Lane, west of Fitzroy Street.*
- NOTE: This overlay has its basis in the World Heritage Environs Area Strategy Plan: REB and Carlton Gardens (DPCD 2009).

Clause 22.14 Development Guidelines for Heritage Places in the World Heritage Environs Area

NOTE: This overlay has its basis in the World Heritage Environs Area Strategy Plan: REB and Carlton Gardens (DPCD 2009).

This policy applies to the area of greater sensitivity within the WHEA. This is specifically illustrated on Figure 1 contained in Clause 22.14.

Clause 22.21 contains a number of objectives as follows:

- *To protect significant views and vistas to the REB and Carlton Gardens.*
- *To maintain and conserve the significant historic character (built form and landscapes) of the area.*
- *To ensure new development in the area has regard to the prominence and visibility of the REB and Carlton Gardens.*

In addition Clause 22.21 contains a number of detailed policies relating generally to:

- The retention of significant and contributory places.
- The retention of heritage character of streetscapes.
- The retention of predominantly lower scale development.
- Avoiding consolidation of allotments.
- Protecting direct views and vistas from bordering/abutting streets and other views and vistas to the Dome available from surrounding streets including Queensberry Street, the north ends of Spring and Exhibition Streets, and the east end of Latrobe Street.
- Minimising inappropriate visual clutter and proliferation of permanent structures such as shelters, signs, kiosks.

Key implications

The lack of State or Regional policies or clauses which specifically refer to WHEA is considered to be an existing policy gap; which should be addressed by relevant updates to the Planning Policy Framework.

Existing policies within the Melbourne and Yarra Planning Schemes provide strong strategic context for the World Heritage listed REB Carlton Gardens.

Likewise specific policies exist within both the Melbourne and Yarra Planning Schemes which specifically address development within the WHEA (Clause 22.21 Melbourne and Clause 22.14 Yarra).

However of specific note, these policies apply only to the area of greater sensitivity. The current review of existing controls has formed an initial opinion that these policies should apply to the entirety of the WHEA, and not just the inner area of greater sensitivity.

3.2 Planning Zones

CITY OF MELBOURNE

General Residential Zone (GRZ1)

- Relates to general residential areas, including all land bounded by Drummond Street, Faraday Street, Little Barkley Street & Grattan Street, Carlton.
- The GRZ allows a mandatory maximum building height* to be nominated within the schedule to the zone, and if not utilised, a default 11m building height* applies.
- As no maximum building height* has been nominated in the zone schedule, the default maximum building height* of 3storey/11m applies.
- No other specific zone schedule modifications have been made.

** In some instances the maximum building height can be exceeded (i.e. replacing existing building or taller existing buildings on abutting lots).*

General Residential Zone (GRZ2)

- Relates to general residential areas – 8 metre height limit, and applies to the majority of land bounded by Little Barkley Street, Faraday Street, Nicholson Street & Carlton Street, Carlton.
- The GRZ allows a mandatory maximum building height* to be nominated within the schedule to the zone, and if not utilised, a default 3 storey/11m building height* applies.
- The GRZ2 schedule has nominated a lower maximum building height* of 2 storey/8m, with the exception of architectural features and building services.
- No other specific zone schedule modifications have been made.

** In some instances the maximum building height can be exceeded (i.e. replacing existing building or taller existing buildings on abutting lots).*

Commercial 1 Zone (CZ1)

- Applies to land bounded by Victoria Parade, Albert Street & Gisborne Street.
- Does not include any comment and/ or limitation on building height/ scale.

Capital City Zone (CCZ1)

- Applies to areas outside of the retail core, including land bounded by La Trobe Street, Little Lonsdale Street, Exhibition Street & Spring Street.
- Includes a floor area ratio control of 18:1 on land also covered by the DDO10. The control can be exceeded if public benefit is provided to the satisfaction of the Responsible Authority.
- Includes a purpose to provide for a range of financial, legal, administrative, cultural, recreational, tourist, entertainment and other uses that complement the capital city function of the locality.
- Includes detailed zone schedule with detailed requirements.

Mixed Use Zone (MUZ)

- Applies to the majority of land bounded by Drummond Street, Grattan Street, Rathdowne Street & Victoria Street, in addition to land bounded by Victoria Street, La Trobe Street and Exhibition Street.
- The MUZ allows a mandatory maximum building height* to be nominated within the schedule to the zone. However no maximum building height has been nominated in the zone schedule.

** The maximum building height applies whether a planning permit is required or not, and in some instances the maximum building height can be exceeded (i.e. replacing existing building or taller existing buildings on abutting lots).*

Public Use Zone (PUZ2)

- Applies to 201-231 Rathdowne Street, Carlton.
- Does not include any comment and/ or limitation on building height/ scale.
- Purpose of public land use: education

Public Park & Recreation Zone (PPRZ)

- Applies to Murchison Square, 23-57 Murchison Street, Carlton.
- Does not include any comment and/ or limitation on building height/ scale.

Royal Exhibition Building & Carlton Gardens Strategy Plan Planning Zones

Legend

- WHEA Boundary 
- LGA Boundary 
- Royal Exhibition Building 
- Capital City Zone 
- Neighbourhood Residential Zone 
- General Residential Zone 
- Mixed Use Zone 
- Commercial 1 Zone 
- Public Use Zone 
- Public Parks & Recreation Zone 
- Special Use Zone 
- Road Zone 1 
- Hospital Precinct 



Figure 4 - Planning Zones



CITY OF YARRA

Neighbourhood Residential Zone (NRZ1)

- Applies to Yarra residential areas, including the majority of land extending north from Gertrude Street.
- The NRZ allows a mandatory maximum building height* to be nominated within the schedule to the zone, and if not utilised, a default 9m/2 storey building height* applies.
- As no maximum building height* has been nominated in the zone schedule, the default maximum building height* of 2 storeys/9m applies.
- The zone schedule sets a mandatory maximum number dwelling on an allotment to 5 dwellings and triggers a permit to construct or extend one dwelling on a lot of 500sqm (or smaller).
- The zone schedule also includes specific decision guidelines.

** In some instances the maximum building height can be exceeded (i.e. replacing existing building or taller existing buildings on abutting lots).*

General Residential Zone (GRZ1)

- Applies to a single site located at 54 Marion Lane, Fitzroy.
- The GRZ allows a mandatory maximum building height* to be nominated within the schedule to the zone, and if not utilised, a default 3 storey/11m building height* applies.
- The zone schedule sets a mandatory building height* of 10.5m, unless on a sloping site, where it must not exceed 11.5m.
- The zone schedule includes specific decision guidelines, and alters site coverage requirement to 80%.

** In some instances the maximum building height can be exceeded (i.e. replacing existing building or taller existing buildings on abutting lots).*

General Residential Zone (GRZ2)

- Applies to 2-34 King William Street, Carlton and a precinct extending south from Little Hanover Street, to Marion Lane, Carlton.
- Sets a mandatory height limit of 9 metres.
- The GRZ allows a mandatory maximum building height* to be nominated within the schedule to the zone, and if not utilised, a default 3storey/11m building height* applies.
- The zone schedule sets a mandatory building height* of 9m.
- The zone schedule also includes specific decision guidelines

** In some instances the maximum building height can be exceeded (i.e. replacing existing building or taller existing buildings on abutting lots).*

General Residential Zone (GRZ3)

- Relates to office of housing sites over 2500sqm & selected main road sites, and applies to a precinct extending north of Palmer Street along Nicholson Street, Carlton.
- The GRZ allows a mandatory maximum building height* to be nominated within the schedule to the zone, and if not utilised, a default 3 storey/11m storey building height* applies.
- As no maximum building height* has been nominated in the zone schedule, the default maximum building height* of 11m applies.
- The zone schedule includes specific decision guidelines.

** In some instances the maximum building height can be exceeded (i.e. replacing existing building or taller existing buildings on abutting lots).*

Commercial 1 Zone (CZ1)

- Applies to land to the north side of Gertrude Street between Royal Lane and Fitzroy Street, Carlton, and land bounded by Nicholson Street, Princess Street, Regent Street and Alma Street, Carlton.
- Does not include any comment and/ or limitation on building height/ scale.

Public Use Zone (PUZ3)

- Applies to the St Vincent's Hospital, bounded by Victoria Parade, Nicholson Street, Princess Street, Regent Street, Alma Street & Fitzroy Street, Carlton.
- Does not include any limitation on building height/ scale.
- Purpose of public land use: health & community.

Public Use Zone (PUZ4)

- Applies to 4/48A Nicholson Street, Carlton.
- Does not include any comment and/ or limitation on building height/ scale.
- Purpose of public land use: transport.

Public Park & Recreation Zone (PPRZ)

- Applies to King William Reserve at 55 King William Street, Carlton.
- Does not include any comment and/ or limitation on building height/ scale.

Key implications

A large proportion of the study area is within a residential zone, including the areas of the WHEA to the north and east of the Carlton Gardens. Of particular note the existing residential zones include mandatory maximum height controls, which by default functions to limit built form scale within a large proportion of the WHEA. This current situation functions to protect the low scale heritage character of areas surrounding the REB & Carlton Gardens. However, the mandatory height controls within the residential zones were not implemented to protect the setting of the REB & Carlton Gardens within the WHEA. Rather they were a result of ongoing modifications which have been made to the suite of residential zones in recent years. Furthermore it is noted that the zones did not contain these height controls when the current Strategy was developed.

With reference to the current height controls, there is a potential risk for the WHEA if the suite of standard residential zones were amended in future to remove the current mandatory maximum height controls. It is therefore considered that other built form controls to specifically address height within the WHEA may be warranted and should be investigated.

Land within the WHEA which is zoned for Mixed Use (MUZ), allow a mandatory maximum building height to be nominated. However this has not been utilized, in favor of a discretionary maximum height controls within a Design & Development Overlay (DDO). It is recommended that the implications of discretionary versus mandatory maximum control should be further investigated through the built form testing phase.

Land within the WHEA which is zoned for Commercial (C1Z) is noted to not provide any guidance regarding building form scale. While the C1Z land on Gertrude Street is further subject to a DDO which addresses built form, the C1Z land on Nicholson Street is not subject to a DDO and does not have any guidance regarding built form scale. It is recommended that the implications of this should be further investigated through the built form testing phase.

Land within the WHEA which is zoned for Public Use (PUZ) raises particular implications for the setting of the REB & Carlton Gardens, and typically development for the designated purpose does not require planning approval. The greatest implication for the study area relates to the planned redevelopment of the St Vincent's Hospital.

3.3 Planning Overlays

CITY OF MELBOURNE

Heritage Overlay - various

- HO1 – Carlton Precinct - is a precinct-based heritage overlay which applies to the majority of the study area in the City of Melbourne, except for land covered by site specific heritage overlays.
- HO992 - World Heritage Environs Area Precinct is a precinct-based heritage overlay which applies specifically to that part of the WHEA area of greater sensitivity which is located within the City of Melbourne.
- Citations for site specific heritage overlays are too numerous to be reviewed here. Refer to individual heritage place citations for further details.
- Of note a number of specific sites are not covered by a heritage overlay (either precinct based or site specific), including:
 - 28 Victoria Street, Carlton.
 - Land bounded by Latrobe, Spring, Little Lonsdale & Exhibition Streets.
 - 8 Nicholson Street, East Melbourne.
 - 478-486 Albert Street, East Melbourne.
 - 100 Victoria Parade, East Melbourne.

NOTE: the Heritage Overlay broadly functions to seek the retention of heritage fabric, and to ensure that any demolition, removal or external alteration does not adversely affect the significance of the heritage place.

Design & Development Overlay (DD03)

- Applies to traffic conflict frontage – Capital City Zone, and specifically the frontage of 283 Spring Street.
- Triggers a planning permit to create or alter a crossover or vehicle access way.
- Functions to identify that vehicular ingress or egress points, (excluding loading and unloading bays), should not be constructed on a traffic conflict frontage.

NOTE: an established apartment building is already located on this site, therefore DD03 is considered to be a redundant control.

Design & Development Overlay (DD010)

- Applies to land bounded by Latrobe Street, Spring Street, Little Lonsdale Street & Exhibition Street.
- Establishes a range of design objectives and both mandatory and discretionary based detailed design requirements relating to high quality design of buildings within the CBD.

NOTE: DD010 is a comprehensive overlay, and only briefly summarised above.

Design & Development Overlay (DD06)

NOTE: This overlay has its basis in the World Heritage Environs Area Strategy Plan: REB and Carlton Gardens (DPCD 2009).

- Relates to the Carlton Area and applies to the majority of land bounded by Grattan Street, Rathdowne Street, Victoria Street and Drummond Street, except for:
 - 15-31 Pelham Street, Carlton
 - 107-151 Rathdowne Street, Carlton
 - 110-150 Drummond Street, Carlton
- Applies a discretionary maximum building height ranging from 8-16 metres in a number of sub-precincts, and includes a description of outcomes sought.
- An application to exceed the Maximum Building Height must demonstrate how the proposal will achieve the objectives and outcomes of DD06.
- Requires notice to be given to Heritage Victoria.
- Includes specific decision guidelines for any development of the Queensberry Street road reserve, relating to the potential impact on the view of the Drum, Dome, Lantern and Flagpole of the REB.
- Includes specific decision guidelines for development of 83 – 95 Rathdowne Street & 80 Drummond Street, relating to the potential impact on the view of the Drum, Dome, Lantern and Flagpole of the REB.

Note: 83 – 95 Rathdowne Street has been developed with four storey apartment building in recent years.

Note: 80 Drummond Street currently accommodates an 1980/90's era two storey commercial building.

Design & Development Overlay (DD013)

NOTE: This overlay has its basis in the World Heritage Environs Area Strategy Plan: REB and Carlton Gardens (DPCD 2009)

- Relates to the Parliament Area, and applies to land bounded by Spring Street, Victoria Parade, Gisborne Street & Albert Street.
- Applies a discretionary maximum building height ranging from 14-74 metres in a number of sub-precincts, and includes a description of outcomes sought.
- An application to exceed the Maximum Building Height must demonstrate how the proposal will achieve the objectives and outcomes of DD013.
- Requires notice to be given to Heritage Victoria.
- Includes specific decision guidelines for 250-290 Spring Street (aka the Royal Australasian College of Surgeons), relating to the potential impact on the view of the Drum, Dome, Lantern and Flagpole of the REB. DD013 sets a discretionary building height of 15 metres for this site.

Design & Development Overlay (DD066)

NOTE: land covered by this overlay is also covered by DD048 with a maximum building height of 10.5m, therefore DD066 would not function to trigger a permit in any instance.

- Relates to hospital emergency medical services helicopter flight path protection (outer area), and applies to:
 - 28-32 Grattan Street
 - 236-282 Drummond Street
- Overlay would only trigger a permit for a building in excess of the nominated referral height of:
 - 72.4m for Royal Children's Hospital
 - 77.3m for Royal Melbourne Hospital

Design & Development Overlay (DD048)

- Relates to Central Carlton North and applies to land bounded by Faraday Street, Rathdowne Street, Grattan Street and Drummond Street.
- Applies a mandatory maximum building height of 10.5 metres and includes a description of outcomes sought.

Design & Development Overlay (DD062)

NOTE: DD062 relates to Bourke Hill as an identified area of special character, which includes Parliament House, the Princess Theatre, and the Hotel Windsor as landmark heritage buildings.

- Functions to protect the unique character of Bourke Hill and to maintain viewlines and visual prominence of key heritage buildings.
- Applies generally to land bounded by Lonsdale Street, Spring Street, Little Collins & Exhibition Street.
- Applies a mandatory maximum building height in sub-precincts B1-B3 ranging from 15-40m.

Applies a discretionary preferred building height in sub-precincts B4-B6 ranging from 40-100m, which also includes modified floor area ratio requirements.

Environmental Significance Overlay (ES02)

- Relates to exceptional trees and functions to address trees on the City of Melbourne's exceptional tree register, and applies to 74-82 Carlton Street, 125-137 Barkley Street, 9 Canning Street, Carlton.
- Includes a detailed schedule which triggers a permit for building and works within the tree protection zone, requires an arborist report to be prepared and sets detailed decision guidelines.

Parking Overlay (P01)

- Relates to the capital city zone – outside the retail core, and applies to land bounded by La Trobe Street, Exhibition Street, Little Lonsdale Street, Spring Street and Victoria Street.
- Applies a maximum number of car parking spaces based on a formula calculation relating to land use.
- Triggers a permit if the maximum number of spaces is to be exceeded.
- Includes detailed design guidelines for applications.

Parking Overlay (P012)

- Relates to residential development in specific inner city areas, and applies to the balance of the study area not covered by P01.
- Applies a maximum number of car parking spaces to each dwelling to one.
- Triggers a permit if the maximum number of spaces is to be exceeded.
- Includes detailed design guidelines for applications.

Royal Exhibition Building & Carlton Gardens Strategy Plan Heritage Mapping

Legend

- WHEA Boundary
- LSA Boundary
- Royal Exhibition Building
- Heritage Overlay
- Heritage Overlay 1 (H01)
- Heritage Overlay (individual sites)
- Victorian Heritage Register
- No Heritage Overlay (within WHEA)

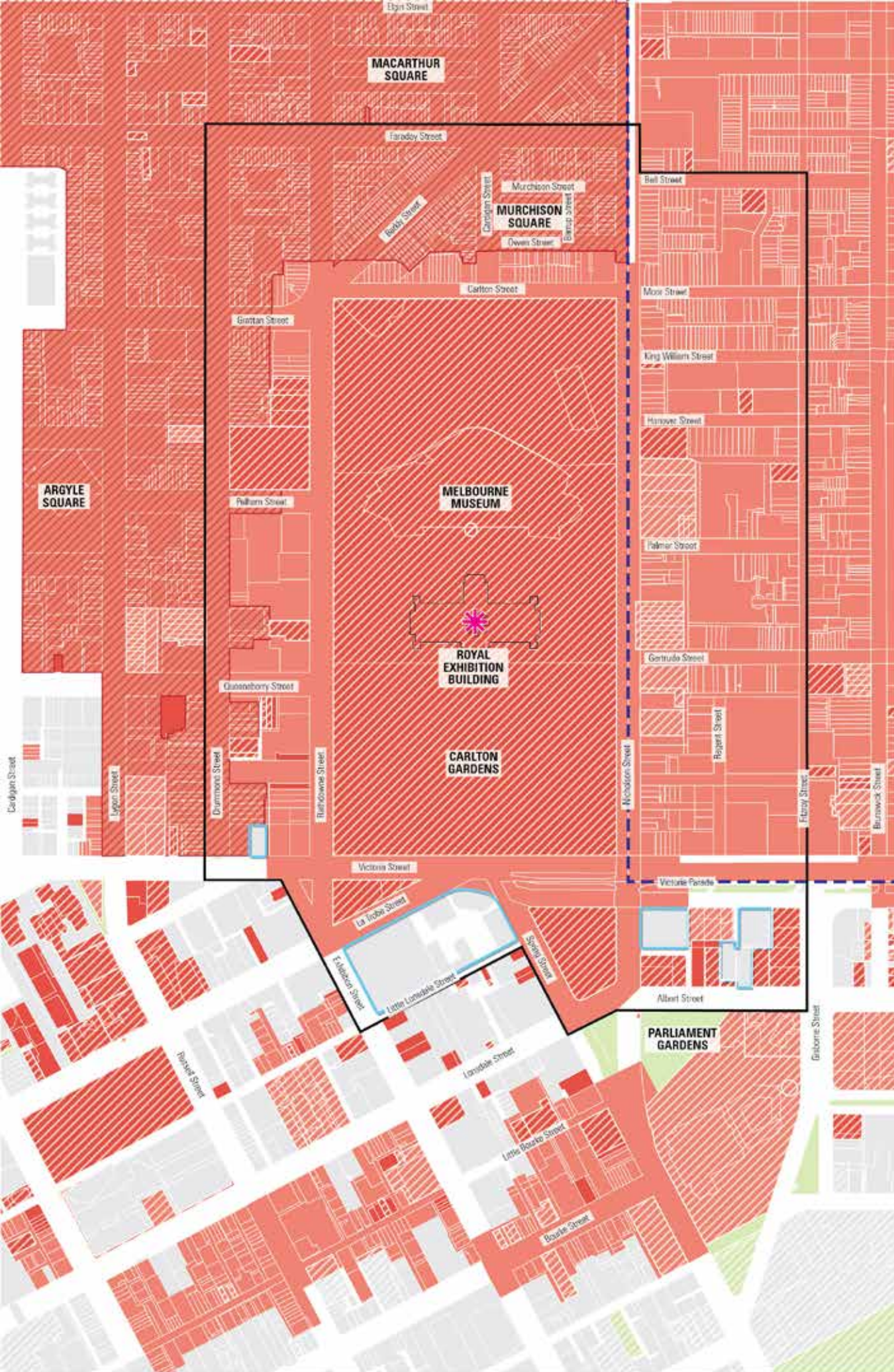


Figure 6 - Heritage Mapping

Project Ref: 2019007
 Draw No.: U00-001
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 Date: 07.01.2020
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CITY OF YARRA

Heritage Overlay - Various

- HO334 – South Fitzroy Precinct, is a precinct-based heritage overlay. It applies to a large part of the study area in the City of Yarra, except for land covered by site specific heritage overlays and another precinct based overlay HO361.
- HO361 - World Heritage Environs Area Precinct is a precinct-based heritage overlay which applies specifically to that part of the WHEA area of greater sensitivity which is located within the City of Yarra.
- HO334 & HO361 includes an Incorporated Plan (July 2014) under the provisions of clause 43.01 Heritage Overlay. The incorporated plan outline a range of applicable planning permit exemptions.
- Citations for site specific heritage overlays are too numerous to be reviewed here. Refer to individual heritage place citations for further details.

NOTE: the Heritage Overlay broadly functions to seek the retention of heritage fabric, and to ensure that any demolition, removal or external alteration does not adversely affect the significance of the heritage place. The heritage fabric of importance for the WHEA is identified in the Statement of Significance.

Design & Development Overlay (DD02)

- Relates to main roads & boulevards and applies to land/properties fronting Victoria Parade.

Includes specific design objectives and decision guidelines *"to guide built form and ensure the design, height form and visual bulk is informed by existing built form character"*.

However it does not include any specific guidance on preferred or mandatory maximum building heights.

Design & Development Overlay (DD08)

NOTE: This overlay has its basis in the World Heritage Environs Area Strategy Plan: REB and Carlton Gardens (DPCD 2009)

- Relates to Fitzroy South and applies to 50-68 Nicholson Street & a band of land 40 metres wide to the north side of Gertrude Street extending from Royal Lane to Fitzroy Street.
- Includes specifically relevant design objectives of:
 - To protect the World Heritage values of the REB and Carlton Gardens.
 - To reinforce the built form character of the area as being essentially of low-rise buildings.
 - To protect views of the Drum, Dome, Lantern and Flagpole of the REB from the footpath on the south side of Gertrude Street and along Marion Lane, west of Fitzroy.
- Functions to only trigger a permit for buildings over 8.5m. Buildings above 8.5m to be assessed against design objectives.
- Requires notice to be given to Heritage Victoria.
- Includes specifically relevant decision guideline of:
 - Before deciding on an application, the responsible authority must consider the impact on the view of the Drum, Dome, Lantern and Flagpole of the REB.
- Includes specifically relevant policy reference of:
 - World Heritage Environs Area Strategy Plan: REB and Carlton Gardens (Department of Planning and Community Development, 2009)

Interim Design & Development Overlay

Following a Council determination of 17 December, 2019, the City of Yarra has made a recent request to the Minister for Planning, seeking the implementation of an interim DDO for a number of key streets. The proposed interim DDO includes land within the study area being land to north side of Gertrude Street, extending from Fitzroy Street to Brunswick Street. For clarity, the interim DDO covers a wider area than this extending east to Smith Street, being referred to as the Gertrude Street Activity Spine.

- The interim DDO for applicable land within the study area seeks to acknowledge that the area has a consistent heritage streetscape, including narrow allotments, and recommends building heights to be of a low three storey scale.
- By way of background, the interim DDO controls were informed by built form modelling conducted by Hansen Partnership. This earlier built form testing specifically considered the WHEA and the currently established planning scheme control of DDO8 which incorporates the principle of maintaining viewlines of the REB Dome.
- In noting this existing background work, it forms a perhaps logical conclusion that the same principles and parameters of the earlier built form testing work for Gertrude Street should be applied to land within the study area for any further built form and it is recommended that testing to be undertaken as part of this current study.
- As another related observation, the earlier built form review included land specifically within a Mixed Use Zone and Commercial 1 Zone. This therefore has the consequential impact of excluding the majority of land within the study area located to the southern side of the Gertrude Street, which is within the Public Use Zone and Neighbourhood Residential Zone.
- As an initial comment in response to what impacts this may have, it is noted that based on existing viewlines, it would be technically impossible for development on the southern side of Gertrude Street to block view of the Royal Exhibition Building Dome. Notwithstanding this, it would still be prudent for potential built form to the southern side of Gertrude Street to be considered as part of the current project work and particularly from the perspective of potential visual impact when viewed from the Royal Exhibition Building Dome viewing platform.

Key implications

An early item for consideration is potentially amending Clause 22.21 (Melbourne Planning Scheme) and Clause 22.14 (Yarra Planning Scheme), for these policies to apply to the full WHEA, and not just the areas of greater significance. If this were to be facilitated, it would also be necessary to potentially amend the existing World Heritage Environs Area Precinct Heritage Overlays (HO992 Melbourne Planning Scheme and HO361 Yarra Planning Scheme). This potential outcome warrants further investigations and deliberations.

With regard to other overlay controls, the City of Melbourne has extensively used DDO controls to address building form scale, which is considered to be a positive. However noted exclusions to the use of a built form related control includes:

- Residential zoned land bounded by Rathdowne, Faraday, Nicholson and Carlton Streets;
- 15-31 Pelham Street, Carlton;
- 107-151 Rathdowne Street, Carlton;
- 110-150 Drummond Street, Carlton; and
- 2-8 La Trobe Street, Melbourne (Royal Society of Victoria).

It is recommended that the implications of this should be further investigated through built form testing, and in context of the identified risk to the WHEA by relying only on the mandatory maximum height controls within with existing residential zones.

Within the City of Yarra, the use of the DDO to influence built form is quite limited including:

- north side of Gertrude Street (control relates specifically to the World Heritage listing of the REB & Carlton Gardens);
- north side of Victoria Parade (does not specifically relate to the World Heritage listing of the REB & Carlton Gardens).

It is recommended that the implications of this should be further investigated through built form testing, and in context of the identified risk to the WHEA by relying only on the mandatory maximum height controls within with existing residential zones.

3.4 Signage

Signage within the WHEA is an important consideration. If signage is not appropriately managed it could give rise to proliferation of visual clutter particularly when viewed from the REB viewing platforms. It is therefore recommended that a review of existing signage controls be undertaken.

Currently signage is predominantly controlled through the applicable zoning of land found within the WHEA, where the majority of zones ascribe a category of signage as follows:

- Commercial 1 Zone (C1Z): Category 1 - *Commercial areas - minimum limitation*
- Mixed Use Zone (MUZ): Category 3 - *High amenity areas - medium limitation*
- General Residential Zone (GRZ1), GRZ2 & (GRZ3): Category 3 - *High amenity areas - medium limitation*
- Neighbourhood Residential Zone (NRZ): Category 3 - *High amenity areas - medium limitation*
- Public Use Zone (PUZ): Category 4 - *Sensitive areas - maximum limitation*
- Public Park & Recreation Zone (PPRZ): Category 4 - *Sensitive areas - maximum limitation*

It is noted that the Capital City Zone – Schedule 1 (CCZ1) does not specifically apply a sign category, but triggers a Planning Permit for all large scale, major advertising signage requires planning approval.

In addition to the permit triggers within applicable zones, Clause 43.01 Heritage Overlay includes a blanket permit trigger for signage at 43.01-1, which would function to trigger a permit for a sign that otherwise would not require planning approval. Clause 43.01 Heritage Overlay also outlines that a signage application would be subject to VicSmart via Clause 71.06. Of note the greater majority of properties within the WHEA are covered by a Heritage Overlay, except for a small selection of properties including:

- 28 Victoria Street, Carlton.
- Land bounded by Latrobe, Spring, Little Lonsdale & Exhibition Streets.
- 8 Nicholson Street, East Melbourne.
- 478-486 Albert Street, East Melbourne.
- 100 Victoria Parade, East Melbourne.

Beyond the relevant planning permit triggers contained in zone and overlay controls, both the Melbourne and Yarra Planning Schemes contain local policies relating to signage.

Clause 22.07 Advertising Signs contained in the Melbourne Planning Scheme sets out a range of detailed objectives and policies relating to signage. Clause 22.07 nominates its policy basis as: 'The location, size and number of signs have a direct impact on the appearance and character of the municipality. A proliferation of signs may detract from the character and amenity of the place and create visual clutter'.

Clause 22.07 includes a number of general policy statements of which are of relevance including:

- *Signs should respect the building style and scale and the character of the street.*
- *Signs should fit within architectural forms and be integrated with the design of the building.*
- *Signs should not obscure architectural features of buildings, including windows.*
- *Wall or fascia signs should be applied directly to the building or on a flush mounted panel with minimum projection.*
- *Signs should not cause visual clutter. Existing signs on a building or site will be taken into account when assessing new proposals.*
- *An integrated approach should be taken to the provision of signage on buildings with more than one occupancy.*
- *Where a building is occupied by more than one business, adequate space should be made available for all occupancies to display signage.*
- *Signs should not interrupt important views and vistas along roads leading to and out of the Central City.*
- *Views of the sign from all angles should be considered and the supporting structure should be designed with this in mind.*
- *Promotion, panel and sky signs are discouraged.*
- *Illumination should be concealed within, or integral to the sign through use of neon or an internally lit box or by sensitively designed external spot-lighting.*
- *Cabling to signs should be concealed.*

- *Signs and their support should allow adequate clearance for the servicing requirements of streets and lanes.*
- *The design and location of new signs should respect the cultural heritage significance, character and appearance of the heritage place.*
- *Signs which are attached to or form part of a building (including painted signs) and which contribute to the cultural heritage significance of the place should be retained.*

Clause 22.07 is also noted to include targeted policies for areas of special character within the City of Melbourne, although no land located within the WHEA is designated as being of special character.

Clause 22.04 Advertising Signs Policy contained in the Yarra Planning Scheme sets out a range of detailed objectives and policies relating to signage. Clause 22.04 nominates its policy basis as:

Advertising signs are a component of the built environment and can play a positive role in the dissemination of information. Signage can enhance the visual amenity of an area, add vitality to activity centres and retail strips and provide economic advantages. However, excessive numbers of inappropriately located and designed signs can lead to visual clutter, a reduction in effectiveness, and generally detract from the character and amenity of an area. Signage should be well designed and located to respect the streetscape or host site. The placement and quality of advertising signs should also contribute positively to the character of an area.

Clause 22.04 includes a number of general policy statements of which are of relevance including:

- *When considering an application for a new sign on a building that displays existing signage, the design and or number of signs will be assessed and where appropriate rationalised to prevent visual clutter.*
- *Signs must be designed and located to complement the character of the host building or site and the streetscape.*
- *Modelled signs, which enhance the shop front presentation, may be accepted above verandah level, provided the sign is in scale with the host building and the streetscape.*

- *Signs must have proportional relationships with their host building and other physical elements.*
- *Signs must be integrated into the design of the host building, and compatible with its composition, form, fenestration, material, finishes and colours.*
- *Signage, including design and colours, be planned as part of an integrated signage strategy, particularly for sites or buildings with more than one tenancy, for parks and for recreational facilities.*
- *Signs not be erected on the roof of a building or break a historic parapet or roofline.*
- *Signs not be erected perpendicular (at ninety degrees) to a structure or building above the first floor.*
- *Views from all angles of the signage structure be considered*
- *Signs not be reflective.*
- *Views from all angles of the signage structure be considered.*
- *Clause 22.04 also contains additional policies relating to a range of contexts, zones, signage types, and specific policies for Heritage Areas, which includes:*
- *New high wall signs, major promotion signs, promotion signs, panel signs, pole signs, internally illuminated and animated signs, and sky signs are discouraged.*
- *Existing original heritage signs or advertising features should be conserved and enhanced.*
- *The number of signs should be limited.*
- *New signs should be small and restrained in design.*
- *Ensure that signs do not obscure the heritage features of the building.*

Also of note Clause 22.21 Heritage Places within the World Heritage Environs Area within the Melbourne Planning Scheme includes a single reference to signage, with an aim to discourage proliferation of visual clutter. The same text is included in Clause 22.14 Heritage Places within the World Heritage Environs Area contained within the Yarra Planning Scheme. The policy is however general in nature.

Key implications

The review of signage controls outlines that there is a substantial level of control for signage within the WHEA, with broader principles seek to avoid clutter and ensure signage is appropriate in size, siting and type relevant to its context.

However, there is an identified gap in the fact that the existing signage controls and policies contained in the Melbourne and Yarra Planning Schemes do not include any detailed policies or decision guidelines relating to the WHEA and the World Heritage listed REB and Carlton Gardens. In context of the World Heritage listing, this is considered to be an omission or deficiency of existing signage controls.

Therefore it is recommended that existing planning scheme controls, or otherwise new planning controls, are implemented to specifically address this and to add an additional policy layer for assessment of signage within the WHEA, and with particular reference to signage which may be visible from or within a broader backdrop of the REB and Carlton Gardens. This could be facilitated through potential amendments to the existing signage policies contained in the Melbourne and Yarra Planning Schemes, or perhaps included in a potential DDO to be applied to the entirety of the WHEA. The exact details of proposed controls would be determined through later phases of the project.

4.0 Planning Applications

A number of Planning Applications within the study area, have been highlighted to be of interest. Each of the Planning Applications of interest are outlined and summarised below.

34-36 Nicholson Street, Fitzroy (City of Yarra)

VCAT Citation: Salisbury Place Pty Ltd v Yarra CC [2017] VCAT2024

Summary:

- The subject site is within the Commercial 1 Zone which does not include any guidance or limitation on building height.
- The subject site is covered by H0361 - World Heritage Environs Area Precinct, which is a precinct based overlay. It does not include any guidance or limitation on height.
- A planning application was lodged for a 10 storey residential building, which was refused by the Council.
- During the VCAT hearing, plans were amended to an 8 storey residential building. The Council agreed to substitution of amended plans.
- The VCAT order dated 6 December, 2017 functioned to issue a planning permit for the proposed development. VCAT made the following comments regarding the proposal on the WHEA, which are considered relevant to the scope and context of the current project work:

Paragraph 5: Our main finding is that we agree with Mr Gardner's description of the proposal as a high quality, contemporary architectural design using high quality but respectful and recessive materials that responds to the scale and architectural characteristics of the nineteenth century context of the heritage place, including its location in the WHEA. We find the proposed partial demolition and the proposed new eight-storey building will not adversely affect the significance of the relevant heritage places, being Salisbury Place and the WHEA precinct.

Paragraph 46: We have carefully assessed the impact on views to the REB and the Gardens from Princes Street, especially the western part of which is in the WHEA precinct, and from Regent Street. Contrary to the submissions of a number of the respondents, we find there is either no impact or no material impact. The same can be said about the impact from the unnamed east-west lane running west of Regent Street towards the land and from the unnamed north-south lane abutting the rear boundary of the land, where proximity to built form prevents all views.

Paragraph 47: We have also carefully assessed the impact on views more broadly from the REB and the Gardens, including from the vantage points closer to the REB and from the promenade deck of the base of the REB dome. We assessed the latter of these accompanied by the parties and the REB managers. The land is about 250 metres from the REB dome. This distance, plus intervening vegetation, means the new building will not be noticed from ground level.

Paragraph 48: From the REB promenade deck, the tall built form nearby in the CBD south of Victoria Parade creates a high backdrop, which is a dramatic change from the nineteenth century view when the REB opened. The mature tree canopy is also an important change.

Paragraph 49: The taller built form backdrop of the hospital complex is also prominent. The complex creates a wall-like effect extending from the northern edge of the 12-level building at 51 Fitzroy Street, then the St Vincent's Private Hospital on Victoria Parade in the further background (with the 6-level building in Princes Street in front of it), and then the approximately 10-level buildings along Victoria Parade (with the 3-level Bolte Rehabilitation Wing in front of those buildings).

Paragraph 50: We find that when viewed from the REB promenade deck, the new building will sit 'below' but in front of this collection of buildings in the hospital complex, which are both behind and beside Salisbury Place. Combined with its more slender form than those buildings, it will have an acceptable impact on the setting of the REB and the Gardens.

Paragraph 51: Although there may be some restrictions in views from upper levels of existing and proposed buildings in the hospital complex, these are not sought to be protected by the scheme.

- A planning permit was formally issued on 2 January, 2018.
- Although approved, the development has yet to be commenced.

Key Finding

- Commentary of the VCAT emphasises and reinforces the intent for current project work to consider issues raised by built form testing to be undertaken, and whether this may have implications for new and revised planning controls relating to the WHEA.

16-22 Drummond Street, Carlton (City of Melbourne)

VCAT Citation: Grow P1 Pty Ltd v Melbourne CC [2019] VCAT1502

Summary:

- The subject site is within the Mixed Use Zone which does not include any guidance or limitation on building height.
- The subject site is covered Heritage Overlay – Schedule 1, Carlton Precinct, which is a precinct based overlay control which does not include any guidance or limitation on building height.
- The subject site is covered by Design and Development Overlay – Schedule 6, Carlton Area, which required a maximum building height of 13.5m to achieve an outcome that: *'The existing historic character of the area remains'*. Of note, the maximum building height can be exceeded, where: *'An application to exceed the Maximum Building Height must demonstrate how the development will continue to achieve the Design Objectives and Built Form Outcomes of this schedule and any local planning policy requirements'*.
- An application was lodged with the City of Melbourne for the partial demolition of the existing buildings and the construction of a five-storey building (plus basements accommodating dwellings and car parking).
- The application was refused by the Council, and an appeal against the refusal was lodged with VCAT.
- The VCAT order dated 30 September, 2019, directed that no permit was to be issued and that the Council decision to refuse the application was affirmed.
- From a review of the determination, it is noted that limited commentary was made regarding the WHEA, although DDO6 was acknowledged, and that one of its design objectives is: *'To protect and manage the values of and views to the Royal Exhibition Building'*
- The VCAT order made the following commentary which is considered relevant to the scope and context of the current project work:

Paragraph 100: The extent of the development's visibility in the Drummond Street streetscape is not acceptable. It does not comply with policy, and the extent of visibility is, in our opinion, substantial. The scale and massing of the development will detract from the heritage buildings.

Paragraph 101: The unacceptability of the proposed built form is compounded by its failure to comply with the parameters of DDO6. As demonstrated in Ms Heggen's evidence, the proposal exceeds the nominated building height in respect of all 'areas' of DDO6 that affect the review site. The extent to which the height is exceeded ranges between 1.0 and 5.0 metres.

Paragraph 105: Amongst others, the objectives of DDO6 seek to reinforce the built form character of the area as being essentially of low-rise buildings, and to ensure that any redevelopment or new development is compatible with the scale and character of adjoining buildings and the area. The proposal does not meet these objectives. The exposure of the addition in views from Drummond Street from the south-west accentuates the effect of the building's non-compliance with the MBH. Consequently, it will detract from the low-rise built form character of the area

Paragraph 111: As a result, we find the visibility of the rear additions from the south-west in Drummond Street is excessive and inconsistent with policy. It is not an acceptable outcome and will detract from the heritage significance of both the Drummond Street streetscape and the broader heritage place.

- From the above commentary of VCAT, it is clear that the VCAT turned on heritage matters relating to both the building and its context within the Drummond Street streetscape. Little if any commentary was made by VCAT regarding the WHEA and the visual prominence of the REB Dome.

Heritage commentary

This application was for partial demolition of the existing buildings, alterations and the construction of a five-storey building (plus basements) for dwellings and car parking. The site is within the Buffer Zone of the REB & Carlton Gardens World Heritage site but outside of the area of Greater Sensitivity. There was no mention of the World Heritage site in the order (Grow P1 Pty Ltd v Melbourne CC [2019] VCAT 1502).

The site in the Melbourne Planning Scheme is within the Mixed Use Zone (MUZ), Heritage Overlay Carlton Precinct (HO1), the Design and Development Overlay Carlton Area (DDO6) and the Parking Overlay. The DDO6 includes a design objective 'to protect and manage the values of and views to the Royal Exhibition Building'. However the development was outside of Area 14 which specifically referenced the REB so no further mention was made of the REB.

The existing 1872 building is a row of four double storey Victorian terraces with three having the upper level verandah enclosed. They were 'C' graded (contributory) in a Level 1 streetscape. VCAT did not support the extent of demolition which was greater than the retention of the front two rooms in the policy and did not accept that the restoration of the balconies outweighed the loss of the heritage fabric. They did not accept removal of fabric not visible from the street, finding that 'the further removal of original fabric will undermine the authenticity of the remaining historic fabric'. VCAT referred to clause 22.05 'Higher rear parts of a new building, and of an addition to an existing graded building, should be concealed in a Level 1 streetscape' and found the proposed development was not consistent with this policy. No permit was granted.

Key Finding

- Commentary of the VCAT emphasises and reinforces the intent for current project work to consider whether the existing controls relating to the WHEA are adequate enough to ensure they properly inform and influence future development decisions.



'Magic Tower' concept at 2 La Trobe Street

'Magic Tower', 2 La Trobe Street, Melbourne (City of Melbourne)

Summary:

- This development concept is referenced as an item of interest, although it does not constitute an actual development proposal as no planning application has been formally lodged for consideration/determination.
- From available online information, the development concept involves a 60-storey (330m) residential apartment tower proposed on a vacant part of the Royal Society of Victoria site, which itself is listed on the Victorian Heritage Register (VHR H0373).
- It is understood that the project was commissioned by The Royal Society of Victoria in 2018 as a conceptual design project, intended to start a conversation regarding a potential future development.
- Available design concept information highlighted that if the project was realised it would be the southern hemisphere's tallest skyscraper on a land plot about half the size of a tennis court.
- Despite there being information available within and general awareness of the Magic Tower in the public realm, it is highly unlikely that such a development would be granted planning approval, both due overall height and scale, as well as the listing of the site on the Victorian Heritage Register.
- However, technically speaking, there are currently no height restrictions which apply to the subject land (currently zoned MUZ with no DDO but located within the existing WHEA - greater sensitivity boundary).

Key Finding

- The impact of such a development, particularly when viewed from the northern forecourt between the REB and Melbourne Museum clearly demonstrates the imposing visual impact such a development would have on the setting and backdrop of the REB.

5.0 Assessment of the World Heritage Environs Area

Overview

The WHEA defines the northeastern part of the rapidly evolving CBD. Since 2007, planning and development context of the WHEA and its surrounds have changed considerably.

Information gathered from the assessment of data and documentation of field works informed contextual understanding of existing and emerging conditions of the WHEA and its surrounds. It forms a useful foundation to understand valued attributes and potential threats to the REB and Carlton Gardens.

Assessment of the WHEA includes:

- Urban Structure;
- Land Use & Activity;
- Access & Movement;
- Landscape & Public Realm; and
- Built Form & Scale.



19th Century streetscapes of Carlton



Towers of the expanding CBD



19th Century streetscapes of Fitzroy

5.1 Urban Structure

Overview

Predominately the subdivision pattern reflects the area's initial era of development, which dates to 1839 and incorporates some of the earliest land division beyond the Hoddle Grid.

- The WHEA comprises varied allotment sizes which facilitate the development of diverse building types and land uses.
- The subdivision pattern typically has a robust and permeable street grid pattern, arranged into regular urban blocks with the provision of rear lanes.
- Street widths within the Carlton and Melbourne areas (City of Melbourne) are typically broader than those within the Fitzroy area (City of Yarra) and a legacy of the different City planning requirements at the time.
- West of Rathdowne Street, urban blocks are mostly orientated north-south and land consolidation over time have eroded some of its rear laneway networks. North of Carlton Street and east of Nicholson Streets are mostly east-west orientated urban blocks and with a more intact rear laneway network.
- Where the Hoddle Grid intersects with Victoria Street are irregularly shaped urban blocks capped by triangular parcels. Existing built forms occupying the triangular parcels are visually exposed from multiple vantage points. Some of these sites contain public open space, acting as a forecourt to its adjoining development. At this intersection are two State listed heritage places, Horticultural Hall and the Royal Society buildings.
- Subdivision pattern within the WHEA is varied. Fine-grained allotments with few consolidations define its northern sector. As it transitions towards the Hoddle Grid (and within Hoddle Grid) are larger allotments and super blocks currently in various titles but within common ownership. An example of this is the St Vincent's Hospital along on Victoria Parade, the Academy of Mary Immaculate on Nicholson Street and the Sacred Heart Catholic Church on Rathdowne Street.
- These super blocks are the exception rather than the norm. Drummond Street is nearly all terraces and the streets off Nicholson (with the exception of Gertrude) are largely terraces or cottages.
- Lots fronting Rathdowne Street (between Grattan and Queensberry Streets) and along Victoria Street/Parade are larger reflecting their various institutional uses.
- Existing strata-titled properties, including high rise residential and mixed-use developments, are less likely to change in the short to medium terms.
- The prevailing lot depth is between 20-50m. Shallow lots of less than 20m generally occur in the northern reaches of the WHEA, within the residential hinterland of Carlton. Any lot deeper than 50m is either within the Hoddle Grid, generally south of Victoria Street/Parade or associated with institutional land use.
- Lot width is the most varied subdivision attribute within the WHEA and often dictates the diversity in the lot sizes. Consistent with lot area and depth, the narrowest lots (less than 10m wide) are predominately located to the north, within the residential streets.

Key Findings

- The Statement of Significance describes the key heritage attributes of the WHEA, including fine grain allotments, principal streets and laneways, which are part of the urban structure to be protected.
- Allotments north of Grattan, Carlton and King William Streets are highly fine-grained with regular depths, indicating they are less likely to undergo a considerable change.
- Where the subdivision pattern is irregular there are deep allotments, some with multiple street frontages. There is an opportunity for future development on deep sites to be set back considerably from the heritage frontage to ensure visual concealment viewed from the street level. It is recommended that the visual impact of taller forms should also be considered from other public vantage points to ensure it does not adversely impact on the 19th-century skyline.
- Some of the larger sites with multiple frontages (i.e. the Academy and Sacred Heart) are on the VHR and future development will be in accordance of the *Heritage Act 2017*.

Royal Exhibition Building & Carlton Gardens Strategy Plan

Lot area

Legend

WHEA Boundary

LGA Boundary

Royal Exhibition Building

1 - 200

200 - 500

500 - 1000

1000 - 2000

2000 - 5000

5000 - +

Laneways

Common Ownership

Group 1

Group 2

Group 3

Group 4

Adjoining lots under common ownership

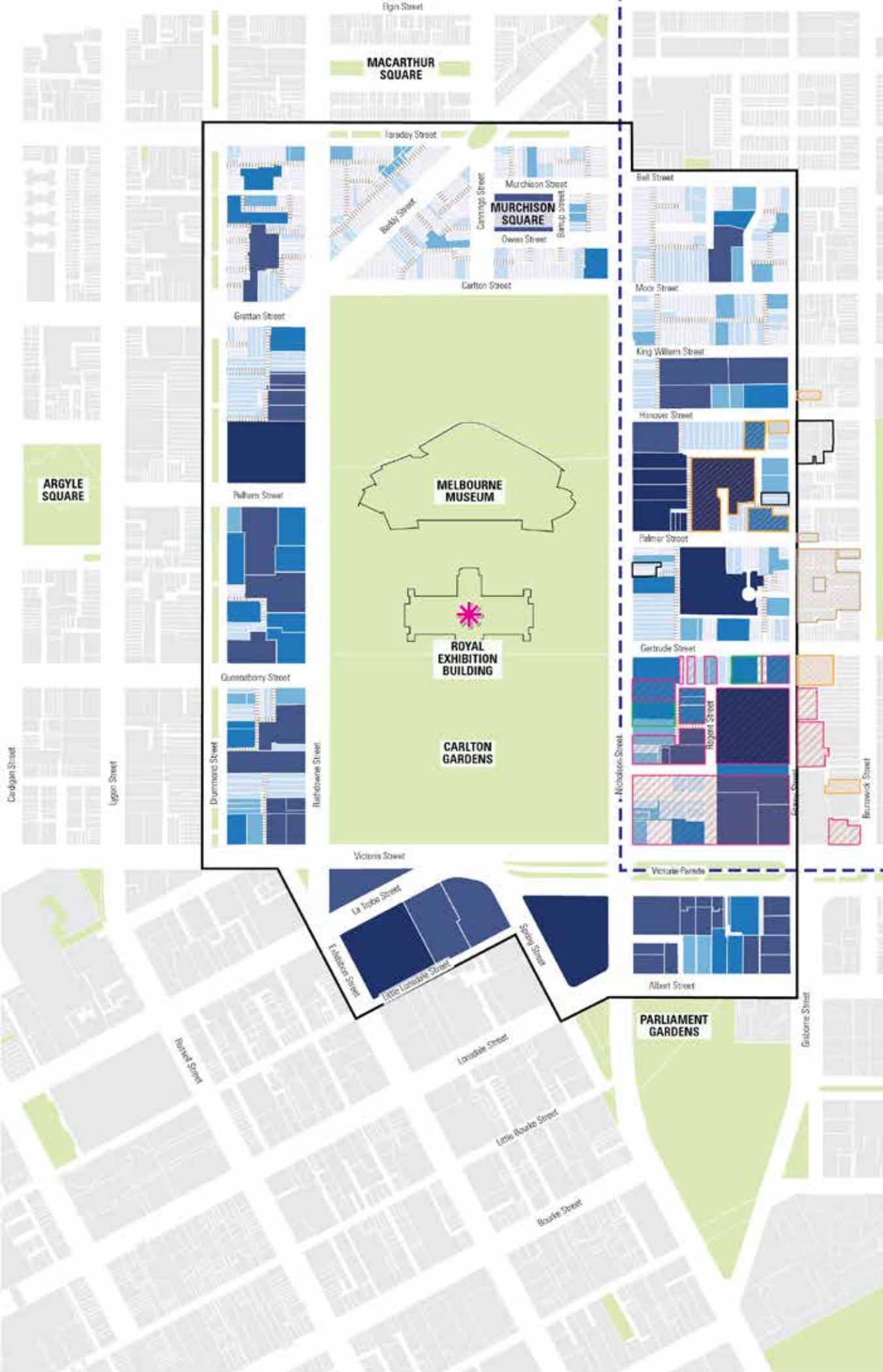


Figure 7 - Lot Sizes

Project Ref: 2019007
 Draw No.: U00-001
 Scale: 4800 @A3
 Date: 07.01.2020
 Revision: A

Hansen Partnership Pty Ltd
 Melbourne | Vietnam
 Level 4 136 Exhibition St
 Melbourne Vic 3000
 T 61 3 9654 8944 F 61 3 9654 8088
 E info@hansenpartnership.com.au
 W www.hansenpartnership.com.au



Royal Exhibition Building & Carlton Gardens Strategy Plan Lot depth

Legend

- WHEA Boundary
- LGA Boundary
- Royal Exhibition Building
- 0-10m
- 10-20m
- 20-50m
- 50-100m
- 100->

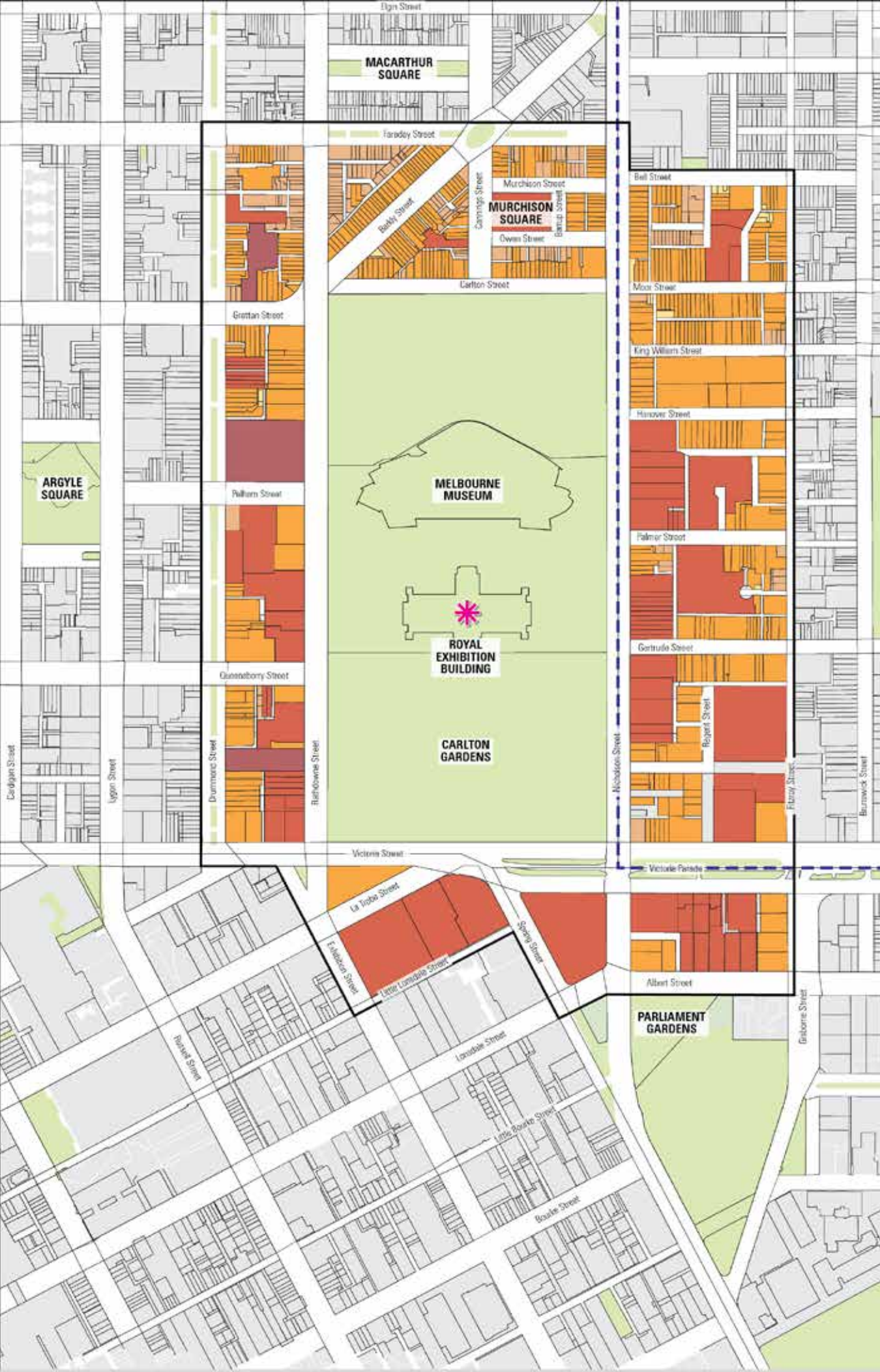


Figure 8 - Lot Depth






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 Draw No: U00-001
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 Date: 07.01.2020
 Revision: A

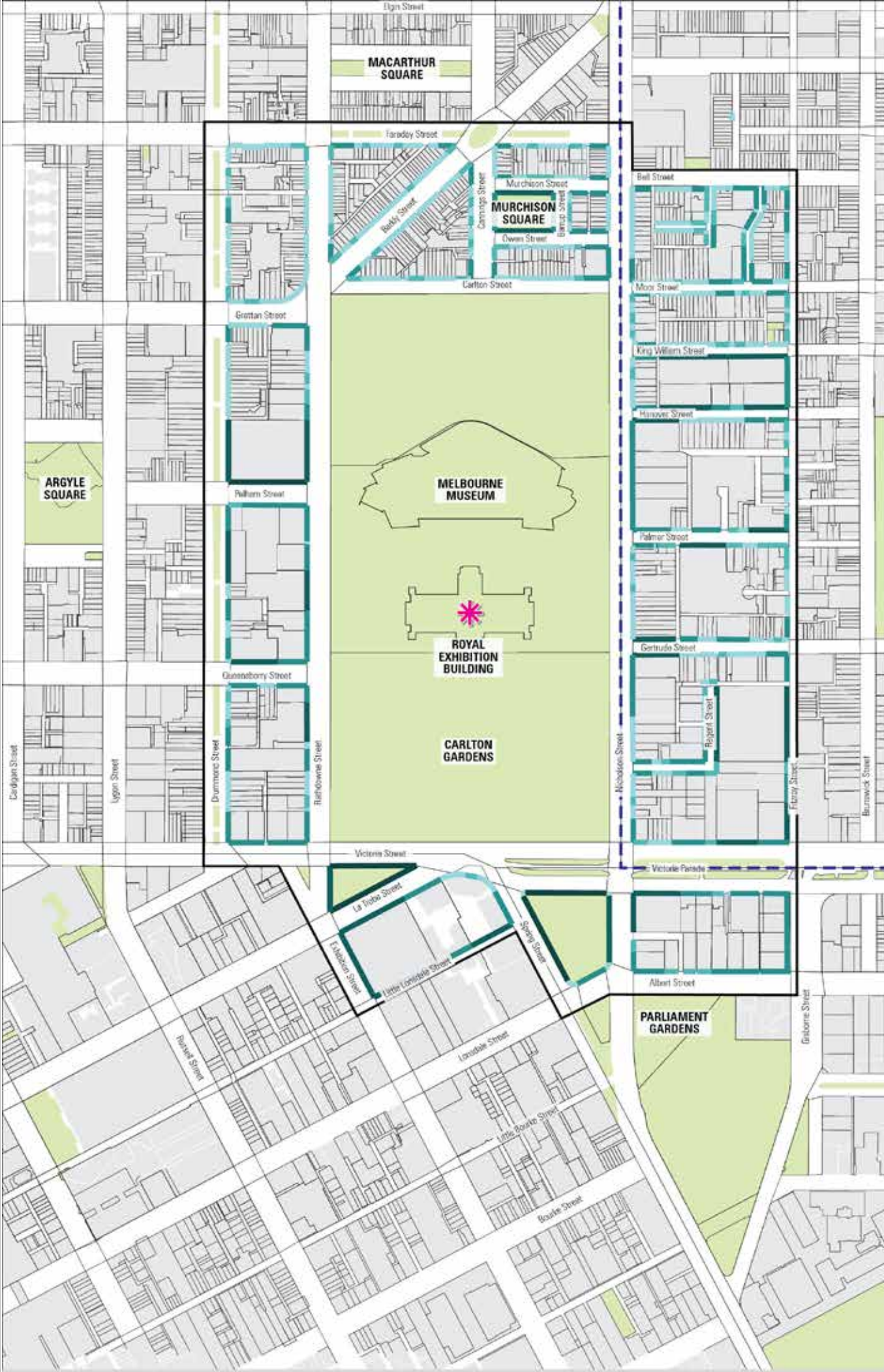


Royal Exhibition Building & Carlton Gardens Strategy Plan

Lot width

Legend

- WHEA Boundary 
- LSA Boundary 
- Royal Exhibition Building 
- 0-10m 
- 10-20m 
- 20-50m 
- 50-100 
- 100-> 



5.2 Land Use & Activity

This analysis seeks to investigate key areas of activity in the study area and surrounds, in order to understand static or transient locations (hotspots) and their relationship to the REB and Carlton Gardens.


































- Immediately across Carlton Gardens is lack of a continuous active strip with a mix of uses. The exception to this is the Hospital Precinct centred around St. Vincent's Hospital and medical research facilities at the southeast corner of the WHEA.
- Spatially, the Carlton Gardens presents as a 'break' in an urban fabric bound by the highly active CBD to the south, and more local active activity spines of Lygon, Gertrude and Brunswick Streets north of Victoria Street.
- A mix of medium-density housing developments with singular commercial and food and beverage tenancies dispersed along Rathdowne Street, south of Pelham Street. North of Pelham Street is institutional and education facilities comprising the Sacred Heart Catholic Church, Corpus Christi College and Carlton Gardens Primary School.
- Similarly, Nicholson Street is also defined by a mix of institutional and dispersed commercial activity (mainly south of Gertrude Street) and residential uses to the north. Corner allotments often accommodate non-residential uses.
- Urban blocks to the north of Carlton Street are a tightly held residential neighbourhood extending to the commercial strip of Elgin Street.
- Within the Gardens, there is a stark contrast between the north and south sides. The north side accommodates a mix of recreational facilities such as Carlton Gardens Tennis Club, a basketball court and a children's playground. On the north side of the REB is Melbourne Museum's forecourt, which hosts seasonal events such as markets and exhibitions.
- This northern forecourt is a major public thoroughfare and public gathering space, and constitutes a key public vantage point to view the northern elevation of the REB and its Dome.
- On the south side of REB is the formal Garden with ceremonial arrangement. It represents the 'front door' and formal approach to the REB. It hosts various seasonal events such as the Melbourne International Flower and Garden Show and Melbourne White Night.
- Public seating is generally arranged alongside main internal circulation paths or adjacent to recreational facilities.
- To the southeast of the Carlton Gardens is a precinct comprising civic functions including government offices, the Royal Australasian College of Surgeons, MFB Fire Station, some religious institutions and parliamentary buildings further south. While this 'civic precinct' is largely concentrated south of Victoria Parade and east of Spring Street, it bleeds north of the Parade, enveloping the medical precinct of St. Vincent's Hospital and its allied health institutions.
- Commercial, retail and institutional precincts in the study area and surrounds are well-connected to the public transport network. High pedestrian footfall within the Study Area, especially around its southern, western and eastern parts aligns with a high number of public spaces where views to the Dome are more frequent and relevant from wayfinding perspective.
- Urban blocks are generally well serviced by rear laneways, allowing front-of-house address to the streets surrounding Carlton Gardens. The exception is the urban block bound by Queensberry, Drummond, Pelham and Rathdowne Streets where there are limited laneways. However, basement entries to residential and commercial buildings occur on side streets, away from the primary Rathdowne Street address.
- Given the zoning regime and extensive heritage control surrounding the Carlton Gardens, it is unlikely that the existing land use pattern or nature of the activity is likely to change in the future.

Key Findings

- The CBD and nearby retail/ civic and institutional precincts feed activity into the Carlton Gardens.
- The health and institutional precinct at the southeastern part of the WHEA will continue to regenerate over time and will be a specialised destination.
- Institutional and commercial activities also occupy the western part of Rathdowne Street, some are contained within existing heritage fabric and MUZ sites.
- The land use and activity pattern are less likely to undergo a significant change in the short terms noting current zoning regime.
- The Spring Street axis is defined by some of Melbourne's grand heritage and institutions.
- It is recommended that public transport nodes (i.e. tram stops/ station entries) and publicly accessible open space including the Museum forecourt are key locations where views to the Dome and REB should be prioritised.

Royal Exhibition Building & Carlton Gardens Strategy Plan Land Use & Activity

Legend

- WHEA Boundary 
- LGA Boundary 
- Royal Exhibition Building 
- Office/Commercial 
- Residential 
- Community/Civic 
- Medical 
- Passive Open Space 
- Active Open Space 
- Capital City Zone 
- 'Civic' Precinct 
- Commercial Zone 
- Active frontage 
- Back of house 
- Key pedestrian connection 
- Activity node 
- Public seating 
- Landmark 
- Train station entrance 
- Main tram stop 
- Traffic barrier 
- Static experience 
- Primary building entrance 
- Major Supermarket 
- Church 
- Community Centre 
- Theatre 
- Education 
- Healthcare 
- Restaurant (not within strip) 
- Civic 
- Public toilet 
- IMAX Melbourne Museum 
- Melbourne Museum 
- Bunjilaka Aboriginal Cultural Centre 

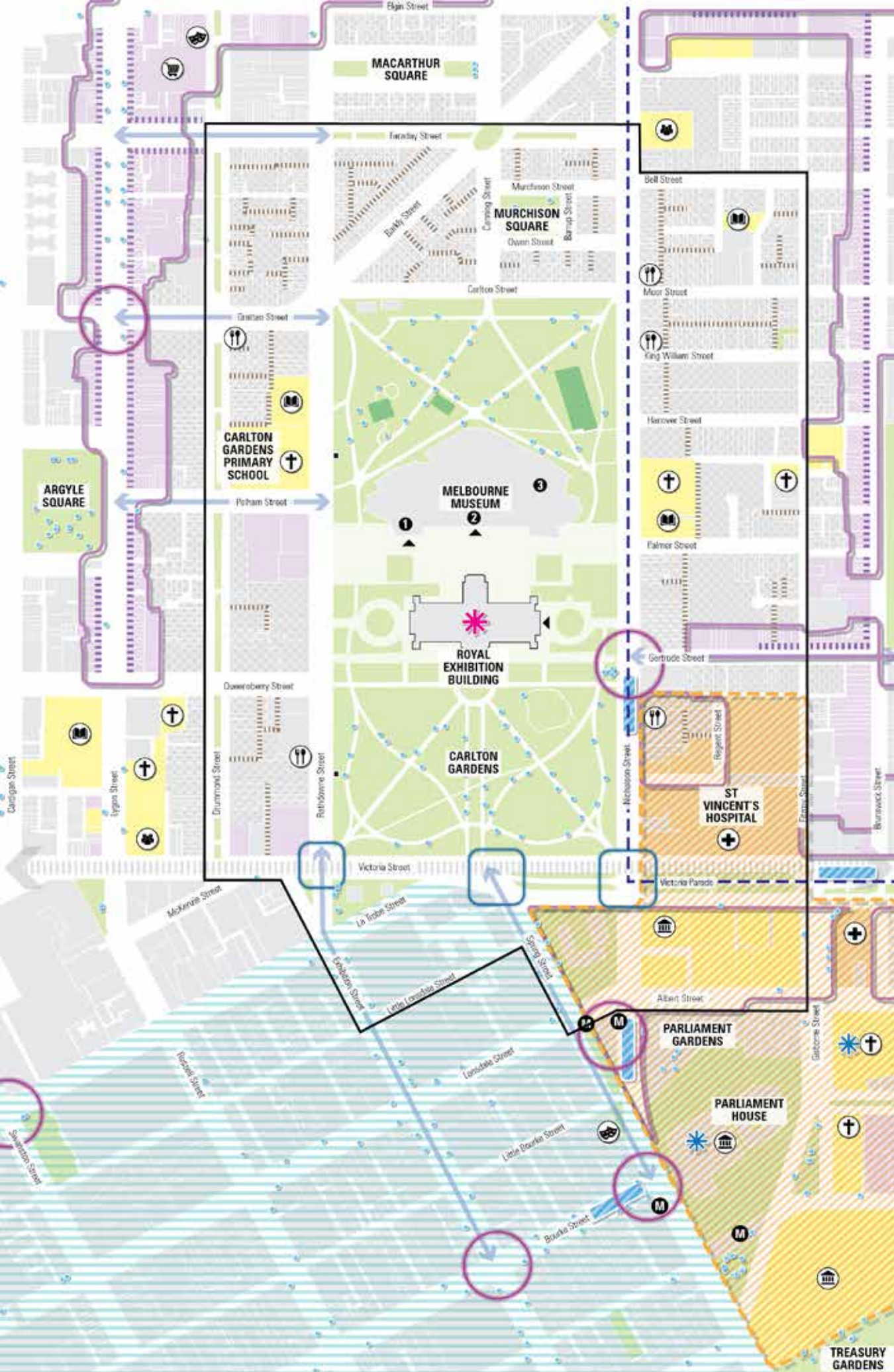


Figure 10 - Land Use & Activity

5.3 Access & Movement

This analysis seeks to investigate how Carlton Gardens is embedded within the surrounding movement network. Understanding key desire lines, thoroughfares, key points of arrival and departure and mass transit hotspots is important in investigating locations where the Dome is frequently and infrequently viewed from. Key findings are as follows:

- The east-west Queensberry, Pelham and Grattan Streets provide important pedestrian and cycling connections to the University and Lygon Street Precincts further west.
- With Victoria Parade/Street hosting multi-nodal public transport and vehicle through-traffic, the street is subject to high levels of east-west traffic flows. This increases wait-times for pedestrians seeking to cross between the CBD and the Carlton Gardens or Rathdowne and Nicholson Streets. While this is a pedestrian permeability challenge, it also results in static views toward the Gardens and the REB, largely framed by the canopy tree-lined pathways.
- The central-western entrance emerges as a movement hotspot with the Gertrude/Nicholson Street super tram stop aligning with the central east-west axis, also part of the Principle Bicycle Network. With Gertrude Street also providing pedestrian and cycling links to the Brunswick and Smith Street Activity Centres further east, this threshold is a key entrance into the gardens. More broadly, views toward the Dome are prominent along the southern footpath of Gertrude Street.
- Queensberry, Pelham and Grattan Streets provide important east-west pedestrian connections to the Lygon Street retail strip and the Parkville National Employment and Innovation Cluster (NEIC) further west.
- Particularly on the western side of Carlton Gardens are a number of 30m wide streetscapes. Where these streets intersect (i.e. Queensberry and Drummond Streets), a generous viewing aspect is available.
- To the east, Gertrude Street provides the major pedestrian connection toward the Brunswick and Smith Street Activity Centres. The central east-west pedestrian path in the Gardens provides a connection between Gertrude and Queensberry Streets, both aligned with a high degree of visual exposure toward the Dome.
- Additionally, with both of these streets segments of the Principle Bicycle Network (including the east-west path within the Gardens), it becomes a key corridor worthy of further investigation as it provides connectivity between multiple retail precincts and the Parkville NEIC further west. The Dome centrally anchors this corridor as a wayfinding element integral to the journey.
- The City of Melbourne urban blocks present as more regular, resulting in a conventional grid-based movement pattern. Urban blocks within the City of Yarra (east of Nicholson Street) are more irregular, resulting in a more winding pedestrian experience.
- High densities of employment and commercial activity paired with multi-nodal transit connections at Parliament Station result in a high viewing frequency of the Dome from and through the wide and open profile of Spring Street.
- Nicholson Street, Victoria Street and Victoria Parade are within the Road Zone Category 1 (RDZ1) under the management of VicRoads.

Key Findings

- The axial layout of the Gardens and internal paths link to broader transport and movement networks.
- Tram and bus stops are located along key east- west axes with some of the infrastructure concealing views to the REB in parts along Nicholson Street.
- A higher traffic volume expected along Nicholson Street (RDZ1) and requirement to accommodate multitude modes of transport may affect the heritage streetscape.
- The Victoria and La Trobe/ Spring Streets intersection is a key arrival point and approach into the REB and Carlton Gardens, with a direct link to the grand north- south central axis.
- Parliament Station entrances and adjacent tram stops are key feeders into the Dome's area of visual influence.
- The Dome is a key wayfinding element that is visible in the wider movement network, central to surrounding nodes such as the CBD, Parkville NEIC and the Lygon, Gertrude, Brunswick and Smith Street activity spines.

Royal Exhibition Building & Carlton Gardens Strategy Plan Access & Movement

Legend

- WHEA Boundary 
- LGA Boundary 
- Royal Exhibition Building 
- Underground railway 
- Train station entrance 
- Tram line/ stop 
- Bus route/ stop 
- Principle Bicycle Network 
- Pedestrian Network 
- Key pedestrian connections 
- Road Zone Category 1 (R1Z1) 
- Arterial Road 
- Gardens Entrance 
- Basement Entrance 
- Museum Car Park User Access 
- Pedestrian operated crossing 
- Signalised intersection 
- Major junction 
- Road closure 

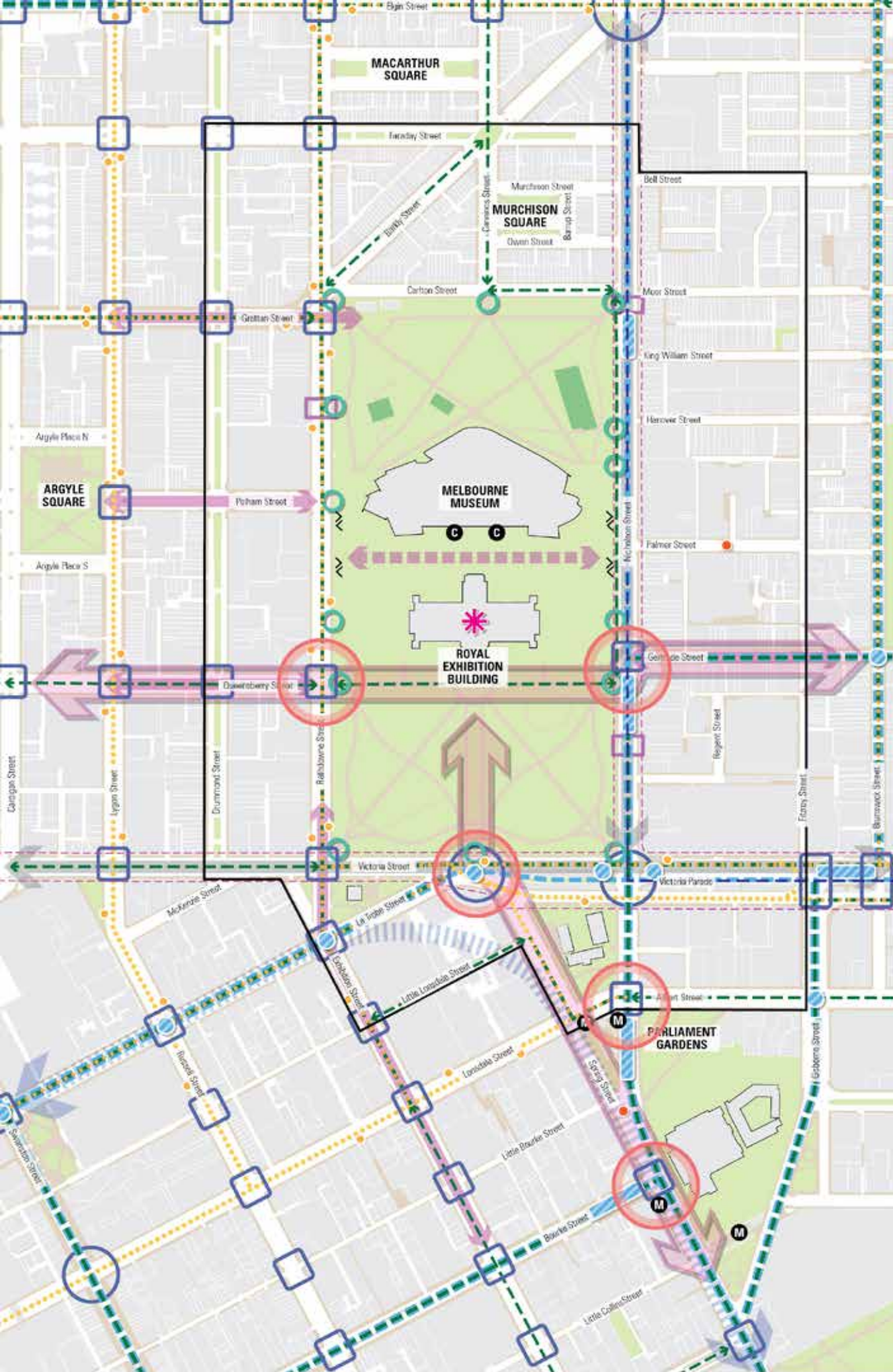


Figure 11 - Access & Movement



5.4 Landscape & Public Realm

This analysis seeks to investigate attributes key to the landscape and public realm fabric within, framing and surrounding the Carlton Gardens. It seeks to inform how people experience the aesthetic and physical qualities of the area that influences the visual experience.

- The open space network and garden setting that bounds the north-eastern corner of the CBD provides an openness that is available from the Carlton Gardens, through to the Parliament and Treasury Gardens further south. This triangulated parklands, garden setbacks and plazas results in greater viewing opportunities toward the REB from the CBD.
- To a lesser degree to the south-west, gardens surrounding the Royal Society of Victoria building and adjacent Exhibition Street Reserve result in an open threshold that 'demarcates' the Hoddle Grid edge, in and out of the CBD. Views toward the Carlton Gardens emerge as pedestrians approach La Trobe Street from the south. Views toward the Dome are however largely concealed within dense canopy vegetation within the public and private realms. It is noted that the City of Melbourne's Urban Forest Strategy has the ambitions to retain canopy cover within public and private realms. This discussion paper will continue to assume that certain views to the Dome, REB and Carlton Gardens will continue to be concealed by vegetation (existing or future replacement).
- Within the study area are public spaces varying in function and fabric both within and outside of the Carlton Gardens. Plazas and forecourts are most prevalent immediately surrounding and between the REB and Museum buildings, softened by formal garden spaces and raised lawn areas. North of the Museum is large lawn areas with active facilities including a playground, a public basketball court and a private tennis club. To the south are formal gardens and ponds surrounded by lawn areas framed by pathways.
- The density of billboards and signage is noticeably higher toward the south-east of the study area on façades of CBD buildings or in association with medical buildings at St Vincent's Hospital. It is noticeably less evident toward the west in the largely fine-grain residential setting of Carlton.
- Within the Carlton Gardens, vertical feature signage associated with the museum are notable objects in the public realm. These are located centrally at the western and eastern edges of the forecourt between the Museum and REB.
- Victoria Parade and Drummond, Canning and Faraday Streets comprise a distinct green streetscape typology. The 30m wide boulevards contain landscape medians with canopy plantings, with footpaths at each side of vehicle carriageways.
- Studying the canopy cover reveals streetscapes and lanes not densely lined with trees, where visibility toward the Dome may be more exposed. This includes Pelham Street, Gertrude Street, Marion Lane, Princes Street, Faraday Street.
- Topographically, the Museum and REB are sited on a high point in the local context along a ridge line traversing through the gardens between the northwestern and southwestern corners. South of the ridge line, the land falls away through the CBD toward the Yarra River. North of the ridge line, land falls away toward the northeast. The siting of the buildings at a highpoint in the local context contributes to their landmark status, increasing their visual exposure in the surrounds.
- Views toward the Dome are more common along from corners at street intersections, while views toward the flag are more frequently glimpsed mid-block within streetscapes or at small openings at laneways.
- While the Carlton Gardens surrounding the REB provides 'relief' in the built environment, there is limited visibility toward the Dome at its edges due to dense canopy cover.
- The primary paths within the gardens, both on linear and diagonal axes, are lined with interlinking canopy trees, concealing views toward the Dome until opening upon arrival.
- Beyond the extent of the study area, longer-range views are available from key public realm locations such as the south edges of Argyle Square (Carlton) and the Parliament Station entrance opposite Gordon Reserve (Melbourne).
- The parks and plazas traversed by Pelham Street to the east (including Argyle Square) provide relief in the built environs, potentially opening up views toward the Dome.
- Canopy vegetation within and lining the perimeter of the Carlton Gardens creates green terminal views from perpendicular side streets - key to the local landscape and visual setting.
- A public forecourt and front door to the Melbourne Museum has a direct interface with the REB's northern elevation. It replicates the REB's east-west historical axis, with connection to Palmer Street (east) and Rathdowne Street (west). This forecourt is also highly utilised for seasonal events and passive public recreational use.

Royal Exhibition Building & Carlton Gardens Strategy Plan Hotspots - Public Realm and Open Space

Legend

WHEA Boundary	
LGA Boundary	
Royal Exhibition Building	
Plaza/Urban Space	
Garden	
Park	
Active open space	
Median	
Landscape setback	
Sidewalks	
Bluestone Kerb Carlton Gardens	
Tree canopy	
Water feature	
Canopy confined view	
Views to Dome (Existing DDOs)	
Views to Dome (Proposed)	
Views to Dome (Flagpole, Lantern and Dome)	
Terminal view to Gardens perimeter	
Exposed views	
Activity node	
Active frontage	
Slope	
Ridge line	
Billboards	
Telecommunication tower	
Signage	
Public toilet	
Primary building entrance	
Gardens Entrance	

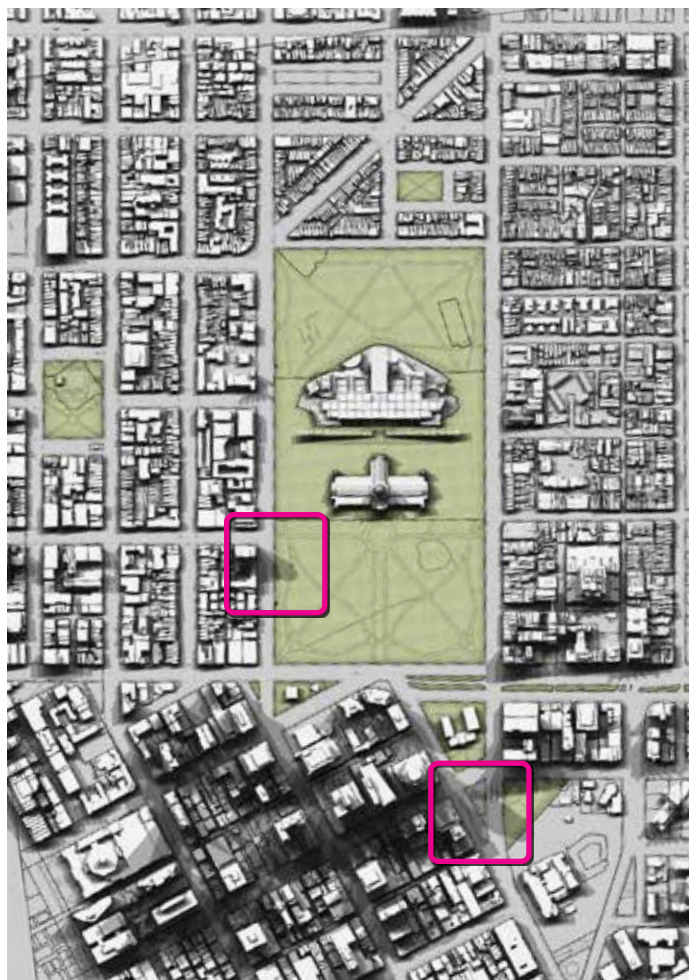
Melbourne Museum	1
Melbourne Museum Playground	2
Melbourne Museum Basketball Court	3
Carlton Gardens Tennis Club	4
Exhibition Street Reserve	5
The Royal Society of Victoria	6
Collage of Surgeons Gardens	7
King Williams Reserve	8

Key Findings

- Canopy vegetation within the Gardens and adjoining streets potentially screen the Dome from key views seasonally, while projecting wider viewsheds through streets lacking in vegetation (ie. Gertrude Street).
- Deciduous street trees lining perpendicular streets (i.e.. Queensberry Street) will have greater visual exposure to the Dome seasonally.
- The open, green setting along Spring Street provides visual relief in the built environs of the CBD and creates a vista toward the Dome extending further south.
- The internal key axes lined with canopy trees frame views on the approach to the REB.

Figure 12 - Public Realm & Open Space

5.5 Overshadowing to Public Realm



Spring shadows between 11.00am and 3.00pm

Impact Summary

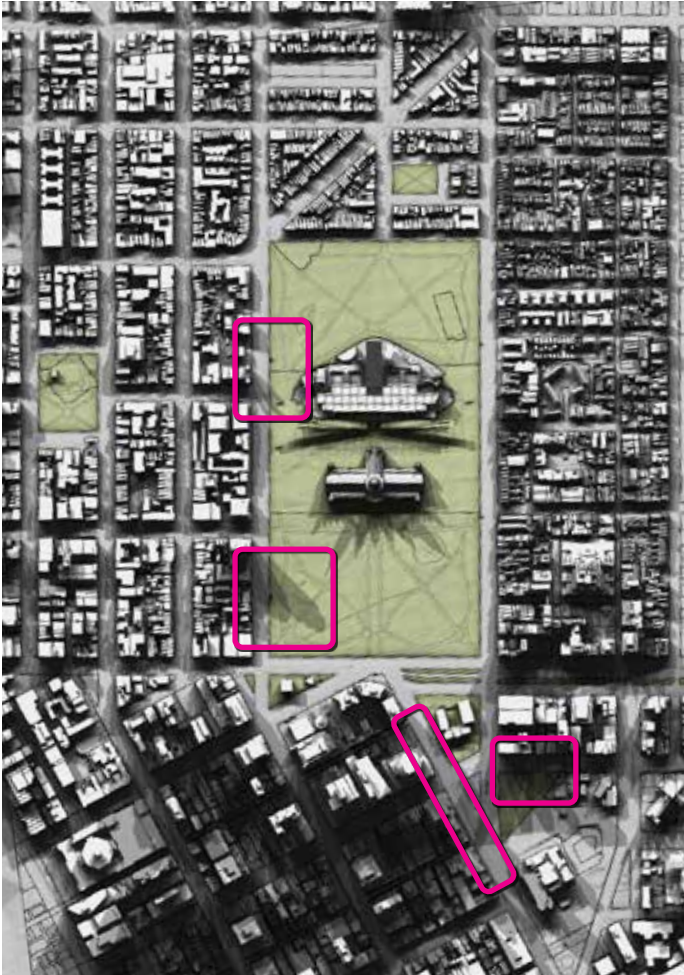
- The Gardens and the surrounding footpaths are generally unaffected by overshadowing in Spring except for a portion overshadowed by the anomalous 1 Queensberry Street building. The building projects shadow to the opposite footpath as well as approximately 35m into the Gardens onto lawn areas and internal paths.
- The Spring Street and Nicholson Street road reserves are impacted by shadows cast by high-rise buildings. This includes footpaths designated as locations where views to the Dome are to be protected from.



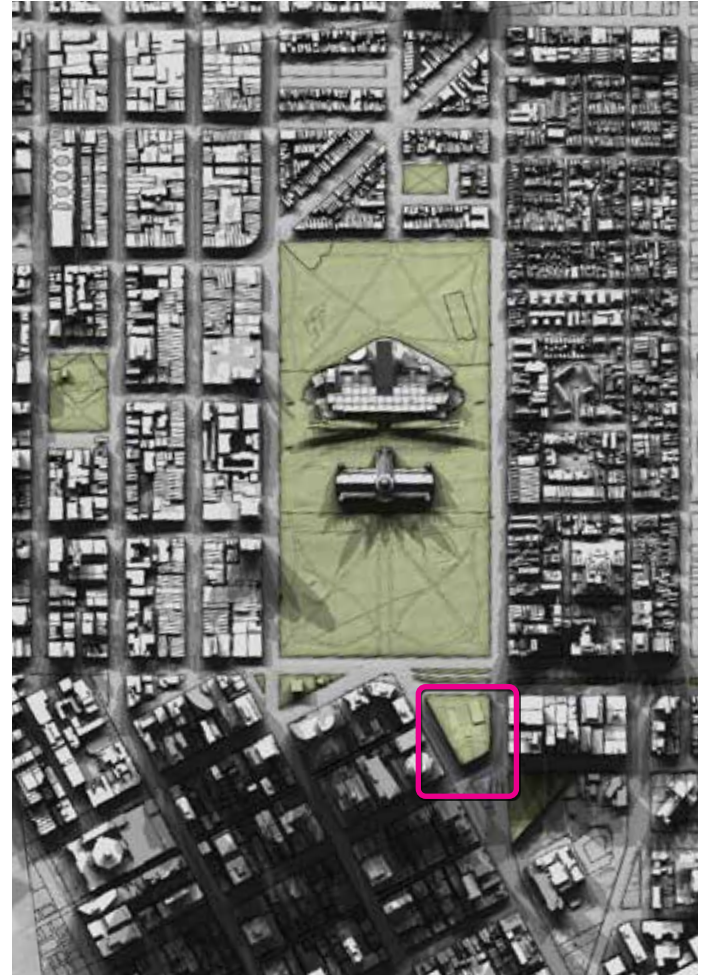
Spring shadows between 11.00am and 3.00pm

Impact Summary

- Additional shadow caused by recent development and development envelopes permitted under DDO controls generally do not have implications for areas within the WHEA, particularly the Carlton Gardens and perimeter footpaths.
- Additional shadow is observed within CBD WHEA streetscapes, particularly Little Lonsdale Street due to approved tower development (Shangri La Hotel development)
- The DDO13 envelope at the College of Surgeons site casts additional shadow to the Spring, Lonsdale and Albert Street road reserves.
- The analysis indicates that DDO6 (Melbourne) and the interim DDO38 (Yarra) are effective in maintaining solar access to the south side of Queensberry and Gertrude Streets during Spring.



Winter shadows between 11.00am and 3.00pm



Winter shadows between 11.00am and 3.00pm

Impact Summary

- The Gardens and the surrounding footpaths are generally unaffected by overshadowing in Winter except for a portion overshadowed by the anomalous 1 Queensberry Street building, presenting a greater shadow than the Spring test (upwards of 70m into the southwest corner of the Gardens).
- A narrow shadow is cast along the western footpath surrounding the Gardens by architectural elements of the Sacred Heart Church.
- North of Victoria Parade, Nicholson Street's western footpath is unaffected by overshadowing. To the south, Spring and Nicholson Street road reserves are impacted by shadows cast by high-rise buildings. This includes footpaths designated as locations where views to the Dome are to be protected from. Parliament Gardens are also significantly overshadowed in Winter months.

Impact Summary

- Due to the level of shadow already caused by CBD forms during Winter, additional shadow from recent and active development applications are generally indiscernible, blending into existing shadows.
- A noticeable addition is shadow cast by the DDO13 envelope at the College of Surgeons site to the Spring, Lonsdale and Albert Street road reserves.

5.6 Built Form

This analysis seeks to investigate the historic and emerging built form setting that frames spaces and streetscapes in the study area. It seeks to understand the 19th-century character of the study area and scale of the built form interfaces framing corridors - both vertically through height and horizontally through a setback. The analysis provides insight into the changing nature of the built form environs which ultimately shape views to and from places.

- The built form scale of the area essentially comprises low-rise buildings north of Victoria Street offering a notable contrast from hyper towers within the Hoddle Grid into the Hospital Precinct, that generally comprises medium-rise institutional typologies. Exceptions to this general pattern include DHHS housing towers and 1990s apartment buildings.
- North of Victoria Street is predominantly residential streetscapes comprising 1-2 storey 19th-century buildings under heritage overlay. These consistent fine-grained residential streetscapes are occasionally punctuated by prominent 3-storey 'grand' residential buildings or hotels.
- Closer to the CBD, urban blocks generally comprise a hard edge to the street with fewer landscape setbacks. This disintegrates towards the north where they are more common, providing a softer edge and contributing to the green character within street profiles with plantings in front setbacks. However, properties lining to the northern side of Carlton Street comprise minimal landscaping and present starkly to the street.
- Terrace buildings are typically built to their street boundary, however shallow insets provide for ground-level patios and upper-level balcony spaces, adding depth and visual interest to their façades. Fitzroy east-west streets more typically comprise ground level garden setbacks, particularly north of Gertrude Street.
- Victoria Street is a distinct boundary in built form scale, with city tower forms abruptly transitioning to a low-medium scale to the north. The Hospital Precinct is an exception to this where medium-scale form filters north of Victoria Parade. This stark transition is also strengthened by low rise forms within gardens settings in green wedges of land where the Hoddle Grid meets urban blocks north of Victoria Street/Parade.
- North of Victoria Street, there are two clear 'punctuations' in building height, presenting at St Vincent's Hospital along Fitzroy Street, and at the southern corner of Queensberry and Rathdowne Streets.
- The 16-storey building at 1 Queensberry Street represents a clear departure in the existing (and preferred) building heights, and is considered to be an aberration in this context. It is a prominent feature in the Drummond Street streetscape between Queensberry and Victoria Streets.
- Within the WHEA, street walls are generally low (1-2 storeys) along residential streets. A number of 2-storey 19th Century buildings are taller than contemporary 2-storey buildings (illustrated as 'Grand Residential' on Figure 13).
- Street walls at corners are generally taller, 'bookending' consistent stretches of streetscapes. Street walls wrapping institutional forms in the hospital precinct present as the taller street walls within the WHEA.
- The predominantly low building scale north of Victoria Street increases visual exposure toward the Dome, particularly through streetscapes with a low 'framing' of 1-2 storeys street walls resulting in an open viewing experience, such as within long stretches of Queensberry and Gertrude Streets.
- Stretches of low-scale buildings allow views of the Dome over buildings, such as views along Marion Lane over buildings fronting Nicholson Street. Apart from the openness of Spring Street, views from the CBD are limited due to the height, mass and density of buildings.
- A high density of recent and active development proposals are clustered in the northeastern corner of the CBD in blocks bound by Russell Street, Lonsdale Street, Victoria Street and Spring Street. While the majority of these are not located within the study area, they have a strong influence on the changing CBD skyline when viewed from the REB and Carlton Gardens, framing foreground elements in the skyline panorama.
- There is generally limited development activity north of Victoria Street, due to the fine-grain heritage urban fabric and limited availability in vacant or large land holdings. Within the WHEA, there is an 8-storey development approval at 34-36 Nicholson Street.

Royal Exhibition Building & Carlton Gardens Strategy Plan Hotspots - Built Environment

Legend

- WHEA Boundary
- LGA Boundary
- Royal Exhibition Building

Building Heights:

- 0-4m (0-1 storey)
- 4-8m (1-2 storey)
- 8-12m (2-3 storey)
- 12-20m (3-5 storey)
- 20-32m (5-8 storey)
- 32-44m (8-11 storey)
- 44-56m (11-14 storey)
- 56-80m (14-20 storey)
- 80 + m (20+ storey)
- Anomaly punctuation

Development:

- Approved
- Applied
- Under Construction
- Completed

Street Wall:

- 1-2 Storey
- 3-4 Storey
- 5-6 Storey
- 6+ Storey
- Grand Residential 1-2 Storey
- Grand Residential 2-3 Storey
- Grand Residential 3+ Storey
- Landscape Frontage
- Blank Wall

Built Form Scale:

- High
- Medium
- Medium Low
- Low

City of Melbourne Heritage Streetscape Levels:

- Level 1
- Level 2
- Level 3

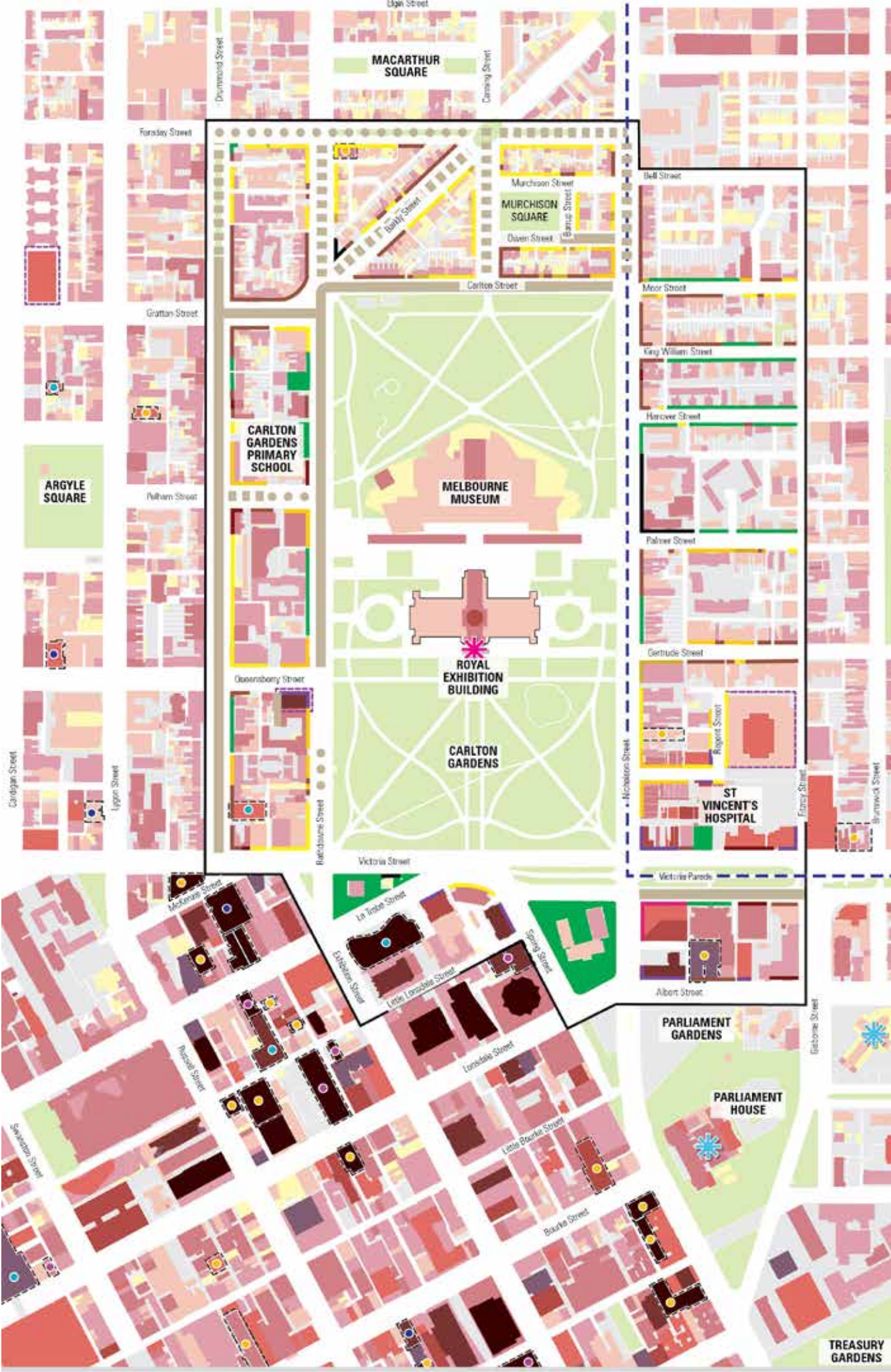


Figure 13 - Built Environment

- Recently completed and active development applications with the potential to impact on peripheral views to and from the Carlton Gardens and Dome are set out in the table below with address, primary land use, storeys, typology and status.
- The most common contemporary construction and application are the podium-tower, typically applying to the taller developments such as the Shangri La development at 310-326 Exhibition Street, concentrated within the CBD.
- While some developments are classified as 'podium' typologies as per the Melbourne Development Activity Model, they are generally more legibly perceived as tower developments given their extruded height and lack of distinguishable 'base' such as the 37 storey building at 9-12 Mackenzie Street.
- Urban blocks bound by Russell Street, Little Lonsdale Street, Victoria Street and Spring Street are undergoing significant change with implication on the northern city skyline when viewed from the Carlton Gardens.



Recently constructed high rise development at Victoria Street & Mackenzie Street

Table 1: Recent Development (Application, Approved, Constructed)

Address	Primary Function	Storeys	Built Form Typology	Status
1 267-271 Spring Street, Melbourne	Office	18	Podium+ Tower	Completed
2 9-23 Mackenzie Street, Melbourne	Residential	37	Tower (no podium)	Completed
3 36-40 La Trobe Street, Melbourne	Residential	38	Tower (no podium)	Completed
4 42-50 La Trobe Street, Melbourne	Student Accommodation	43	Podium+ Tower	Completed
5 310 - 326 Exhibition Street, Melbourne	Hotel, Residential	58-65	Podium+ Tower	Under Construction
6 118-148 Lonsdale Street, Melbourne	Mixed Use	37	Podium+ Tower	Under Construction
7 141-149 La Trobe Street, Melbourne	Residential	43	Tower (no podium)	Under Construction
8 34-36 Nicholson Street, Fitzroy (Yarra)	Residential	8	Podium+ Tower	Approved
9 59-77 Victoria Parade, Fitzroy (Yarra)	Medical	11	Tower (no podium)	Approved
10 23-29 Victoria Street, Melbourne	Office, Residential	26	Tower (no podium)	Approved
11 85 Spring Street, Melbourne	Residential	41	Podium+ Tower	Approved
12 103-137 Spring Street, Melbourne	Hotel (Windsor)	26	Podium+ Tower	Approved
13 58-66 La Trobe Street, Melbourne	Residential	34	Tower (no podium)	Approved
14 502-506 Albert Street, Melbourne	Residential	13	Tower (no podium)	Approved
15 16-18 Drummond Street, Carlton	Residential	5	Podium+ upper levels	Planning Application

Key Findings

- Victoria Street/Parade represents a stark transition between tower-forms of the CBD and low-rise traditional streetscapes in viewlines.
- Recent tower development clustered at the northeast corner of the CBD could potentially 'crowd' views from the Carlton Garden due to their heights and narrow building separations.
- The 19th century streetscapes are primarily concentrated at the northern part of the study area. Recent approvals and construction within the City of Melbourne have primarily been visually concealed behind heritage frontage.
- Landscape settings and garden setbacks on island blocks along Victoria Street/Parade (i.e.. College of Surgeons) provide 'breathing room' between the Carlton Gardens and significant CBD urban environment.
- High rise development within the 19th century streetscape setting (including at 69 Rathdowne St and DHHS housing) represent anomaly and not commonly found.
- Institutional built form (hospital, school, etc) typically are not influenced by specific built form control and often have a larger development footprint and scale.



Approved 65 storey form at 310-326 Exhibition Street- Under Construction



8 Storey approval along at 34-36 Nicholson Street, Fitzroy (C1Z) within the WHEA and HO361 (City of Yarra).



Recently constructed high rise developments within the Hoddle Grid, viewed from the elevated Promenade Deck.

6.0 Views And Vistas to the Dome, REB & Carlton Gardens

6.1 Overview

The visibility of the REB remains an important aspect of its prominence within the local context and of its overall presentation. The purpose of this chapter is to confirm that **views and vistas to** the REB and Carlton Gardens site (building, dome and gardens) available from the public realm as set out in the existing Strategy.

The views and vistas analysis has taken into consideration **existing condition** (documented in January and February 2020), as well as **anticipated future scenario** influenced by recent development approvals (built and unbuilt) and preferred maximum built form envelope found in existing DDOs and Zoning Provisions to determine if there are **potential threats** to these views.

Drawing attention to the scale and presence of the Dome and REB from nominated vantage points highlight its original historical role. Its visual prominence is a key attribute influencing how the WHEA will evolve.

6.2 Views to the Dome

The existing Strategy and DDOs within both the Melbourne and Yarra Planning Schemes identify four elements that make up the encompassing term 'dome' of the REB. These are the drum, dome, lantern and flagpole which are common points of visual reference cited in both Melbourne and Yarra local policy provisions. This visibility testing seeks to understand the viewshed of each element individually, before combining them for an overall analysis.

This visibility assessment seeks to confirm available views to the Dome from the existing WHEA and its surround through projecting the Zone of Visual Influence (ZVI), measured from key components of the Dome including:

- Centre midpoint of the Drum;
- Centre midpoint of the Dome;
- Centre top point of the Lantern; and
- Centre top point of the Flagpole.

The ZVI analysis reveals where each Dome elements are visible from and have taken into consideration existing buildings, but has excluded existing vegetation. The effect of existing vegetation and other infrastructure within the public realm are discussed in Chapter 5. It is acknowledged that existing vegetation and structure will influence the Dome visibility. Refer to diagrams on Page 54-55 for desktop ZVI analysis.

The ZVI desktop findings were ground-proofed through a number of site visit and photographic documentation.

This combined analysis will identify locations where all dome elements are visible from at static locations, as well as where views to the dome on approach (where it begins to appear, maintain and disappear in vistas).



 Denotes ZVI Test Point Locations

Flagpole Visibility - Existing

- Broad views to the flagpole are most available within a close range view (immediately around the Gardens), or from a distant range view (from the western and eastern part of the WHEA, or beyond). Being the tallest element, it is the most visible part of the Dome.
- Views to the flagpole from Carlton Street (mid-block location) and Canning Street (including further north beyond Elgin Street) are interrupted by the Melbourne Museum central blade.
- Views from the south are also limited due to larger developments built along the street edge.
- Glimpse views to the flagpole are available from a number of static locations from within existing footpaths and laneways. These views are generally available through gaps in between buildings/ vegetation, or above existing built form, including from:
 - Pelham Street and Drummond Street, Carlton (NW junction);
 - Drummond Street, Carlton (mid-block between Pelham and Grattan Streets- outside the WHEA);
 - Faraday Street and Barkly Street junction, Carlton;
 - Nicholson Street and Bell Street junction, Fitzroy.

Lantern Visibility - Existing

- The lantern crowns the Dome and thus its viewshed extends further than that of its base. Its additional height provides a broader range views, rising above canopy vegetation and building lines.
- The lantern is visible from:
 - Queensberry Street west of Lygon Street, Carlton (outside the WHEA boundary);
 - Along McKenzie Street, Melbourne (outside the WHEA boundary);
 - Nicholson Street and Bell Street junction, Fitzroy; and
 - Pelham Street junction with Lygon Street, Carlton (outside the WHEA boundary).

Dome Visibility - Existing

- The viewshed difference between the Drum and Dome represents the most significant evolution between adjoining elements.
- The viewshed to the Drum and to the Dome are mostly available from the northern side of Rathdowne Street and to a lesser extent from Nicholson Street. Confirmed from site visits, the Nicholson Street views are limited by established canopy vegetation.
- Less prominent glimpse views to the Dome are also available from the broader setting around Argyle Square, McKenzie Street and the Old Melbourne Gaol (outside WHEA boundary).

Drum Visibility - Existing

- The Drum projects the narrowest viewshed given it is the lowest element of the overall Dome.
- Visibility to the Drum typically relies on open settings, uninterrupted by existing vegetation or structures, often afforded by space within existing road reserve including:
 - Gertrude Street approach;
 - Spring Street approach;
 - Queensberry Street approach;
 - Pelham and Rathdowne Street intersection;
 - Palmer and Nicholson Street intersection;
- Integral to the identity of the Drum are the windows that provide a sense of 'hollowness' to its solid form, distinguishing it from the Dome with the change in materiality.

Dome Visibility (Comprising all elements)- Existing

The ZVI testing confirmed vistas to the Dome (comprising all 4 elements: flagpole, lantern, dome and drum) are available from 5 key locations identified in existing DDOs (DDO6 and DDO13 of the Melbourne Planning Scheme and DDO8 of Yarra Planning Scheme).

Some of these DDOs have also nominated preferred maximum building heights and the following section will assess the implication of future development envelope on the Dome vista. This is detailed in Chapter 6.3.



Figure 14 - Flagpole Visibility



Example - Drummond & Pelham Street intersection

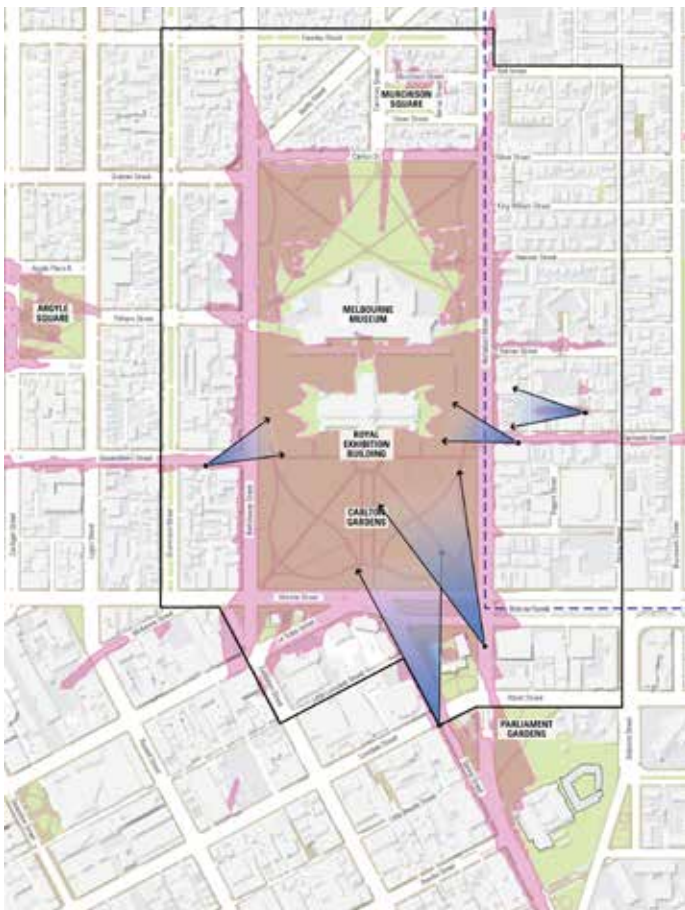


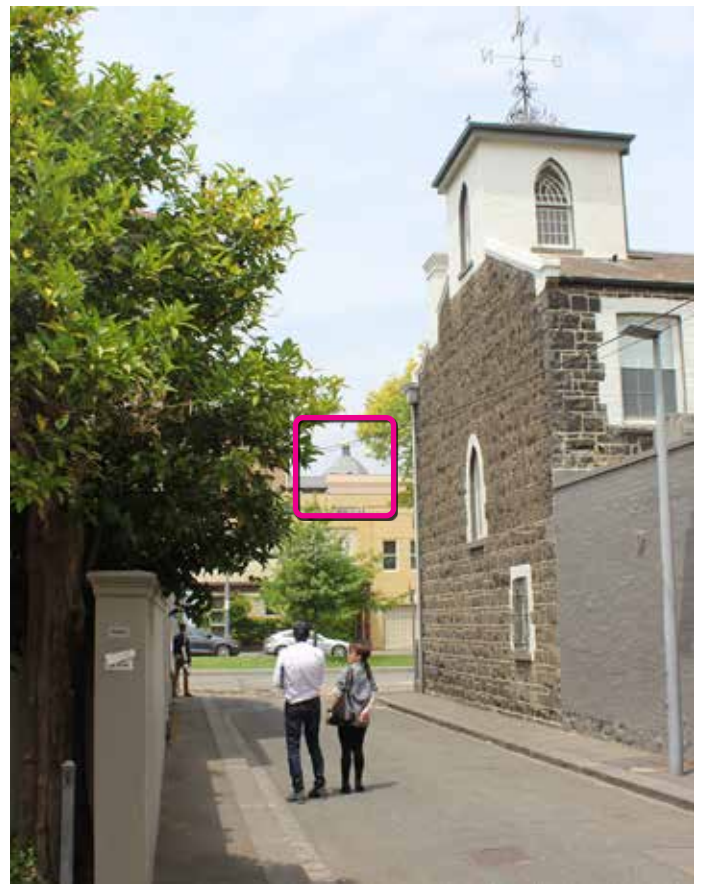
Figure 15 - Lantern Visibility



Example - Marion Street



Figure 16 - Dome Visibility



Example - Drummond Place

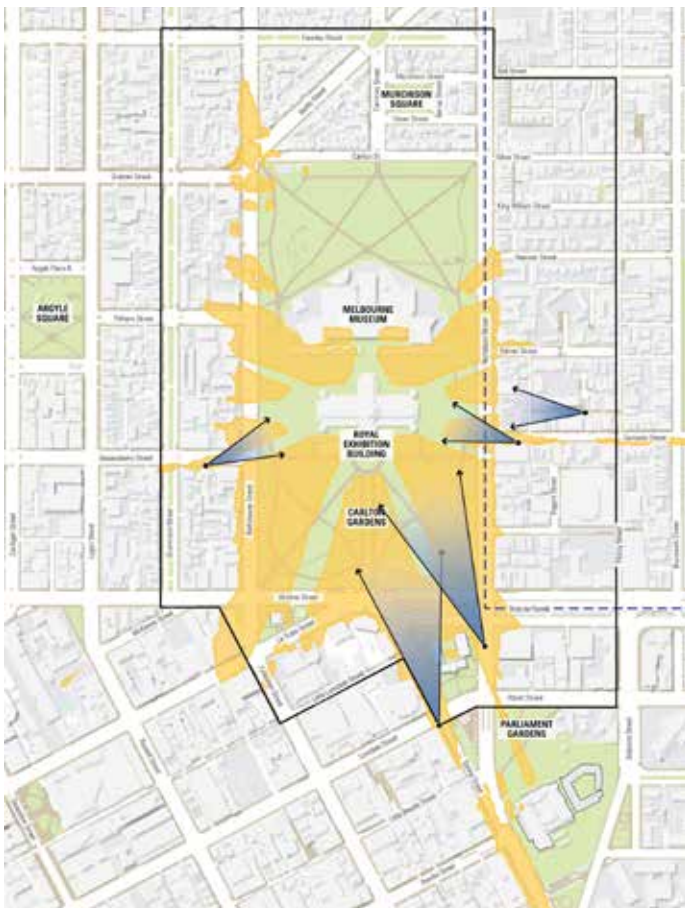
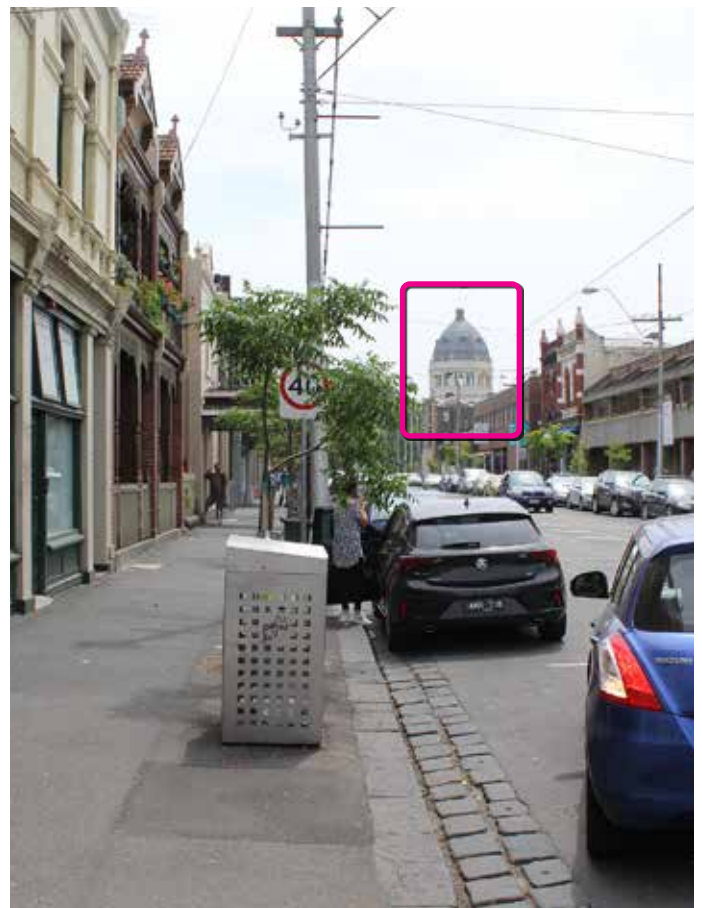


Figure 17 - Drum Visibility



Example - Gertrude Street vista

Dome Views and Vista

The testing combined with site visits identify a range of viewing experiences in relation to the Dome and REB. These are:

Proximate Views/ Vistas

- Proximate Views/ Vistas are long distance 'corridor' views framed by consistent street walls of the 19th century streetscapes (predominantly commercial zoning), where most or all elements are clearly visible from.
- Proximate Views/Vistas are available along Queensberry, Gertrude and Spring Street have been preserved with all 4 building elements prominent in the setting. These are particularly important given they are subject to high volumes of activity and movement recorded in the Urban Analysis (Chapter 4).

Planned Axial/ Direct/ Arrival Views

- Planned Axial/ Direct/ Arrival Views are where the prominence of the Dome emerges on approach to the Carlton Gardens, signposting ones 'arrival' to the Precinct, where most or all elements are clearly visible from.
- Views identified in DD013 along Spring and Nicholson Streets represent 'arrival' view type, as the Dome suddenly emerges above the College of Surgeons and canopy vegetation. This location requires additional 3D testing to evaluate the effectiveness of the current control.
- Additional Planned Axial/Direct/Arrival views have been identified at:
 - Pelham Street northern and southern corners intersecting with Rathdowne Street;
 - Western footpath of Rathdowne Street its intersection with Carlton and Barkly Streets;
 - Palmer Street northern and southern corners intersecting with Nicholson Street;
 - Nicholson Street western and eastern footpaths between Victoria and Albert Streets.

Incidental/ Glimpse Views

- Incidental/ Glimpse Views are static or momentary viewpoints where some elements are visible from but not prominent in the view.
- The ZVI identified a number of secondary locations where the various elements are visible in generally static experiences. In further testing through site visits, some of these were confirmed while others were found to have no visibility due to vegetation concealment. Confirmed secondary views (generally in the wider setting) are at:
 - Western footpath of Russell Street from outside the Old Melbourne Gaol;
 - Southern footpath of Victoria Street aligned with the central axes of Carlton Gardens;
 - Western footpath of Spring Street at Parliament Station Entrance south of Little Collins Street;
 - Footpath abutting southwestern corner of Argyle Square;
 - Footpath at northwestern corner of Lygon and Pelham Street intersection (on eastern perimeter of Argyle Square);
 - Western footpath of Rathdowne Street between Faraday and Grattan Streets.


Key Findings:

- ZVI testing and site visits confirmed that vistas to the Dome (comprising all 4 elements) are still available today.
- View to the Dome (comprising 4 elements) are also available from Pelham and Rathdowne Streets intersection, although it may not have any influence on future development outcome in the WHEA.
- The existing Strategy only identified 5 significant views to the Dome. Glimpse views and distant views to the dome, as well as partial views (to parts of the dome) were identified as less significant viewlines. From an urban design perspective, some of these less significant views contribute to wayfinding and sense of place. Protection of some of these less significant views at key junctions, or transport nodes within the WHEA boundary may be warranted.

Royal Exhibition Building & Carlton Gardens Strategy Plan Visual Exposure

Legend

- WHEA Boundary 
- LGA Boundary 
- Royal Exhibition Building 
- Approximate DDO view location 
- Vistas 
- Arrival View 
- Glimpse Views 
- ZVI visibility concealed in vegetation 

- 4 elements visible 
- 3 elements visible 
- 2 elements visible 
- 1 element visible 

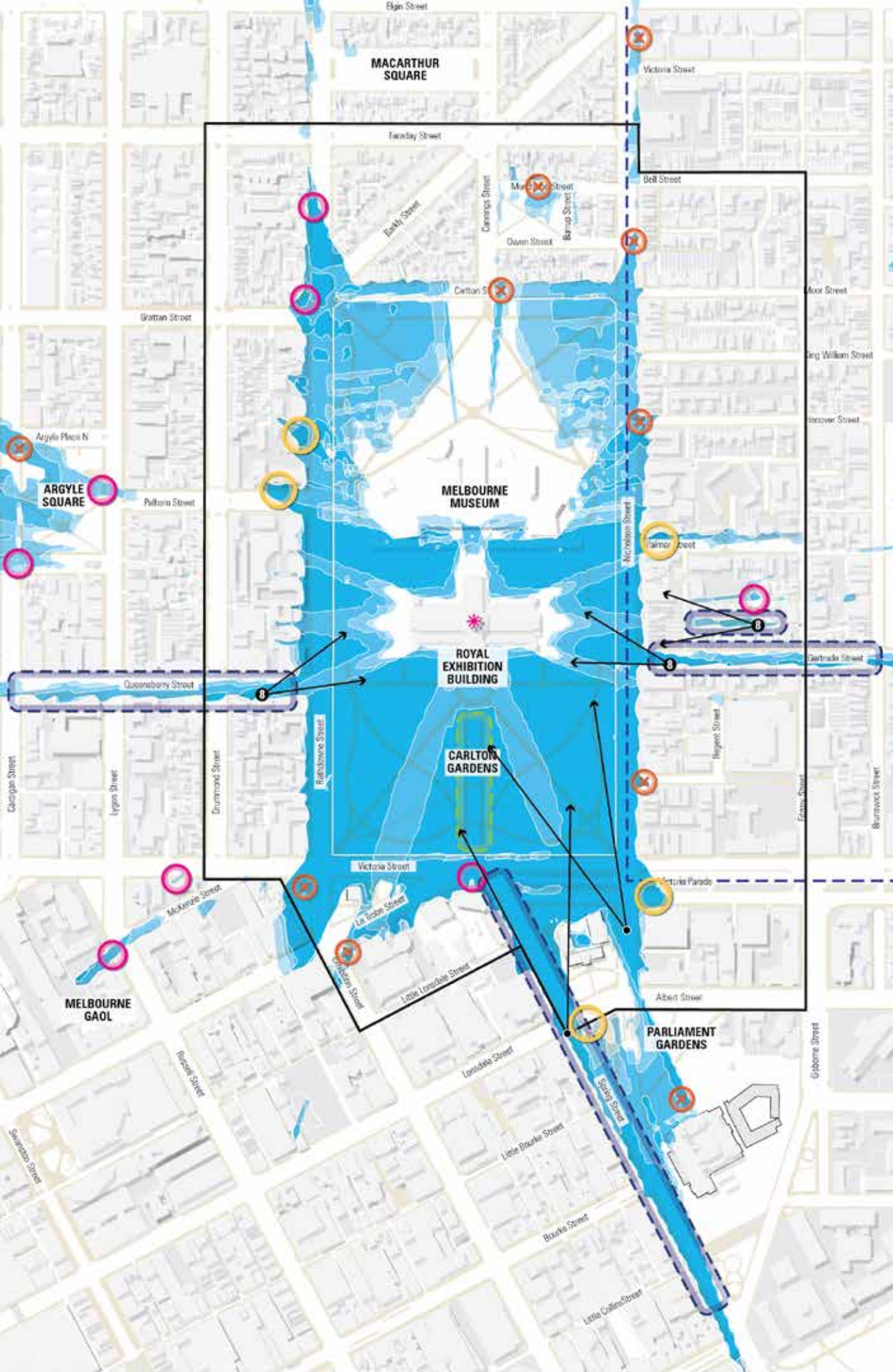


Figure 18 - Visual Exposure

Project Ref: 2019007
 Draw No: U00-001
 Scale: A500 @A3
 Date: 07.01.2020
 Revision: A



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6.4 Testing The DDO Envelopes

CITY OF MELBOURNE - DD013

DD013 in the Melbourne Planning Scheme prescribes that "Views of the Drum, Dome, Lantern and Flagpole of the REB from the western footpath of Spring Street, between the north west corner of Bourke Street and the south west corner of Lonsdale Street and from Spring and Nicholson Street road reserves are protected."

This guidance does not suggest specific locations along the length of Spring Street, but three separate areas being:

Spring Street between the north west corner of Bourke Street, and the south west corner of Lonsdale Street.

Existing canopy vegetation conceal most of the Dome along the southern end of Spring Street. Views to the Dome are revealed and less interrupted by canopy cover from the north western corner of Lonsdale Street.

Spring Street road reserve

The desired extent of the view in the DDO is unclear, however views are available within the road reserve (and western footpath) as far as Collins Street to the south. From the corner of Spring and Collins Street, the Dome is visually exposed along the Spring Street corridor, including from the Parliament Station entry.

Nicholson Street road reserve

Along Nicholson Street road reserve, views to the Dome are available from its eastern footpath, particularly at the north eastern junction of Nicholson and Albert Streets. Across the road, views to the Dome are limited from the western footpath, as it is primarily concealed by the College of Surgeons building. Further north, views to the Dome are available from existing signalised pedestrian crossing at Nicholson and Victoria Streets.

The low rise profile of the College of Surgeons building and its garden setting allows the Dome to protrude above the established building line when viewed from the Albert Street junction.

Key Findings

3D built form testing suggests should the College of Surgeons site (VHR) undergo development upwards of 15m as prescribed in DD013, views to the Dome would be interrupted and may result in a loss of 'breathing' room. It is recommended that a clearer understanding of the extent of development potential on a VHR site will be useful to determine if 15m maximum height is acceptable and if side setbacks are required to preserve viewlines and 'breathing room' to the Dome.

View testing does not illustrate vegetation due to data availability, but also to account for the many deciduous street trees offering greater transparency in various times of the year.



Southwest corner of Lonsdale and Spring Street



Northwest corner of Lonsdale and Spring Street



Nicholson Street road reserve near Albert Street

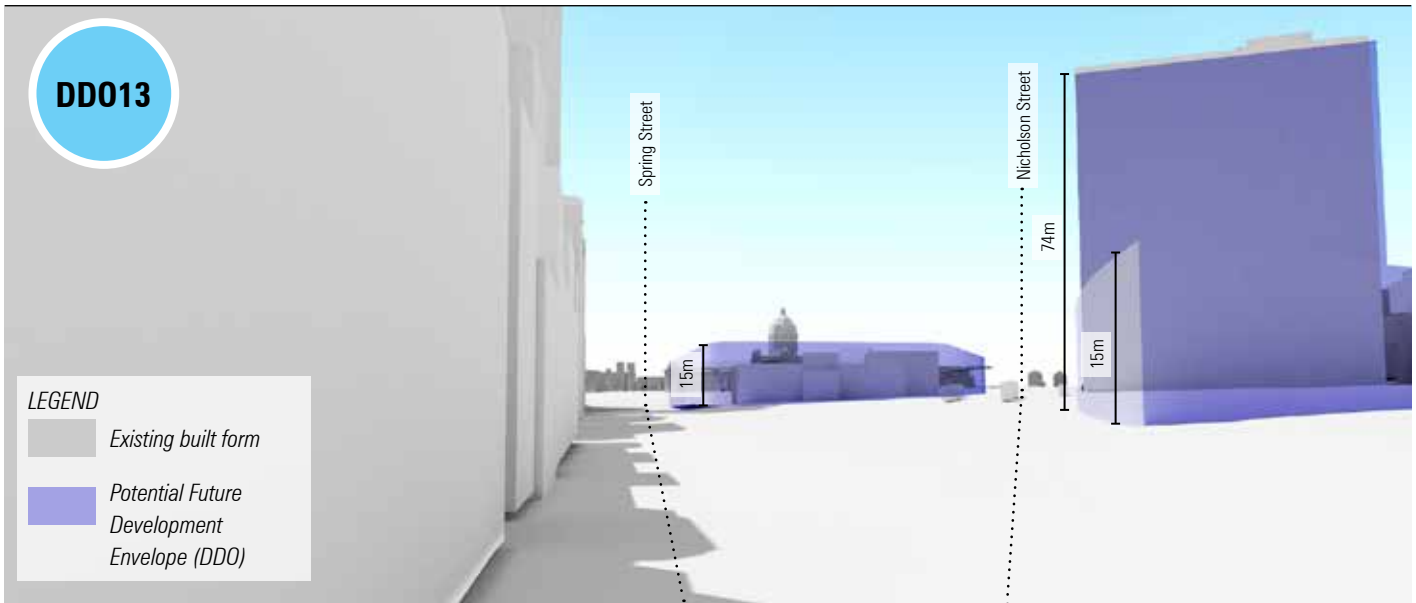


Figure 19 - View testing of DD013 envelopes from the northwest corner of Bourke Street.

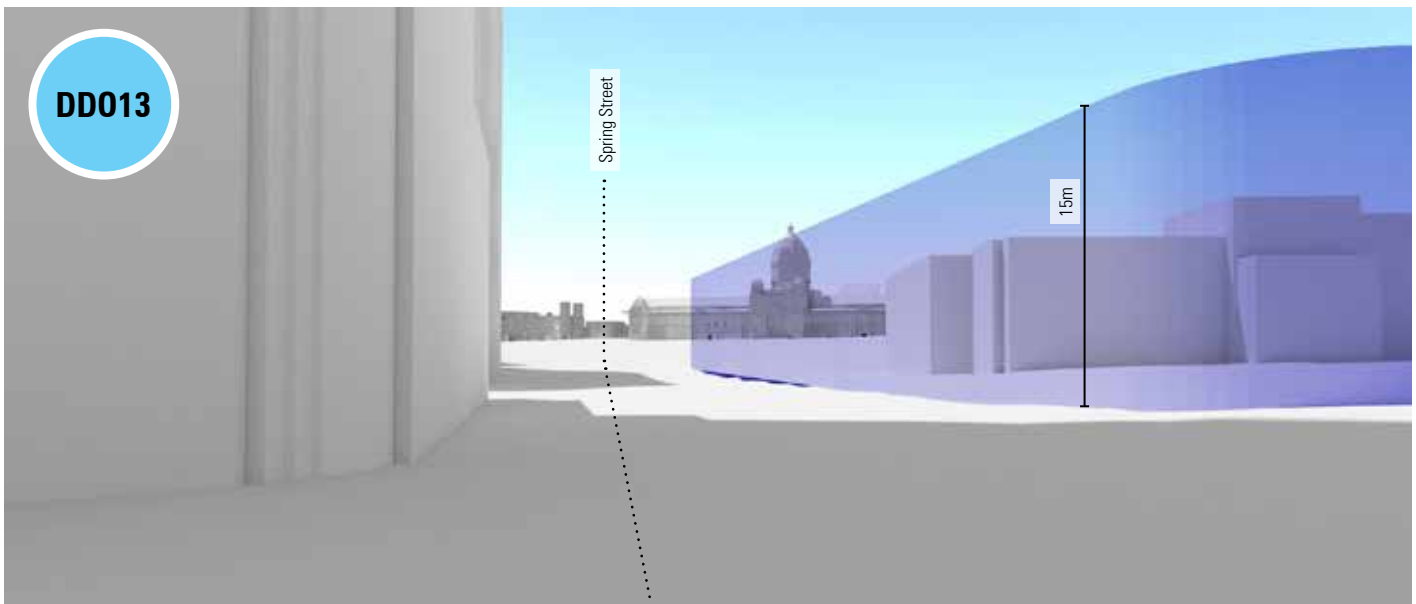


Figure 20 - View testing of DD013 envelopes from the southwest corner of Lonsdale Street.

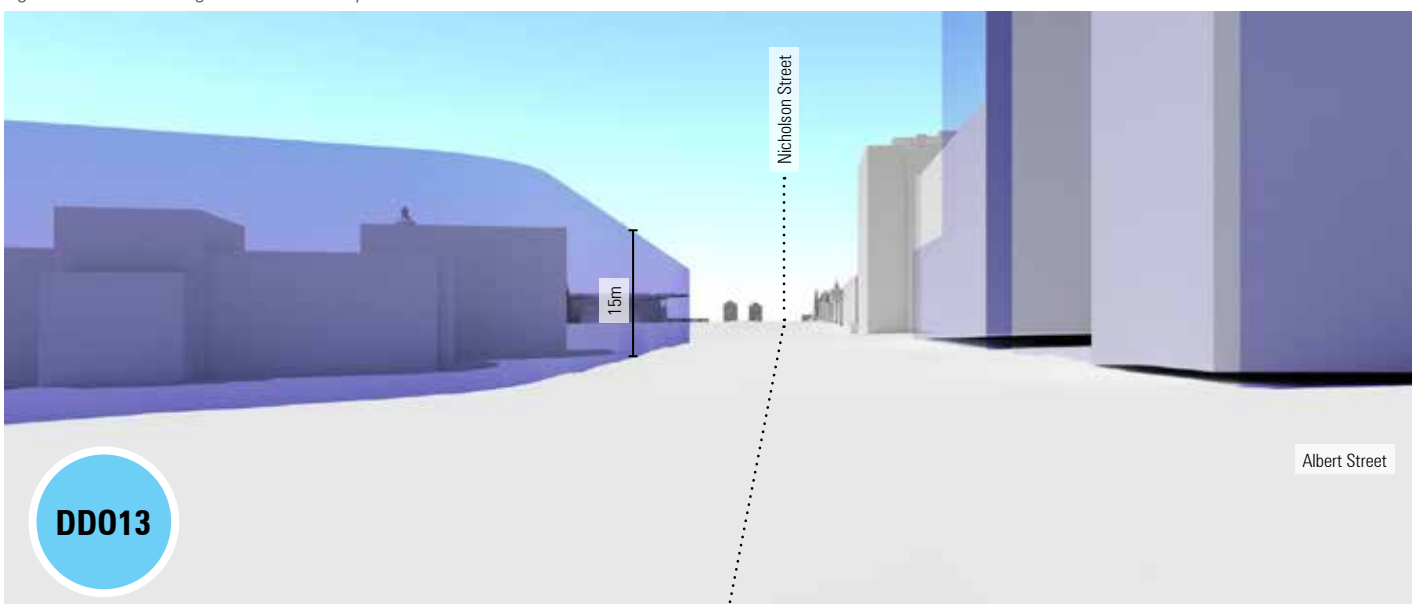


Figure 21 - The existing limited visibility of the Dome from the Nicholson Street road reserve near its intersection with Albert Street.

CITY OF MELBOURNE - DD06

"Views to the Drum, Dome, Lantern and Flagpole of the REB from the footpath on the south side of Queensberry Street between Lygon Street (west side) and Rathdowne Street are protected."

This guidance does not suggest static locations, but a transient one along Queensberry Street between Lygon and Rathdowne Streets. At the time of site visits (December-February 2020), views of the Dome from Queensberry Street (west) were largely concealed by canopy vegetation. However it is noted that these are deciduous trees, with greater viewing opportunity at different times of the year.

The following view tests were taken at key junctions (footpath and signalised pedestrian crossing) along Queensberry Street, where it intersects with Drummond and Rathdowne Streets, which from urban design perspective contribute to wayfinding and sense of place.

Southeast corner of Lygon Street, Drummond Street and Queensberry Street intersection:

The Drummond Street intersection with Queensberry Street at both the southeast and southwest corners offer clear views of all Dome elements. Moving further east toward Carlton Gardens, the view of the Dome begins to come into primacy particularly at Elm Tree Place. Framing the view on the southern side is a 16-storey residential building - the main anomaly in building height in the local setting, although this building does not impede on viewline to the Dome from within the southern footpath.

View to the Dome is not available from the northern footpath along Queensberry Street. Existing vegetation also conceals direct view into the Gardens and REB building from within the Queensberry road reserve.

Key Findings

3D built form testing indicates that the current building envelopes have preserved the Dome prominence from along the southern footpaths and at existing pedestrian crossings. 3D modelling of DD06 built form envelopes demonstrate no additional threat to the Lygon Street, Drummond Street and Queensberry Streets vista.



Southeast corner of Queensberry Street & Lygon Street



Southwest corner of Queensberry Street & Drummond Streets



Southeast corner of Queensberry Street & Drummond Streets

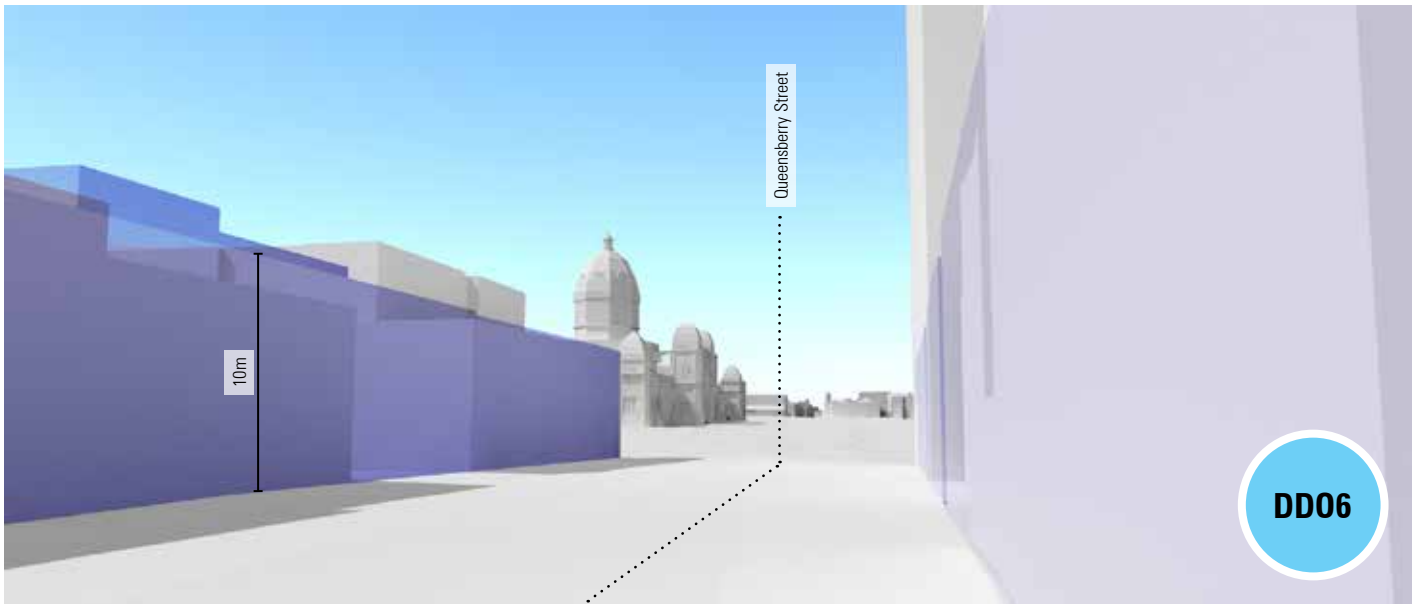


Figure 22 - View testing of DD06 envelopes from the southeast corner of Queensberry and Drummond Streets

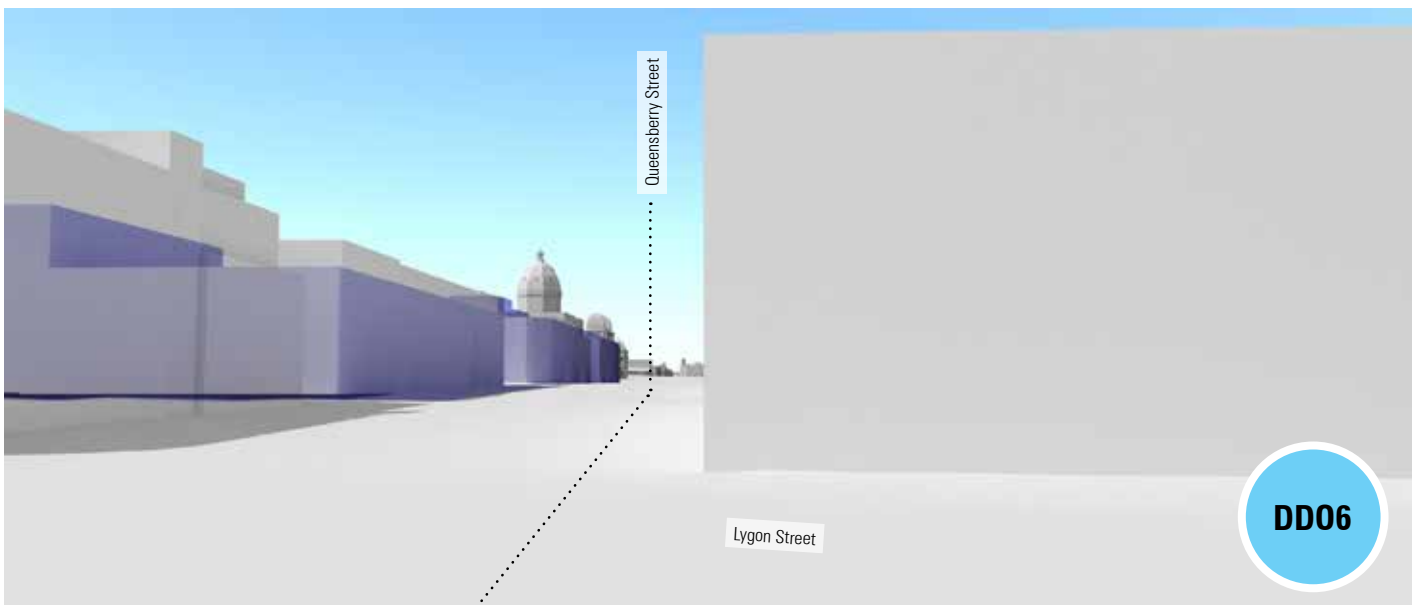


Figure 23 - View testing of DD06 envelopes from the southwest corner of Queensberry and **Lonsdale** Streets

LEGEND

- Existing built form
- Potential Future Development Envelope (DDO)

CITY OF YARRA - DD08

"To protect views of the Drum, Dome, Lantern and Flagpole of the REB from the footpath on the south side of Gertrude Street and along Marion Lane, west of Fitzroy Street."

Gertrude Street

This guidance does not suggest static locations, but a transient one along the southern side of Gertrude Street during the extent of the DDO (between Nicholson and Fitzroy Streets). The DDO boundary does not actually extend to the southern footpath but is bound by the southern edge of properties fronting the northern side of Gertrude Street.

DDO8 does not prescribe built form guidance to influence heights and setbacks of future development. In the absence of this, we have conducted view testing using guidance from the Gertrude Street Built Form Framework, endorsed by Council in December 2019. This prescribes a preferred maximum height of 11.2m (including a visually concealed 3rd level) along the northern side of Gertrude Street, largely due to the existing heritage fabric.

Key Finding

3D built form testing indicates the proposed DDO will retain view and primacy of the Dome. Subject to Council's Planning Scheme Amendment process and implementation of DD031 in the Yarra Planning Scheme, there is still a possible threat imposed by redevelopment of a large, non-contributory site at 19-35 Gertrude Street in C1Z.

Marion Lane

DDO8 nominates Marion Lane as a location with Direct View to the Dome. The Drum and above elements come into primacy at approximately mid-way between properties fronting Nicholson Street and the Marion Street/Marion Lane junction. It is also prevalent in from its termination at Fitzroy Street, unimpeded by vegetation or existing buildings. Given that the Nicholson Street properties (numbers 50-68) are listed in the Victorian Heritage Register and within the NRZ1 zone permitting building heights of no greater than 2 storey/9m (lower than the existing buildings of 11m), the view termination is unlikely to change.

Key Finding

3D built form testing of the endorsed Gertrude Street Built Form Framework demonstrates that a 6.4m street wall (with visually concealed upper level) along the south side of Marion Lane does not encroach into the Dome Direct View.

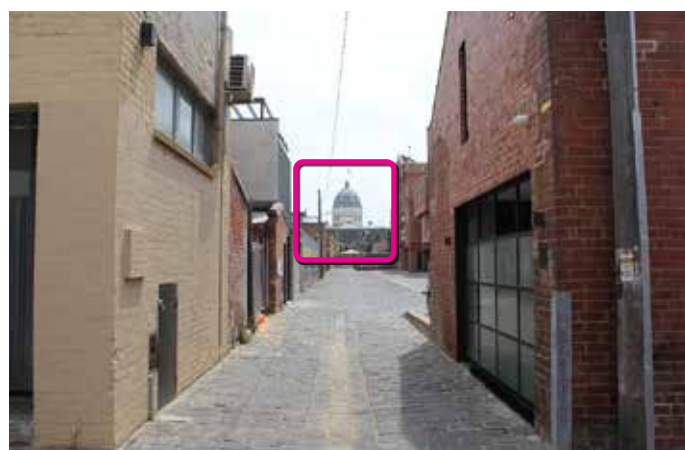
Council's endorsed Gertrude Street Built Form framework has excluded properties fronting Nicholson Street (VHR). Development opportunity on VHR site may be constrained by its requirement to retain all existing structure, leaving little or no opportunity for new built form at the rear.



Existing view



Existing view



Marion Lane - existing view

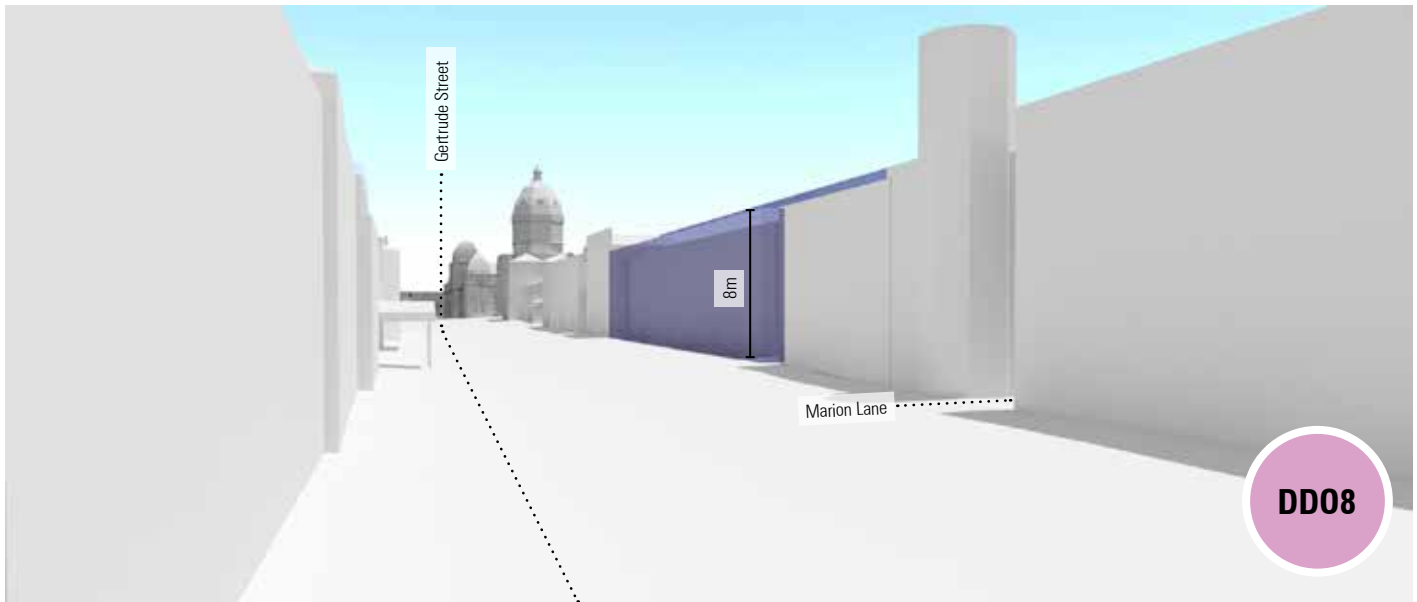


Figure 24 - View testing of interim DD031 envelopes from the northwest corner of Gertrude and Fitzroy Streets



Figure 25 - View testing of DD031 envelopes from the corner of Marion Lane and Fitzroy Street

LEGEND

- Existing built form
- Potential Future Development Envelope (DDO)

6.3 Development Impact on Internal Views to the REB

Internal views to the REB are primarily available along the grand axial approach from the south (Victoria Street) and from its Gertrude Street (eastern) and Queensberry Street (western) approaches. Current views of the REB elevations are as follows:

- The REB **southern** elevation and the iconic Hochgurtel Fountain can be appreciated in true elevation at the top of the southern axis. Beyond the southern elevation is the Melbourne Museum which is not visible from the top of the southern axis, not throughout the southern approach. This is due to the sloping topography and the REB being located at a higher point in the local setting, as discussed in Chapter 5.
- Views toward the **western** elevation are primarily available from approaches along Rathdowne Street and oblique views from Queensberry and Pelham Streets. The perpendicular view is available from the Rathdowne Street vehicle entrance aligned with the Dome. The background of the view is currently unimpeded, with the 19th century streetscape of Nicholson Street including the VHR listed Royal Terrace, and the low-scaled Fitzroy environs located further west.
- Views toward the **eastern** elevation are primarily available from approaches along Nicholson Street and oblique views from the western end of Gertrude Street. Northern CBD development is visible in the background of the REB when viewed from the main eastern entrance along Nicholson Street, but sited below the Dome maintaining its prominence.
- Due to the siting of the Melbourne Museum, views toward the **northern** elevation are only available along the museum forecourt. Views of the Dome from the northern elevation are generally concealed by the northern flank of the REB, but prominent in southeastern and southwestern oblique views along the museum forecourt. CBD towers emerge above the REB in the view. Given the development trajectory, further testing is required to understand how recent development approvals and applications influence the view.

Key Findings

Currently, the REB has maintained its visual prominence and dramatic contrast in scale compared to its surrounding context when viewed from its southern, eastern and western approaches.

Internal views from north along the Museum Forecourt are changing due to emerging CBD development.



Southern elevation viewed from the top of the southern axis.



Western elevation viewed from along Rathdowne Street



Northern elevation viewed along the Museum forecourt

REB Northern Elevation

There is minimal consideration for the REB northern elevation in the existing Strategy. While this was not identified as a historic viewing point, this east-west axis and forecourt represent a key contemporary meeting point. It is recommended that the visual prominence of the REB from this public vantage point should be considered.

Views from the Museum forecourt (above), including the pedestrian/cyclist path, traditionally are clear to the REB and Dome. Since the existing 2009 WHEA Strategy, the skyline of the view has been formed by the roofline of the REB with the Dome the highest and most prominent feature.

While CBD towers are present in views above the roofline of the REB, they have been sited well below the Dome (generally below the upper line of the Drum). This trajectory has allowed the Dome to maintain its prominence in the setting of the Museum forecourt - one in which is subject to east-west pedestrian and cyclist movement, arrival points from the underground car park and passive activity in seating and landscaped areas.

The current development trajectory at the northwestern edge of the CBD indicates cases of recent constructions encroaching into views of the northern elevation from public areas along the Museum forecourt. This includes the completed building at 23 Mackenzie Street and the approved Shangri La Hotel building at 308 Exhibition Street.

Should this development trajectory at the CBD edge continue, internal views within the Carlton Gardens toward the REB and Dome are at risk of visual intrusion and crowding.



Southeastern oblique view of the REB and Dome along the Museum forecourt



While towers have been visible from the Museum forecourt for decades, they are subservient to the dome's prominence in internal views, sited beneath the drum.

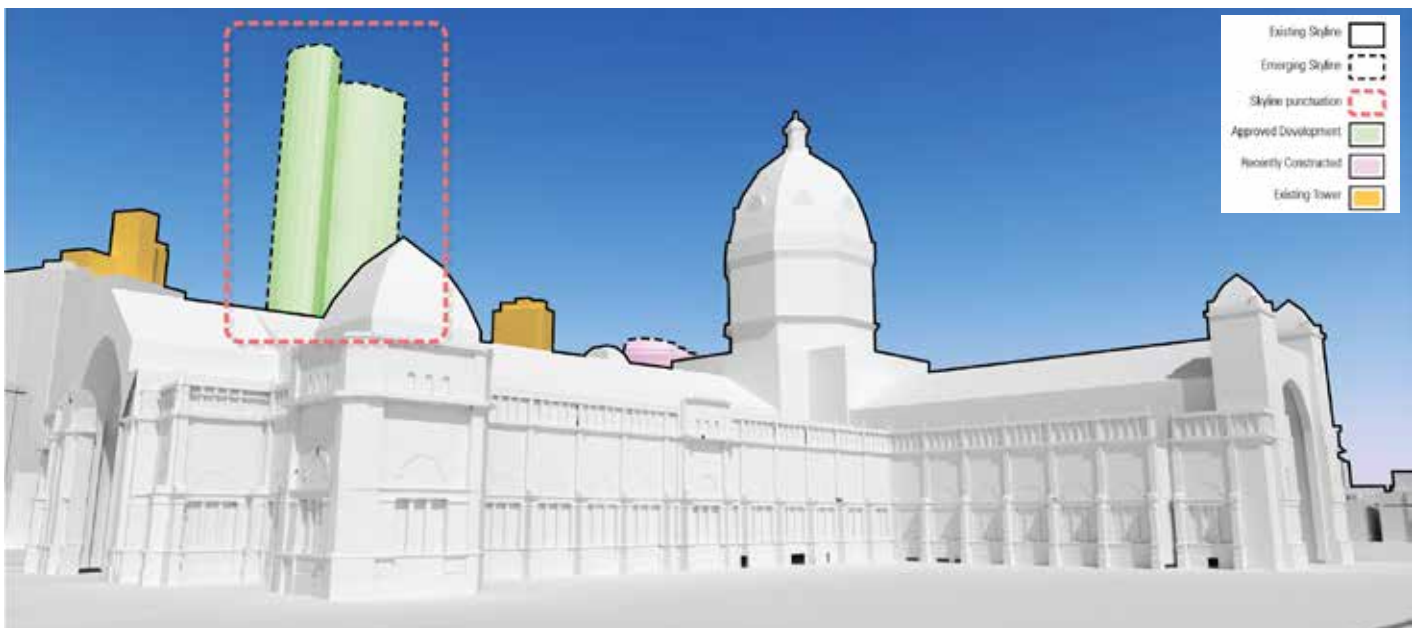


Figure 26 - Skyline testing from Museum forecourt looking southwest

Northern Elevation - CBD Skyline Threshold

Given the lack of consideration for the views of the REB's northern elevation from the Museum Forecourt, additional testing was completed to understand implications to the view from development on northwestern CBD blocks. The testing seeks to understand the 'threshold' of building heights where they begin to encroach, threaten and compete with the REB and Dome in northern skyline views. This 'threshold' test is a theoretical built form testing achieved through extruding urban blocks to maximum building heights which are then measured against the following:

- **Encroach:** where the height of CBD developments encroach into the roofline of the REB from forecourt views.
- **Threaten:** where the height of CBD blocks begin to threaten the primacy of the Dome and REB roofline features.
- **Compete:** Where the height of CBD blocks begin to 'crowd' around the Dome and diminish its primacy.

Testing was undertaken from 3 viewing spots - generally sited at forecourt points of arrival such as elevator and stair access, as well as the main Museum central entrance.

The south western urban blocks are not influenced by existing DDOs. CBD blocks influenced by DDO10 are guided by a floor area ratio (18:1) with building heights expected to be greater than 40m. The below colour-coded map and table indicate the findings for the height 'threshold' category of the adjoining CBD urban blocks.



Included on Page 73 is an example of view testing - the eastern forecourt entrance with a full south-westerly aspect toward the CBD. Following the threshold testing, an 'at-risk' area which is currently located outside the WHEA was identified to the south west. This area is bounded by Victoria Street, Exhibition Street La Trobe Street and Lygon Street. This land is zoned MUZ, which indicates its functional transition role from the central city (CCZ) located immediately to the south, and the low-rise heritage streetscapes located to the north. As there is clear potential for development of major scale in this area, which based on the threshold testing could have significant implications to views of the REB northern skyline from the museum forecourt. Further distant blocks (i.e. green and blue) were not perceived as 'at risk' due to distance and topography allowing greater heights before reaching threshold limits.

This at-risk area is amplified by a lack of a guiding DDO or other built form control. Based on the threshold testing, development in this area could have major visual impacts on the REB & Carlton Gardens. For discussion purposes, it is therefore suggested that the WHEA to be expanded to capture and formally cover this area. By including the 'at risk' to allow future built form and potential impacts on the REB & Carlton Gardens to be appropriately considered and to ensure its World Heritage listing is protected.

Table 2: Threshold Testing Findings

		Height Thresholds (m)		
Block	DDO Height	Encroach	Threat	Compete
1	N/A	100m	160m	200m
2	N/A	100m	160m	210m
1	DDO10: FAR 18:1 (greater than 40m)	100m	140m	180m
2	DDO10: FAR 18:1 (greater than 40m)	100-120m	140-160m	200m
3	DDO10: FAR 18:1 (greater than 40m)	125m	170m	220-250m
1	DDO10: FAR 18:1 (greater than 40m)	110m	130-150m	190m
2	DDO10: FAR 18:1 (greater than 40m)	130-140m	180m	240m
3	DDO10: FAR 18:1 (greater than 40m)	160m	210-240m	280m
1	DDO10: FAR 18:1 (greater than 40m)	130m	170m	240m
2	DDO10: FAR 18:1 (greater than 40m)	150m	200m	280m
3	DDO10: FAR 18:1 (greater than 40m)	180m	250m	310m
1	DDO62: 15-100m (FAR 10:1 to 15:1)	140m	180m	260m
2	DDO2: 15-20m (FAR 4:1 to 6:1)	180m	260m	340m
3	DDO2: 15-20m (FAR 4:1 to 6:1)	220m	300m	360m

Denotes 'at risk' blocks

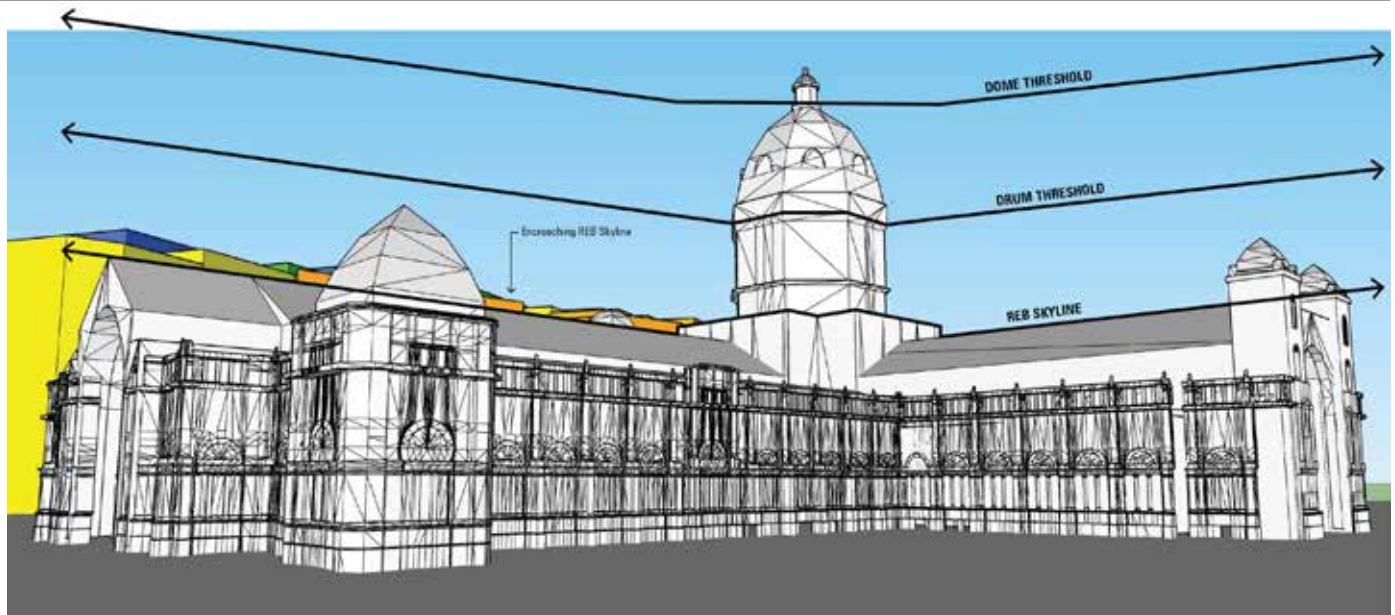


Figure 27 - 'Encroaching' threshold testing looking southwest

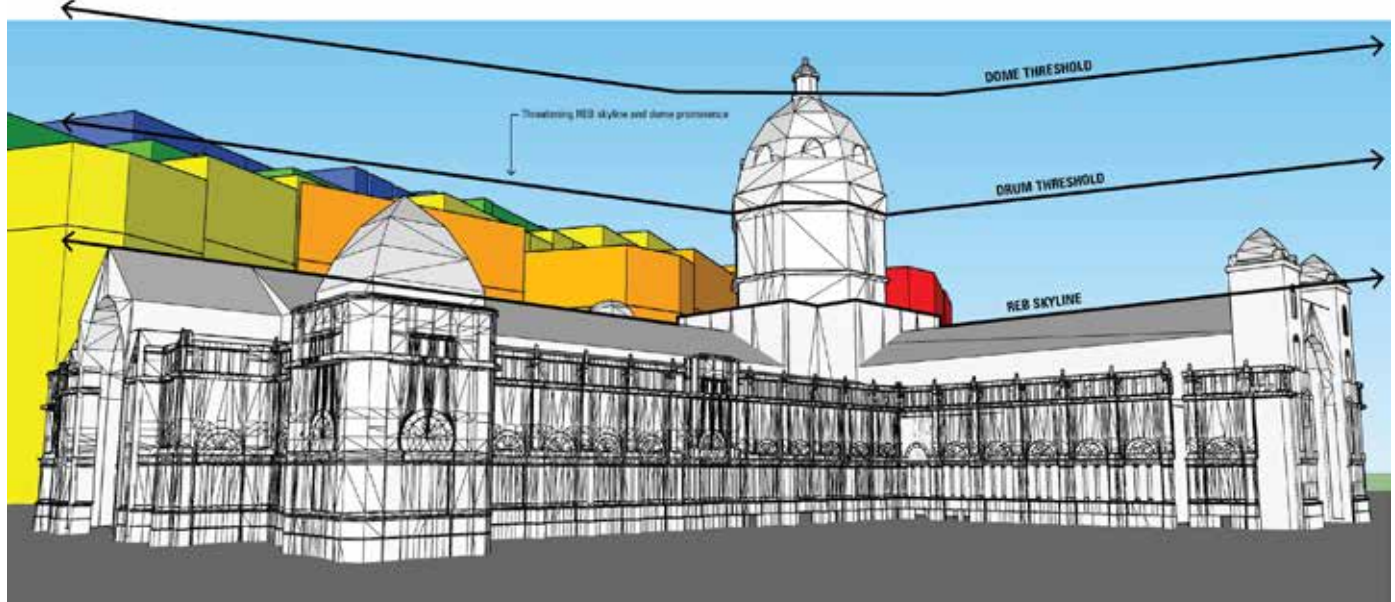


Figure 28 - 'Threatening' threshold testing looking southwest

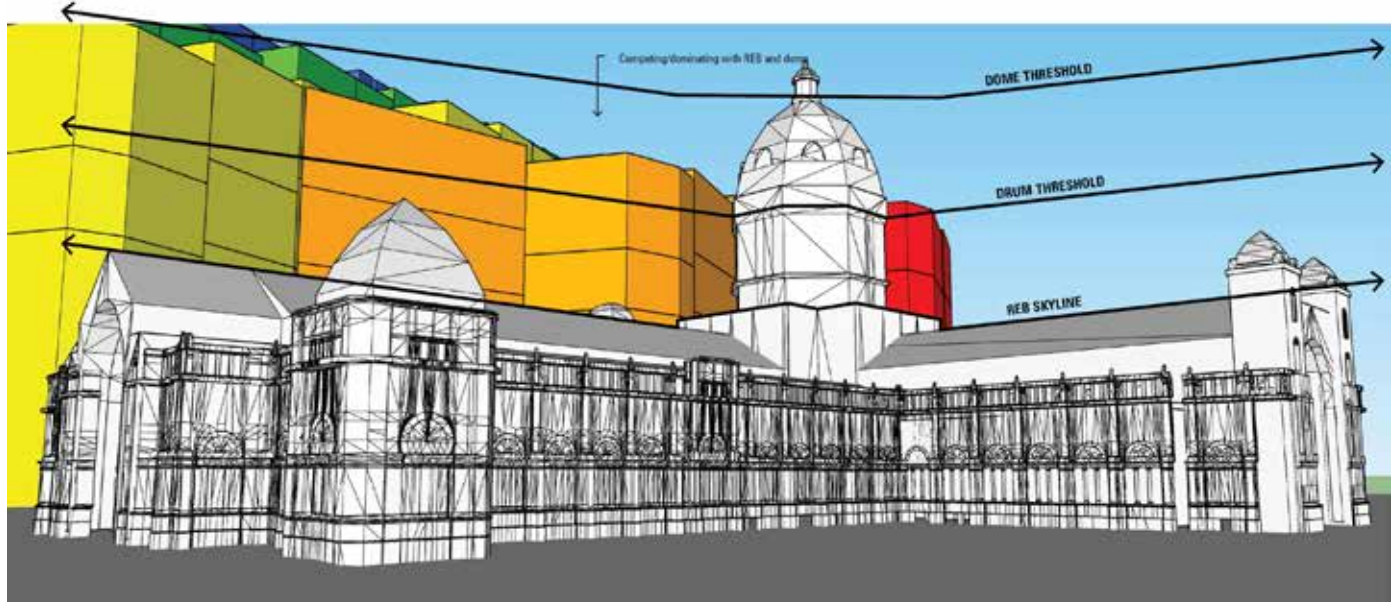


Figure 29 - 'Competing' threshold testing looking southwest

7.0 Views Out of the REB & Carlton Gardens

7.1 Overview

Views out to the surrounding area (particularly to the north, east and west) should continue to reinforce visual prominence of the REB and Dome and its authentic nineteenth century setting.

Due to the narrower east-west profile of the Gardens, views out to the east and west are less blanketed by layered, dense canopy vegetation as found in the northern and southern garden areas. The view out is particularly clear along the Museum forecourt alignment where open views toward the Rathdowne and Nicholson Street entrances are not terminated with vegetation.

Around its perimeter boundary, views to 19th century streetscapes are available along Carlton Street and northern parts of Nicholson Street and Rathdowne Street.

Noting the Promenade deck will be made accessible to the public, this analysis has also documented **views out** to the surrounding area from within the Carlton Gardens and the Promenade deck.

Assessment of visual experience looking out of the REB and Carlton Gardens from the ground plane and from the elevated Promenade Deck seek to do the following:

- Understand the visual and physical elements framing the Carlton Gardens;
- Identify key views from within the Gardens and the Deck;
- Understand the existing and emerging skyline conditions and impacts on the visual prominence of the REB;
- Identify existing and potential threats to the visual experience of a 19th century setting.

7.2 From the Ground Plane

Views around the Gardens perimeter

Views from pedestrian areas along the western, northern and eastern perimeters of the Gardens are generally framed by 19th-century streetscapes. These are most intact along Carlton Street and Nicholson Street and less along the southern end of Rathdowne and Nicholson Streets. Recent contemporary addition and alteration are either visually concealed behind heritage frontage, or adopted a commensurate built form outcome that befits its heritage streetscape.

Views from the southern perimeter are dominated by CBD tower forms, continuing to evolve in height. Recent high rise development within the Hoddle Grid, including the Elizabeth Street cluster and the Shangri-La Hotel (under construction) will continue to be dominated by high rises.

Key Findings

Existing DDO6, DDO8, DDO13, limitation imposed on redevelopment of VHR sites and certainty around development scale found in GRZ and NRZ, as well as other existing Local Policies have retained a predominantly visually dominant 19th century streetscape at the northern section of the WHEA.

Currently there is a degree of certainty regarding building height on residential land, given the default height limitations which are applied through the State level suite of residential zones, including 2 storey/9m (NRZ) and 3 storey/11m (GRZ).

169-199 Rathdowne Street represents a 'gap' in DDO6. There is a risk of eroding the 19th century streetscape in absence of built form control and guidelines on this site.



Rising forms of the CBD, prominent above the tree canopy



Recent development presenting prominent signage oriented toward the Gardens.

Views from the 'Grand Allée'

The Garden's central axis (Grand Allée) is the formal southern approach, connecting the REB to La Trobe Street, Spring Street and Victoria Street. The view corridor along the central axis terminates at the grand south entrance to the REB, and is framed by established canopy trees. This lining of trees confine external views out of the Gardens (when in foliage) to the following:

- Views to the south (Central City) are exposed and defined by contemporary high rises within the Capital City Zone. This view corridor is uninterrupted by existing vegetation, or road infrastructure.
- Views to the east (Collingwood and Fitzroy) are dominated by landscaping with some Nicholson Street streetscape visible underneath the canopy line. Most built forms along Nicholson Street and further east sit within the canopy line, or below. Long range view is to the sky (above canopy line). The high rise DHHS structure at Arthurs Gardens represent the only instance where view to the sky is interrupted.
- Views to the west (Carlton) are also primarily dominated by existing vegetation within the Gardens. Most built forms along Nicholson Street and further east sit within the canopy line, or below. Long range view is to the sky (above canopy line). High rise contemporary development at 69 Queensberry Street represent the only instance where view to the sky is interrupted.
- Views to the north (Carlton) are to the REB. When viewed from the northern end of the axis, the REB silhouette is uninterrupted by existing structure and vegetation. There is no 'clutter' and there is a clear sense of 'separation' or 'buffer' to the east and west of it.



Key Finding

Existing Local Policies, Zoning and DDOs have generally retained a predominantly low rise context. High rise development to the east and west do not represent typical development outcomes are considered as anomalous.

View corridor along the Grand Allée is framed and dominated by landscaping and canopy planting. Encroachment of high rise, contemporary development along the southern end of Rathdowne Street may undermine the sense of 'openness' along its eastern and western flanks.

7.3 From the Elevated Promenade Deck (The 'Deck')

Figure 30 'Visual Setting' represents the first step in identifying viewing corridors within the WHEA and beyond, viewed from the elevated Deck. It also seeks to understand features of interest available in views from the Deck such as landmarks, as well as potential 'negative influences' such as signage, billboards and telecommunications towers.

Northern View & Skyline- Existing

- The immediate foreground of the view is the Melbourne Museum and part of Carlton Gardens, concealing the low-scale residences of Carlton Street streetscape.
- Views to the north continue to be primarily low rise, with occasional vertical projections (above established canopy vegetation) including Church Spires, DHHS tower (in the distance) and the Great Dividing Range in the horizon. Interrupting the Northern Skyline is the Central Blade of the Melbourne Museum, elevating beyond the low horizon.
- The sense of 'openness' is afforded due to large open areas such as Melbourne Cemetery, Princes Park and Edinburgh Gardens.
- Heritage landmarks in the view include City of Yarra Municipal Landmarks such as the St John's Church spire on Queens Parade, Clifton Hill.
- Integral to the fabric of the view is the clear north-south grid anchored by green streets such as Canning and transit/activity spines including Nicholson and Brunswick Streets.

Eastern Skyline- Existing

- The foreground of the view comprises the eastern perimeter of the Gardens and Nicholson Street 19th century streetscape, including the Royal Terraces buildings (VHR) and the Academy of Mary Immaculate (VHR).
- Heritage landmarks, including Municipal Landmarks are visible and contribute to the eastern skyline definition. These include views to the Fitzroy Town Hall Clock Tower, the Shot Tower on Alexandra Parade, St Mark's Church Spire in Fitzroy and the St Patrick's Cathedral spire in East Melbourne.
- Where the urban landscape of the western view comprises swells and clusters of buildings of varying heights, the eastern skyline is predominantly consistently low and becomes a backdrop to the stark, vertical contrast of the DHHS housing towers at Atherton Gardens and the St. Vincent's Hospital building in East Melbourne.
- In the distance, the Dandenong Ranges forms the most prominent horizon of the skylines - despite the ridge line being interrupted by DHHS housing towers in the middle ground of the view.

Royal Exhibition Building & Carlton Gardens Strategy Plan External Visual Setting

Legend

Study Area

Evolving Built Fabric:

Approved

Applied

Under Construction

Completed

20-32m
(5-8 storey)

32-44m
(8-11 storey)

44-56m
(11-14 storey)

56-80m
(14-20 storey)

80 + m
(20 + storey)

Key Built Features:

Landmark

Church

Theatre

Hospital

Civic

Ancillary:

Billboards

Telecommunication tower

Signage

Landscape Setting:

Tree canopy

Axial tree planting

Visual Experience:

Approximate deck viewed

VHR site

Intact 19th Century Streetscape
(Gardens Perimeter)

Expanding CBD

Truncated view

Long distant view

Key internal viewing direction

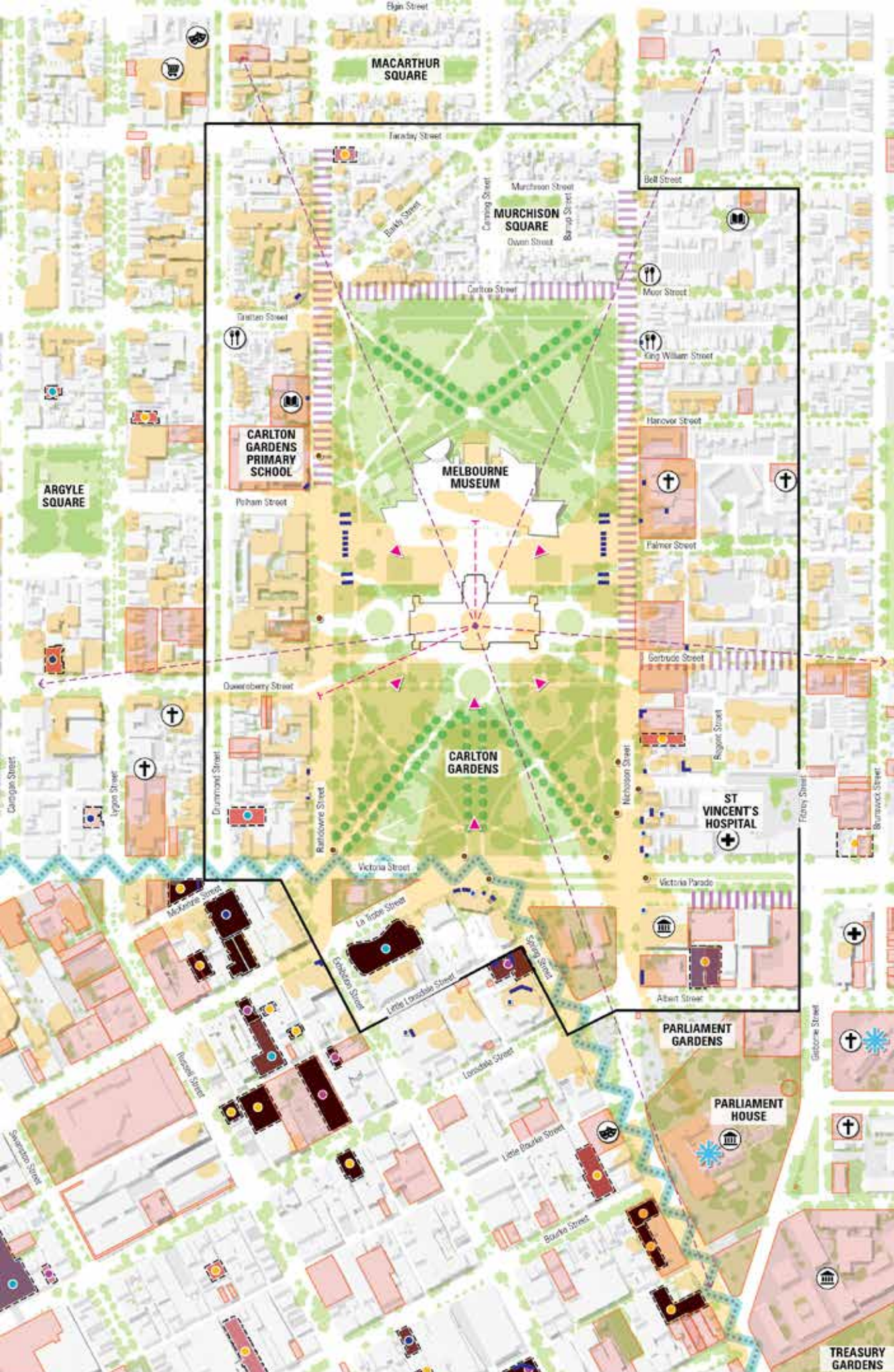


Figure 30 - Visual Setting

Project Ref: 2019007
Dwg No: L000-001
Scale: A500 @A3
Date: 07.01.2020
Revision: A

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Southern Skyline - Existing

The foreground of the view comprises the central axis of the Gardens and canopy vegetation concealing the southern perimeter from view.

- In the background, high-rise forms of the CBD emerge from above canopy vegetation and conceal the horizon. The main 'crowd' of buildings occupy the western portion of the view.
- Landmarks in the view include St. Patrick's Cathedral spire and MFB Fire Station, while Parliament House can be glimpsed through canopy vegetation. Other buildings of note include St Vincent's Hospital.
- As found in Chapter 4 - Urban Analysis, the landscape environs (garden and parkland setting) at the northeast corner of the CBD provides 'breathing' space from an otherwise densely built-up environment. This is reflected in this view, where the high-rise CBD skyline abruptly transitions down to the east, with a clear 'gap' demarcating the Spring Street axis defined by grand heritage civic buildings. Direct views to these grand civic heritage buildings are currently concealed by existing vegetation and structures.

Western Skyline- Existing

- The foreground of the view comprises the Rathdowne Street edge of the Gardens and low-medium scale buildings. The southern portion of the view represents the northwestern 'creep' of the CBD.
- The anomalous 16-storey building on the Queensberry Street corner is prominent in the foreground, blocking further distant views beyond.
- Generally the broader view comprises a mix of traditional 1-3 storey 19th century forms, more recent low-mid rise residential development with a swell of height at the clustered institutional forms of the Parkville NEIC.
- Further west is the sprawling suburban fabric further dispersed by industrial and Port land uses. In the distance, the horizon formed by the foothills of the Macedon Ranges.



Figure 31 - Northern skyline from Dome deck overlooking Carlton and Fitzroy North

Denotes Heritage Landmark



Figure 32 - Eastern skyline from Dome deck overlooking Fitzroy and East Melbourne

Denotes Heritage Landmark

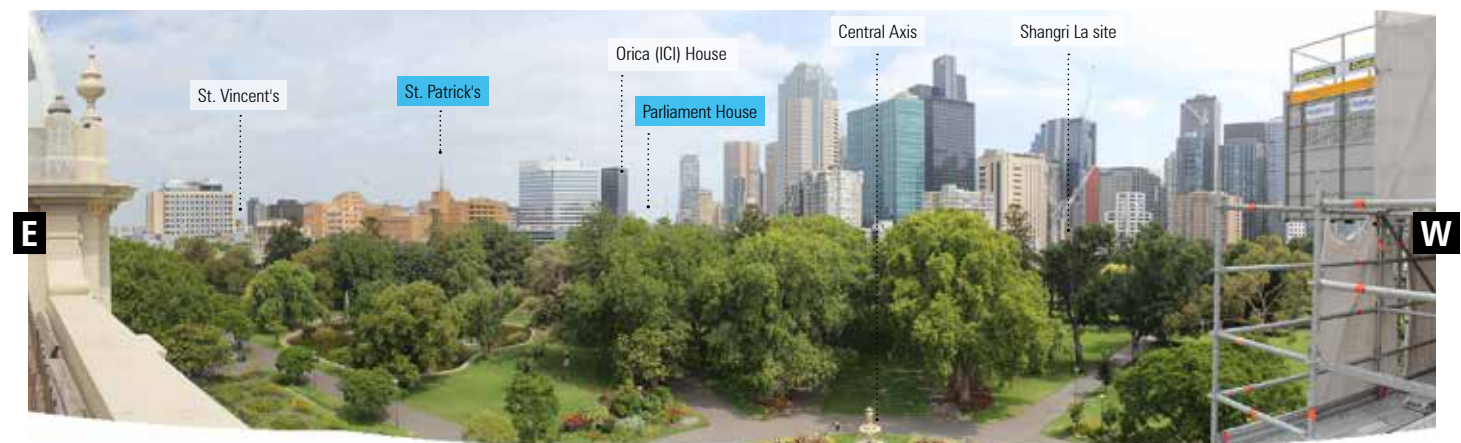


Figure 33 - Southern skyline from Dome deck overlooking the CBD and East Melbourne

Denotes Heritage Landmark



Figure 34 - Western skyline from Dome deck overlooking Carlton and North Melbourne

Denotes Heritage Landmark

7.4 Development Trajectory

Southeastern Skyline- CBD/ East Melbourne

Approved 8-storey development at 34-36 Nicholson Street (City of Yarra) was assessed against its visual impact behind the heritage frontage when viewed from the street level at Nicholson Street. These upper levels are likely to be visually exposed when viewed from the Deck. Refer below to Figure 33.

Should multiple Nicholson Street heritage properties be developed in this manner, views beyond foreground buildings to the broader north and northeastern suburbs could potentially be undermined.

Noted on Figure 36 is the location of the recent Australian Unity signage - presenting with high visual exposure to southerly views from the Dome deck. Also noted is the Hospital Precinct which is expected to undergo change in the coming with potential implications for views toward St. Patrick's Cathedral.



Figure 35 - Skyline testing locations

LEGEND

Existing Skyline		Gap in DDO controls	
Emerging Skyline		Approved Development	
Skyline punctuation		Recently Constructed	
Skyline crowding		Recent prominent signage	

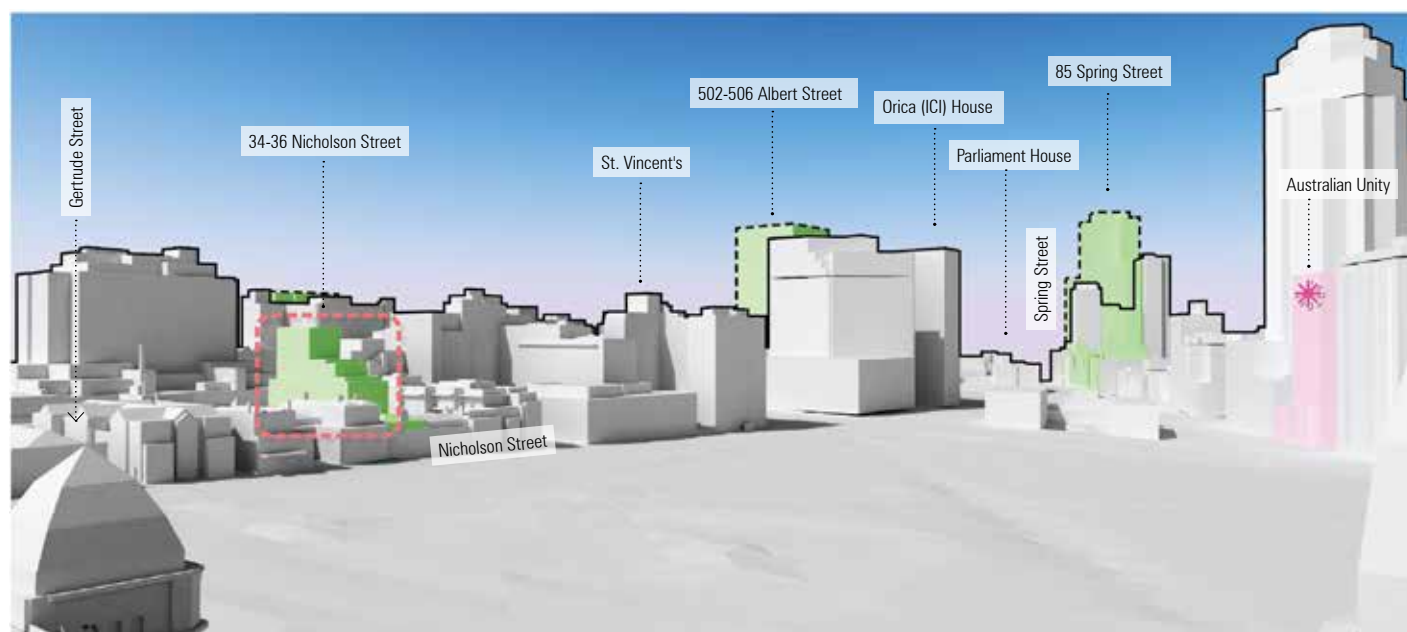


Figure 36 - Skyline testing from upper deck, looking southeast

Southwestern Skyline - Lower Deck

Views toward the southwest represent the greatest degree of recent change across in the surrounding skylines. It represents the consolidation of city towers within the confines of the CBD and beyond as it extends toward Carlton. In the western portion of the view, towers are closely sited together with building separation indiscernible from this view. This poses the threat of 'visual crowding' of CBD buildings from the Gardens and Dome vantage points. Refer below to Figure 37.

Most notably, the Shangri La hotel development is a significant departure from the traditional urban morphological 'transition' from the high-rise CBD to the low-rise, fine grain streets of Carlton. A potential threat is the additional expansion of the CBD into north of Victoria Street on sites such as 12-22 Victoria Street, following a similar trajectory and application process as that of the Shangri La development.

Western Skyline - Upper Deck

View testing toward the Western Skyline (below) from the upper deck indicate confirm that the DDO envelopes are effective in retaining the low-profile in urban blocks immediately adjacent to the Gardens. Refer below to Figure 38.

As discussed, the 16-storey Queensberry Street building is an anomalous form resulting in a tall punctuation in the Rathdowne Street street wall condition. Properties south of Pelham Street not under a DDO in the Mixed Use Zone represents a potential threat to the sprawling skyline view from this vantage point.

Recent and ongoing development in the middle ground is relatively indistinguishable amidst the many institutional forms toward the Parkville NEIC.

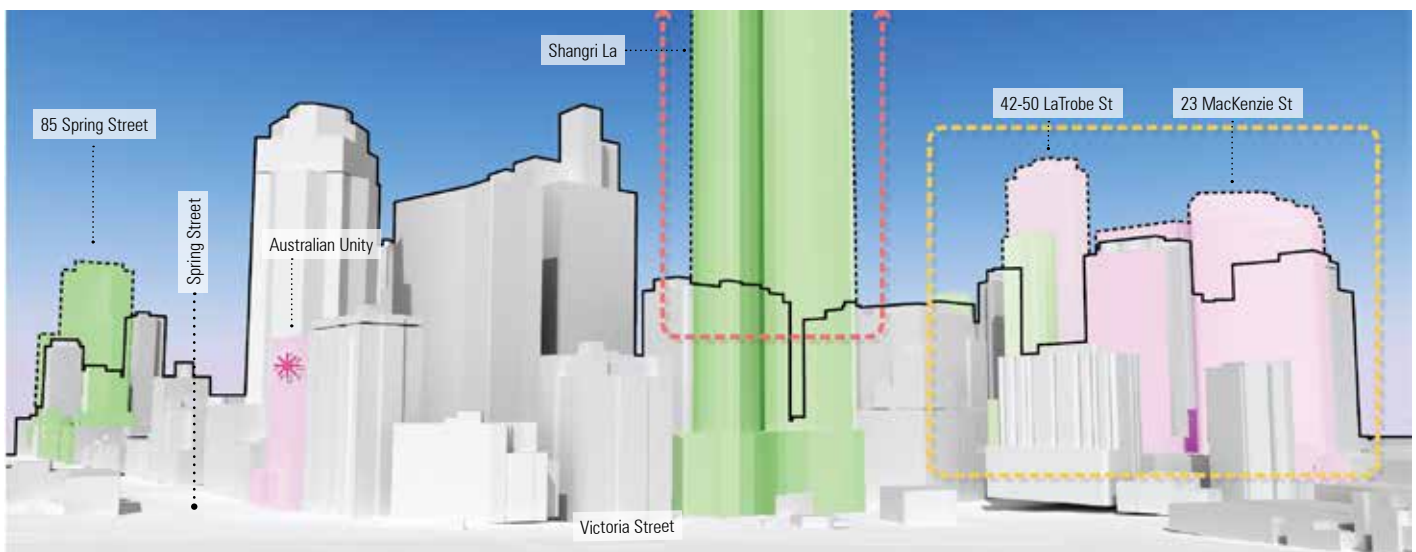


Figure 37 - Skyline testing from lower deck, looking southwest.

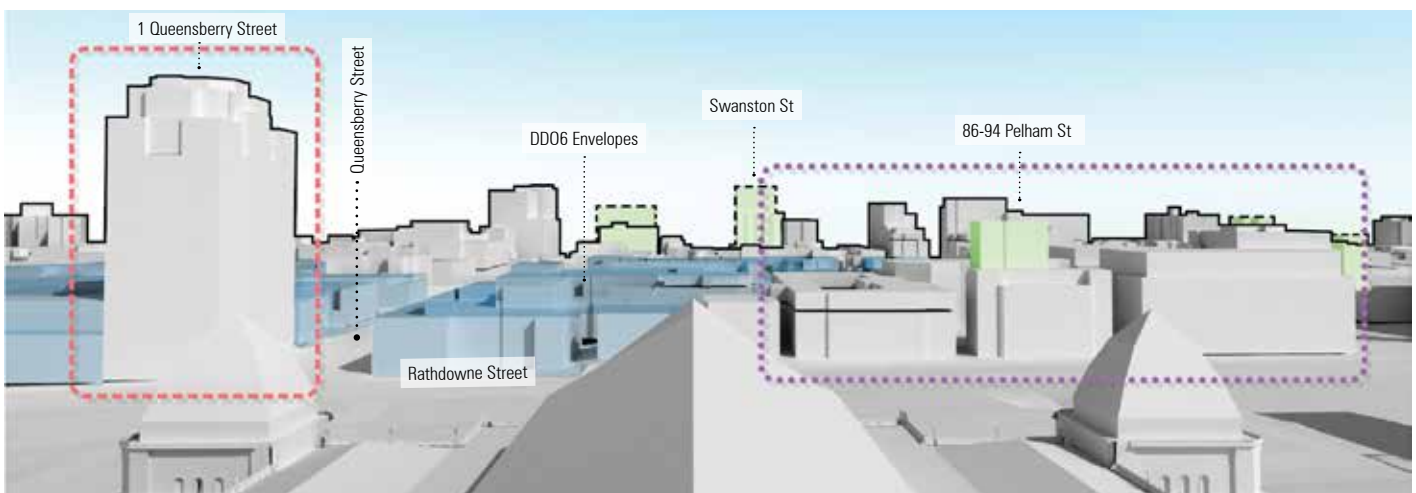


Figure 38 - Skyline testing from upper deck, looking west

Key Findings

- The existing Strategy recognised the significance of views out from the Deck to demonstrate and reinforce an understanding of the original nineteenth century context and contribute to an appreciation of the largely intact nineteenth century setting.
- To the **south**, the CBD continues to expand north of Victoria Street & Victoria Parade. Current and future significant tower development threatens to 'crowd out' the visual experience from both the Dome deck and Gardens ground plane.
- To the **east**, foreground views are anchored by heritage, fine grain row buildings fronting Nicholson and Gertrude Streets, including some VHR listings. Views are already subject to punctuating high-rise DHHS housing towers while ongoing updates to planning provisions for development along activity spines (i.e. Brunswick and Smith Streets) encourage a typology subservient to the WHEA. There is therefore a lesser threat to the Eastern Skyline, with the WHEA area and immediate surrounds unlikely to undergo significant change resulting in impact.
- To the **west**, the urban fabric is diverse when compared to the tight, low-scale, fine grain setting to the east - comprising a mix of towers, institutional buildings and low-scale heritage streetscapes. Chapter 5.3 found that DDO controls west of Rathdowne Street were effective in maintaining the primacy of the Dome. However, historic anomalies such as the 16-storey development on the Queensberry Street corner represent an unwanted development outcome abutting the Gardens. A gap in DDO controls on large allotments on the southern side of Pelham Street also represent potential threats to the western visual experience.
- To the **north**, the low-scaled, fine-grain residential setting of the inner-northern suburbs are expansive, extending from the immediate northern interface at Carlton Street. This results in a buffer between the Gardens and areas likely to undergo change further north - deemed negligible in threat to the visual experience.
- Residential zoning within and immediately surrounding the WHEA indicate areas where building heights are unlikely to change in the near future. However, the Planning Zone regime is not static and is subject to future review. Threats could emerge regarding evolving building heights aligned with zoning changes in the Planning Scheme.

Therefore, the southern skyline and to a lesser extent; the immediate west along Rathdowne Street, represent potential threats to change in the outward viewing experience. The following diagrams represent the emerging changes to the Skyline conditions in directions recognised as potential threats, specifically:

- Southeastern skyline viewed from the Dome deck;
- Southwestern skyline viewed from the Dome deck;
- Southwestern skyline viewed from the Museum forecourt looking toward the REB; and
- Western Skyline viewed from the Dome deck.



The expanding CBD skyline viewed from the Deck.



In contrast, the expansive low-scaled environs to the north.

8.0 Implementation Options

8.1 Overview

This discussion paper has raised a number of matters where recommended changes have been made to ensure the facilitation of necessary updates. This includes:

Modifications to the 2009 Strategy Plan:

- Revisions to the Statement of Significance for the WHEA (as detailed earlier within this discussion paper).
- Modifications to the WHEA boundary, including expansion to cover additional areas, and to remove the distinction between the buffer zone and the area of greater sensitivity.
- Any potential modifications to the WHEA would need to be facilitated through a proposed application being made to the World Heritage Committee for a minor boundary modification.

Suggested planning scheme implementation:

- Improved statutory controls associated with development within the WHEA.
- Improved coordination of decision making within the WHEA.
- Inclusion of the Executive Director, Heritage Victoria, in some aspects of the decision making process.

The suggested planning scheme implementation mechanisms are discussed throughout this section.

8.2 Planning Scheme

The discussion paper has highlighted a number of flaws and omissions relating to the controls as they apply to the WHEA, and recommendations of how they may be best addressed.

The following section contemplates the methods in which the discussion paper recommendations could potentially be implemented through relevant planning scheme mechanisms.

These are summarised as follows, and incorporate the initial recommendations for discussion:

World Heritage Environs Area (WHEA)

- The WHEA is designated as being of importance in the 2009 Strategy Plan, although the implemented statutory controls only apply within the inner 'area of greater sensitivity'. Consequently areas of the WHEA outside of the 'area of greater sensitivity' are afforded no greater protection or statutory control than the surrounding land located outside of the WHEA.
- The Heritage Overlays to implement the 2009 Strategy Plan applies only to the inner 'area of greater sensitivity' (H0992 World Heritage Environs Area Precinct: Melbourne Planning Scheme) & (H0361 - World Heritage Environs Area Precinct: Yarra Planning Scheme).
- In both cases of the H0992 and H0361, the 'heritage place' is nominated as the 'World Heritage Environs Area Precinct', but it lacks any form of critical cross reference back to its importance to the World Heritage Listing of the REB & Carlton Gardens.
- This means H0992 and H0361 rely on significance assessment focussed on the cultural heritage values of the 'place' rather than its contribution to the REB and the Carlton Gardens. This is applicable, but the link back to the World Heritage listing should be strengthened.
- It is recommended that the distinction between areas of greater and lesser sensitivity should be removed because of the lack of logic in this approach and inconsistencies, as well as unnecessary complications in implementation. In short, the WHEA should be managed as a single buffer zone.

Previous implementation & current statutory controls

- The lack of state or regional policies or clauses which specifically refer to WHEA is considered to be an existing policy gap which should be addressed by relevant updates to the Planning Policy Framework.
- The current residential zones apply a range of mandatory maximum height restriction, which by default is of benefit to the World Heritage Listing of the REB & Carlton Gardens and potential development with the WHEA. However further reforms to residential zoning in future are possible, which could remove the current mandatory maximum heights. This is considered to be a risk for the ongoing management and protection of the WHEA. In response it is recommended that a statutory control which applies consistency across the WHEA is implemented and addresses such matters as built form scale, independent of the standardised height controls within the built form controls.
- Existing DDO built forms controls have their basis in the 2009 Strategy Plan, but are noted to have been inconsistently applied within both the Melbourne and Yarra Planning Schemes. For example limited DDOs applied within the Yarra Planning Scheme. Noted anomalies and risks to the WHEA include:
 - The lack of any built form controls for the Commercial 1 Zone (C1Z) land bounded by Nicholson Street, Princess Street, Regent Street and Alma Street, Carlton.
 - The lack of any built form controls for the Public Use Zone (PUZ) land accommodating St Vincent's Hospital, bounded by Victoria Parade, Nicholson Street, Princess Street, Regent Street, Alma Street & Fitzroy Street, Carlton.
- The HO functions to include a referral trigger to the Executive Director, Heritage Victoria for an application to subdivide a place included on the Victorian Heritage Register (VHR). Of note, the WHEA is not included on the VHR, as per the listing under H0992 & H0361. No other referral triggers exist within the Melbourne or Yarra Planning Schemes to formally incorporate the involvement of Heritage Victoria.

- The current statutory controls do not include any detailed policies or decision guidelines relating to the signage within the WHEA. In context of the World Heritage listed REB and Carlton Gardens, this is considered to be omission or deficiency of existing signage controls. It is recommended this be addressed through potential amendments to the existing signage policies contained in the Melbourne and Yarra Planning Schemes, or perhaps included in a potential DDO to be applied to the entirety of the WHEA.

Role and function of responsible authority and involvement of Heritage Victoria

- Although the REB & Carlton Gardens has been designated as a World Heritage Site, the bulk of the statutory controls for the WHEA have been embedded at a local level and which based on municipal boundaries, thus split across two Council areas. This gives rise to a lack of coordination in decision making as it relates to the entirety of the WHEA and the importance of the setting of the adjacent World Heritage site.
- Also as already noted, no other referral triggers exist within the Melbourne or Yarra Planning Schemes to formally incorporate the involvement of Heritage Victoria.
- Based on these issues, it is worthwhile considering the role of who should be the responsible authority, whether this should be elevated to a higher state level to allow for better coordination and consistency in planning decision making, and how the formal involvement of Heritage Victoria may be better incorporated into the process.
- Regardless of how this is facilitated, it is clear that statutory decision making processes should be improved for consistency, and the formal involvement of Heritage Victoria should be strengthened. Thus regardless of municipality, this would ensure consistency and to recognise and reinforce the World Heritage values of the REB & Carlton Gardens.
- A 'pros' and 'cons' assessment of who should be the responsible authority for statutory planning decisions within the WHEA is outlined within the table on the following page.

Table 3: Options for statutory planning mechanism within WHEA

Statutory Mechanism	Pros	Cons	Recommend?
Retain Melbourne and Yarra Councils as responsible authority	Unlikely to be opposed by either Melbourne or Yarra Council, as it maintains their role as responsible authority to manage development within their own municipality.	It would maintain the 'status quo', but would mean a potential lack of consistency in decision making within the WHEA between Melbourne and Yarra Councils.	NO
Retain Melbourne and Yarra Councils as responsible authority. Implement the Executive Director, Heritage Victoria as a formal referral authority (i.e. via C66.02, C66.03 or C66.04, with exact implementation mechanism TBC).	Would maintain Melbourne and Yarra's role at the responsible authority in the decision-making process, but would also assist in ensuring consistency with decision making within the WHEA with the formalised role of the Executive Director Heritage Victoria as a referral authority.	There is the still possibility for inconsistent decisions to be made regarding development within the WHEA, if Heritage Victoria are designated only as a recommending referral authority (i.e. Council can ignore Heritage Victoria's comments). The above could be avoided if Heritage Victoria were designated as a determining referral authority (i.e. Council must abide by Heritage Victoria's comments). However Melbourne and Yarra Council could be resistant to this level of control. The above concern could be managed if Heritage Victoria's referral powers were limited to commenting only on matters specifically relevant to the potential impacts on the World Heritage listing of the REB & Carlton Gardens and/or development applications over a specified scale (details TBC).	YES
Implement the Executive Director, Heritage Victoria as the responsible authority for all applications within the WHEA. (i.e. via C72.01)	Would ensure consistent decision making within the WHEA from the State level focused Heritage Victoria, which appropriately reflect the World Heritage status of the REB & Carlton Gardens.	Although Heritage Victoria can comment on and determine heritage matters, they are not equipped to undertake a technical assessments of all other aspects associated with planning applications. If Heritage Victoria were nominated as the responsible authority it may create resourcing and funding issues in administering this function. It would trigger approval for all planning application, where many applications may be of no relevance to the World Heritage listing. Likely to be strongly resisted by Melbourne and Yarra Councils in reducing their role in managing development within key parts of their municipality.	NO
Implement the Minister for Planning as the Responsible authority for all development within the WHEA. (i.e. via C72.01)	Would ensure the World Heritage status of the REB & Carlton Gardens and planning decisions within the WHEA are recognised at the highest level within the Planning System. The Office of the Minister for Planning are equipped to undertake a technical assessments of all other aspects associated with planning applications	If the Planning Minister is nominated as the responsible authority it may create resourcing and funding issues. It would duplicate time resources and inputs as the office for the Minister for Planning would probably seek the views and input of Heritage Victoria. Likely to be strongly resisted by Melbourne and Yarra Councils in losing their role in managing development within key parts of their municipality.	NO



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