

REVIEW OF THE World Heritage STRATEGY PLAN FOR THE ROYAL EXHIBITION BUILDING & CARLTON GARDENS World Heritage ENVIRONS AREA

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for the Department of Environment, Land, Water & Planning

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DRAFT

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).

The project involved undertaking a review of *The World Heritage Environs Area Strategy Plan: Royal Exhibition Building & Carlton Gardens* (Department of Planning and Community Development, 2009) (2009 Strategy Plan), and the preparation of a new Strategy Plan to ensure the ongoing protection of the World Heritage listed Royal Exhibition Building (REB) & Carlton Gardens.

This draft updated Strategy Plan for the World Heritage Environs Area (WHEA), around the REB & Carlton Gardens is the output of this review process.

The background review found that the 2009 Strategy Plan has been generally successful in conserving and protecting the World Heritage values of the REB & Carlton Gardens through managing and controlling development within the WHEA through Local Policies and Design Development Overlays (DDOs). P46 of the 2009 Strategy Plan acknowledges the value of the HO. However the review identified a range of potential modifications and refinements to improve its functional operations to conserve and protect the World Heritage values of the REB & Carlton Gardens.

Summary of gaps, omissions & risks

The review of the 2009 Strategy Plan revealed a range of gaps, omissions and risks which are required to be addressed through revisions and updates to the Strategy Plan and associated statutory policy implementation framework. A summary of key identified gaps, omissions and risks is outlined below, and further expanded upon throughout the balance of this Strategy Plan:

- A lack of statutory planning policies or controls at a State & regional level to address the protection of World Heritage sites.
- A gap as the Statement of Significance (SoS) and statutory planning controls for the existing WHEA currently only applies to the Area of Greater Sensitivity.
- A lack of statutory planning policies or controls over those parts of the WHEA that sit outside of the Area of Greater Sensitivity.
- A lack of 'visibility' of what land is within the WHEA (i.e. the WHEA being shown on planning maps and also picked up on property planning certificates).
- A lack of DDOs in select areas within the WHEA, which if developed could negatively impact on the World Heritage values of the REB & Carlton Gardens and WHEA.
- A risk that mandatory maximum height controls within the current residential zones could be altered by separate State Government process, to the detriment of the WHEA.
- A risk that development within select areas just outside of the current WHEA boundary could have significant visual impact on the REB & Carlton Gardens.
- A risk that development of land under the guidance of the current DDO - Schedule 13 (City of Melbourne) could have significant visual impact on the REB & Carlton Gardens.
- A lack of consistency in the designation of the WHEA boundary, which could be addressed through minor revisions.
- A lack of consistent and coordinated decision making across the WHEA, with development approvals being separately administered by the City of Melbourne and the City of Yarra.
- A lack of a formal role of the Executive Director, Heritage Victoria in decision making process.

Summary of recommendations

- A lack of statutory planning policies or controls, policies and design guidance for signage with WHEA.
- A risk to the heritage value of the public realm of the WHEA due to various Planning Scheme exemptions for public works.
- A lack of general public awareness of the role, function and extent of the WHEA and REB & Carlton Gardens.
- The WHEA HO applies to the Area of Greater Sensitivity only, although almost all of the balance of the buffer zone is also included in other HOs. The HO protects the intrinsic heritage values of the area within the mapped HO boundary. Additional statutory mechanisms are needed to fully address the role of the WHEA as a buffer zone to a proximal World Heritage site.
- Under the *Heritage Act 2017*, the WHEA Strategy Plan must set out the World Heritage values of the listed place to which the WHEA relates and provide strategies to protect and manage these values. The Outstanding Universal Value (OUV) of the REB & Carlton Gardens has been established by the listing process. There is currently a gap in addressing the implications of OUV of the REB & Carlton Gardens for the WHEA.

In order to appropriately address the range of identified gaps, omissions and risks, a summary of the recommendations made in response are outlined below. These matters are expanded upon throughout the balance of this Strategy Plan.

Planning Scheme implementation

A summary of the recommendations relating to the implementation within the Victoria Planning Provisions and the specific Planning Scheme for Melbourne and Yarra include.

Proposed amendments to Victoria Planning Provisions

- Amend Clause 15.03-1S Heritage Conservation to include specific reference to the retention, protection and management of World Heritage listed sites.
- Implement a new regional level policy at Clause 15.03-1R to address the heritage conservation, protection and management of the World Heritage Listed REB & Carlton Gardens and the associated WHEA.

Proposed amendments to Melbourne Planning Scheme

- Amend Clause 22.21 Heritage Places within the World Heritage Environs Area to:
 - Amend the title to *Development Guidelines for the World Heritage Environs Area*.
 - Remove the distinction between areas of Greater and Lesser sensitivity of the WHEA.
 - Implement expansions of the WHEA boundary to the west and south west, including:
 - Properties to west side of Drummond Street between Grattan and Victoria Street.
 - Properties bounded by Victoria, Exhibition La Trobe and Russell Streets.
- Amend policy to include provisions to nominate and address the protection of primary view lines.
- Amend policy to specifically discourage specific types of signage within the WHEA.
- *Amend Clause 66.04 - Referral of permit application* to nominate the Executive Director, Heritage Victoria as a determining Referral Authority for certain scales of development.

- Amend existing Design & Development Overlay Schedule 6 (DDO6) to cover identified existing 'gap' properties.
- Amend existing DD013 to address the improved protection of key view lines.
- Implement a new DDO to apply to the entire WHEA to include:
 - Appropriate design objectives and decision guidelines which function to protect the World Heritage values and prominence of the REB & Carlton Gardens.
 - Height controls and built form guidance for General Residential Zone (GRZ), Neighbourhood Residential Zone (NRZ) and Mixed Use Zone (MUZ) land.

Proposed amendments to Yarra Planning Scheme

- Amend Clause 22.03 Landmarks and Tall Structures to refer to the updated version of the Strategy Plan.
- Amend Clause 22.14 Heritage Places within the World Heritage Environs Area to:
 - Amend the title to *Development Guidelines for the World Heritage Environs Area*.
 - Remove the distinction between areas of Greater and Lesser sensitivity of the WHEA.
 - Implement minor expansions of the WHEA boundary to the east, including:
 - Road reserve up to the property line on the east side of Fitzroy Street between Bell Street and Victoria Parade.
 - Amend policy to include provisions to nominate and address the protection of primary view lines.
 - Amend policy to specifically discourage specific types of signage within the WHEA.
- Amend Clause 66.04 - Referral of permit application to nominate the Executive Director, Heritage Victoria as a determining Referral Authority for certain scales of development.
- Consolidate DD08 into a new WHEA DDO (see details below).
- Implement a new DDO to apply to the entire WHEA to include:
 - Appropriate design objectives and decision guidelines which function to protect the World Heritage values and prominence of the REB & Carlton Gardens.
 - Height controls and built form guidance for GRZ, NRZ, Commercial 1 Zone (C1Z) and Public Use Zone (PUZ) land.

Additional recommendations

A summary of additional recommendations relating to matters both within the context of relevant Planning Schemes, as well as other recommendations for actions outside of the statutory planning framework is provided below, including an indication of who would implement them:

- Amend the Statements of Significance for all heritage properties included in the VHR to clearly identify they are in the WHEA (HV).
- Review HO992 and HO361 (which are the current WHEA HOs based on the Area of Greater Sensitivity) to ensure that their boundaries and SoS are updated in the future to comply with *Planning Practice Note 1: Applying the Heritage Overlay (August 2018)* and Amendment VC148 (CoM & CoY).
- Review *Clause 62.02-1 Building and works not requiring a permit* which provides a specific exemption for buildings or works with an estimated cost of \$1,000,000 or less which are carried out by or on behalf of a municipality. This current exemption raises a clear risk relating to works in the public realm of the WHEA. For example it could result in the removal of elements of heritage fabric, such as blue stone curbing, without requiring planning approval (DELWP).
- Prepare public infrastructure guidelines in response to the current planning system providing wide reaching exemptions for public infrastructure works, including but not limited to: roadworks/footpaths, infrastructure upgrades (above and below ground), directional signage, bus/tram stops, street furniture etc. The intent of such guidelines is to investigate issues of potential impact on the World Heritage values of the REB & Carlton Gardens and associated WHEA and to investigate appropriate design responses. The guidelines would function as an advocacy tool to engage with relevant stakeholders on this issue with a view to them adopting the guidelines for future works which would otherwise be exempt from needing planning approval (to be considered by REB&CG).
- Prepare detailed signage guidelines to address how types of permissible signage within the WHEA can be appropriately designed and managed with regard to the World Heritage values of the REB & Carlton Gardens and associated WHEA (to be considered by REB&CG).
- Prepare a WHEA interpretation strategy to document key elements and to potentially introduce signboards and signage for the purposes of promotion, wayfinding, identification of key locations/buildings and self guided walking tours. Such initiatives would function to increase public awareness and overall community knowledge of the WHEA and its importance to the World Heritage setting of the REB & Carlton Gardens (to be considered by REB&CG).

Abbreviations

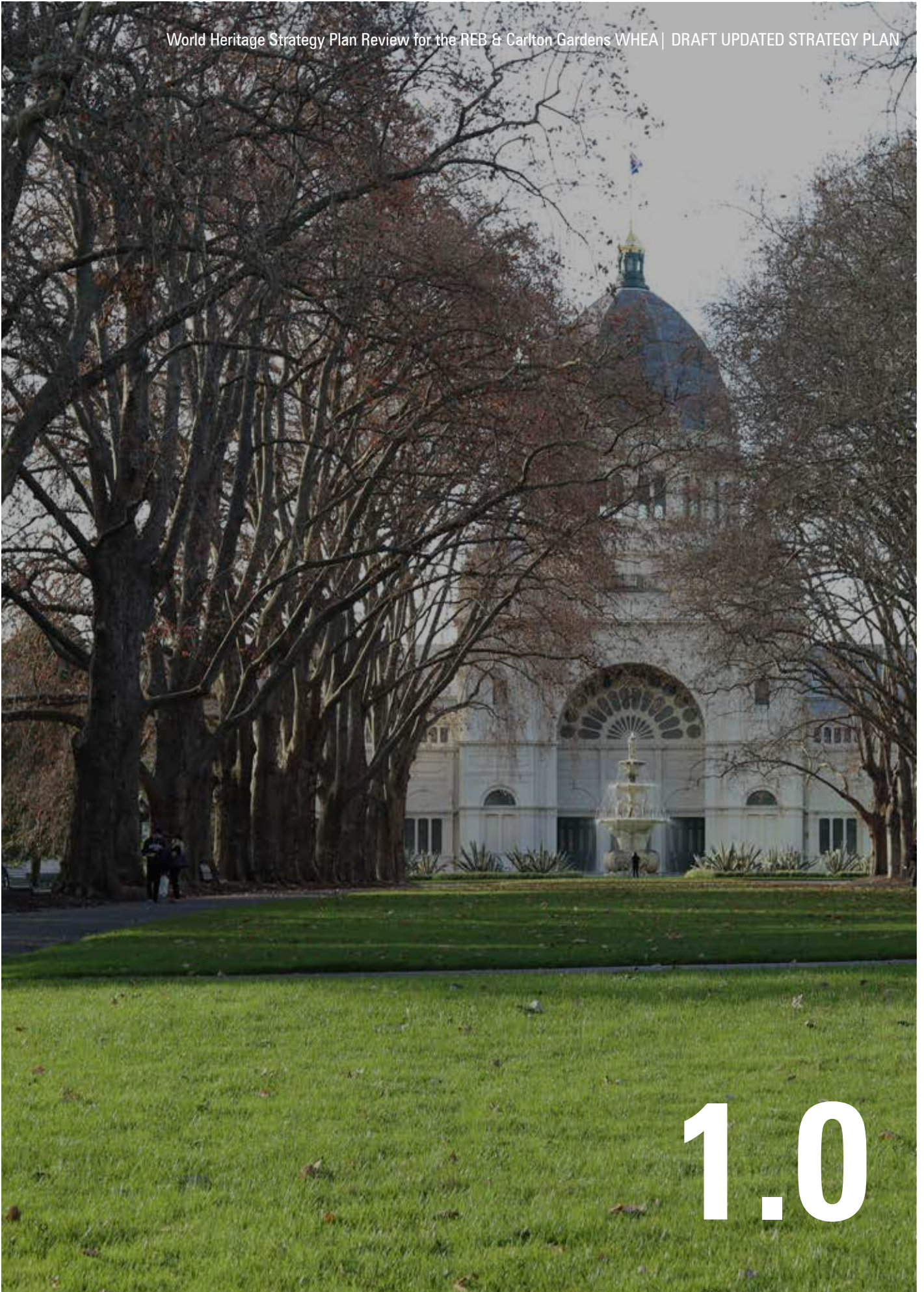
Commonly used throughout this Strategy Plan are abbreviations for key terminology. These are:

- **2009 Strategy Plan** - 2009 World Heritage Environs Strategy Plan
- **CoM** - City of Melbourne Council
- **CoY** - City of Yarra Council
- **C1Z** - Commercial 1 Zone
- **DDO** - Design & Development Overlay
- **DELWP** - Department of Environment, Land Water & Planning
- **GRZ** - General Residential Zone
- **Hansen** - Hansen Partnership Pty Ltd
- **HLCD** - HLCD Pty Ltd
- **HO** - Heritage Overlay
- **HV** - Heritage Victoria
- **MUZ** - Mixed Use Zone
- **NRZ** - Neighbourhood Residential Zone
- **Operational Guidelines** - Operational Guidelines for the Implementation of the World Heritage Convention (2019)
- **OUV** - Outstanding Universal Value
- **PUZ** - Public Use Zone
- **REB** - Royal Exhibition Building
- **REB&CG** - Royal Exhibition Buildings & Carlton Gardens
- **REB&CGSC** - Royal Exhibition Buildings & Carlton Gardens World Heritage Steering Committee
- **SoS** - Statement of Significance
- **VHR** - Victorian Heritage Register
- **VCAT** - Victoria Civil & Administrative Tribunal
- **WHEA** - World Heritage Environs Area

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1.0 Introduction

The REB & Carlton Gardens, Carlton was inscribed in the UNESCO World Heritage List on 1 July 2004. This Strategy Plan is about the WHEA surrounding the World Heritage site which was declared in 2007. Once it is adopted by the Minister in accordance with the *Heritage Act 2017*, the WHEA Strategy Plan will supersede the earlier the Strategy Plan that was formally adopted and implemented in 2009.

It is a requirement of the *Heritage Act 2017* (Vic), that a World Heritage Management Plan (which includes the Strategy Plan) must be reviewed every 7 years.

This Strategy Plan constitutes a draft updated Strategy Plan for the WHEA around the REB & Carlton Gardens; the WHEA excludes the World Heritage listed site.

Under Section 170 of the *Heritage Act 2017*, a World Heritage Strategy Plan must be prepared for a declared WHEA and must:

- (a) set out the World Heritage values of the listed place to which the WHEA relates; and
- (b) set out strategies for the appropriate use and development of the WHEA in order to ensure that the World Heritage values of the listed place are protected and managed.

The WHEA additionally derives from the requirements of the *Operational Guidelines for the Implementation of the World Heritage Convention* (2019) (Operational Guidelines), to which Australia is a State Party, and which provides for the identification of a 'buffer zone' for World Heritage properties.

Hansen in partnership with HLCD were engaged by Heritage Victoria within DELWP to undertake a review of the World Heritage Environs Area and prepare a new updated Strategy Plan to ensure the ongoing protection of the World Heritage listed REB Building & Carlton Gardens.

The preparation of the draft updated Strategy Plan Review includes a **4-phase process** as follows:

- **Phase 1: Preparation of Discussion Paper (April 2020 - for targeted consultation, and to inform the development of the draft Strategy Plan).**
- **Phase 2: Targeted Stakeholder Engagement on the Discussion Paper (May 2020).**
- **Phase 3: Preparation of draft updated Strategy Plan Review (September 2020-February, 2021).**
- **Phase 4: Finalisation of draft updated Strategy Plan Review, including Planning Ordinances.**

The preparation of the draft updated Strategy Plan was informed by input from a Steering Control Group comprising representatives from DELWP.

Section 11.0 Next Steps outlines the forward process for the consideration of this draft updated Strategy Plan.



1.1 World Heritage Listing

The REB & Carlton Gardens was inscribed in the World Heritage List under Criterion (ii). The 'Justification for Inscription' reads:

Criterion (ii): The Royal Exhibition Building and the surrounding Carlton Gardens, as the main extant survivors of a Palace of Industry and its setting, together reflect the global influence of the international exhibition movement of the 19th and early twentieth centuries. The movement showcased technological innovation and change, which helped promote a rapid increase in industrialisation and international trade through the exchange of knowledge and ideas.

The REB & Carlton Gardens is also included in the Australian National Heritage List (Place id. 105708) and the Victorian Heritage Register (VHR 1501).

1.2 WHEA

Part 9, Division 1, Section 169 of the *Heritage Act 2017 (Vic)* provides for the declaration of the WHEA by the Governor in Council on the recommendation of the Minister. On 11 October 2007 the WHEA surrounding the REB & Carlton Gardens was declared and gazetted.

The WHEA acts as a 'buffer zone' to the REB & Carlton Gardens, and assists in conserving and protecting the World Heritage values of the REB & Carlton Gardens, through managing and controlling development outside the site but within the WHEA.

The WHEA as it currently applies is illustrated at Figure 1 and incorporates predominantly residential areas (with some mixed use) in Carlton and Fitzroy; some commercial properties to the east of Nicholson Street and along Gertrude Street; St Vincent's Hospital; together with properties at the north end of Melbourne's Central Business District (CBD) in the area generally immediately south of Victoria Street.

Most properties within the WHEA have existing heritage controls (Cities of Melbourne and Yarra Heritage Overlay (HO) controls, and Victorian Heritage Register controls); other planning scheme controls also apply in some cases including height controls specified under the suite of applicable Residential Zones and various Design and Development Overlays.

Buffer Zone

The Operational Guidelines aim to facilitate the implementation of the Convention concerning the *Protection of the World Cultural and Natural Heritage* (1972). Australia, as a State Party to the Convention, is a key user of the Operational Guidelines. As noted above, the Operational Guidelines also provide for the identification of a buffer zone for World Heritage properties, as follows:

103. Wherever necessary for the proper conservation of the property, an adequate buffer zone should be provided.

104. For the purposes of effective protection of the nominated property, a buffer zone is an area surrounding the nominated property which has complementary legal and/or customary restrictions placed on its use and development to give an added layer of protection to the property. This should include the immediate setting of the nominated property, important views and other areas or attributes that are functionally important as a support to the property and its protection. The area constituting the buffer zone should be determined in each case through appropriate mechanisms. Details on the size, characteristics and authorized uses of a buffer zone, as well as a map indicating the precise boundaries of the property and its buffer zone, should be provided in the nomination.

105. A clear explanation of how the buffer zone protects the property should also be provided.

1.3 Strategy Plan

Part 9, Division 2, Section 170 of the *Heritage Act 2017* (Vic) (The Act) provides for the preparation of a Strategy Plan for the WHEA.

According to Section 170(2) of the Act, the Strategy Plan must:

- *Set out the World Heritage values of the listed place to which the World Heritage Environs Area relate; and*
- *Set out strategies for the appropriate use and development of that area in order to ensure that the world heritage values of the listed place are protected and managed.*

The Strategy Plan is also intended to provide clear and justifiable rationale for proposed modifications to planning controls within the WHEA, as well as suitable direction and guidance to both owners and permit issuing authorities in the management of the WHEA. This includes built form analysis and rationale for the strategies contained in the Strategy Plan, while having regard to other existing relevant statutory requirements relating to future development and use of the WHEA. Accordingly, the Strategy Plan:

- Outlines the statutory context for development of the plan.
- Summarises the World Heritage values.
- Describes the WHEA.
- Provides an overview of the approach undertaken as part of the review of the Strategy Plan.
- Provides an overview of the built form analysis methodology employed as part of the review.
- Outlines recommendations for further revisions and updates to statutory controls to ensure protection of the WHEA.

1.4 Related Documents

The Strategy Plan forms one part of a suite of documents relating to the conservation and management of the REB & Carlton Gardens, their site context and setting, which are components of the overarching *World Heritage Management Plan 2013* (WHMP). The WHMP was given legal effect in Victoria through the *Heritage Act 1995* (Division 3), now superseded by the *Heritage Act 2017*. The components are identified in the WHMP as Attachments A to E, which are each currently being reviewed:

- **Attachment A:** *Royal Exhibition Building and Carlton Gardens Conservation Management Plan* (Lovell Chen, 2007, updated in 2008), currently under review and due for completion in 2021.
- **Attachment B:** *Carlton Gardens Master Plan* (City of Melbourne, May 2005), sets out the future directions for the management of the Carlton Gardens and is currently under review and due for completion in 2021.
- **Attachment C:** *Royal Exhibition Building and Exhibition Reserve Master Plan* (Museum Victoria, February 2007), sets out the vision for the use and management of the REB and Exhibition Reserve as managed by Museum Victoria (due for review in 2021).
- **Attachment D:** *World Heritage Environs Area Strategy Plan: Royal Exhibition Building and Carlton Gardens* (WHEA Strategy Plan, Department of Planning and Community Development, October 2009), provides for the protection of the World Heritage values of the REB & Carlton Gardens through specific planning controls in the buffer zone which is to be replaced by this revised Strategy Plan.
- **Attachment E:** *Report to the Minister* (Royal Exhibition Building and Carlton Gardens World Heritage Steering Committee, 2012), contains a summary of the targeted consultation processes and feedback received in relation to the Draft WHMP.

In addition to these documents, a new document is currently in preparation under the auspices of the REB & Carlton Gardens World Heritage Management Plan Steering Committee that will examine the Indigenous cultural heritage values of the heritage place.

1.5 Study Area

While the area that is the subject of the current study had its basis in the 2009 World Heritage Environs Area Strategy Plan, a broader area was examined for the purposes of the Strategy Plan review. The study area is greater than both the 2009 WHEA and the currently recommended WHEA.

The 2009 WHEA, as illustrated in Figure 1, broadly includes an area which extends one street block surrounding the REB & Carlton Gardens. It essentially acts as a buffer zone around the REB & Carlton Gardens and assists in conserving and protecting the World Heritage values. An Area of Greater Sensitivity is also nominated within the WHEA. Both areas are illustrated on Figure 1 Study Area.

The WHEA is also notable in that it spans 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 overlay controls differs between municipalities. A brief summary of these controls is provided within this draft updated Strategy Plan.





2.0 2009 Strategy Plan Review

2.1 What has Changed Since 2009?

The following section outlines key findings of a review of the 2009 Strategy Plan, undertaken by Hansen Partnership and HLCD on behalf of Heritage Victoria in April 2020. Key findings of the WHEA Discussion Paper (Hansen Partnership and HLCD, April 2020), were reported to the DELWP, which was then put out for targeted stakeholder engagement in May 2020.

Targeted stakeholders included: Cities of Melbourne and Yarra (officers and councillors), Museums Victoria, National Trust, Australia ICOMOS, Commonwealth Department of Agriculture, Water and the Environment, Australian World Heritage Advisory Committee, Royal Historical Society of Victoria, Melbourne Heritage Action Group, The Carlton Residents Association Inc., Fitzroy Residents' Association (FRA), Friends of Royal Exhibition Building and Carlton Gardens, The Protectors of Public Lands (Victoria) (PPL), Residents 3000 Melbourne, Carlton Inc., City Precinct Inc, Coalition of Residents and Business Associations (CoRBA), Fitzroy Historic Society, Carlton Historical Society.

Targeted stakeholders were given an opportunity to review the WHEA Discussion Paper and provide a written submission. Each stakeholder organisation was requested to nominate a primary contact, and as part of the review of the Discussion Paper to provide a 'top 10' comments/issues/questions for further consideration. Following receipt of written submissions some further targeted follow up meeting undertaken with the Cities of Melbourne and Yarra Council officers, National Trust and Australia ICOMOS, to discuss a range of issues raised.

The undertaken review of the *World Heritage Environs Area Strategy Plan: Royal Exhibition Building & Carlton Gardens* (Department of Planning and Community Development, 2009) identified that it has been generally successful in conserving and protecting the World Heritage values of the REB & Carlton Gardens. This has been achieved through managing and controlling development within the WHEA through Local Planning Policies and Design Development Overlays (DDOs). P46 of the Strategy Plan 2009 acknowledges the value of the HO. However it is recommended that a range of modifications and refinements be implemented to improve the functional operation and consistency of decision making within the WHEA in order to better conserve and protect the World Heritage values of the REB & Carlton Gardens.

The planning and urban contexts of the WHEA and its surrounds have evolved since the 2009 Strategy Plan was completed, as has the direction of planning policy and decision making more broadly. Key observations include (refer also to Figure 2 on Page 16):

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. Refer to Section 7.6.

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 Scheme Amendments in the City of Yarra have seen mandatory built form controls introduced in key heritage areas where supported by evidence based strategic work.

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

Amendment C258 was approved by the Minister for Planning and notice of approval was published in the Government Gazette on 10 July 2020. The outcome will influence how development applications on heritage sites in the WHEA will be assessed based on approved revisions to Clause 22.04 (Heritage places outside the CCZ) and Clause 22.05 (Heritage places inside the CCZ).

4 Statement of Significance (SoS)

The SoS for the existing WHEA was documented in the 2009 Strategy Plan. It was formally adopted in October 2009, and applied to the Area of Greater Sensitivity only. The WHEA Discussion Paper rewrote the SoS to apply to the WHEA in its entirety and to reflect the key changes in heritage practice and historical discourse in the intervening years. However, after greater reflection and receiving input from stakeholders, it seemed that a SoS was not appropriate for the purposes of the WHEA to protect the world heritage values of the REB&GC.

A SoS for a place succinctly expresses the heritage values of that place. The primary purpose of the WHEA is to contribute to the protection, conservation and management of the Outstanding Universal Values of the REB & Carlton Gardens, a place outside of the WHEA. While the WHEA does have heritage values itself, these values may be similar to some other parts of Carlton and Fitzroy. The delineating factor for the WHEA is not a boundary defining the extent of a heritage place. What distinguishes the WHEA is its role in relation to a separate World Heritage site. Refer to Section 7.5

For this reason, the draft updated Strategy Plan takes as the starting point the Outstanding Universal Values of the REB & Carlton Gardens (Section 4) and then looks at the implications of these for the WHEA (Section 5.1 Rationale for the WHEA). Then it describes the key attributes of the WHEA which support the Outstanding Universal Values of the REB & Carlton Gardens (Section 6.3). This approach has replaced the 2009 SoS. It is also recommended to remove the distinction between the Areas of Greater and Lesser Sensitivity. The revised SoS may be considered appropriate as the SoS of the HO if the relevant SoS's are updated in the future to comply with Planning Practice Note 1: Applying the Heritage Overlay (August 2018) and Amendment VC148 (CoM & CoY).

5 Recent Development Approvals & Proposed In the WHEA

Within the Hoddle Grid, constructed high rise developments have perforated the skyline in recent years. Previously these were not 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.

The views, vistas and built form analysis is outlined in Section 8 of this Strategy Plan and addressed in detail within the Visual Framework Analysis.

6 Publicly Accessible Dome Promenade

The Dome Promenade at the base of the REB Dome has not been publicly accessible since the early 1900s. Views out of the REB & Carlton Gardens were not considered significant in the 2009 Strategy Plan as the Dome Promenade was not publicly accessible at the time. The imminent re-opening of the 360-degree Dome Promenade will offer elevated views out of the REB & Carlton Gardens to areas beyond the WHEA. Historic 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.

Likewise *Clause 62.02-1 Building and works not requiring a permit* (contained in the CoM & CoY Planning Schemes), is highlighted as a specific planning risk from a heritage perspective. This Clause currently provides a specific exemption for buildings or works with an estimated cost of \$1,000,000 or less which are carried out by or on behalf of a municipality. Therefore this raises a risk relating to works in the public realm of the WHEA. For example it could result in the removal of elements of heritage fabric, such as blue stone curbing, without requiring planning approval.

Summary Review of Strategy Plan 2009

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) 
- C1Z/ MUZ (Without DDO) 
- PUZ (Without DDO) 
- MUZ (Without DDO) 
- Open Space/ Park/ Gardens 
- Dome & Promenade Deck 
- Royal Exhibition Building 
- Recent Key Development Approvals in the WHEA 
- Recent Key Development Proposals in the WHEA 
- Views to Dome (Existing DDOs) 
- Tram Stop 
- Key Changes Since 2009 (Refer to Executive Summary Text) 

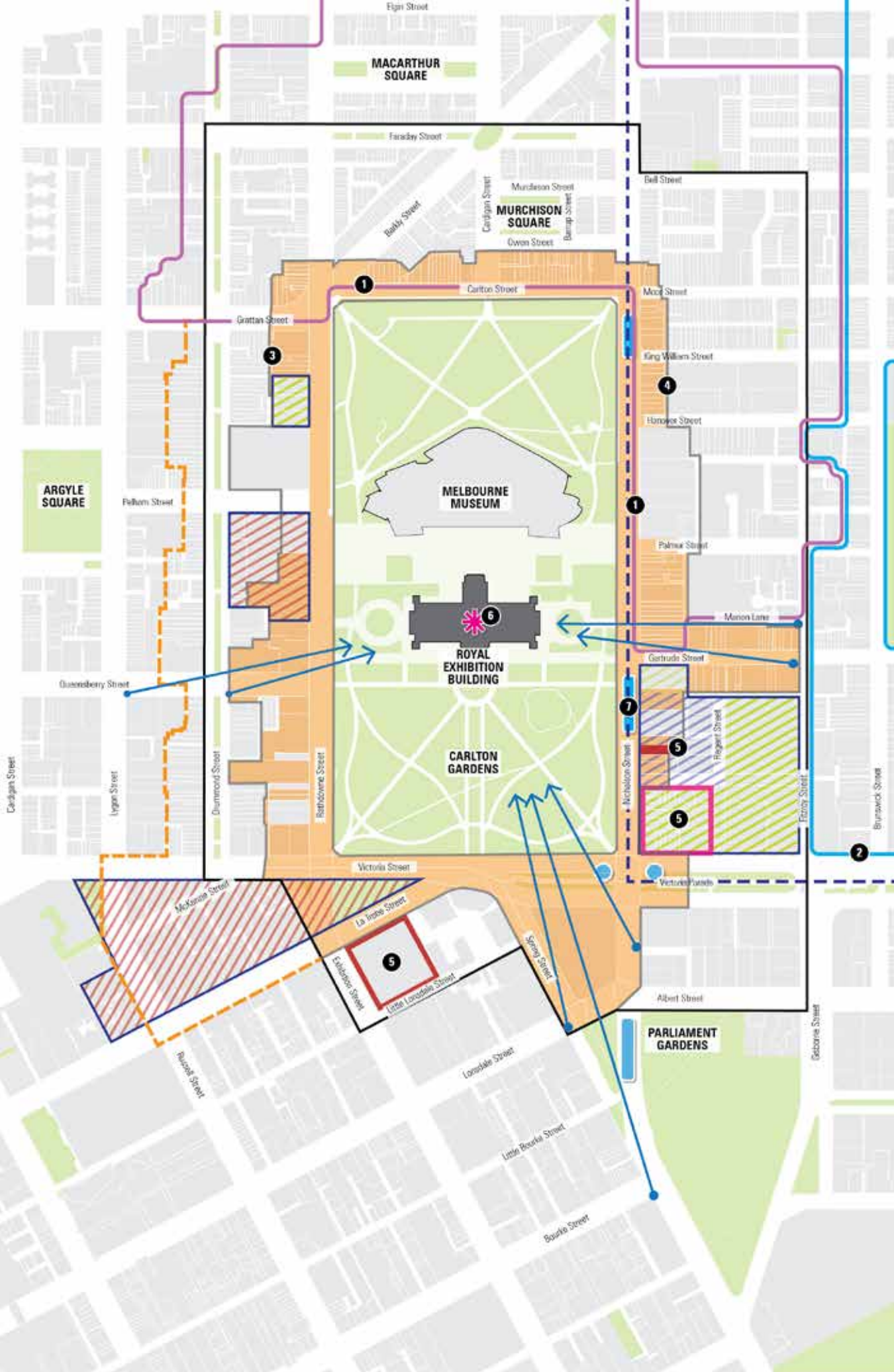


Figure 2 - WHEA Discussion Paper Summary Map



2.2 Are there 'gaps' in the 2009 Strategy Plan?

Through review of background information (including the 2009 Strategy Plan and its implementation), 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:

Rationale for the WHEA

Although the 2009 Strategy Plan had a SoS for the WHEA, it was not clear about what attributes of the WHEA directly contribute to the protection, conservation and management of the Outstanding Universal Values of the REB & Carlton Gardens. This updated draft Strategy Plan provides key attributes of the substantially intact late 19th century and early 20th century setting, and attributes which allow the design scale and vision of the REB & Carlton Gardens to be understood.

REB Views and Vistas:

Assessment of views to the Dome is elaborated upon and discussed at great length with current planning controls implemented to protect key views and vistas to the Dome from various vantage points. However there are gaps in relation to documenting and testing views to the REB from within the WHEA and from within the Carlton Gardens. Additional vantage points from within Carlton Gardens have been identified, where possible threat from 'at risk' areas currently situated outside the WHEA boundary may threaten the visual prominence of the REB. Further view testing has been conducted as part of this Strategy Plan.

Evidence-based Visual Tests:

Since the original implementation of the 2009 Strategy Plan, there has been limited evidence-based built form testing to demonstrate possible implications of existing DDOs on the Dome and REB views and vistas. Further testing of these views has been conducted as part of this updated draft Strategy Plan.

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. Viewshed testing of Dome views and vistas has been conducted as part of this updated draft Strategy Plan.

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. To this end, view locations have been nominated and tested as part of this updated draft Strategy Plan.

Gaps in Planning Controls and Protocols:

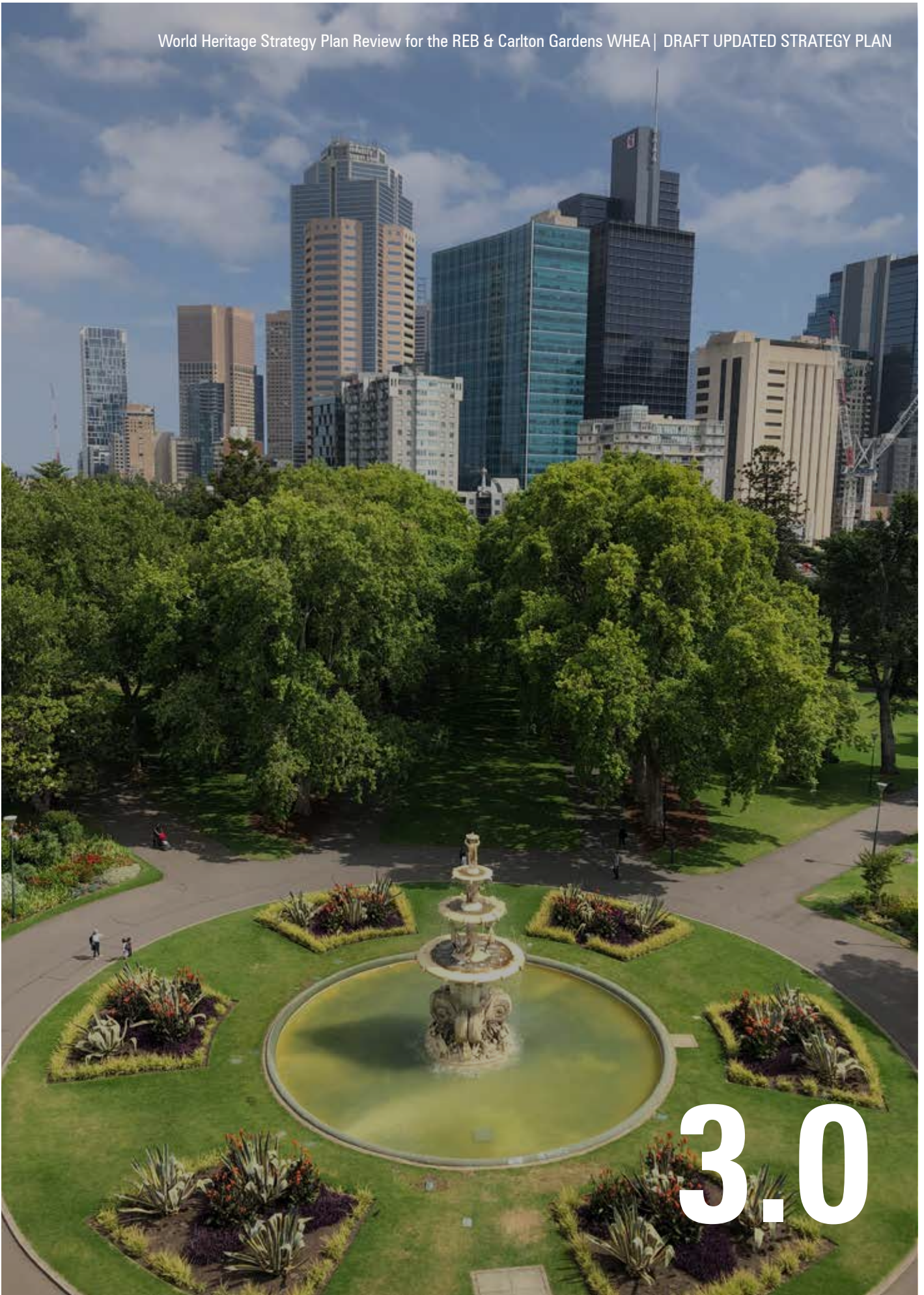
There are sites which are currently not affected by existing DDOs, including larger sites in MUZ, C1Z and PUZ. These sites are more likely to be redeveloped in the short to medium terms. Also it was noted that recent VCAT decisions for development proposals in the WHEA did not refer to the 2009 Strategy Plan. In addition there has been a lack of consistent decision making as the role of the Responsible Authority for land within the WHEA is split across the municipalities of the City of Melbourne and the City of Yarra.

Local Planning Policies (WHEA):

Existing Local Planning 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 & Carlton Gardens. The fact that these controls do not apply to the entire WHEA is considered as a gap, as much of the WHEA has no effective controls to guide and influence decision making.

State and Regional Planning Policies (WHEA):

Currently there is a lack of State and Regional Planning Policies for the WHEA within the City of Melbourne and City of Yarra Planning Schemes. This is considered to be a gap in the 2009 Strategy Plan, as such State and Regional Planning Policies would provide strategic context and a basis for Local Planning Policies and overlays.



3.0

3.0 Victorian Heritage Act Provisions for Strategy Plan review

The following is a summary of the relevant provisions (and stages) under the *Heritage Act 2017* (Vic) (the Act), in reference to World Heritage at Part 9, Sections 169 -180 of the Act. The provisions are in two parts: Division 1 – World Heritage Environs Areas, and Division 2 – World Heritage Strategy Plans.

As noted above, the Act provides for the declaration of World Heritage Environs Areas and the preparation of World Heritage Strategy Plans relating to the use, development, management and protection of those areas. Under the provisions of the Act, this reviewed Strategy Plan is currently in draft form. To progress to approved status, it will include staged opportunities for any person or body to make submissions in response to the draft Strategy Plan, and for the Heritage Council of Victoria to consider submissions and adopt the draft Strategy Plan (with or without amendments), and provide it to the Minister, who may approve the draft Strategy Plan with or without amendments.



'Pratt c1955' - Nicholson and Rathdowne streetscapes



4.0 World Heritage Values

The REB & Carlton Gardens was inscribed on the World Heritage List in 2004 as a site of Outstanding Universal Value that met Criterion (ii):

to exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design.



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



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

The full citation is included in Appendix 4 - Heritage Citation and the following are two extracts.

Outstanding Universal Value

Brief synthesis

The Royal Exhibition Building and Carlton Gardens are a surviving manifestation of the international exhibition movement which blossomed in the late 19th and early 20th centuries. The exhibition building was constructed as a Great Hall, a permanent building initially intended to house the Melbourne International Exhibition of 1880 and the subsequent 1888 Melbourne Centennial International Exhibition. These were the largest events staged in colonial Australia and helped to introduce the world to Australian industry and technology.

The site comprises three parcels of Crown Land in the City of Melbourne, being two Crown Land Reserves for Public Recreation (Carlton Gardens) and one dedicated to the exhibition building and the recently-constructed museum (Exhibition Reserve). The inscribed property consists of a rectangular block of 26 hectares bounded by four city Streets with an additional 55.26 hectares in the surrounding buffer zone.

Positioned in the Exhibition Reserve, with the Carlton Gardens to the north and the south, is the Great Hall. This building is cruciform in plan and incorporates the typical architectural template of earlier exhibition buildings: namely a Dome, great portal entries, viewing platforms, towers, and fanlight windows. The formal Carlton Gardens, with its tree-lined pathways, fountains and lakes, is an integral part of the overall site design and also characteristic of exhibition buildings of this period.

Criterion (ii): The Royal Exhibition Building and the surrounding Carlton Gardens, as the main extant survivors of a Palace of Industry and its setting, together reflect the global influence of the international exhibition movement of the 19th and early 20th centuries. The movement showcased technological innovation and change, which helped promote a rapid increase in industrialisation and international trade through the exchange of knowledge and ideas.

Authenticity

The property of the Royal Exhibition Building and Carlton Gardens has retained high authenticity of setting, maintaining its original form on the international exhibition site defined in 1879. The site is still surrounded by city streets and is edged by the bluestone plinth, the base of the iron railings that bounded the 1880 exhibition grounds.



5.0 Outstanding Universal Value and the WHEA

5.1 Rationale for the WHEA

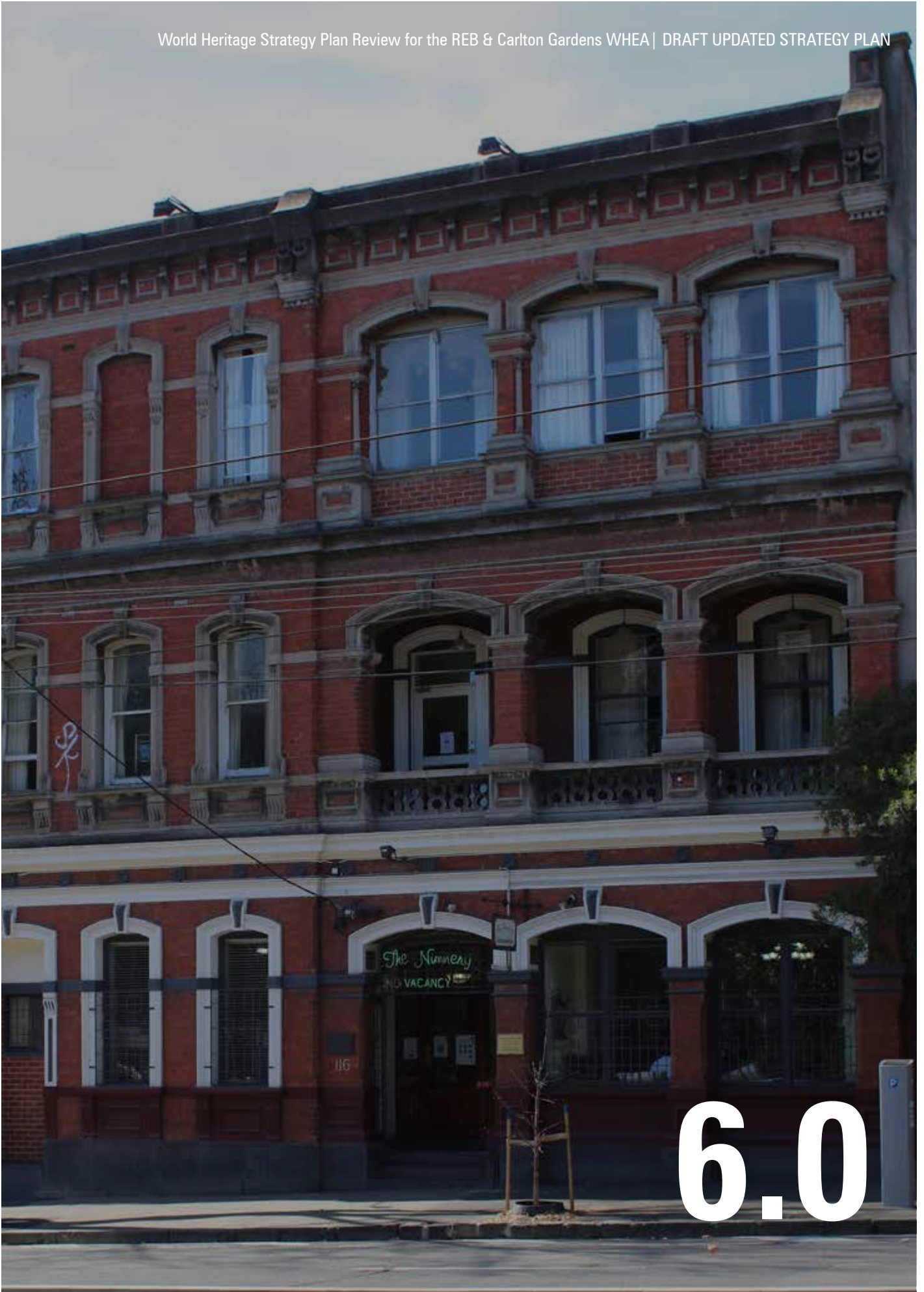
Under the *Heritage Act 2017*, the WHEA Strategy Plan must set out the World Heritage values of the listed place to which the WHEA relates and strategies for the WHEA to ensure that these World Heritage values are protected and managed.

The Outstanding Universal Value (OUV) of the REB & Carlton Gardens is outlined in Section 4.0 and in detail in Appendix 4. This section explains aspects of these values in more detail and outlines implications for the WHEA.

OUV	Comments	Implications
<i>The REB & Carlton Gardens are a surviving manifestation of the international exhibition movement which blossomed in the late 19th and early 20th centuries.</i>	<p>The site signifies something larger than its Melbourne context as it has the ability to demonstrate aspects of the international exhibition movement that are important.</p> <p>Other comparable examples have been lost or are inferior.</p> <p>The international exhibition movement relates to the historical period of the late 19th and early 20th centuries and is a historic theme of international importance.</p>	Part of the role of the WHEA is to allow the REB & Carlton Gardens to continue to be understood as one cohesive place demonstrating a particular international movement from the past. The WHEA should not confuse this understanding by copying or replicating aspects of the World Heritage site or detracting from its position as a distinctive standalone place within the surrounding urban form.
<i>The exhibition building was constructed as a Great Hall, a permanent building.</i>	<p>It was a deliberate decision to construct a permanent building as a Great Hall. This was not the totality of the original exhibition structures but it was the one designed to be retained.</p> <p>Other buildings on the site were temporary parts of the exhibitions and have been removed.</p> <p>Many other international examples were designed to be temporary structures.</p> <p>Because it was permanent and because of its iconic scale and design, the Great Hall has been used for other very significant events, namely the first Australian Parliament after Federation (National Heritage Values refer to citation in Appendix 4)</p>	The permanent nature of the Great Hall from conception, and the World Heritage Listing of the REB & Carlton Gardens, means that the WHEA has an enduring role in protecting the Outstanding Universal Values of the place.

OUV	Comments	Implications
<p><i>The Great Hall was built to house the Melbourne International Exhibition of 1880 and the subsequent 1888 Melbourne Centennial International Exhibition. These were the largest events staged in colonial Australia and helped to introduce the world to Australian industry and technology.</i></p>	<p>The Great Hall was built for events in the 1880s. Its design and historical context is the late 19th century, although it was designed for ongoing use.</p> <p>It was designed and built to showcase the largest events staged in Colonial Australia. The scale of the vision and the physical scale of the resulting place are important to understanding its values.</p> <p>The site showcased Australian industry and technology and needed to be emblematic of Australia's progress and place in the world. The site was conceived as a grand statement on the world stage.</p>	<p>The WHEA is highly intact from the late 19th century (refer to Section 6.1) and has the ability to present the REB & Carlton Gardens largely in the historical context for which it was designed, being the 1880s. Attributes of the WHEA that provide the historical setting are described in Section 6.2 and include planning, scale, fabric and other qualities. These attributes should be protected from change which reduces legibility or removes historic fabric in order to retain the appropriate context for the Outstanding Universal Values of the World Heritage site.</p> <p>Both the physical scale and the conceptual scale of the REB & Carlton Gardens is important. The sense of scale and importance was experienced when visiting the place but equally in views to the site. The REB dominated the skyline and was surrounded by the landscape of the Carlton Gardens which set it apart from inner Melbourne.</p> <p><i>'The iconography of the Royal Exhibition Building was designed to reinforce the symbolism of the 'palace'. Views to and from the building in its landscaped garden setting accentuated its presence within the Melbourne cityscape.'</i></p> <p><i>'The view of the soaring Dome and principal entrance facing south towards the city was highlighted by the double row of plane trees while viewing platforms within the building provided views over the city.'</i></p> <p>Source: National Heritage List Place ID 105708 (Appendix 4)</p> <p>The WHEA has a role in demonstrating this immense scale for the historical period by retaining the contrast between the finer grain of the WHEA, evident in elements like its building scale, block sizes and street patterns, and the grand scale of the World Heritage site.</p> <p>The appreciation of the scale of the REB & Carlton Gardens and the grandness of the design in contrast to Melbourne of the late Victorian period is also available in some views to the site from the WHEA and beyond. The WHEA should protect views to the site which allow appreciation of its dominating presence in Melbourne, including views to the REB & views to the Carlton Gardens.</p> <p>The WHEA should also enable views out from the REB over the city and from Carlton Gardens to the substantially intact 19th century context.</p>

OUV	Comments	Implications
<i>The Great Hall is cruciform in plan and incorporates the typical architectural template of earlier exhibition buildings: namely a Dome, great portal entries, viewing platforms, towers, and fanlight windows.</i>	<p>There is a language of international exhibition buildings which is marked by iconic and generous architectural motifs.</p> <p>The Melbourne example is representative of the typology of international exhibition architecture.</p> <p>Important design features are the cruciform plan and the Dome, great portal entries, viewing platforms, towers, and fanlight windows which were also found on earlier examples.</p>	For views which are available from the WHEA to the REB, specific consideration should be given to elements identified in the Outstanding Universal Values, being the cruciform plan and the elements which represent the international exhibition typology; being the Dome, great portal entries, viewing platforms, towers, and fanlight windows.
<i>The formal Carlton Gardens, with its tree-lined pathways, fountains and lakes, is an integral part of the overall site design and also characteristic of exhibition buildings of this period.</i>	<p>The Carlton Gardens were an essential part of the original site design for the Melbourne International Exhibitions.</p> <p>The setting, sense of arrival and of the Exhibition Building being set apart in a formal garden are all characteristics of international exhibition architecture which are demonstrated in the Melbourne example.</p> <p>Important elements of the Carlton Gardens which contribute to its Outstanding Universal Values are its formal design, tree-lined pathways, fountains and lakes.</p>	For views which are available from the WHEA to the Carlton Gardens, specific consideration should be given to elements identified in the Outstanding Universal Values, being the formality of the design and its elements of tree-lined pathways, fountains and lakes.



6.0 The WHEA

6.1 History

The following statement of history is based on the 2009 Strategy Plan, with new drafted text by HLCD shown in *italics and underlined*.

A substantial component of the WHEA surrounding the Royal Exhibition Building and Carlton Gardens is located in Carlton. The suburb was established during the 1850s, when subdivision and sales of land for private development commenced. Carlton Gardens were first envisaged by Charles Joseph La Trobe as early as 1839 although the site, later a Crown land reserve, remained undeveloped until about 1855, when improvements were made based on a plan by Edward La Trobe Bateman. The Exhibition Building was constructed in the gardens in 1879-1880, to house the international exhibition of 1880. Bateman's landscaping was modified at this time in response to the style and siting of the Exhibition Building. The gardens were selected for the site of the Exhibition Building because they provided the desired park-like setting and central location, and at 64 acres (26 hectares), were adequate in size. In return for the use of the gardens for exhibition purposes, the Government undertook to substantially upgrade the perimeter and appearance of the gardens, post-exhibition, thereby enhancing their attractiveness within the local Carlton and Fitzroy contexts.

The land surrounding the parks and gardens of Carlton, including Carlton Gardens, attracted higher-quality residential development. Evidence of this better quality residential development remains in the WHEA, including in some of the grander terraced housing in Rathdowne and Drummond Streets. The rapid population growth within Melbourne during the 1870s and 1880s also saw substantial additions to earlier structures and development of the remaining vacant sites. Facades of dwellings were also sometimes altered and upgraded in these more affluent years. This was also during the period of the construction and original use of the Exhibition Building.

The majority of Carlton had been developed by the 1890s in a largely tight and orderly subdivision pattern which included a network of small laneways to service the collection of night soil. Construction materials included bluestone, with face brick and rendered masonry also being popular. Little change then occurred to the built form of Carlton until the mid-20th century, when the Housing Commission began clearing and replacing extensive tracts of what was considered to be substandard housing. Infill development at the south end of Rathdowne Street also began to occur in the 1970s.



'Herald 1958 - Carlton Scheme CDA, O'Connor' - Plans for Fitzroy and Carlton Commission Housing'

Fitzroy, originally named 'Newtown', was one of the first 'suburban' areas of Melbourne to be developed, along with Collingwood and Richmond, outside Melbourne's town reserve. Land was subdivided and sold during the late 1830s. The original allotments varied in size, being between 12 and 28 acres, to allow for a mixed use of development, including large estates, small-scale rural or semi-industrial development. There were no restrictions regarding subdivision imposed on the purchasers of the land, which resulted in ad hoc subdivision of the area during the 1840s and an inconsistency in the width and alignment of roads and access points, including private roads (Gertrude Street was a private road). Victoria Parade and Nicholson Street were Government roads of this era, which helped to provide a framework for a more regular pattern of subdivision. Each time land was sold, shanty and substandard dwellings tended to be built on the smaller lots, especially in the lower lying areas of Fitzroy. The *Act for Improvements in Fitz Roy Ward in the City of Melbourne*, a special Act of the Victorian Parliament passed in 1854, aimed to solve the street alignment problems in the suburb. More intensive development occurred during the 1850s, with the size of blocks again reducing. The *Melbourne Building Act 1849*, when applied to Fitzroy, ensured that development from this time was of better quality, enforcing fireproof construction and minimum street widths, and resulting in the use of bluestone and brick construction materials. During the 1860s and 1870s development was consolidated, especially in the commercial strips in the area, with more substantial premises replacing earlier structures. Cable trams were introduced to Gertrude and Nicholson Streets in the 1880s, including the construction of the Cable Tram Engine House at the junction of the two streets. Institutional uses, such as St Vincent's Hospital (beginning in a terrace row in Victoria Parade in the 1890s) and the Convent of Mercy (founded in the 1850s) were also attracted to Nicholson Street. St Vincent's was founded by the Sisters of Charity and evolved into a large and prominent complex of hospital and health-related buildings, becoming one of inner Melbourne's largest hospital complexes.

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 19th 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.

The southern area of the WHEA includes the Royal Society of Victoria building, which is associated with the oldest scientific and philosophical society in Victoria, established in 1855. The present two storey brick structure was erected in several stages beginning with the original Meeting Hall which was completed in 1859, to a design by the noted Melbourne architect Joseph Reed. The Royal Australasian College of Surgeons building, to the east, is located on a triangular area of land originally occupied by the Model School, built between 1854 and 1856. The school was demolished in 1933 to make way for the new college, designed by Leighton Irwin and Roy Stephenson, and opened in 1935 as the Australasian headquarters of the college. The former Salvation Army Training Garrison, further east on Victoria Parade, was built in 1900 and represented a continuation of the use of this area of Eastern Hill for religious and institutional purposes. The 1855 Baptist Church House and 1870s East Melbourne Synagogue in Albert Street also demonstrate this historical use of Eastern Hill. By contrast, the former ICI House, designed by Bates Smart McCutcheon, was a prominent commercial development and the tallest building in Australia when completed in 1958.

6.2 Historical Views 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.

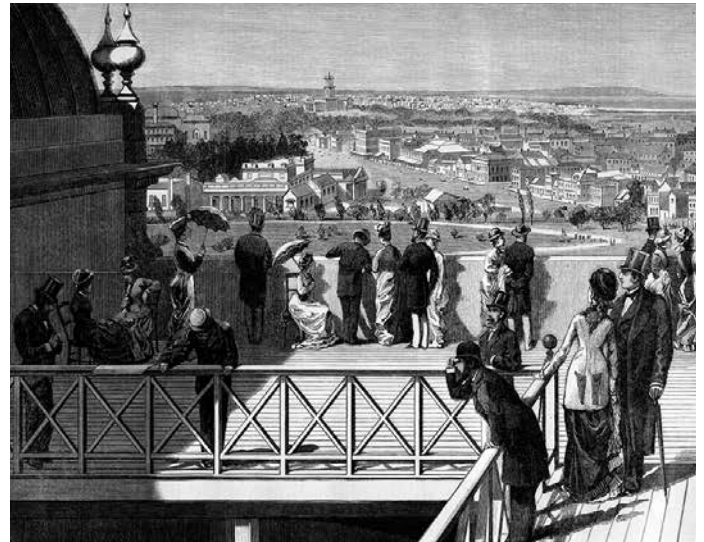
- What were the more and less popular vantage points and sight lines?
- Which views were the most popular and how did this change over time?
- Is it possible to recapture those views? What developments might impact on these views?

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 & 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 & 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



'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).

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.

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 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).

Documented 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.

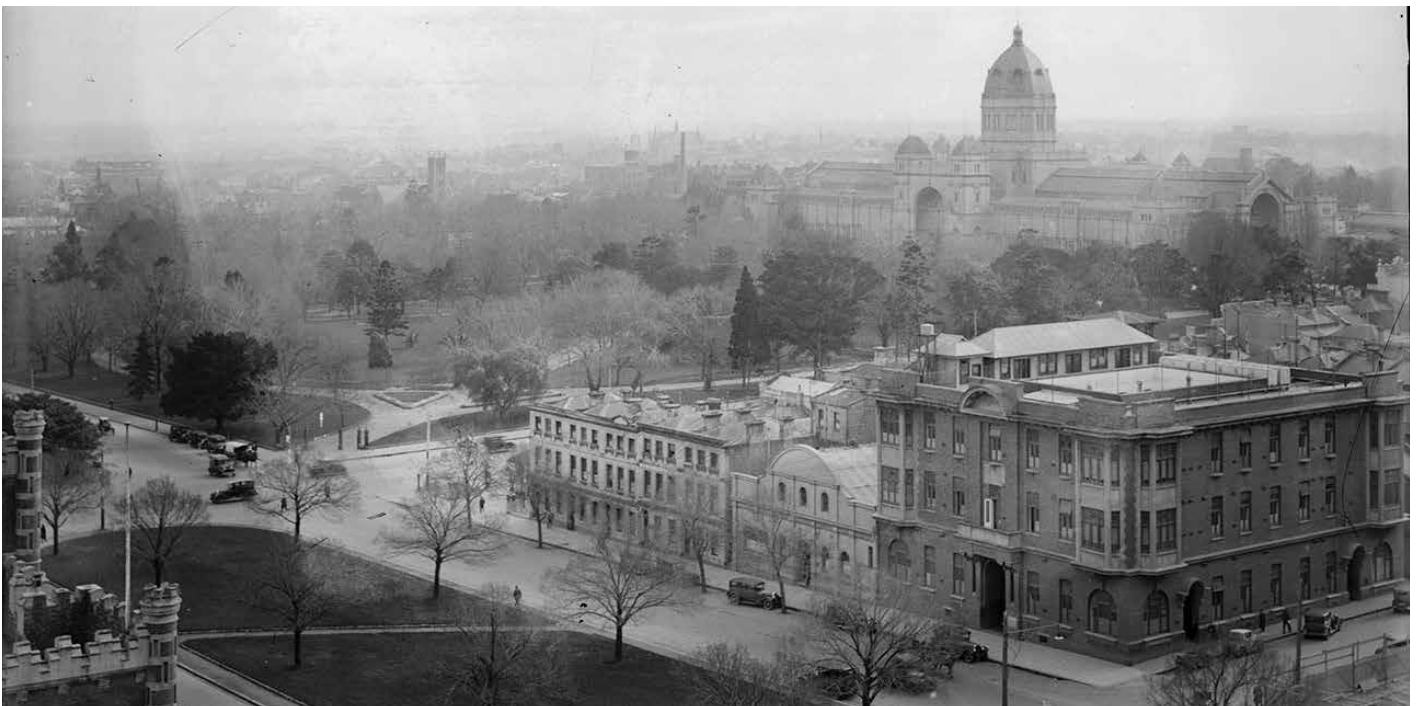
Photos from the balcony lookout in this period have not been found, even though (supposedly) it only closed in the 1920s. A number of oblique aerial photographs date from this period, including the Charles Pratt Airspy series. These are not relevant to an analysis of views in relation to the Environs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

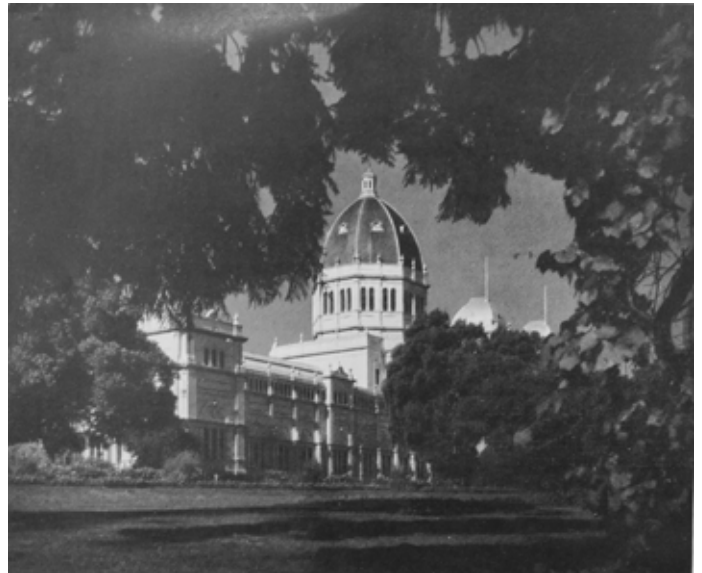
Post-War Views

In the post-war period, Melbourne saw itself as modern and modernising, 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 ca1962 (Museums Victoria
Collections MM 103434).*



*Corner of Gertrude and Napier Streets looking west ca1969 (Alan Jordon
Photographer SLV Accession no: H2010.105/161c).*

6.3 Description

The following description is based on the 2009 Strategy Plan, with new drafted text by HLCD shown in *italics and underlined*.

The World Heritage Environs Area incorporates predominantly residential areas (with some mixed use, commercial and public use area) 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'); *as well as the historical street networks lanes and associated public infrastructure*. 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.*

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 19th 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 & 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 & Carlton Gardens site, including Barkly, Owen, Canning and Murchison Streets, incorporates largely small scale and predominantly intact 19th 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.

Nicholson Street is characterised by a mix of lower scale (typically two-storey with some three-storey) residential development (including terraces and large dwellings) and a number of large institutional sites, including St Vincent's Hospital and the Convent of Mercy complex. The southern end of the street (toward Victoria Parade) is dominated by St Vincent's Hospital on the corner (which has 11 above ground levels on Nicholson Street), and associated medical and research buildings surrounding the site. The former Cable Tram Engine House (48 Nicholson Street, c. 1886, VHR H0584) is prominently located at the intersection with Gertrude Street. Royal Terrace (50-68 Nicholson Street, 1853-58, VHR H0172), Grantown House (82 Nicholson Street, c. mid-1850s) and Osborne House (40 Nicholson Street, c. 1850, VHR H1607), are significant examples of mid-19th century residential development. Between Royal Terrace and Palmer Street are a number of terrace rows dating from the later 19th century. To the north of Palmer Street is the Convent of Mercy and Academy of Mary Immaculate chapel and school complex (88 Nicholson Street, c. 1850 and later, VHR H0507), which was built in stages, and incorporates a number of former residences. The Cairo Flats (VHR H1005), located on the corner of Hanover Street, depart from the 19th century character, being constructed in 1936. Between Hanover and Moor Streets are a number of two-storey, brick terraces and terrace rows, with a notable example being the Victorian Italianate terrace located on the corner of King William Street (c. 1862, VHR H0539).

Gertrude Street, extending east from the World Heritage site between Nicholson and Fitzroy Streets, is an important approach to the REB & Carlton Gardens and provides oblique views of the REB, particularly the Drum, Dome, Lantern and Flagpole, from the south side of the street. The Cable Tram which ran along Gertrude Street from the 1880s encouraged commercial development, and much of this survives. Gertrude Street is now a largely intact streetscape of two-storey shops and other commercial buildings, as well as terraces, from the late 19th and early twentieth centuries, with some modestly-scaled infill, mostly on the north side.

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 20th 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 19th 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.

Queensberry Street, extending west from the World Heritage site between Rathdowne and Drummond Streets, is an important approach to the REB & Carlton Gardens and provides oblique views of the REB, especially of the Drum, Dome, Lantern and Flagpole, from the south side of the street. Views past the parterre gardens towards the Hochgurtel Fountain are also available from the eastern end of the street. Queensberry Street contains two significant Victorian period terraces - Dalmeny House (21 Queensberry Street, c. 1888, VHR H0525) and Cramond House (23 Queensberry Street, c. 1888, VHR H0482). The two-storey Elsmere Terrace (1882) at 70 Drummond Street extends back along Queensberry Street. Development along the north side of the eastern part of Queensberry Street is low-scale mid 20th century infill.

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).

Carlton Street, bordering the north of the REB & Carlton Gardens site, is a highly intact streetscape, incorporating an intersection with Canning Street. The eastern portion of the street is more varied than the west, with a mix of single and double-storey Victorian terrace rows and detached dwellings. Notable buildings include the Victorian dwelling at 12-14 Carlton Street; Elim Houses at 18-20 Carlton Street; Annie Villa at 22-24 Carlton Street and Canning Terrace (46-50 Carlton Street). To the west of Canning Street are two significant double-storey terrace rows (78-82 Carlton Street and Gordon Terrace, 90-100 Carlton Street), as well as the prominent two-storey villa on a triangular plan which addresses the intersection of Carlton and Barkly Streets.

Victoria Parade (east of Spring Street) and Victoria Street (west of Spring Street) bordering the south end of the REB & 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 HO, 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 La Trobe Streets on Victoria Street (with addresses to 283 and 299 Spring Street, and 33 La Trobe 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, La Trobe and Exhibition Streets. Horticultural Hall, (31-33 Victoria Street, 1873, VHR H0520) is further west, bounded by Russell, Mackenzie and Victoria Streets.

6.4 Key Attributes of the WHEA

The key attributes of the recommended extent of the WHEA which support the Outstanding Universal Value of the REB & Carlton Gardens include attributes of the substantially intact late 19th century and early 20th century setting, and attributes which allow the design scale and vision of the REB & Carlton Gardens to be understood. They include:

Views to the REB & Carlton Gardens

- Views to the REB & Carlton Gardens as described in the view analysis section of this Strategy Plan (Chapter 8). This includes views to the World Heritage listed place which demonstrate its dominant design and scale, such as:
 - direct views to the building, Dome and garden setting from some bordering/abutting streets; and
 - 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 La Trobe Street; and from Victoria Parade immediately east of the junction with Nicholson Street.
- Views to elements of the REB & Carlton Gardens highlighted in the statement of Outstanding Universal Value being:
 - cruciform plan, Dome, great portal entries, viewing platforms, towers, and fanlight windows of the REB; and
 - the formal design, tree-lined pathways, fountains and lakes of the Carlton Gardens.



View of the REB & Carlton Gardens

Low Scale & Fine Grain Setting

- The predominantly low scale setting which contrasts with the scale of the REB & Carlton Gardens, being:
 - substantial areas of two-storey, with some three-storey residential and commercial development; and
 - some prominent institutional properties of the 19th and early 20th centuries which are greater in scale but still subservient to the REB & Carlton Gardens (eg. Rathdowne Street church and school buildings).
- 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, except Barkly Street in the north of the WHEA and the intersection with the Hoddle Grid in the south.
- Substantially intact 19th 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.



Example of low scaled, 19th Century institutional buildings

19th Century streetscapes & subdivision

- 19th century planning and subdivisions as evidenced in:
 - Hierarchy of principal streets and lanes;
 - Principal streets which are characterised by their width and open character with vistas available along their length (sometimes distinguished by later central medians and street tree plantings);
 - Lanes which provide access to rears of properties and act as important minor thoroughfares;
 - Generally regular grid of wide, straight and long north-south and east-west streets, with secondary streets and a network of lanes;
 - Pattern of finer grain allotment sizes to residential streets, with coarser grain to principal streets and roads;
 - Murchison Square, a distinctive Victorian small public square; and
 - Vehicle access not generally visible from the principal street frontages but available from rear lane access.

19th & 20th Century Architecture

- Typical 19th and early 20th century building characteristics including:
 - Use of 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;
 - iron palisade fences and some timber picket fences;
 - typically zero or shallow front setbacks with gardens; and
 - no side setbacks.



19th century architecture



19th century streetscape: Drummond Street



19th century architecture

Key Heritage Buildings

- A number of key heritage buildings from the 19th and early 20th centuries have a strong visual relationship or connection with the REB & Carlton Gardens. These buildings, most of which are included in the Victorian Heritage Register, include:
 - Royal Terrace (VHR H0172), the Cable Tram Engine House (VHR H0584), Convent of Mercy/ Academy of Mary Immaculate complex (VHR H0507), Grantown House and Osborne House (VHR H1607) on Nicholson Street;
 - the Sacred Heart Church complex (VHR H0016) including Presbytery, former Presbyterian Manse, Carlton Gardens Primary School, and former St Nicholas Hospital nurses' home on Rathdowne Street;
 - the Royal Society building (VHR H0373) and Horticultural Hall (VHR H0520) on Victoria Street;
 - Rosaville (VHR H0408) and Medley Hall (VHR H0409) on Drummond Street; Dalmeny House (VHR H0525) and Cramond House (VHR H0482) on Queensberry Street;
 - the Former National School on Bell Street (VHR H1031); and
 - Edward Willis House (VHR H0162) on Hanover Street.
- Public infrastructure including bluestone kerbs and channels,

Public Realm

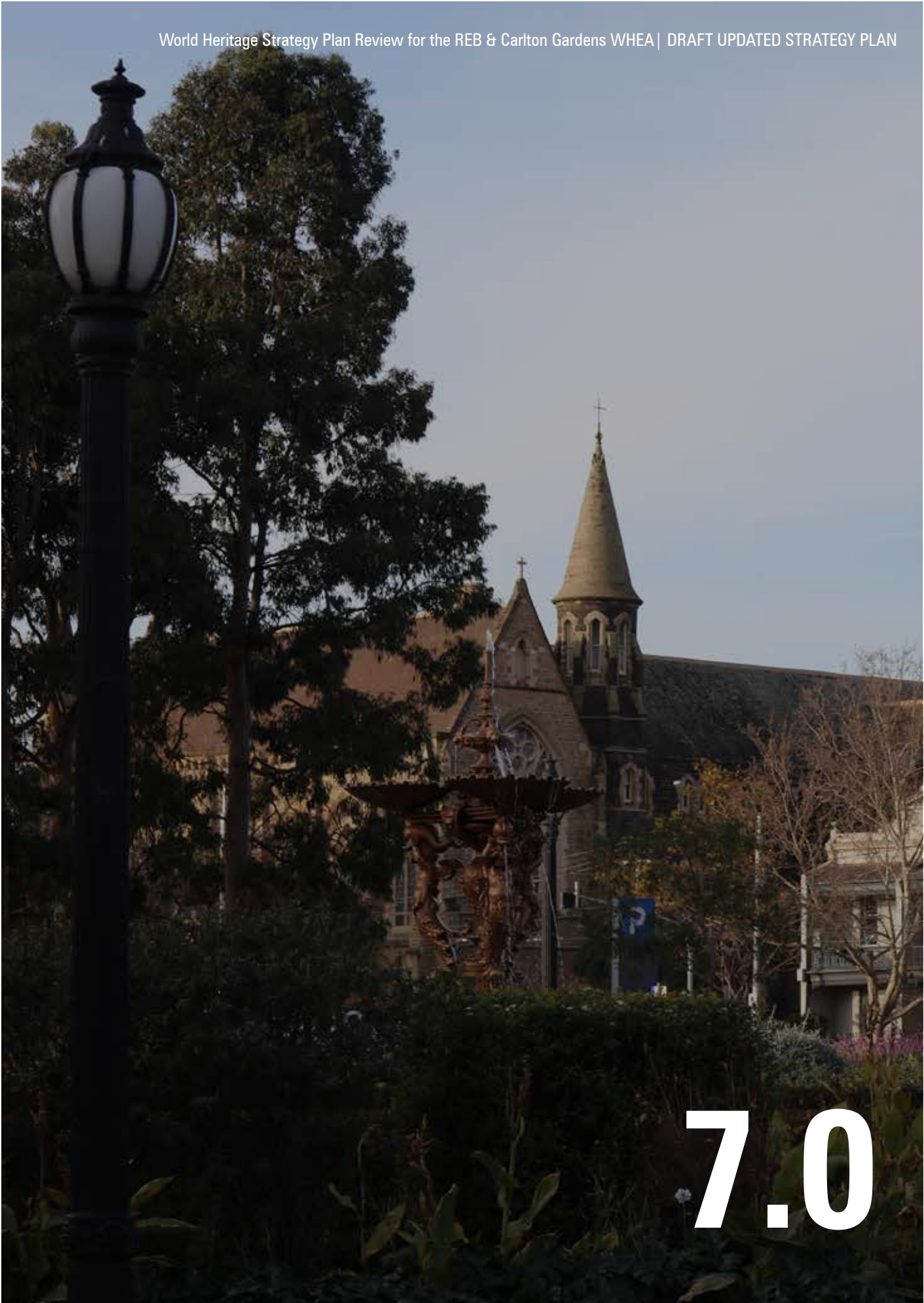
and lanes with original or relayed bluestone pitchers and central drains. The sandstone pavement outside Royal Terrace, 50-68 Nicholson Street, Fitzroy probably dates from the mid 19th century.



Sacred Heart Church (VHR)



Blue stone kerb around the Carlton Gardens



7.0

7.0 Existing WHEA Controls

7.1 International context

The Operational Guidelines sets out the process for monitoring the state of conservation of World Heritage properties. Under S.169 it requires that: *'the State Parties shall submit specific reports and impact studies each time exceptional circumstances occur or work is undertaken which may have an impact on the Outstanding Universal Value of the property or its state of conservation'*.

In addition to this requirement for the State Party to report, S.172 of the Operational Guidelines allows for the State Party and/or other sources to report: *'their intention to undertake or to authorise in an area protected under the Convention major restorations or new constructions which may affect the Outstanding Universal Value of the property'*. This notice is provided through the UNESCO World Heritage Centre as Secretariat to the World Heritage Committee and should be given as early as possible 'and before making any decisions that would be difficult to reverse, so that the Committee may assist in seeking appropriate solutions to ensure that the Outstanding Universal Value of the property is fully preserved'. Importantly, notice under S.172 can be provided by any individual.

When the World Heritage Secretariat receives information about potential impacts on Outstanding Universal Value, it would usually request the Advisory Bodies to forward advice on the information received. The Advisory Bodies to the World Heritage Committee are ICCROM (the International Centre for the Study of the Preservation and Restoration of Cultural Property), ICOMOS (the International Council on Monuments and Sites), and IUCN (the International Union for Conservation of Nature). In the case of an Australian property, the national committee of the Advisory Body would usually be asked for advice. Missions involving international experts may also be sent to review the potential impacts.

For cultural properties like the REB & Carlton Gardens, ICOMOS would usually be the Advisory Body. The assessment would be based on the ICOMOS *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*, January 2011 (currently being reviewed and updated).

Under the World Heritage Convention, the World Heritage Committee does not get involved in implementing development controls for places on the World Heritage List. It may delete a property from the World Heritage List or designate it as 'in danger' if the impact to Outstanding Universal Value is considered great. However, the World Heritage Committee has no planning powers to act in the State Party. Countries that are signatories to the Convention, like Australia, take the advice of the World Heritage Committee very seriously and deletion from the World Heritage List is a rare, last resort.

7.2 National context

The Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act) allows for assessment and approval processes for potential negative impacts or new developments on a 'matter of national environmental significance', including World Heritage places and National Heritage places. A person who proposes to take an action that will have, or is likely to have, a significant impact on a matter of national environmental significance must refer that action to the Federal Minister for the Environment for a decision on whether assessment and approval is required under the EPBC Act. The Federal Minister may decide that the referral is:

- a 'controlled action' which is subject to the assessment and approval process under the EPBC Act;
- not a controlled action if undertaken in a 'particular manner;' or
- not a controlled action if undertaken in accordance with the referral.

Matters of National Environmental Significance – Significant Impact Guidelines 1.1, EPBC Act 1999, (Department of the Environment 2013) assist with determining whether an action is likely to have a significant impact. The significant impact criteria for both World Heritage and National Heritage properties with cultural heritage values are similar. They state that an action is likely to have a significant impact on the values of a property if there is a real chance or possibility that it will cause:

- *one or more of the values to be lost*
- *one or more of the values to be degraded or damaged, or*
- *one or more of the values to be notably altered, modified, obscured or diminished.*

Examples are provided that an action is likely to have a significant impact on historic heritage values of a place if there is a real chance or possibility that the action will:

- *permanently remove, destroy, damage or substantially alter the fabric of a place in a manner which is inconsistent with relevant values*
- *extend, renovate, refurbish or substantially alter a place in a manner which is inconsistent with relevant values*
- *permanently remove, destroy, damage or substantially disturb archaeological deposits or artefacts in a place*
- *involve activities in a place with substantial and/or long-term impacts on its values*
- *involve the construction of buildings or other structures within, adjacent to, or within important sight lines of, a place which are inconsistent with relevant values, and*
- *make notable changes to the layout, spaces, form or species composition of a garden, landscape or setting of a place in a manner which is inconsistent with relevant values.*

The last two examples are of particular relevance to the WHEA of the REB & Carlton Gardens.

In some cases, the EPBC Act assessment may be done by an accredited state process, for example under a bilateral agreement, or another Australian Government process where a report is provided to the relevant Federal Minister who then decides on the approval and conditions.

7.3 State context

The *Heritage Act 2017* regulates the declaration of the WHEA and the preparation of the World Heritage Strategy Plan. However, the *Heritage Act* does not specifically control development within the WHEA except for places of State-level cultural heritage significance included in the Victorian Heritage Register (VHR). Within the WHEA, there are a number of VHR places from the 19th and early 20th centuries which have a strong visual relationship or connection to the REB & Carlton Gardens, as described in section 6.2 of this Strategy Plan. For VHR places within the WHEA, this connection needs to be noted within their respective Statements of Significance so that potential impacts for the WHEA can be considered when approvals are given for changes to each VHR-listed place.

7.4 Local Context: Heritage Overlay

The HO 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 HOs are illustrated in Figure 3 on Page 47.

City of Melbourne

The following HOs which apply to the WHEA within the City of Melbourne are summarised below:

H01 – Carlton Precinct: is a precinct-based HO which applies to the outer part study area in the City of Melbourne, except for land covered by site-specific HOs. It has a SoS as part of an Incorporated Document in the Melbourne Planning Scheme. This Incorporated Document was implemented via Amendment C258 and is titled: *West Melbourne Heritage Review 2016 Statements of Significance February 2020*.

H0992 – World Heritage Environs Area Precinct: is a precinct-based HO which applies specifically to that part of the WHEA Area of Greater Sensitivity as documented in the 2009 Strategy Plan which is located within the City of Melbourne. The existing SoS which applies to both H0992 and H0361 is included on the next page with minor formatting updates.

HO controls apply to a large number of individual properties, within the study area. Individual heritage place citations provide further specific detail.

Conversely, a number of specific sites are not covered by a HO (either precinct-based or site-specific), including:

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

City of Yarra

The following HOs which apply to the WHEA within the City of Yarra are summarised below:

- **H0334 – South Fitzroy Precinct:** is a precinct-based HO. It applies to a large part of the study area in the City of Yarra, except for land covered by site-specific HOs and another precinct-based overlay H0361.
- **H0361 – World Heritage Environs Area Precinct:** is a precinct-based HO which applies specifically to that part of the WHEA Area of Greater Sensitivity as documented in the 2009 Strategy Plan which is located within the City of Yarra. The existing SoS for H0992 and H0361 is included on the next page with minor formatting updates
- **H0334 & H0361** 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.
- HO controls apply to a large number of individual properties, within the study area. Individual heritage place citations provide further specific detail.

7.5 Existing Statement of Significance: 2009 WHEA Area of Greater Sensitivity Updated

The 2009 World Heritage Environs Strategy Plan included a SoS for the 'area of greater sensitivity' which is part of the WHEA. It has been reproduced here in the new format and with some changes shown in blue, and deleted text being shown struck-through:

It should be noted that a further recommendation beyond this Draft Updated Strategy Plan is that the HO992 and HO361 boundaries and the SoS are updated in the future to comply with *Planning Practice Note 1: Applying the Heritage Overlay (August 2018)* and Amendment VC148.

What is significant?

The World Heritage Environs Area Precinct generally borders and is adjacent to the Royal Exhibition Building and Carlton Gardens, Carlton. It includes land and properties in the suburbs of Carlton and Fitzroy, the northern area of Melbourne's Central Business District, and East Melbourne.

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 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 parklike 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 1950s 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 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. 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. *(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 on Victoria Street. *(Aesthetic 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).*

Key observations on the use of the Heritage Overlay to protect the WHEA

Currently part of the WHEA is included in two HO Precincts, HO992 in the City of Melbourne and HO361 in the City of Yarra planning schemes which both resulted from the 2009 Strategy Plan. The boundaries of HO992 and HO361 followed the 2009 WHEA area of greater sensitivity. This 2021 draft Strategy Plan has recommended against continuing the distinction between the Areas of Greater and Lesser Sensitivity. Hence it is a recommendation of this Strategy Plan that the boundaries of these HO areas be reconsidered in the future.

Since the 2009 Strategy Plan, there has been a review of Planning Practice Note 1: Applying the Heritage Overlay (August 2018). The review updates the Practice Note following changes to the Heritage Overlay made by Amendment VC148. This guideline emphasises the need to define the extent of the heritage place and to write a SoS 'that clearly establishes the importance of the place and addresses the heritage criteria'.

As stated in section 2.1, the purpose of the WHEA is to contribute to the protection, conservation and management of the Outstanding Universal Values of the REB & Carlton Gardens, a place outside of the WHEA. However, protecting the heritage values of the HO areas also contributes to the role of the WHEA as a buffer zone to a World Heritage site as it protects the setting of the World Heritage place.

Amendment VC148 requires an SoS to be incorporated in the planning scheme for a HO area. The two HO areas HO992 and HO361 currently protect the heritage values of the land within the overlay and some of its attributes, such as the low scale, fine grain development pattern, the 19th century streetscapes, 19th and early 20th century architecture, key heritage buildings and elements of the public realm. In future the SoS for each of these HO areas should be updated to address their heritage values at the same time that their boundaries are reassessed. Keeping these values contributes to the retention of the setting of the REB & Carlton Gardens.

Therefore it is recommended that the HO be used to protect the heritage values of the areas within them and other statutory mechanisms are needed to address other aspects of the role of the WHEA.

Royal Exhibition Building & Carlton Gardens Strategy Plan Heritage Mapping

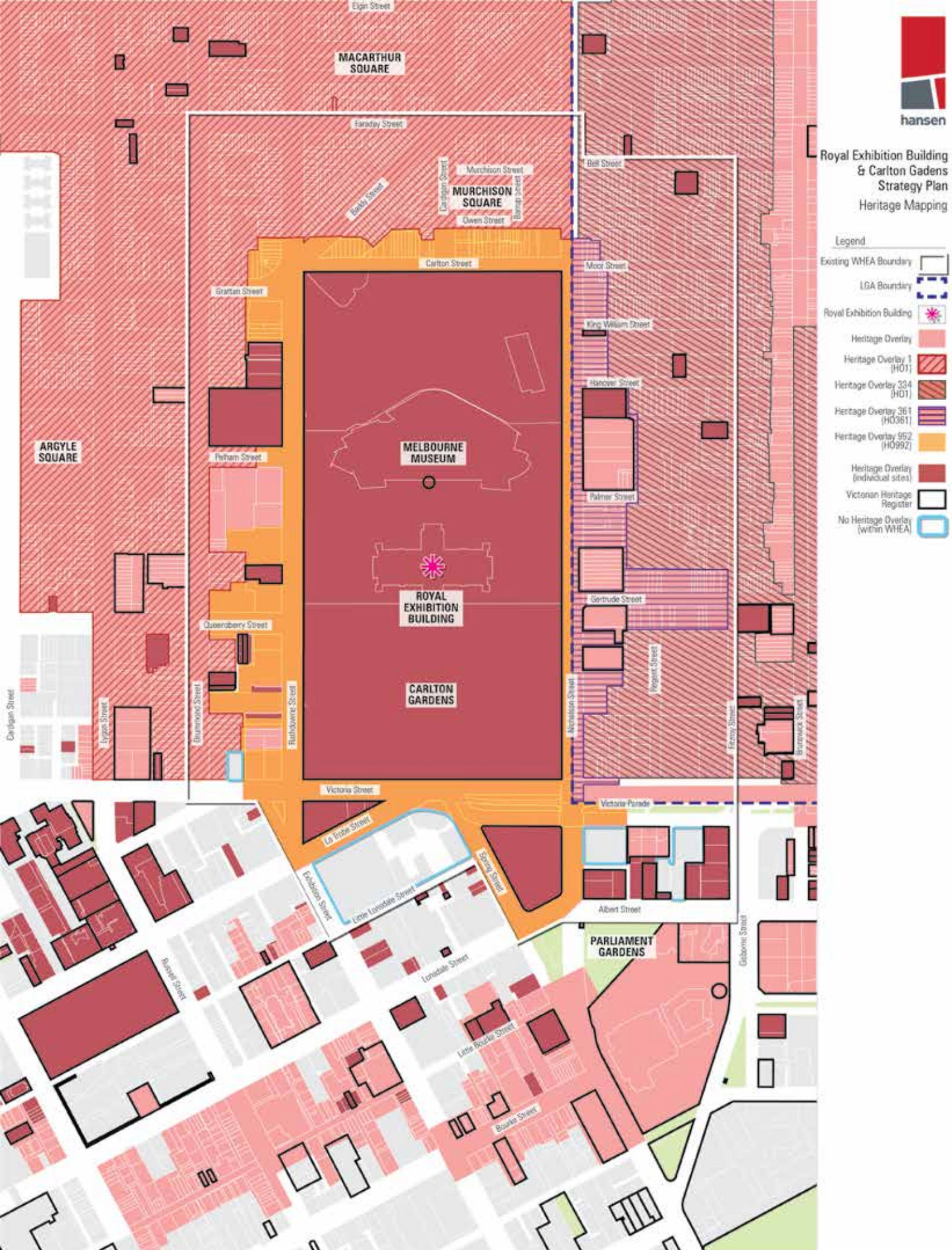


Figure 3 - Heritage Overlays



7.6 Existing Zoning Controls

Zoning within the WHEA is illustrated in Figure 4. Land located to the east (north of Gertrude Street) and north of the REB & Carlton Gardens is generally covered by the General Residential or Neighbourhood Residential Zone. The remainder of Carlton (i.e. the western side of Gertrude Street) is located within the Mixed Use Zone.

With regard to the residential zones, the relevant schedules currently extend to areas outside of the WHEA, but lack a direct connection with the WHEA. With regard to the recent residential zone reforms, it now provides an opportunity to make zones more specific to a place. This includes an ability to include up to five local objectives in a residential zone to give expression to desired neighbourhood, heritage, environmental, landscape or design outcomes to be achieved for an area. Additional decision guidelines can also be introduced.

Based on the functional operation of the residential zones, the residential areas within the WHEA could be included within their own residential zone schedule separate from the remainder of Carlton and Fitzroy residential areas. This would significantly strengthen and signify that residential areas in the WHEA are different to those outside the WHEA.

Land bounded by La Trobe, Little Lonsdale, Exhibition and Spring Streets is located within the City of Melbourne's Capital City Zone. Land bounded by Victoria Street, Exhibition Street and La Trobe Street is located within the Mixed Use Zone.

There are three main areas of commercially zoned land within the WHEA, including:

- land along the north side of Gertrude Street;
- the east side of Nicholson Street, bounded by Alma, Regent and Princes Street; and
- the area south of Victoria Street, bounded by Spring, Albert and Gisborne Streets.

St Vincent's Hospital, Carlton Gardens State School and the former Cable Tram Engine House (south east corner of Nicholson & Gertrude Streets) are all located within a Public Use Zone - Schedule 3 (Health & Community).

Victoria and Nicholson Streets are identified as being within the Road Zones Category 1.

Key Observations on Existing Zoning Controls

A large proportion of the study area is within a residential zone, being either the General Residential Zone or Neighbourhood Residential Zone, including the areas of the WHEA to the north and east of the Carlton Gardens. Of particular note these existing residential zones include mandatory maximum height controls, which by default functions to limit built form scale within a large proportion of the WHEA.

For example the General Residential Zone sets a mandatory building height* of 3 storeys/11m, unless on a sloping site, where it must not exceed 12m, while in the Neighbourhood Residential Zone it has a default maximum building height* of 2 storeys/9m (*In some instances the maximum building height can be exceeded, for example, by replacing existing buildings or taller existing buildings on abutting lots).

These current zone controls function 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 by State Government to the suite of residential zones in recent years. Furthermore it is noted that the zones did not contain these height controls when the 2009 Strategy Plan was developed.

With reference to the current height controls, **there is a potential risk to the WHEA if the suite of standard residential zones were amended in the future to remove the current mandatory maximum height controls.**

A large part of the WHEA within the City of Melbourne is within the Mixed Use Zone. Although this zone allows a mandatory maximum building height to be nominated, this has not been utilised. The Mixed Use Zone land located to the north of Victoria Street is complimented with a DDO and discretionary maximum height controls. However **the Mixed Use Zone land located to south of Victoria Street is not covered by any other built form height control such as a schedule modification to the Mixed Use Zone or a DDO.**

With reference to **land within the WHEA which is zoned for Commercial 1 Zone**, it is noted that **no guidance is provided regarding building form scale.** While the commercial land on Gertrude Street is further subject to a DDO which addresses built form, **the commercial land on Nicholson Street is not subject to a DDO and does not have any guidance regarding built form scale.**

Another key observation is that the St Vincent's Hospital is zoned for Public Use, where the zone functions to exempt the need for planning approval if the use and/or development is consistent with the relevant public use designation. Further discussion on this point is included at Section 9.3 Zoning.

Royal Exhibition Building & Carlton Gardens Strategy Plan Planning Zones

Legend

- Existing 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 

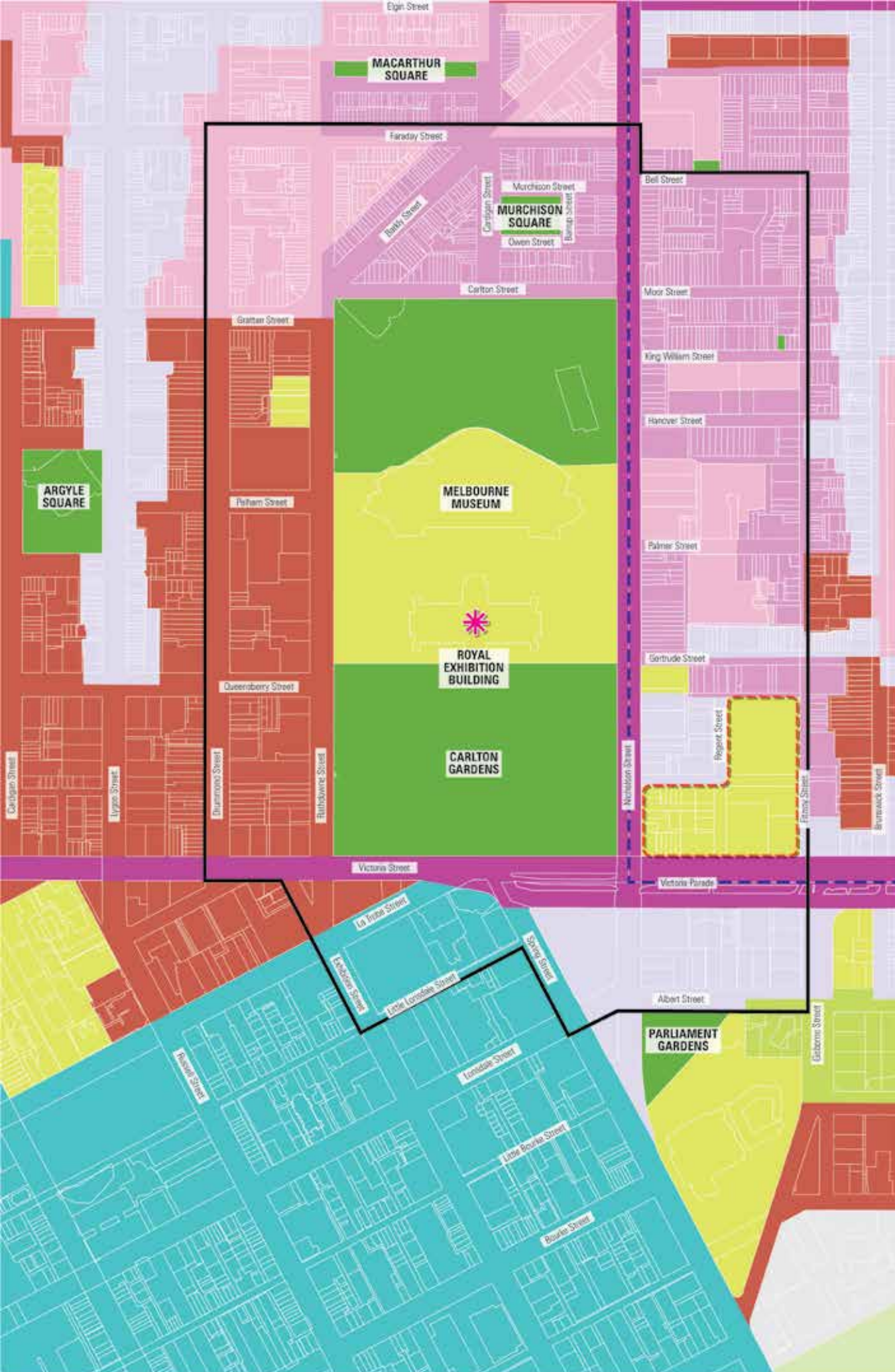


Figure 4 - Planning Zones



7.7 Design & Development Overlay Controls

A number of DDO controls exist within the WHEA, which have been applied in different ways within the City of Melbourne and the City of Yarra. DDOs within the City of Melbourne are applied on a broader precinct basis, while within the City of Yarra they are targeted at select road corridors.

Various individual DDOs contain a statement of the design objectives to be achieved for the areas affected by the DDO control, which are broadly summarised below. Likewise several DDOs contain guidance on height controls for specific areas. DDOs that have a specific WHEA purpose includes: DDO (CoM) and DDO (CoY). Existing DDOs are illustrated on Figure 5 on Page 51 and further described below.

City of Melbourne DDOs

The following Design and Development Overlays (DDOs) currently apply with the WHEA located within the City of Melbourne.

DDO48: Central Carlton North

- Relates to Central Carlton North and applies to land bounded by Faraday Street, Rathdowne Street, Grattan Street and Drummond Street.
- Objectives of DDO48 include:
 - To maintain the predominant low scale nature of the area;
 - To ensure development supports high levels of pedestrian amenity related to access to sunlight and sky views and a pedestrian friendly scale.
- Applies a mandatory maximum building height of 10.5m and includes a description of outcomes sought.

DDO6: Carlton Area

- 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
- Objectives of DDO6 include:
 - To protect and conserve buildings and streetscapes of significance and to reinforce the built form character of the area as being essentially of low-rise buildings.
 - To maintain the human scale of the area and to ensure compatibility with the scale and character of the existing built form.

- To ensure that any redevelopment or new development is compatible with the scale and character of adjoining buildings and the area.
- To protect and manage the values of and views to the Royal Exhibition Building.
- 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 DDO6.
- Requires notice to be given to Executive Director, Heritage Victoria for buildings and works at 83 – 95 Rathdowne Street, 80 Drummond Street or the Queensberry Street road reserve.
- 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.
- NOTE: This overlay has its basis in the 2009 Strategy Plan.

DDO10: General Development Area – Built Form

- Applies to land bounded by La Trobe Street, Spring Street, Little Lonsdale Street & Exhibition Street.
- Objectives of DD10 include:
 - To ensure development achieves a high quality of pedestrian amenity in the public realm in relation to human scale and microclimate conditions such as acceptable levels of sunlight access and wind.
 - To ensure that development respects and responds to the built form outcomes sought for the Central City.
 - To encourage a level of development that maintains and contributes to the valued public realm attributes of the Central City.

Royal Exhibition Building & Carlton Gardens Strategy Plan Design & Development Overlays

Legend

- Existing WHEA Boundary
- LGA Boundary
- Royal Exhibition Building
- Existing DDO Schedule ID
- Existing DDO Building Height
- Planning Approval (heights in streets)
- Planning Application (heights in streets)
- City of Melbourne
 - DD002 Special Character Area - Built Form (Middle Grid)
 - DD006 Carlton Area
 - DD010 General Development Area - Built Form
 - DD013 Parliament Area
 - DD044 South Carlton
 - DD047 Central Carlton South
 - DD048 Central Carlton North
 - DD062 Bourke Hill
 - DD066 Hospital Emergency Medical Services Helicopter Flight Path Protection (Outer Area)
 - DDO Views to RER (City of Melbourne)
- City of Yarra
 - DD002 Main Roads and Boulevards
 - DD008 Fitzroy South
 - DDO Views to RER (City of Yarra)

City of Melbourne

- DD002 Main Roads and Boulevards
- DD008 Fitzroy South
- DDO Views to RER (City of Yarra)

Note *:
City of Melbourne's DD002 building height guided by FAR (varies) - anticipated to be in excess of 15m
City of Melbourne's DD010 building height guided by FAR (18 to 1) - anticipated to be in excess of 40m
City of Melbourne's DD062 building height guided by FAR (varies) - anticipated to be in excess of 15m
City of Yarra's DD006 no permit is required for building height less than 8.5m



Figure 5 - Design & Development Overlays

City of Melbourne DDOs

- To ensure that new buildings provide equitable development rights for adjoining sites and allow reasonable access to privacy, sunlight, daylight and outlook for habitable rooms.
- To provide a high level of internal amenity for building occupants.
- To ensure the design of public spaces and buildings is of a high quality.
- To encourage intensive developments in the Central City to adopt a podium and tower format.
- 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: DDO10 is a comprehensive overlay, and only briefly summarised above.

DDO13: Parliament Area

- Relates to the Parliament Area, and applies to land bounded by Spring Street, Victoria Parade, Gisborne Street & Albert Street.
- Objectives of DDO13 include:
 - To encourage development to be compatible with the Victorian character and scale of the area.
 - To minimise the visual impact of new buildings and works within the vicinity of the Fitzroy Gardens and the surrounding public spaces.
- 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 DDO13.
- Requires notice to be given to Executive Director, Heritage Victoria for any application for buildings and works at 250-290 Spring Street.
- 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. DDO13 sets a discretionary building height of 15 metres for this site.
- NOTE: This overlay has its basis in the 2009 Strategy Plan.

City of Melbourne DDOs

DDO66: Hospital Emergency Medical Services Helicopter Flight Path Protection (outer area)

- Relates to hospital emergency medical services helicopter flight path protection (outer area), and applies to:
 - 28-32 Grattan Street
 - 236-282 Drummond Street
- Objectives of DDO66 include:
 - To ensure that the height of buildings and works do not encroach on the flight path areas associated with hospital helicopter landing sites.
 - To ensure that the height of development avoids creating a hazard to aircraft using hospital helicopter landing sites.
- 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
- NOTE: land covered by this overlay is also covered by DDO48 with a maximum building height of 10.5m, therefore DDO66 would not function to trigger a permit in any instance.

DDO3: Traffic Conflict Frontage – Capital City Zone

- Applies to traffic conflict frontage – Capital City Zone, and specifically the frontage of 283 Spring Street.
- Objectives of DDO3 include:
 - To promote pedestrian flow, safety and amenity.
 - To improve opportunities for the enhancement of roads for pedestrian use by discouraging further access to off-street car parking across traffic conflict frontages.
 - To minimise conflict between pedestrians and vehicles on footpaths.
- 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 DDO3 is considered to be a redundant control.

City of Yarra DDOs

The following Design and Development Overlays currently apply with the WHEA located within the City of Yarra.

DDO2: Main Roads & Boulevards

- Relates to main roads & boulevards and applies to land/properties fronting Victoria Parade.
- Objectives of DDO2 includes:
 - To recognise the importance of main roads to the image of the City.
 - To retain existing streetscapes and places of cultural heritage significance and encourage retention of historic buildings and features which contribute to their identity.
 - To reinforce and enhance the distinctive heritage qualities of main roads and boulevards.
 - To recognise and reinforce the pattern of development and the character of the street, including traditional lot width, in building design.
 - To encourage high quality contemporary architecture.
 - To encourage urban design that provides for a high level of community safety and comfort.
 - To limit visual clutter.
 - To maintain and where needed, create, a high level of amenity to adjacent residential uses through the design, height and form of proposed development.
- 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.

City of Yarra DDOs

DDO8: Fitzroy South

- 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.
- Objectives of DDO8 includes:
 - To protect the World Heritage values of the REB & 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 & Carlton Gardens (Department of Planning and Community Development, 2009)
- **NOTE:** This overlay has its basis in the World Heritage Environs Area Strategy Plan: REB & Carlton Gardens (DPCD 2009).

DDO31: Gertrude Street Shops (Interim)

- Following a Council determination of 17 December, 2019, the City of Yarra has made a request to the Minister for Planning, seeking the implementation of an interim DDO for a number of key streets.
- If approved, the proposed interim DDOs would be temporary only and be included in the Yarra Planning Scheme for approximately 2 years.
- The proposed interim DDO31 excludes land within the study area being land to north side of Gertrude Street, extending from Fitzroy Street (east side) to Brunswick Street. For clarity, the interim DDO31 covers a wider area than this extending east to Smith Street, being referred to as the Gertrude Street Activity Spine.
- The interim DDO31 seeks to acknowledge that the area has a consistent heritage streetscape, including narrow allotments, and recommends building heights to be between 3-4 storeys.
- The Minister for Planning has yet to make a decision on the City of Yarra's request for the interim DDO.
- As currently drafted DDO31 includes the following objectives
 - To ensure development responds to the heritage character and intact streetscape of Gertrude Street by supporting a low-rise character (ranging from 3 to 4 storeys).
 - To ensure development retains view lines to the drum, dome, lantern and flagpole of the Royal Exhibition Buildings and respects the prominence and integrity of corner heritage buildings.
 - To ensure development maintains the prominence of the low-scale heritage street wall and buildings through recessive upper levels and façade composition and articulation that complements the Gertrude Street character.
 - To encourage development designs that promote pedestrian activity and passive surveillance, contributes to a high quality public realm, and avoid overshadowing of opposite footpaths on Gertrude Street, side streets and public spaces.

- To ensure development responds to sensitive interfaces by ensuring the overall scale and form of new development provides a suitable transition to low scale residential areas and protects these properties from an unreasonable loss of amenity through visual bulk, overlooking and overshadowing.

Key Observations on Existing DDOs

With regard to DDOs, the City of Melbourne has more extensively used DDO controls to address building form scale than within the City of Yarra.

Residential zoned land within both the City of Melbourne and City of Yarra does not have any DDO controls applied, although as discussed earlier, the existing suite of residential zones by default have their own 'inbuilt' built form controls with mandatory maximum heights. As highlighted earlier, 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.

There are also some other noted exclusions within the City of Melbourne, where selected land parcels lack any built form related control. This includes a large part of a neighbourhood block bounded by Drummond, Pelham and Rathdowne Streets, and accommodating the following land parcels:

- 15-31 Pelham Street, Carlton;
- 107-151 Rathdowne Street, Carlton; and
- 110-150 Drummond Street, Carlton.

Another land parcel without any built form-related control includes:

- 2-8 La Trobe Street, Melbourne (i.e. Royal Society of Victoria), although this site is specifically included in the VHR.

Within the City of Yarra, the use of the DDO to influence built form within the WHEA boundary 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).

7.8 Existing Planning Policies

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 & Carlton Gardens. This is considered to be an existing policy gap which should be redressed given the status of the REB & Carlton Gardens as a World Heritage listed site.

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

However, there are a number of existing planning policies contained within both the City of Melbourne and the City of Yarra Planning Schemes, which are briefly summarised below.

City of Melbourne Policies

The following applicable Local Planning Policies are found within the 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 & 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 22.04 Heritage Places in the Capital City Zone

- Amendments and updates to the existing Clause 22.04 were recently gazetted in July 2020. As a policy it outlines that heritage as a defining characteristic of the municipality, including individual heritage places and heritage precincts.
- As a policy it functions to balance the challenge of the greater intensity of development in the CCZ relative to other parts of the city and the different built form outcomes which result from this.
- The Part A section applies to properties classified as significant, contributory or non-contributory and include permit application requirements, and provisions relating to demolition, alterations, new buildings, additions, restoration and reconstruction, subdivision, vehicle accommodation, and services and ancillaries.
- The Part B section includes the original policy and applies to properties retaining an A-D grading.

Clause 22.05 Heritage Places outside the Capital City Zone

- Amendments and updates to the existing Clause 22.05 were recently gazetted in July 2020. As a policy it outlines that heritage as a defining characteristic of the municipality, including individual heritage places and heritage precincts.
- As a policy it functions to acknowledge heritage places across the municipality, that encompass individual heritage places and heritage precincts and have heritage value for their historic, aesthetic, social, spiritual and scientific significance.
- The Part A section applies to properties classified as significant, contributory or non-contributory and include permit application requirements, and provisions relating to demolition, alterations, new buildings, additions, restoration and reconstruction, subdivision, vehicle accommodation, and services and ancillaries.
- The Part B section includes the original policy and applies to properties retaining an A-D grading.

Clause 22.21 Heritage Places Within the World Heritage Environs Area

The policy is noted to have its basis in the 2009 Strategy Plan, and specifically applies to the Area of Greater Sensitivity within the WHEA, as illustrated on Figure 1 contained in Clause 22.21.

As per Figure 1, Clause 22.14 is noted to only apply to land which is nominated as the Area of Greater Significance of the WHEA.

- Clause 22.21 contains a number of objectives as follows:
 - *To protect significant views and vistas to the REB & 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 & 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 La Trobe Street.
 - Minimising inappropriate visual clutter and proliferation of permanent structures such as shelters, signs, kiosks.

City of Yarra Policies

The following applicable Local Planning Policies are found within the 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 & 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 & Carlton Gardens.*
 - *Strategy 15.1: Manage future development within the World Heritage Environs Area surrounding the World Heritage Listed REB & 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

- The policy is noted to have its basis in the World Heritage Environs Area Strategy Plan: REB & Carlton Gardens (DPCD 2009), and 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.*

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

The policy is noted to have its basis in the World Heritage Environs Area Strategy Plan: REB & Carlton Gardens (DPCD 2009), and specifically applies to the Area of Greater Sensitivity within the WHEA, as illustrated on Figure 1 contained in Clause 22.14.

As per Figure 1, Clause 22.14 is noted to only apply to land which is nominated as the Area of Greater Significance of the WHEA.

Clause 22.21 contains a number of objectives as follows:

- *To protect significant views and vistas to the REB & 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 & 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 La Trobe Street.*
- *Minimising inappropriate visual clutter and proliferation of permanent structures such as shelters, signs, kiosks.*

7.9 Deficiencies in operation of WHEA Areas of Greater & Lesser Sensitivity

The importance of the WHEA in its entirety to the protection of the World Heritage values of the REB & Carlton Gardens was identified by the 2009 Strategy Plan. The statutory controls implemented following the Minister's approval of the 2009 Strategy Plan were then applied to the 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. This means that areas within the WHEA that are not within the designated Area of Greater Sensitivity are subject to the HO only (with a few exceptions). However, places subject to the HO must include a significance assessment of the cultural heritage values that individually apply to that place or precinct, rather than the significance of that place or precinct to the World Heritage values of the REB & Carlton Gardens

As part of this review of the 2009 Strategy Plan, the SoS for the WHEA has been re-examined. It should also be noted that the SoS included in the 2009 Strategy Plan applied only to the Area of Greater Sensitivity, and therefore was not intended to apply to the WHEA in its entirety. This situation is reinforced by the functional operation and application of the relevant Local Planning Policies for the World Heritage Environs Area Precinct, namely City of Melbourne's Clause 22.21 and City of Yarra's Clause 22.14. Refer also to Section 7.5.

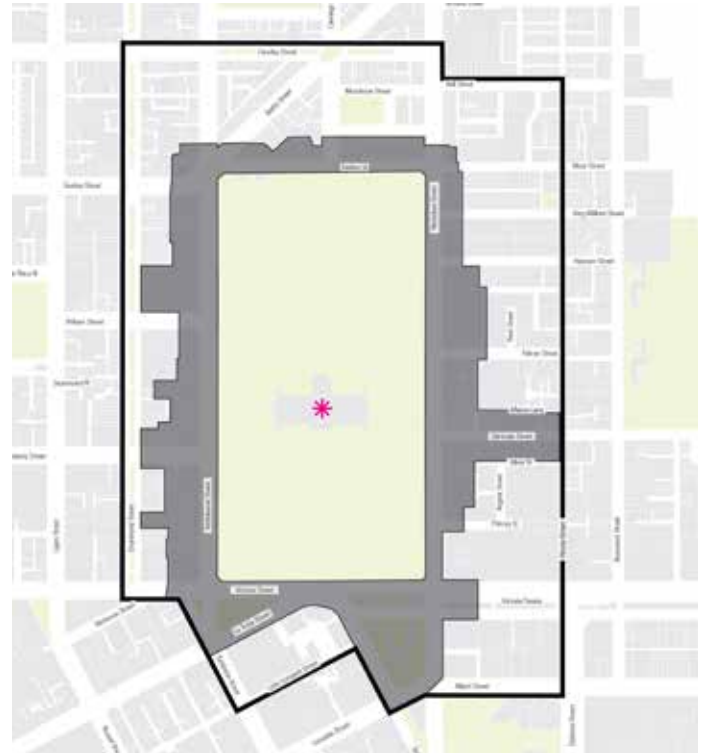
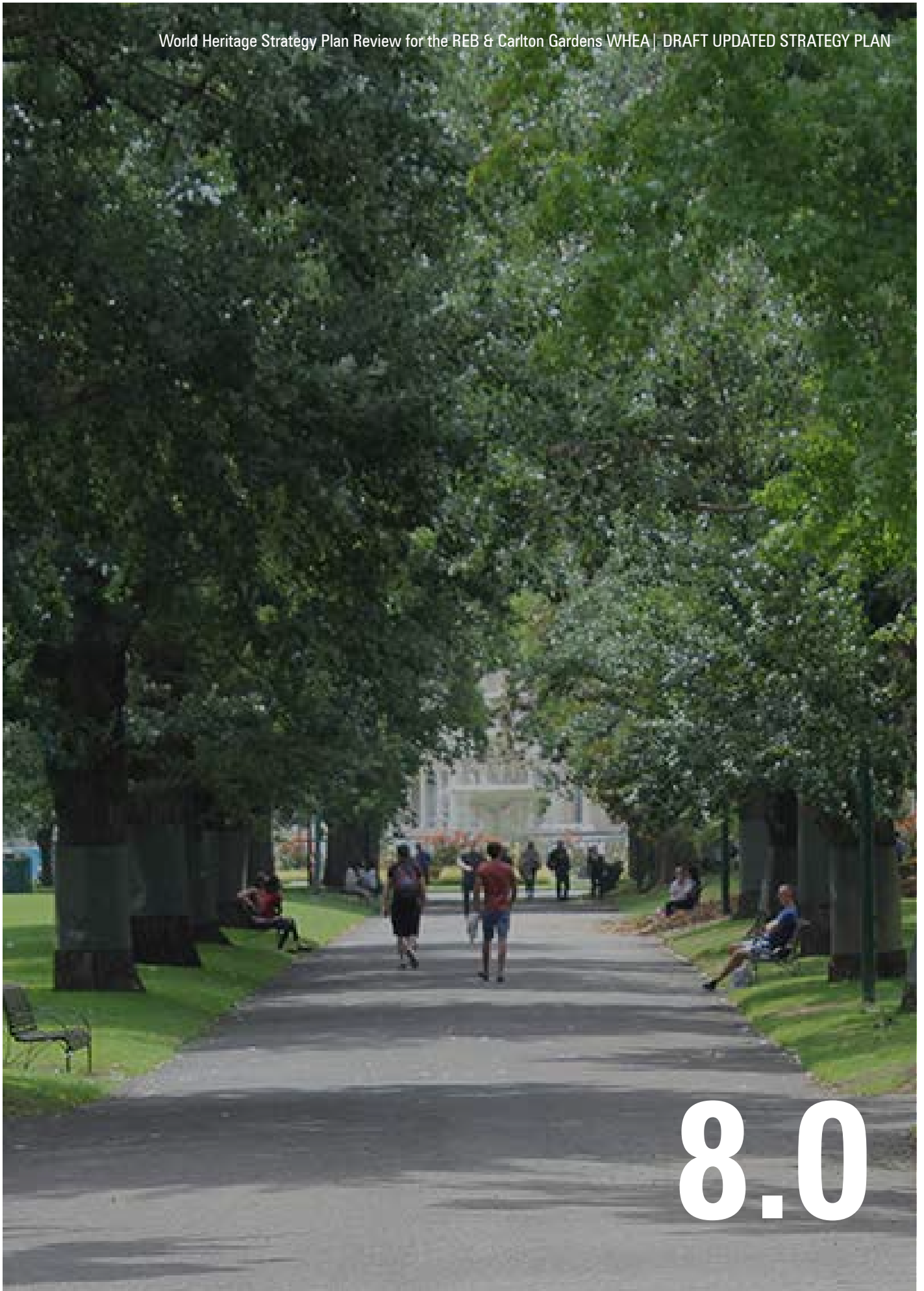


Figure 6 - Existing WHEA Boundary & Area of Greater Sensitivity (shaded)





8.0 Views and Vistas

The views, vistas and built form analysis is summarised in the Visual Framework Analysis (Appendix 1). It has been informed by the following process:

- Literature review of relevant views and vistas analysis, documentation and assessment.
- Desktop analysis of zone of visual influence.
- Identification of aspect and prospect views.
- Identification and definition of primary, secondary and supporting views.
- Site visits and photographic documentation.
- Assessment of view types and identification of sensitive areas for built form testing.
- Built form (3D massing) testing of sensitive primary view lines.

All views and vistas assessed are from spaces and places within the public realm (publicly accessible), taking into consideration existing vegetation and seasonality. Key vantage points are taken from junctions, pedestrian crossings, entries to the Carlton Gardens, public squares, or public transport nodes (including tram stops and station entries).

8.1 Aspect & Prospect Views

The Visual Framework Analysis defines views and vistas as 'aspect' (inward looking) and 'prospect' (outward looking).



Example of a Aspect View 'Inward Looking'



Example of Prospect View 'Outward Looking' from the Carlton Gardens perimeter.



Example of Prospect View 'Outward Looking' from within the Carlton Gardens.

8.2 Primary, Secondary & Supporting Views

It is important to distinguish between the more 'significant' views and vistas of the REB (Dome, building) and Carlton Gardens from within the WHEA; as well as views of the WHEA from the REB & Carlton Gardens.

Primary Views

The 2009 Strategy Plan identified 'significant', or 'primary' views being direct and proximate views into the site from key streets and planned axial views within the Carlton Gardens.

Secondary Views

Other views (being glimpses, or distant views) to the Dome are mainly considered less significant. Secondary views are framed around ensuring the landmark is visually prominent when viewed from key vantage points.

Supporting Views

While some properties included in the VHR within the WHEA are landmarks in their own right, here we have examined within the context of the WHEA's 19th century setting. When considering views and vistas, heritage streetscapes contribute to the built form and streetscape context of the WHEA. In that regard, this 19th century setting 'supports' the prominence and significance of the REB & Carlton Gardens. Consideration of views to other heritage landmarks and visual frameworks of heritage streetscapes within the WHEA were not explicitly addressed in the 2009 Strategy Plan. For the purpose of this study, these views are regarded as 'supporting views'.



Example of a Primary View



Example of a Secondary View



Example of a Supporting View

8.3 View Types

Various view types were identified in relation to short, medium and long-range views depending on the visibility of the REB, Dome, Carlton Gardens and its 19th century setting in their current condition. Documentation of these views and potential issues and management are further elaborated upon below. **Five types of views** identified, including four view types identified in the 2009 Strategy Plan and an additional 'streetscape oblique' view (prospect view) in response to the 'gap' identified in the WHEA Discussion Paper. These include:

Direct Views

Views of the REB & Dome are available from bordering/ abutting streets at key junctions and signalised pedestrian crossings. Views to the REB & its Dome are also available from within the Carlton Gardens, along its key axes. From these locations, the monumental quality of the REB is emphasised.

Proximate Views

Views of the Dome and/ or REB are available at key junctions and street corridors extending beyond the immediate Area of Greater Sensitivity, within and outside the WHEA boundary to the west, south and east. In most instances, views from within these street corridors are framed by existing built forms. These view locations and corridors are generally in line with the established north-south and east-west formal axes for the Carlton Gardens. From these locations, the visible parts of the Dome are clearly legible. While some proximate views to the Dome and/ or REB are interrupted by existing structures, or vegetation, they remain visually dominant.



Example of a Proximate View

Partial/ Glimpse Views

Views of the Dome (in parts) that are not gained from street alignments, but in mid-block locations where elements of the Dome protrude above buildings in the foreground.

Partial views of the REB, Dome and Carlton Gardens which are interrupted by existing structure within public and private realms within the local context. In some instances, views to the REB and Dome are concealed by established landscaping within the Carlton Gardens.

Distant Views

Long range views to the REB Dome and Carlton Gardens from areas outside the WHEA. From these locations, the Dome silhouette, or parts of the Dome may be available, but not clearly legible.

Long range views to other heritage landmarks (within and outside the WHEA) are available with a varying degree of legibility.

Oblique streetscape Views

Views towards the 19th century significant, or consistent heritage streetscapes abutting the Carlton Gardens. Views to these streetscapes are available from the perimeter of the Carlton Gardens with open, direct streetscape views available from key entries into Carlton Gardens at each of its corners and in alignment with its north-south and east-west axes.



Example of a Glimpse View

8.4 View Categories

A detailed analysis of various views and vistas has been undertaken as part of this built form analysis. To assist with the assessment, each view location has been categorised into one of six categories as follows:

- **Category 1- aspect view:** Views to the Dome, including those identified in existing 2009 Strategy Plan and Planning Schemes DDO/ Local Planning Policies pertaining to the WHEA.
- **Category 2- aspect view:** A view of the Dome (in parts) from the public realm, including rear laneways, streets, or public spaces which are not identified in the existing DDO.
- **Category 3- aspect view:** A view of the REB from within the public realm, including laneways, streets, or public spaces
- **Category 4- aspect view:** A view of the Carlton Gardens from within the public realm, including streets, or public spaces where Carlton Gardens are visible.

- **Category 5- prospect view:** Views towards the Dome from within the Carlton Gardens and Melbourne Museum Forecourt (centre of the site).
- **Category 6- prospect view:** Views of 19th century setting out of the Carlton Gardens (perimeter) and Melbourne Museum Forecourt.
- **Category 7- prospect view:** Long range views of other prominent heritage landmarks from the elevated Promenade Deck.

View locations and the general direction of the assessed view are summarised in Table 1 - Views and Vistas Assessment Summary below and illustrated on Figure 7 on page 65. A summary table of the assessment of each view category is included within the table below, including a summary recommendation of whether protection is required. A detailed assessment of each view location follows through the balance of this section.

Table 01: Views and Vistas Assessment Summary

View Category	Primary/ Secondary/ Supporting	View Types	View Locations in WHEA	View Locations outside WHEA	Protection required?
Category 1	Primary	Direct/ Proximate	1A, 1C, 1E, 1F, 1G, 1I, 1J, 1K	1B, 1D, 1H	Yes
Category 2	Secondary	Glimpse/ Distant	2A	2B, 2C, 2D	No
Category 3	Primary	Direct	3A, 3B, 3C, 3D, 3E	-	Yes
Category 4	Primary	Direct/ Proximate	4A	-	Yes
	Secondary	Glimpse/ Distant	4B	-	No
Category 5	Primary	Direct	-	5A, 5B, 5C, 5D (within the REB & Carlton Gardens)	Yes
Category 6	Supporting	Oblique streetscape	6A, 6B, 6C	-	Streetscape View Consideration + Sense of openness
Category 7	Supporting	Distant	-	7A, 7B, 7C, 7D, 7E (within the REB & Carlton Gardens)	No

Royal Exhibition Building & Carlton Gardens Strategy Plan

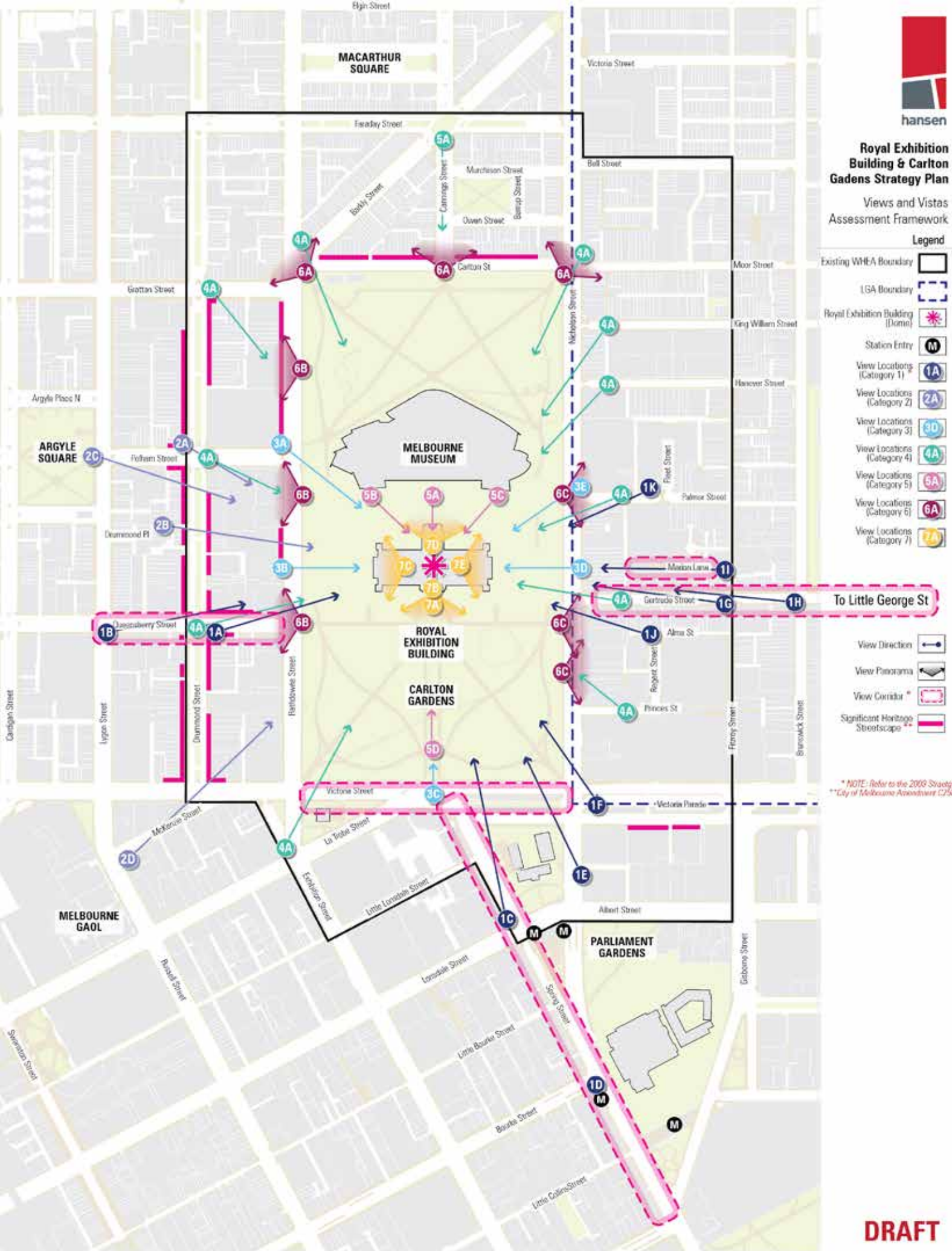
Views and Vistas Assessment Framework

Legend

- Existing WHEA Boundary 
- LSA Boundary 
- Royal Exhibition Building (Dome) 
- Station Entry 
- View Locations (Category 1) 
- View Locations (Category 2) 
- View Locations (Category 3) 
- View Locations (Category 4) 
- View Locations (Category 5) 
- View Locations (Category 6) 
- View Locations (Category 7) 

- View Direction 
- View Panorama 
- View Corridor 
- Significant Heritage Streetscape 

* NOTE: Refer to the 2006 Strategy
 ** City of Melbourne Amendment C258



DRAFT

Figure 7 - Views & Vistas



Category 1 Views: Protection Required



View 1A



View 1B

Category 1 Views: Protection Required



View 1C



View 1D

Category 1 Views: Protection Required



View 1E



View 1F

Category 1 Views: Protection Required



View 1G



View 1H

Category 1 Views: Protection Required



View 1I



View 1J

Category 1 Views: Protection Required



View 1K

Category 3 Views: Protection Required



View 3A



View 3B

Category 3 Views: Protection Required



View 3C



View 3D

Category 3 Views: Protection Required



View 3E

Category 4 View: Protection Required



Example of View 4A



Example of View 4A

Category 5 Views: Protection Required



View 5A



View 5B

Category 5 Views: Protection Required



View 5C



View 5D

8.5 Urban Design Principles

In broad terms, urban design principles that guide development outcomes within the WHEA (and some areas outside the WHEA) are found in existing Local Planning Policies (*Clause 22.21* of Melbourne Planning Scheme, *Clause 22.14* of Yarra Planning Scheme and various DDOs). The built form testing has been measured against these principles.

In simplest terms, urban morphology within the WHEA are influenced by the following **five urban design principles**:

- Protecting primary aspect/prospect views from/ to the REB/ Gardens.
- Retaining predominantly low scale setting to the north of Victoria Street (in HO area).
- Consideration for significant/consistent heritage streetscapes.
- Retention of an open streetscape settings along the WHEA perimeter (north of Victoria Street).
- Visual dominance of the Dome and open sky view of the Dome from primary vantage points.

8.6 Built Form Testing & Parameters

The built form testing is not intended to be a comprehensive Built Form Review of all sites within the WHEA. Rather, it is focused around areas where primary views and key supporting views are available from and need to be protected.

Six key areas are identified through the view and vistas assessment for built form testing to assess how primary views are protected going forward.

The built form tests demonstrate visual implications of potential built form outcomes to enable assessment and to determine how the preferred outcome meets the urban design principles.

As part of the initial round of testing Hansen prepared 3-Dimensional massing model for key areas to test the impact of existing DDOs; recent development trajectory; and locations with an absence of built form control for primary views to the Dome, REB and its 19th century setting. Details of the modelling approach and methodology for the initial round of built form testing are provided in Appendix A.

Each built form testing area is illustrated on Figure 8 on page 79, and can be further described in Table 02 below.

Table 02: Built Form Testing

Testing Area		Existing Built Form Control	Affected Primary Views	Affected Supporting View
CITY OF MELBOURNE				
Area 1	West of Rathdowne Street (bounded by Rathdowne, Pelham, Drummond and Queensbury Streets).	DDO6 (southern part only)	Views 1A & 1B, View 4A	View 6B
Area 2	West of Rathdowne Street (bounded by Queensberry Street, Drummond Street, Victoria Street).	DDO6	Views 5A, 5C View 4A	View 6B
Area 3	South west of the REB & Carlton Gardens (bounded by Victoria Street, La Trobe Street, Russell Street).	Nil		
Area 4	South of the REB & Carlton Gardens (bounded by Victoria Street, Spring Street and Albert Street)	DDO13	Views 1C, 1D, 1E, View 4A	n/a
CITY OF YARRA				
Area 5	South east of the REB & Carlton Gardens (bounded by Nicholson Street, Victoria Parade, Fitzroy Street and Gertrude Street).	DDO2 (properties fronting Victoria Parade only)	View 1J, View 4A	View 6C
Area 6	East of Nicholson Street (bounded by Nicholson Street, Palmer Street & Marion Lane, Fitzroy Street and Gertrude Street).	DDO8, Residential Zone.	Views 1G, 1H, 1I, 1K,	View 6C

Note: Built form modelling has not tested Category 4A views as they are not impacted by built forms on the private realm. These views are primarily retained through management of infrastructure within the public realm/ road reserve.

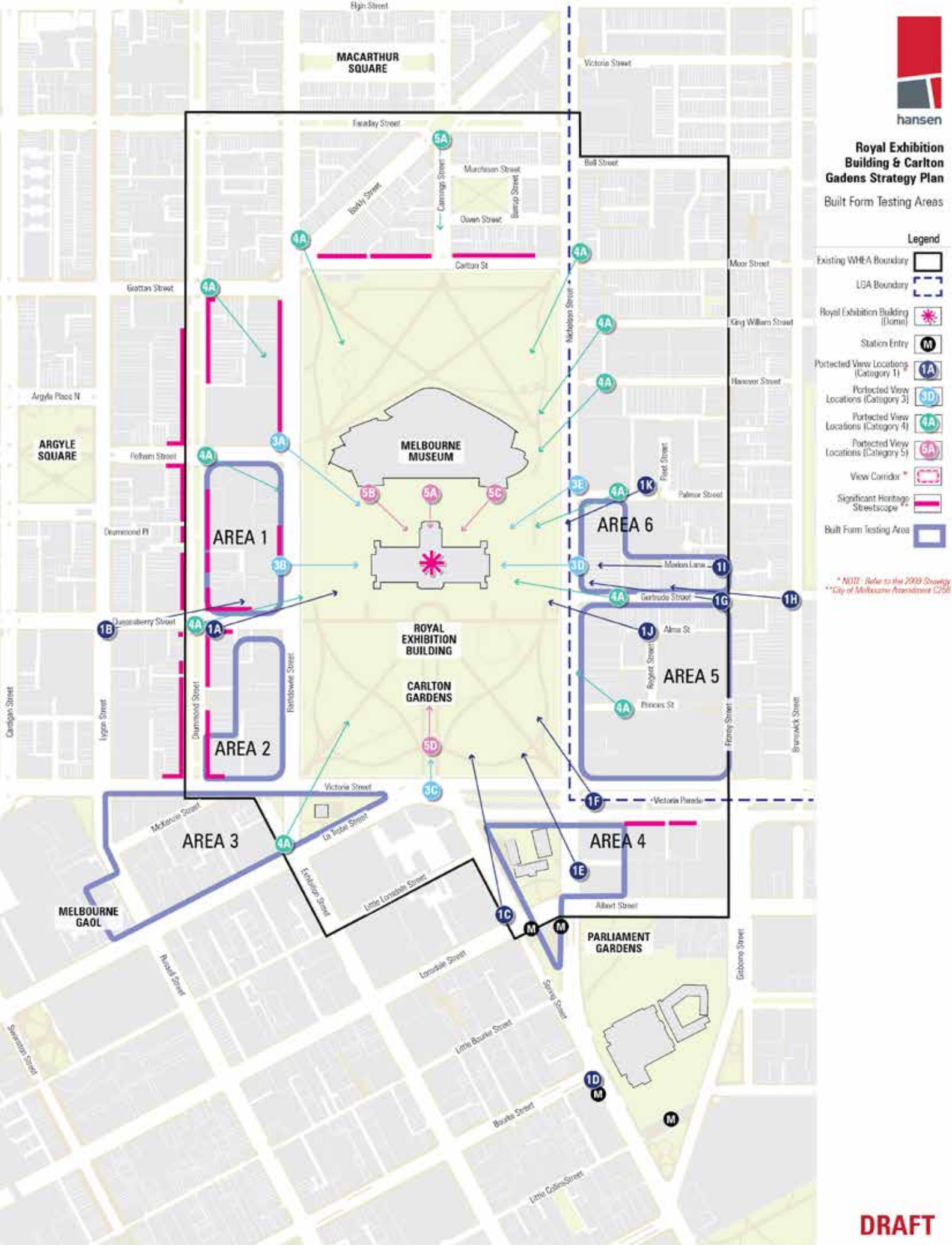


Figure 8 - Built Form Testing Areas

The initial round of built form testing as documented in Section 4.0 of this report resulted in preliminary recommendations being made for the implementation of a new DDO over land within Area 3. The new DDO proposed to implement a maximum building height across Area 3 to ensure future development did not compete with the visual primacy of the Dome when viewed from primary vantage point locations 5A, 5B and 5C located in northern forecourt of the REB. The proposed DDO also seeks to discourage potential continuous walls of building in the backdrop of these primary views.

However, following a review of the findings and recommendations of the initial built form testing, additional and more detailed built form and visual testing of the proposed built form controls to be applied to land within Area 3 was needed. The process comprised the preparation of a 3-Dimensional block model for all sites within Area 3 (by DELWP) to ascertain the level of visibility (beyond the REB silhouette) when viewed from key vantage points.

The detailed built form was a useful tool to assist the team in determining the absolute development height parameters of future built form to achieve full concealment and the acceptable level of visibility from key vantage points 5A, 5B & 5C within the REB northern forecourt.

The general process in the preparation of detailed built form modelling and photomontages was:

- Confirming and undertaking feature survey points for key vantage points and photographic locations within the REB northern forecourt. Photographs taken in this location are generally looking south.
- Preparation of a 3-Dimensional block model (prepared by DELWP).
- Preparation of photomontages from surveyed key vantage points and confirmed 3-Dimensional block models to confirm the building height parameters for 'visual concealment' (potential preferred maximum height) and 'acceptable visibility' (potential mandatory maximum height).

Details of the approach and methodology for the additional built form modelling are provided in Appendix A. However, general comment is provided regarding the surveying of specific camera locations.

In all, ten camera locations within with the REB northern forecourt were surveyed to provide flexibility with the photomontage testing.

The chosen camera locations that were surveyed were built upon the earlier phase of built form, and specifically the identified key views 5A, 5B and 5C. The surveyed photo locations which specifically correspond with the earlier identified key views includes:

- Key view 5A = camera 6
- Key View 5B = camera 3
- Key View 5C = camera 7

In addition to the above three surveyed camera locations, a further seven camera locations were surveyed (i.e. camera locations 1, 2 4, 5, 8, 9 & 10) to allow flexibility in potentially preparing additional photomontages for further test and 'ground truth' key view locations 5A, 5B & 5C.

The camera locations were identified via a surveyed point level to Australian Height Datum (AHD), in addition to a corresponding camera view height, measured at 1.6m above the surveyed ground level point. The location and direction of each photo from surveyed camera points is illustrated on the page 81 opposite.

The clear benefit of the 3D block model and photomontage testing was that it was able to make a nuanced assessment of potential future built form within Area 3 (i.e. on a site by site basis), and thereby provided information on built form scale to allow a DDO to be prepared for MUZ land to nominated preferred maximum and mandatory maximum heights.

Furthermore, the completion of this detailed built form modelled functions allowed its finding and recommendations to be clearly translated into a site specific DDO control for relevant land.

The outcome of this additional built form testing process was the nomination of the following for each specific site within Area 3:

- The maximum building heights on a site by site basis which would be fully concealed from view from key vantage points within the northern forecourt.
- The determination of an 'acceptable visibility' of future built form on a site by site basis (i.e. concealment height +10m).

The outcomes of the photomontage/ built form testing for key view 5A, 5B and 5C are illustrated on following pages.



REB & CG WHEA
Strategy Review

Camera view
locations



hansen partnership Pty Ltd
melbourne | vietnam
level 4 136 exhibition st
melbourne vic 3000
t 61 3 9654 8844 f 61 3 9654 0068
e info@hansenpartnership.com.au
w www.hansenpartnership.com.au

Project Ref: 2019607
Dwg No.: UDD-001
Scale: xxx @A3
Date: 20.05.21
Revision: A



Legend

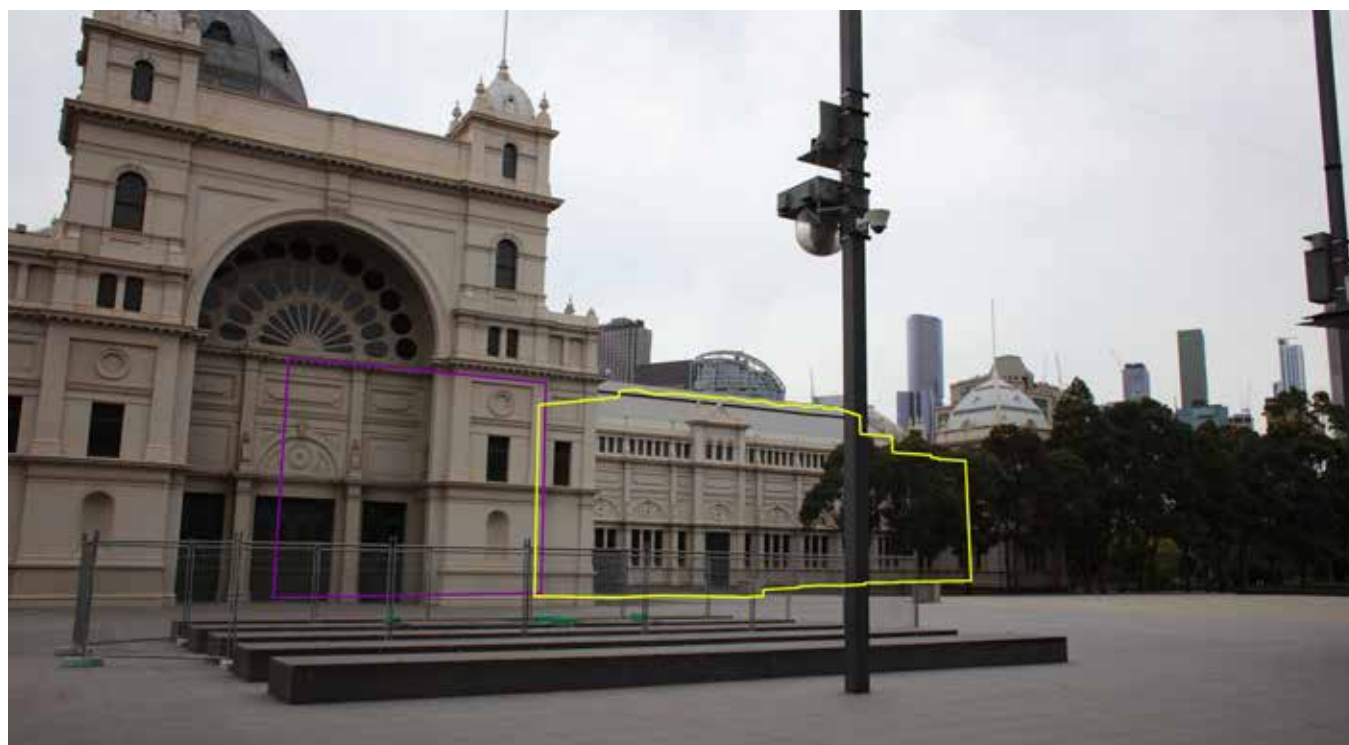
	Cameras location
	Camera viewing direction
	Cameras selected for photomontages

CAMERA LOCATION 6 (Key view 5A)

Surveyed point level : 43.414m A.H.D - Camera view height : 45.014m A.H.D
Note: the camera height is measured at 1.6m above surveyed ground level.



Existing view.



Testing of proposed 'concealment height' of built form (outline). Note: the proposed development is fully concealed this camera location

LEGEND

 Royal Society site development envelope

 Royal Society site development envelope outline

 Mixed Use Zone development envelope

 Mixed Use Zone development envelope outline

CAMERA LOCATION 6 (Key view 5A)

Surveyed point level : 43.414m A.H.D - Camera view height : 45.014m A.H.D
Note: the camera height is measured at 1.6m above surveyed ground level.



Testing of proposed 10m above 'concealment height' of built form (outline)



Testing of proposed 10m above 'concealment height' of built form (visible block form)

LEGEND

 Royal Society site development envelope

 Royal Society site development envelope outline

 Mixed Use Zone development envelope

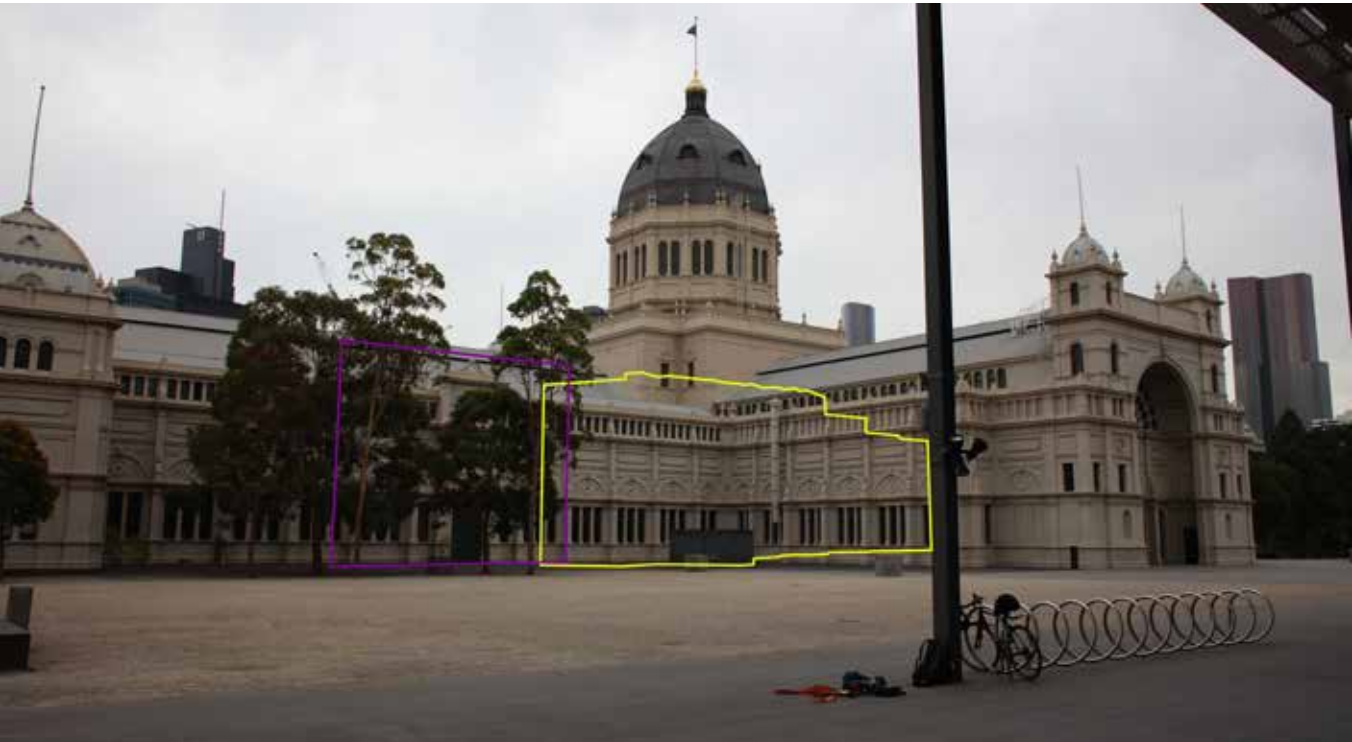
 Mixed Use Zone development envelope outline

CAMERA LOCATION 7 (Key view 5C)

Surveyed point level : 43.344m A.H.D - Camera view height : 44.944m A.H.D
Note: the camera height is measured at 1.6m above surveyed ground level.



Existing view.



Testing of proposed 'concealment height' of built form (outline). Note: the proposed developemnt is fully concealed this camera location

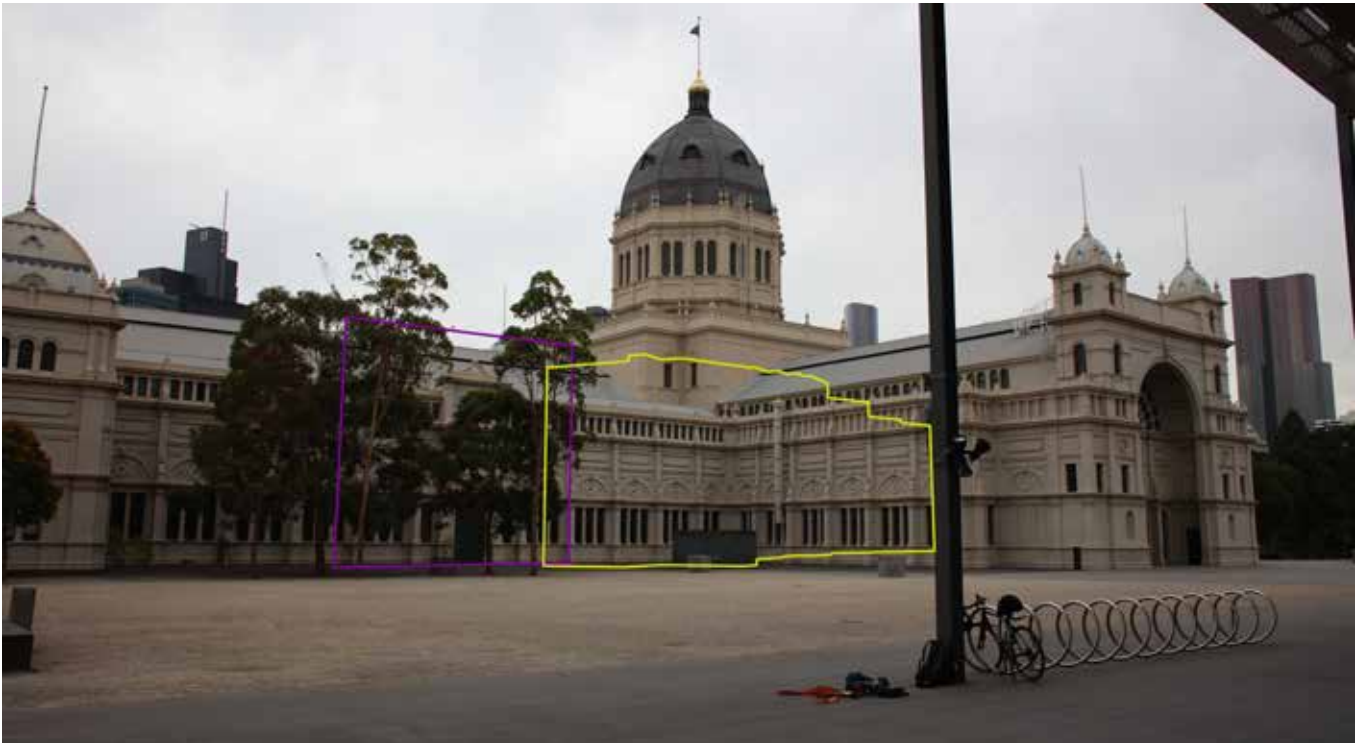
LEGEND

- Royal Society site development envelope
- Mixed Use Zone development envelope

- Royal Society site development envelope outline
- Mixed Use Zone development envelope outline
-

CAMERA LOCATION 7 (Key view 5C)

Surveyed point level : 43.344m A.H.D - Camera view height : 44.944m A.H.D
Note: the camera height is measured at 1.6m above surveyed ground level.



Testing of proposed 10m above 'concealment height' of built form (outline)



Testing of proposed 10m above 'concealment height' of built form (visible block form)

LEGEND

Royal Society site development envelope

Royal Society site development envelope outline

Mixed Use Zone development envelope

Mixed Use Zone development envelope outline

CAMERA LOCATION 3 (Key view 5B)

Surveyed point level : 43.408m A.H.D - Camera view height : 45.008m A.H.D
Note: the camera height is measured at 1.6m above surveyed ground level



Existing view. Note: this camera location faces away from the Mixed Use Zone area being tested, therefore there is no potential building envelope to be illustrated

8.7 Conclusions on additional built form testing

The clear benefit of undertaking additional built form testing through the use of a 3-Dimensional block model (by DELWP) and the preparation of photomontages, was the ability to inform potential future built form parameters within Area 3 (i.e. on a site by site basis) to achieve partial, or full visual concealment from key views 5A and 5C.

The additional built form testing was able to establish and confirm the maximum building heights on a site by site basis for full concealment when viewed from identified key views 5A and 5C (as well as and secondary camera locations).

The additional built form testing was also able to establish an appropriate scale of built form above 'the full concealment height' which although would be visible from identified key views 5A and 5C (and secondary camera locations), would not overly dominate the primacy of the view of the northern elevation of the REB.

Through a process of workshop testing and discussions with DELWP, the appropriate 'visibility height' was determined to be 10m above the tested and confirmed 'concealment height'. This then allowed the potential consideration of a building rising to a maximum height of 10m above 'concealment height' on a site by site basis, which was confirmed when viewed from identified key views 5A and 5C (as well as and secondary camera locations).

The conducted built form testing functions to provide a documented evidence base for the confirmed building heights to be implemented through a DDO to be prepared for MUZ land within Area 3, and with the intention to implement built form controls to nominated a preferred maximum building height (i.e. concealment height), and a mandatory maximum building height (i.e. 10m above concealment height).

However, an additional recommendation is for a new DDO to be prepared to include a series of suitable objectives to ensure that any proposed future building which exceeds the preferred maximum building height (i.e. concealment height) does not potentially create a continuous wall of building as a backdrop of the REB silhouette from key vantage points. The recommended objectives should address the following:

- An application to exceed the preferred maximum building height must meet the following design objectives to the satisfaction of the responsible authority, and demonstrate that the proposed building when viewed from the Melbourne Museum Forecourt (and particularly view locations 5A and 5C):
- Does not impact or overwhelm the visual dominance of the drum, dome, lantern and northern elevation of the Royal Exhibition Building;
- Ensures building design, setback and orientation does not overwhelm the northern elevation of the Royal Exhibition Building, by creating a solid horizontal 'wall' of built form silhouetting the ridge line;
- Ensures materiality which is influenced by its heritage setting and is of muted materials and colours, and which avoids the use of larger areas of reflective materials.
- Ensures visibility of building services and plant equipment and plant is minimised and/or screened within of the maximum building height.

Also of note, during the additional testing process, potential built form scale on The Royal Society of Victoria site at 8 La Trobe Street was undertaken. However it was determined that such testing would not need to be translated into a DDO, as the inclusion of the site in the Victorian Heritage Register plays a much greater role in determining any potential development on this site.

It is acknowledged that a quite prescriptive approach has been taken for MUZ land within CoM when compared with the built form controls in the CoY. This is specifically reflective of the situation that no built form controls current apply to this the MUZ land, but the potential visual impacts on the prominence of the Dome from key viewing areas are substantial if this land was to contain built form that was significantly higher than what currently exists. Conversely, a more discretionary based approach was taken to built form controls within the CoY given the existing lower scale built form of this area, the extent of existing built form controls, and the reduced prominence of the Dome from key viewing areas towards the CoY which reduced the potential negative visual impacts

8.7 Summary of Recommendations

Following below is a summary of recommendations relating to each of the six areas subject to built form testing as outlined in Section 8.6. The summary recommendations are further categorised by the municipal areas of the City of Melbourne and City of Yarra. These are also summarised in Tables 3-4 on Page 97-101 and Figure 9 on Page 96.

City of Melbourne - Area 1 & Area 2

Clause 22.21

- Objectives of Clause 22.21 of the Melbourne Planning Scheme are appropriate in managing future development outcome in Area 1 and Area 2.
- Recommend including a map to graphically identify location of primary vantage point in Clause 22.21 of the Melbourne Planning Scheme.
- Recommend amending Clause 22.21 to include provisions to address the protection of primary view lines, which includes:
 - View 1A: View towards the Dome from the southern footpath of Queensberry Street, at the south eastern junction with Drummond Street.
 - View 1B: View towards the Dome from the southern footpath of Queensberry Street, at the south eastern junction of Lygon Street (outside WHEA boundary).
 - View 3A: View towards the REB, Dome and Carlton Gardens from the western footpath of Rathdowne Street, at the north western junction with Pelham Street.
 - View 3B: View towards the REB, Dome and Carlton Gardens from the eastern footpath of Rathdowne Street, between 101 & 117 Rathdowne Street (pedestrian crossing).
- Recommend western expansion of the WHEA boundary to include properties on the west side of Drummond Street (currently in DDO6) in response to the 19th century setting.

DDO6

- Objectives and requirements found in DDO6 are appropriate in managing future development outcome on the west side of Rathdowne Street. Continue to apply DDO6 for Area 1 and Area 2 currently in DDO6.
- Objectives and requirements found in DDO6 are appropriate in managing future development outcome on the west side of Rathdowne Street currently not in DDO6.
- Recommend extending DDO6-10, DDO6-12, DDO6-13 and DDO6-14 to include 110 to 150 Drummond Street, 15-31 Pelham Street, 107 to 161 Rathdowne Street to fill existing gap and ensure there is clear built form guidance for future redevelopment of these sites. Refer to Figure 9 on Page 96.

City of Melbourne - Area 3

Clause 22.21

- Objectives of Clause 22.21 of the Melbourne Planning Scheme are appropriate in managing future development outcome in Area 3 (east of Exhibition Street).
- Recommend including a map to graphically identify location of primary vantage point in Clause 22.21 of the Melbourne Planning Scheme.
- Recommend amending Clause 22.21 to include provisions to address the protection of primary view lines, which includes:
 - View 5A: View towards the Dome and REB northern elevation from the Melbourne Museum Forecourt (Central Entry).
 - View 5B: View towards the Dome and REB northern elevation from the Melbourne Museum Forecourt (Western Entry).
 - View 5C: View towards the Dome and REB northern elevation from the Melbourne Museum Forecourt (Eastern Entry/ Lift).

New DDO

- Recommend western expansion of the WHEA boundary and introduction of a new DDO for Area 3 (west of Exhibition Street) to provide clear objectives and built form parameters to assess future development applications in relation to protecting primary views and visual dominance of the Dome from location 5A and 5C.
- Recommend a new DDO for MUZ land within Area 3 west of Exhibition Street, to nominate a preferred maximum and mandatory maximum building heights on a site by site basis as determined by the detailed built form modelling. Include a series of objectives to apply to proposed future building which exceeds the preferred maximum building height (i.e. concealment height) to ensure it does not compete with or potentially create a continuous walls of building as a backdrop of the REB silhouette from key vantage points.

City of Melbourne - Area 4

Clause 22.21

- Objectives of Clause 22.21 of the Melbourne Planning Scheme are appropriate in managing future development outcome in Area 4.
- Recommend including a map to graphically identify location of primary vantage point in Clause 22.21 of the Melbourne Planning Scheme.
- Recommend amending Clause 22.21 to include provisions to address the protection of primary view lines, which includes:
 - View 1C: View towards the Dome from the western footpath of Spring Street, north west corner of Lonsdale Street junction.
 - View 1D: View towards the Dome from the western footpath of Spring Street, south west corner of Bourke Street junction.
 - View 1E: View towards the Dome from the eastern footpath of Nicholson Street, south of Evelyn Place.
 - View 1F: View towards the Dome from the eastern footpath of Victoria Parade central median and Tram Stop.

DDO13

- Objectives and requirements found in DDO13 are appropriate in managing future development outcomes in Area 26. Continue applying the DDO13-A26 with further recommended refinements, including:
 - Update Table to Schedule 13 Outcomes for area 26 to: protect views of the Drum, Dome, Lantern and Flagpole of the Royal Exhibition Building at north west corner of Lonsdale Street; and the north eastern corner of Nicholson St and Evelyn Place.
 - Add an outcome to retain 'clear sky view' to the Drum, Dome, Lantern and Flagpole of the Royal Exhibition Building from the nominated primary vantage points.

City of Yarra - Area 5

Clause 22.14

- Objectives of Clause 22.14 of the Yarra Planning Scheme are appropriate in managing future development outcome in Area 5.
- Recommend including a map to graphically identify location of primary vantage point in Clause 22.14 of the Yarra Planning Scheme.
- Recommend amending Clause 22.21 to include provisions to address the protection of primary view lines, which includes:
 - View 1G: View of the Dome from the southern footpath of Gertrude Street, north western corner of Fitzroy Street junction.
 - View 1H: View of the Dome from the from southern footpath of Gertrude Street, north western corner of Brunswick Street junction (outside WHEA).
 - View 1J: View of the Dome from the from eastern footpath of Regent Street, north eastern corner of Alma Street junction.

New DDO

- Recommend introducing a new Design and Development Overlays to cover C1Z sites in Area 5 to provide clear objectives and built form parameters to assess future development applications in relation to protecting primary views and visual dominance of the Dome from location 1J. Refer to recommendations for Area 6 as an alternative option.
- Recommend replicating the objectives of DDO6, or DDO13 of Melbourne Planning Scheme future DDO objectives for Area 5.
- Recommend implementing maximum building heights (through a new DDO) in Area 5 as follows:
 - A maximum building height of 13.5m - matching maximum building height at 46 Nicholson Street.
 - Adopt side setbacks (above 2 storeys) to retain primary view to the Dome from Location 1J.
 - Adopt a street wall response that is informed by adjoining heritage buildings.

City of Yarra - Area 6

Clause 22.14

- Objectives of Clause 22.14 of the Yarra Planning Scheme are appropriate in managing future development outcomes in Area 6.
- Recommend including a map to graphically identify location of primary vantage point in Clause 22.14 of the Yarra Planning Scheme.
- Recommend amending Clause 22.14 to include provisions to address the protection of primary view lines, which includes:
 - View 1I: View of the Dome from western footpath of Fitzroy Street, at the junction with Marion Lane.
 - View 1K: View of the Dome from northern footpath of Palmer Street, between Fleet and Little Fleet Streets.
 - View 3D: View of the Carlton Gardens, Dome and REB from the eastern footpath of Nicholson Street (adjacent to no. 60 Rathdowne St).
 - View 3E: View of the Carlton Gardens, Dome and REB from the eastern footpath of Nicholson Street North eastern corner of Palmer Street and Nicholson Street (CoY)
 - View 5B: View towards the Dome and REB northern elevation from the Melbourne Museum Forecourt (Western Entry).

DD08

- Consolidate DD08 into a new WHEA DD0.
- Replicate the permit exemption of DD08 for building and works less than 8.5 metres in height from the existing ground level (Gertrude Street & Marion Lane).
- Replicate the key view controls of DD08, but update to include a requirement to protect views to and retain a clear sky backdrop surrounding the drum, dome, lantern and flagpole of the Royal Exhibition Building when viewed from view location 1I (Marion Lane).

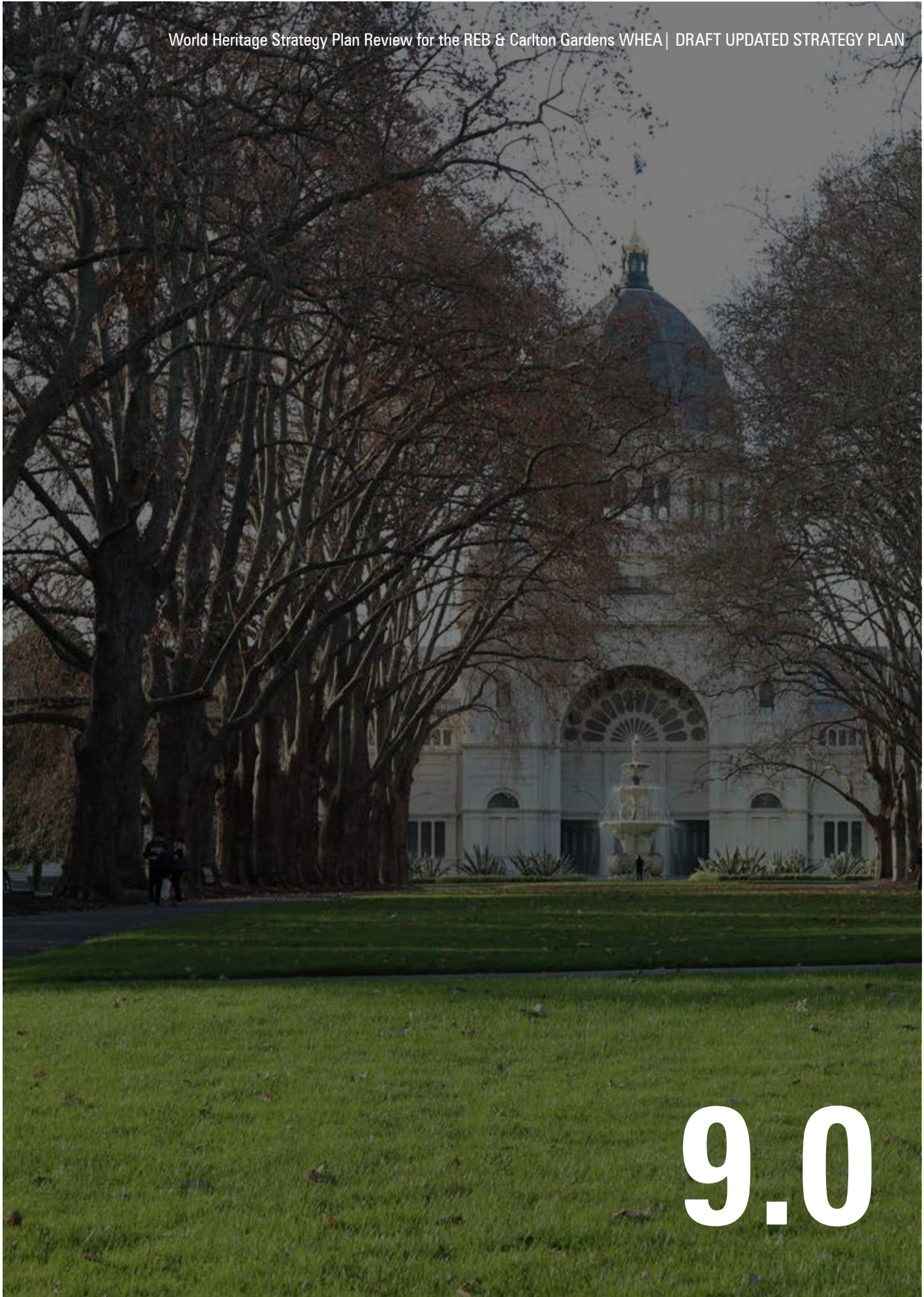
Residential Area (NRZ, GRZ)

No built form testing was undertaken for residential areas to the north and east as there are no identified primary views available from these locations. Likewise, the current residential zones impose mandatory maximum height of 2-3 storeys, which by default will retain a predominantly low-rise context within a large proportion of the WHEA. Essentially the current residential zone controls function to protect the low scale heritage character of areas surrounding the REB & Carlton Gardens.

However, mandatory height controls within the residential zones were not implemented to protect the setting of the REB & Carlton Gardens WHEA. Rather they were a result of ongoing modifications which have been made by State Government to the suite of residential zones in recent years. Furthermore it is noted that mandatory height controls in residential zones did not exist when the 2009 Strategy Plan was drafted. Therefore while the current residential zones provide adequate built form parameters to preserving the low-rise, fine grain characteristics of the 19th century setting, 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.

In order to mitigate this risk, it is recommended to apply building height controls to replicate the mandatory maximum height controls of the GRZ and NRZ in order to reinforce existing residential height control, to ensure that any potential future modification to the zone height controls don't automatically apply to the residential zones forming the WHEA.

This could logically be achieved through a DDO or otherwise modifications to zone schedules to be applied to GRZ and NRZ land within the WHEA.



9.0 Strategies for Future Management & Statutory Protection of the WHEA

Based on the detailed review of the 2009 Strategy Plan, a range of gaps, deficiencies, omissions and improvements have been identified, and are proposed to be addressed by the recommendations outlined below. The following recommendations are made in addition to those set out in Section 8.0 of this Strategy Plan.

9.1 Minor Modifications to the WHEA Boundary

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 Strategy Plan. The existing and proposed expansions to the WHEA are shown on Figure 2. In addition, the World Heritage Paper 25* emphasised the need for the setting to reinforce authenticity as stated in the Nara Document [ICOMOS, *The Nara Document on Authenticity* (1994)].

In addition, the 2009 *World Heritage Paper 25*, which resulted from an expert meeting held in Switzerland to provide advice on the use of buffer zones for World Heritage properties, emphasised the need for the setting to reinforce authenticity. This was consistent with the 1994 ICOMOS doctrinal text, *The Nara Document on Authenticity*, which emphasized an appropriate cultural context to understanding authenticity, and that authenticity was needed to appreciate cultural heritage values of a place.

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).

* (Martin, A & Piatti, G (eds), *World Heritage Papers 25 - World Heritage and Buffer Zones*, UNESCO World Heritage Centre, March 2009. ICOMOS, *The Nara Document on Authenticity* (1994)

Western expansion

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 recently approved by the Minister for Planning. 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 boundary:

- 1-205 Drummond Street (inclusive).

Eastern expansion

Fitzroy Street defines the WHEA eastern boundary. Figure 1- World Heritage Environs Area (2009 Strategy Plan) 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.

South western expansion

The built form analysis conducted as part of the review of the 2009 Strategy Plan (refer to Section 8.0-Views and Vistas and Appendix 1) revealed that future development in the area located immediately adjacent to the existing south west boundary of the WHEA has the potential to visually impact on key views of the REB. The land in question is bounded by Victoria Street, Russell Street and La Trobe Street, and is currently located outside of the WHEA.

It is recommended that the WHEA be expanded to cover the land bounded by Victoria Street, Russell Street and La Trobe Street, in addition to the implementation of built form controls, which are addressed in this section and Section 8.0.

Areas of Greater & Lesser Sensitivity

In order to appropriately manage the WHEA into the future it is recommended that the current differentiation between the Designated Areas of Greater and Lesser Sensitivity is removed. By doing away with this current distinction, it will thereby allow the WHEA to be more appropriately managed as a single entity.

The deficiencies in the application and operation of the WHEA Areas of Greater & Lesser Sensitivity are further elaborated in Section 7.8.

9.2 Planning Policies

State & Regional Planning Policies

The lack of State or Regional policies or clauses which specifically refer to the REB & Carlton Gardens and the associated WHEA is considered to be an existing policy gap. Therefore it is recommended that this policy gap should be addressed by making relevant updates to the Victorian Planning Policy Framework, including the following **additions**:

- Clause 15.03-1S Heritage Conservation: Insert a specific reference to the protection and retention, protection and management of World Heritage Listed Sites.
- Draft and implement a new regional level policy at Clause 15.03-1R which would address the heritage conservation, protection and management of the World Heritage Listed REB & Carlton Gardens and the associated WHEA.

The broader intent of the recommended amendments is to ensure consistency in planning controls and to facilitate consistency in decision making within the WHEA.

This is considered to be a specific deficiency of the existing Local Planning Policies, as those parts of the WHEA which are located outside of the inner area are afforded no greater policy protection than areas located outside of the WHEA altogether.

The existing WHEA Local Planning Policies can be further strengthened and improved if they are amended to apply to the entirety of the WHEA, and not just the Area of Greater Sensitivity, along with a range of other recommended modifications.

However there is an issue with the use of Local Planning Policies to address the WHEA, given that the WHEA boundary map does not appear anywhere apart from within the policy itself. This gives rise to a lack of clarity regarding what land is located within the WHEA. However this anomaly could be addressed through amendments and revisions to the existing WHEA Local Planning Policies as outlined in this Strategy Plan and the development of a new DDO to apply to the entire WHEA. Specific recommendations are outlined overleaf.

Local Planning Policies vs new WHEA Overlay

It is important that the suite of existing local planning policies are reviewed and updated to ensure they are most appropriately applied to manage and respond to development within the WHEA, and to ensure that such development appropriately responds to the World Heritage Listing of the REB & Carlton Gardens. Commentary on different Local Planning Policies is outlined below.

The broader intent of the recommended amendments is to ensure consistency in planning controls and to facilitate consistency in decision making within the WHEA.

Existing Local Planning Policies within both the Melbourne and Yarra Planning Schemes specifically address development within the WHEA. These Local Planning Policies are *Clause 22.21 – Heritage places within the World Heritage Environs Area* (City of Melbourne) and *Clause 22.14 – Development guidelines for heritage places in the World Heritage Environs Area* (City of Yarra).

Generally, these policies provide strong strategic context for the World Heritage listed REB & Carlton Gardens, which are broadly considered to be 'fit for purpose'. However, a review of these existing policies reveals that they only apply to the Area of Greater Sensitivity which means that they only currently apply to part of the WHEA.

Clause 22.21 – Heritage places within the World Heritage Environs Area (City of Melbourne)

- Amend the title of the Clause to be *Development Guidelines for the World Heritage Environs Area*.
- Amend introductory statement to remove reference to the Area of Greater Sensitivity, and to ensure that the policy applies to the entire WHEA.
- Amend introductory statement to retain references to HOs, but remove the reference to *(World Heritage Environs Area Precinct)* after H0992.
- Amend Figure 1 to apply to the full WHEA area, including additions to the WHEA boundary recommended within this Strategy Plan.
- Amend policy text to ensure alignment with the key attributes of the WHEA.
- Amend policy statement at 22.21-3 to refer to the protection of all identified key views.
- Amend *Clause 22.21-4 References* to include reference to the current/updated version of the Strategy Plan.

Clause 22.14 – Development Guidelines for Heritage Places in the World Heritage Environs Area (City of Yarra)

- Amend the title of the Clause to be *Development Guidelines for the World Heritage Environs Area*.
- Amend introductory statement to remove reference to the Area of Greater Sensitivity, and to ensure that the policy applies to the entire WHEA.
- Amend introductory statement to retain references to HOs, but remove the reference to *(World Heritage Environs Area Precinct)* after H0361.
- Amend Figure 1 to apply to the full WHEA area, including additions to the WHEA boundary recommended within this Strategy Plan.
- Amend policy text to ensure alignment with the key attributes of the WHEA.
- Amend policy statement at 22.14-3 to refer to the protection of all identified key views.
- Amend *Clause 22.14-4 References* to include reference to the current/updated version of the Strategy Plan.

Signage Local Planning Policies – City of Melbourne & City of Yarra

During targeted stakeholder consultation on the WHEA Discussion Paper, the lack of guidelines on signage, and the types of signage to be discouraged was highlighted as an issue. While Local Planning Policies exist both within the City of Melbourne and the City of Yarra to address signage, these are 'generalist' signage policies, which don't specifically relate to the WHEA.

It is therefore recommended that the local planning policies for the WHEA (i.e. Clause 22.21 Melbourne and Clause 22.14 Yarra), be further amended and updated to provide greater guidance and clarity on specific types of signage to be specifically discouraged within the WHEA due to the potential visual impact. Logically this would include discouraging the following signage within the WHEA, including:

- high wall signs,
- major promotion signs,
- panel signs,
- pole signs, internally
- illuminated/animated signs, and
- sky signs.

Such improved strategic guidance on signage within the WHEA would be complimented by the other existing signage policies, including: City of Melbourne Clause 22.21 and City of Yarra Clause 22.14.

For other types of potential signage which are not specifically discouraged within the WHEA, further signage guidelines could be developed. Such guidelines could address providing guidance on some signage which currently does not require planning approval, such as advertising signage provided as part of tram shelters and bus stops. While the current exemptions afforded to such signage is beyond the scope of the this study to address, any signage guidelines to be developed could provide an advocacy tool to engage with relevant stakeholders on this issue.

9.3 Zoning

A review of the existing zoning within the WHEA has not raised any fundamental issues with the suite of zones which currently apply within the study area which would warrant a recommendation for different zone/s to be applied.

However as raised earlier, the current mandatory height controls, which apply within residential zones, pose 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.

In order to mitigate this risk, it is recommended to apply building height controls to replicate the mandatory maximum height controls of the GRZ and NRZ in order to reinforce existing residential height control. This will ensure that any potential future modification to the zone height controls don't automatically apply to the residential zones forming the WHEA. This identified risk could logically be achieved through a DDO or otherwise modifications to zone schedules to be applied to GRZ and NRZ land within the WHEA.

As a DDO is being proposed to address other built form outcomes, it is recommended that the DDO be utilised to replicate and reinforce the mandatory maximum height controls of the GRZ and NRZ.

No other modifications to existing zones are proposed, although some further recommendations are made regarding the application of overlay controls to address built form outcomes.

Public Use Zone

A number of specific land parcels within the WHEA are zoned for Public Use, including the Carlton Gardens Primary School at 201-231 Rathdowne Street, Carlton and the St Vincent's Hospital site located on the corner of Nicholson Street and Victoria Parade.

Operationally the Public Use Zone functions to exempt the need for planning approval if the use and/or development is consistent with the relevant public use designation, and therefore streamlines development for designated public benefit.

Such exemptions from planning controls has potential implications for the setting of the REB & Carlton Gardens, as usually development of these sites will not require planning approval. However the exemption is enshrined in the zone, and does not exempt planning approval being required under other planning controls, such as a HO or DDO. Where a permit is triggered under an overlay the City of Yarra is the Responsible Authority.

Of further note, currently the St Vincent's Hospital site is currently outside the Area of Greater Sensitivity within the Area of Lesser Sensitivity of the WHEA, therefore the existing Local Planning Policy *Clause 22.14 – Development guidelines for heritage places in the World Heritage Environs Area* has no influence over a development of the land. In response, this updated Strategy Plan has recommends the distinction between the Areas of Greater and Lesser Sensitivity is removed, and the policy amended to apply to the entire WHEA. This will ensure that any redevelopment would need to be assessed against this policy and its objectives for the WHEA. This is further complemented with a recommendation for a discretionary height control to be implemented which seeks to:

- Ensure development of the St Vincent's Hospital site replicates the general maximum height of existing hospital buildings.
- Ensure development includes materiality which is influenced by its heritage setting and is of muted materials and colours, and which avoids the use of larger areas of reflective materials.

9.4 Heritage Overlays

The 2009 Strategy Plan proposed that the Planning Schemes of the cities of Yarra and Melbourne be amended to include a 'World Heritage Environs Area' HO precinct in the respective Schedules to the HOs for the Area of Greater Sensitivity only. This was subsequently completed. Almost all of the balance of the buffer zone is also included in the HO, as other precinct based or site-specific areas (refer to Section 7.4).

The current review of the Strategy Plan supports the use of the HOs for the whole of the buffer zone as shown in figure 3 on page 47. This is because these parts of Carlton, Melbourne and Fitzroy have heritage values worthy of protection in their own right, such as 19th century streetscapes and subdivisions, low scale and fine grain settings, important 19th and 20th century heritage buildings and public realm infrastructure. The ongoing protection of these intrinsic values is also of benefit to the WHEA (as outlined in Section 6.4) as it allows views to the REB & Carlton Gardens and retains the setting of the World Heritage site.

The current review has recommended that the buffer zone be treated as a whole, rather than retain the existing division into Areas of Greater and Lesser Sensitivity. It is recommended that in the future, the boundaries of the HO precincts H0992 and H0361 be re-examined as they were derived from the Area of Greater Sensitivity and the concept of the Area of Greater Sensitivity would no longer apply. At this time, the SoS could be updated to comply with Planning Practice Note 1: Applying the HO (August 2018) and Amendment VC148.

The current review of the 2009 Strategy Plan has also highlighted insufficient focus on the fact that the WHEA exists specifically in relation to the World Heritage listed REB & Carlton Gardens. This is considered to be a deficiency of the current statutory control which is instead focussed primarily on protecting the heritage values within HO areas.

As outlined in Section 2.1, the purpose of the WHEA is to contribute to the protection, conservation and management of the Outstanding Universal Values of the REB & Carlton Gardens, a place outside of the WHEA. Hence there is need for recognition of both the role of the WHEA as a buffer zone to a proximal World Heritage site and the HO which is about protecting the values of the places to which the HO applies.

This difference of purpose has been made more clear after Amendment VC148, which requires Statements of Significance to be incorporated in the planning scheme for a HO. The two HO areas H0992 and H0361 have Statements of Significance which address their heritage values. Keeping these values contributes to the retention of the setting of the REB & Carlton Gardens but it does not address the appropriate use and development of the WHEA in order to ensure that the World Heritage values of the listed place are protected and managed.

Therefore it is recommended that the HO be used to protect the heritage values of the areas within them and additional statutory mechanisms are needed to address the role of the WHEA. These area further discussed in Section 9.5.

9.5 Design & Development Overlays

In building upon the views, vistas and built form analysis outlined in Section 8.0, it is proposed that both new and amended DDOs be implemented within the Cities of Melbourne and Yarra. The broader intent of the proposed amendments is to ensure consistency in planning controls and to facilitate consistency in decision making within the WHEA.

City of Melbourne DDOs

The following recommendations are made regarding the use of DDOs within the expanded WHEA.

- **DDO6** - expand DDO6-10, DDO6-12, DDO6-13 and DDO6-14 to cover 'gap' properties at 15-31 Pelham Street, Carlton; 107-151 Rathdowne Street, Carlton; and 110-150 Drummond Street, Carlton. Remove the notification trigger for the Executive Director, Heritage Victoria for specific site (to be replaced with a referral trigger at Clause 66.04).
- **DDO13** - amend decision guidelines to address key views from designated vantage points. Remove the notification trigger for the Executive Director, Heritage Victoria for specific site (to be replaced with a referral trigger at Clause 66.04).
- **New DDO** - prepare new DDO to apply to the entire WHEA area within the City of Melbourne, including:
 - Built form controls which replicate the current mandatory height controls of the GRZ & NRZ.
 - Built form controls for MUZ land west of Exhibition Street, to nominate a preferred maximum and mandatory maximum building heights on a site by site basis, as nominated by the detailed built form modelling.

City of Yarra DDOs

- **DDO8** - Consolidate DDO8 into a new WHEA DDO.
- **New DDO** - prepare new DDO to apply to the entire WHEA area within the City of Yarra, including:
 - Built form controls which replicate the current mandatory height controls of the GRZ & NRZ.
 - Replicate the key view controls of DDO8, but update to include a requirement to protect views to and retain a clear sky backdrop surrounding the REB.
 - Built form controls for C1Z sites bounded by Nicholson, Gertrude, Regent and Princes Streets), and apply a maximum building heights of 4 storeys/13.5 metres.
 - Built form controls for PUZ land (St Vincent's Hospital site), and apply a maximum building heights of 11 storeys/46.5 metres.

9.6 Executive Director, Heritage Victoria Implemented as a Referral Authority

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 based on municipal boundaries, thus split across two council areas. This gives rise to a lack of coordination in decision making and due consideration of the importance of the entire setting of the adjacent World Heritage site.

With regard to the involvement of the Executive Director, Heritage Victoria (Heritage Victoria) in decision making with the WHEA, currently Heritage Victoria administers approval for development of properties listed in the Victorian Heritage Register (VHR). Additionally, current HO controls include a referral trigger to Executive Director, Heritage Victoria for an application to subdivide a place included in the VHR. As per the listing under HO992 (CoM) & HO361 (CoY) the WHEA is not included in the VHR. Of note, no other referral triggers exist within the Melbourne or Yarra Planning Schemes to formally incorporate the involvement of Heritage Victoria.

In order to improve consistency of decision-making within the WHEA, it is recommended that the Executive Director, Heritage Victoria be made a formal Referral Authority within the Melbourne and Yarra Planning Schemes. Having the Heritage Victoria designated as a formal Referral Authority, would function to ensure consistency of decision making within the WHEA, and to recognise and reinforce the World Heritage values of the REB & Carlton Gardens.

In order to facilitate this, it is recommended that Heritage Victoria is nominated as a determining Referral Authority under the State level VPP Schedule to *Clause 66.04 Referral of permit applications under local provisions*.

The referral to Heritage Victoria would be specifically linked to the relevant Local Planning Policies relating to the WHEA (i.e. *Clause 22.21 – Heritage places within the World Heritage Environs Area* (City of Melbourne) and *Clause 22.14 – Development guidelines for heritage places in the World Heritage Environs Area* (City of Yarra). This proposed referral trigger would also replace the targeted referral triggers to the Executive Director, heritage Victoria, contained in DDO6 and DDO13 (CoM).

However, so as to specifically avoid all use and development applications within the WHEA being referred to Heritage Victoria (i.e. fences, minor additions and alterations etc), the Schedule to *Clause 66.04* would nominate the type of application to trigger a referral, as being:

- An application for all new buildings 3 storeys/11m or greater in height, or additions to an existing building which would increase its height to 3 storeys/11m or more.

This would function to ensure that Heritage Victoria is involved in any development of more major/taller development within the WHEA, which are the types of development applications likely to have an impact on the WHEA and the REB & Carlton Gardens.

It is recommended that Heritage Victoria is designated as a 'determining' Referral Authority (rather than a 'recommending' Referral Authority), to ensure that all applications within the WHEA with potential impact for the setting and visual prominence of the REB & Carlton Gardens are consistently facilitated. This is appropriate given the high level of significance ascribed to the protective role of the WHEA, which should elevate heritage above other considerations in any planning decision.

This level of intervention meets community expectations for how the State is involved in decision making for the WHEA, as born out by both the targeted consultation for the WHEA Strategy Plan, and the high level community consultation undertaken in June-July 2020 by Heritage Victoria and other stakeholders for the overall World Heritage Management Plan.

In noting the above recommendation, it is important that the distinction between a 'determining' and 'recommending' Referral Authority is understood. In essence, a 'recommending' Referral Authority can provide comments and recommendation to the Responsible Authority (i.e. local council) when considering a planning application. But the Responsible Authority is not formally bound to implement those comments and recommendations. However in the case of a 'determining' Referral Authority, the Responsible Authority when considering a planning application MUST implement the comments and recommendations of a determining Referral Authority, including to refusal of the application if recommended.

The elevation of Heritage Victoria to determining Referral Authority is likely to increase workload substantially, even with the implementation of the threshold test for only larger applications to be referred for determination. Resourcing of Heritage Victoria to take on this role would need to be appropriately addressed.

9.7 Amendments to VHR Statement of Significance

In order to ensure consistency in the functional operation of controls, a recommendation is made to amend the Statements of Significance for all heritage properties currently in the VHR to clearly identify they are in the WHEA.

Such amendments would need to be facilitated by Heritage Victoria/Heritage Council who are responsible for any changes to VHR registrations.

9.8 Review of existing exemptions

Clause 62.02-1 Building and works not requiring a permit contained in both the City of Melbourne and Yarra Planning Schemes is highlighted as a particular risk for heritage matters within the public realm of the WHEA. This Clause provides a specific exemption for buildings or works with an estimated cost of \$1,000,000 or less which are carried out by or on behalf of a municipality. Therefore this exemption raises a clear risk relating to works in the public realm of the WHEA. For example it could result in the removal of elements of heritage fabric, such as blue stone curbing, without requiring planning approval.

It is suggested DELWP investigate the potential for a VC Amendment to relocate and reword and remove provisions relating to such works which are currently exempted within the WHEA.

9.9 Recommendations for Actions Outside of the Planning System

This draft updated Strategy Plan is mostly concerned with the statutory implementation of a range of recommendations within the scope of the *Planning & Environment Act* and the *Heritage Act*. However there are a range of aligned and supplementary matters which could be further pursued to better manage and coordinate activities and development within the WHEA. A range of these matters are briefly outlined below. The REB&CGSC may consider facilitating these tasks.

Prepare Detailed Signage Guidelines

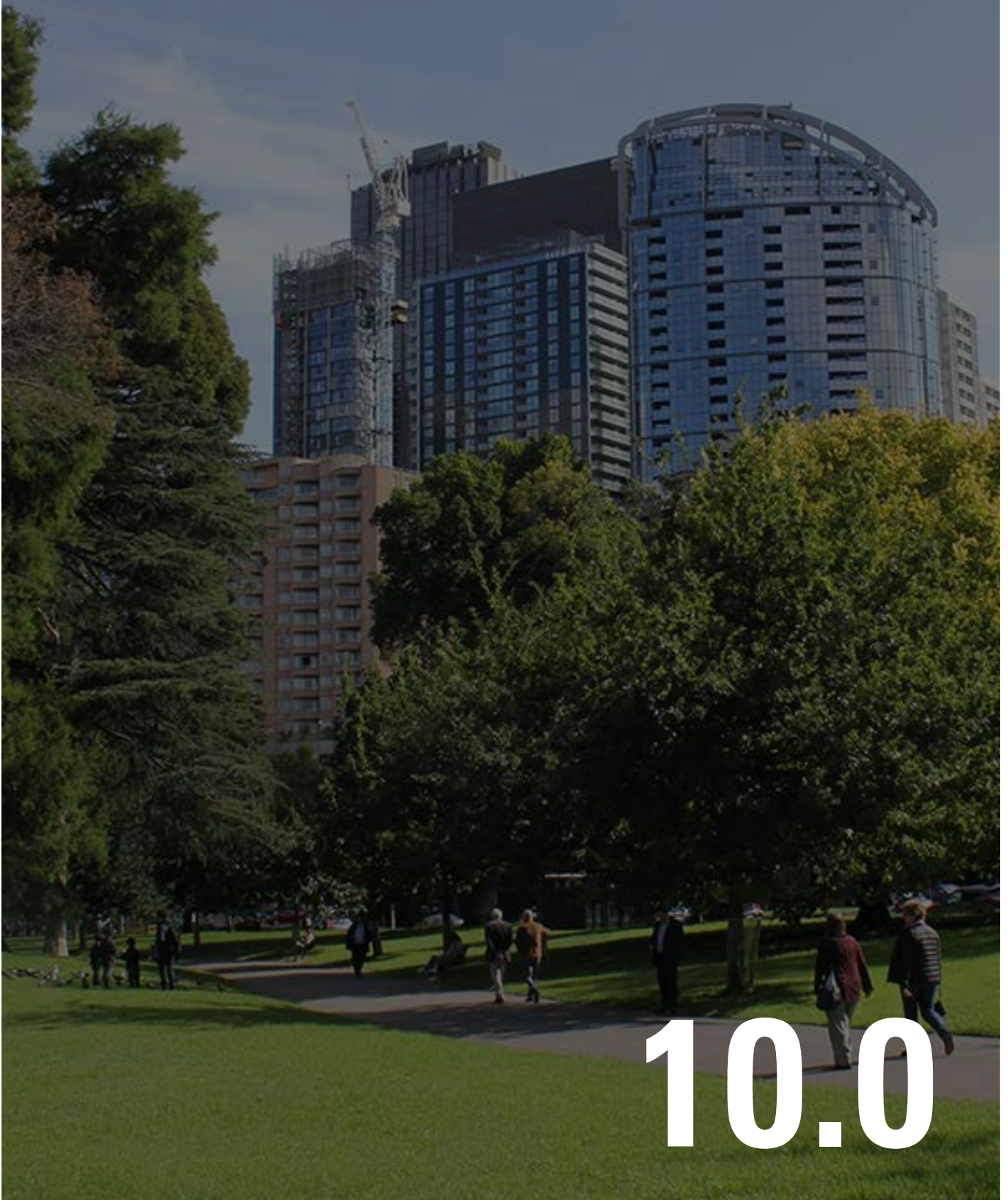
Although statutory recommendations have been made to outline the types of specific signage to be discouraged within the WHEA, a further recommendation is made for detailed signage guidelines to be prepared for the WHEA. The purpose of the guidelines is to assess in detail how types of permissible signage within the WHEA can be most appropriately designed and managed with regard to the World Heritage values of the REB & Carlton Gardens and associated WHEA. Depending on the findings and recommendations of such a report, further modifications to the statutory planning framework may be required.

Prepare Public Infrastructure Guidelines









In its current operation, the planning system provides for wide reaching exemptions for public infrastructure works, including but not limited to: roadworks/footpaths, infrastructure upgrades (above and below ground), directional signage, bus/tram stops, street furniture etc. The intent of such guidelines is to investigate issues of potential impact on the World Heritage values of the REB & Carlton Gardens and associated WHEA and to investigate appropriate design responses. The guidelines would then function as an advocacy tool to engage with relevant stakeholders on this issue with a view to them adopting the guidelines for an future works which would otherwise be exempt from needing planning approval.

Prepare WHEA Interpretation Strategy

In practical terms of an 'on-ground' experience, the full extent of what land is located within WHEA, and what is its importance is currently unclear. Therefore in order to increase public awareness, a WHEA Interpretation Strategy is recommended to be completed, which would function to document key elements of the WHEA and function to potentially introduce: promotional signboards; wayfinding signage; identify key locations and building; devise a self-guided walking tour etc. Such initiatives would function to increase public awareness and overall community knowledge of the WHEA and its importance to the World Heritage setting of the REB & Carlton Gardens.



Legend

- Existing WHEA Boundary 
- LGA Boundary 
- Recommended WHEA Boundary Expansion 
- Royal Exhibition Building (Dome) 
- Station Entry 
- View Location (Category 1) 
- View Locations (Category 3) 
- View Locations (Category 5) 



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Figure 9 - Recommendations



10.0 Planning Scheme Implementation Recommendations

Following below are summary overview tables of the various modifications required to be made within the City of Melbourne and City of Yarra Planning Schemes, should the recommendations contained within this document be adopted by the Heritage Council, and approved by the Minister. These modifications are required to give statutory force to the recommendations of this draft updated Strategy Plan.

Table 03: Summary of Recommendations: City of Melbourne	
Victorian Planning Policy Framework	Actions
Clause 15.03-1S Heritage Conservation	Amend existing policy to include specific reference to the retention, protection and management of World Heritage listed sites.
Clause 15.03-1R	Draft and implement a new regional level policy at <i>Clause 15.03-1R</i> to address the heritage conservation, protection and management of the World Heritage Listed REB & Carlton Gardens and the associated WHEA.
Clause 22.21	<p>Amend <i>Clause 22.21</i> to remove the distinction between Areas of Greater and Lesser Sensitivity, and ensure it applies to the entire WHEA (including the expanded WHEA boundary)</p> <p>Amend map to show the entire WHEA (including the expanded WHEA boundary) and to nominate locations of primary vantage points.</p> <p>Amend the title of the Clause to be <i>Development Guidelines for the World Heritage Environs Area</i>.</p> <p>Amend introductory statement to retain references to HOs, but remove the reference to <i>(World Heritage Environs Area Precinct)</i> after H0992.</p> <p>Amend policy to include provisions to address the protection of primary view lines, which includes:</p> <ul style="list-style-type: none"> View 1A: View towards the Dome from the southern footpath of Queensberry Street, at the south eastern junction with Drummond Street. View 1B: View towards the Dome from the southern footpath of Queensberry Street, at the south eastern junction of Lygon Street (outside WHEA boundary). View 1C: View towards the Dome from the western footpath of Spring Street, north west corner of Lonsdale Street junction. View 1D: View towards the Dome from the western footpath of Spring Street, south west corner of Bourke Street junction. View 1E: View towards the Dome from the eastern footpath of Nicholson Street, south of Evelyn Place. View 1F: View towards the Dome from the eastern footpath of Victoria Parade central median and Tram Stop. View 3A: View towards the REB, Dome and Carlton Gardens from the western footpath of Rathdowne Street, at the north western junction with Pelham Street. View 3B: View towards the REB, Dome and Carlton Gardens from the eastern footpath of Rathdowne Street, between 101 & 117 Rathdowne Street (pedestrian crossing). View 4A: Corridor views towards Carlton Gardens from perpendicular streets. View 5A: View towards the Dome and REB northern elevation from the Melbourne Museum Forecourt (Central Entry). View 5B: View towards the Dome and REB northern elevation from the Melbourne Museum Forecourt (Western Entry). View 5C: View towards the Dome and REB northern elevation from the Melbourne Museum Forecourt (Eastern Entry/ Lift). <p>Amend <i>Clause 22.21-3 Policy</i> to include a new policy to discourage high wall signs, major promotion signs, panel signs, pole signs, internally illuminated/animated signs, and sky signs within the WHEA.</p> <p>Amend <i>Clause 22.21-4 References</i> to refer to the updated version of the Strategy Plan.</p>

Table 03: Summary of Recommendations: City of Melbourne (continued)	
Victorian Planning Policy Framework	Actions
Clause 66.04 - Referral of permit applications	Amend Schedule to nominate Executive Director, Heritage Victoria as a determining Referral Authority; include a link to relevant Local Planning Policies relating to the WHEA (i.e. Clause 22.21); and nominate the type of application to trigger a referral, as being: an application for all new buildings 3 storeys/11m or greater in height, or additions to an existing building which would increase its height to 3 storeys/11m or more.
Clause 72.08 Background Documents	Amend to include <i>World Heritage Environs Area Strategy Plan: Royal Exhibition Building and Carlton Gardens</i> , (Department of Environment, Land, Water and Planning, 2021) as a background document.
DDO6	Expand DDO6-10, DDO6-12, DDO6-13 and DDO6-14 to cover 'gap' properties at 15-31 Pelham Street, Carlton; 107-151 Rathdowne Street, Carlton; and 110-150 Drummond Street, Carlton. Update <i>Clause 5.0 Decision Guidelines</i> to refer to the updated version of the Strategy Plan. Amend existing <i>Section 4.0 Notice Requirements</i> to remove requirement for the Executive Director, Heritage Victoria to be notified of applications on selected sites (note: this is replaced by the referral requirement at Clause 66.04).
DDO10	No change proposed
DDO13	Amend table to <i>Clause 2.1 Buildings heights</i> to include specific outcomes to address key views from designated vantage points. Amend <i>Clause 5.0 Decision Guidelines</i> to refer to the updated version of the Strategy Plan. Amend existing <i>Section 4.0 Notice Requirements</i> to remove requirement for the Executive Director, Heritage Victoria to be notified of applications on selected sites (note: this is replaced by the referral requirement at Clause 66.04).
DDO62	No change proposed
DDO48	No change proposed
New WHEA DDO	Develop a new DDO to apply to the entire WHEA within the City of Melbourne (WHEA DDO) to include: <ul style="list-style-type: none"> Design objectives and decision guidelines which function to protect the World Heritage values and prominence of the Royal Exhibition Building and Carlton Gardens. Apply building height controls to replicate the mandatory maximum height controls of the GRZ and NRZ in order to reinforce existing residential height control, to ensure that any potential future modification to the zone height controls don't automatically apply to the residential zones forming the WHEA. Apply building height controls to MUZ sites west of Exhibition Street (bounded by Victoria Street, Russell Street and La Trobe Street), to nominate preferred maximum and mandatory maximum building heights on a site by site basis (determined by the detailed built form testing).
HO's	No change proposed to precinct-based HO's, including HO992 (i.e. WHEA HO).

Recommended expansion to DD06 (City of Melbourne)

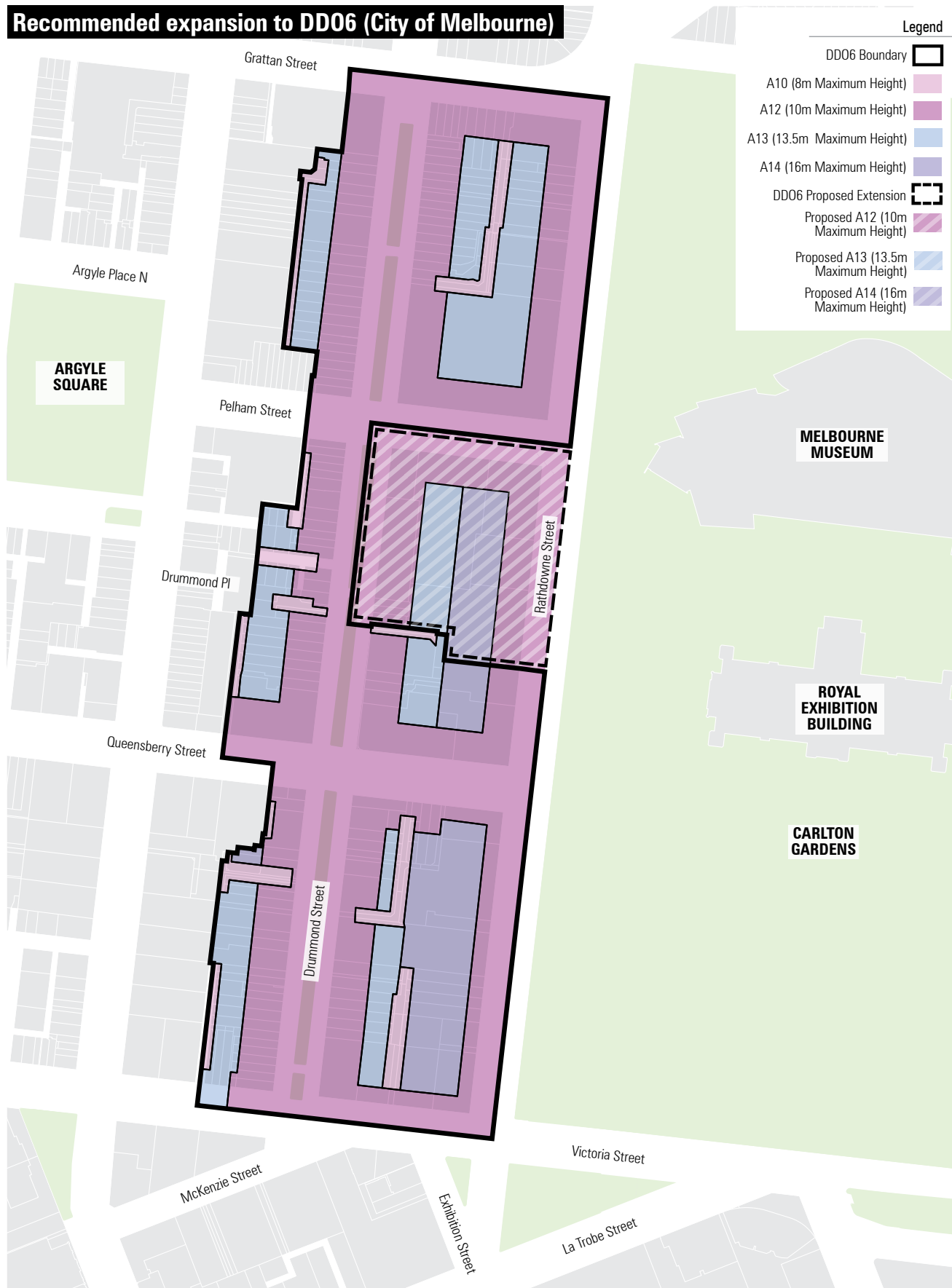


Figure 10 - Recommended expansion of DD06 (City of Melbourne)

Recommended DDO for Mixed Use Zone (City of Melbourne)



Figure 11 - Recommended DDO for Mixed Use Zone (City of Melbourne): preferred maximum building height ('concealment height' when viewed from REB northern forecourt)

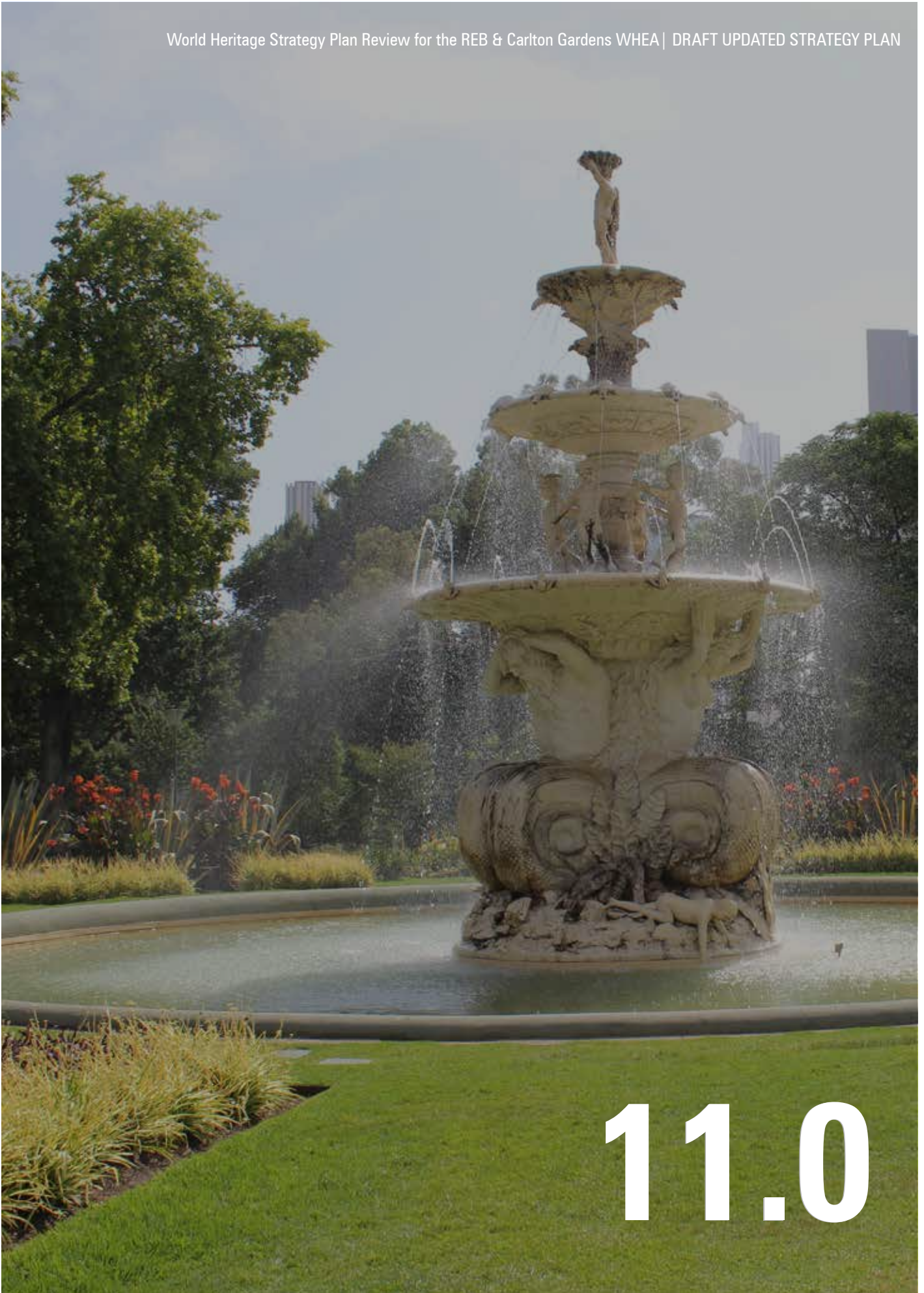


Figure 12 - Recommended DDO for Mixed Use Zone (City of Melbourne): mandatory maximum building height (10m above 'concealment height' when viewed from REB northern forecourt)

Table 04 Summary of Recommendations: City of Yarra

Victorian Planning Policy Framework	Actions
<i>Clause 15.03-1S Heritage Conservation</i>	Amend existing policy to include specific reference to the retention, protection and management of World Heritage listed sites.
<i>Clause 15.03-1R</i>	Draft and implement a new regional level policy at <i>Clause 15.03-1R</i> to address the heritage conservation, protection and management of the World Heritage Listed REB & Carlton Gardens and the associated WHEA.
<i>Clause 22.03 Landmarks and Tall Structures</i>	Amend <i>Clause 22.03-5 Reference Documents</i> to refer to the updated version of the Strategy Plan.
<i>Clause 22.14</i>	<p>Amend <i>Clause 22.14</i> to remove the distinction between Areas of Greater and Lesser Sensitivity, and ensure it applies to the entire WHEA (including the expanded WHEA boundary).</p> <p>Amend map to show the entire WHEA (including the expanded WHEA boundary) and to nominate locations of primary vantage points.</p> <p>Amend the title of the Clause to be <i>Development Guidelines for the World Heritage Environs Area</i>.</p> <p>Amend introductory statement to retain references to HOs, but remove the reference to <i>(World Heritage Environs Area Precinct)</i> after HO361.</p> <p>Amend policy to include provisions to address the protection of primary view lines, which includes:</p> <ul style="list-style-type: none"> ▪ View 1G: View of the Dome from the southern footpath of Gertrude Street, north western corner of Fitzroy Street junction. ▪ View 1H: View of the Dome from the from southern footpath of Gertrude Street, north western corner of Brunswick Street junction (outside WHEA). ▪ View 1I: View of the Dome from western footpath of Fitzroy Street, at the junction with Marion Lane. ▪ View 1J: View of the Dome from the from eastern footpath of Regent Street, north eastern corner of Alma Street junction. ▪ View 1K: View of the Dome from northern footpath of Palmer Street, between Fleet and Little Fleet Streets. ▪ View 3D: View of the Carlton Gardens, Dome and REB from the eastern footpath of Nicholson Street (adjacent to no. 60 Rathdowne Street). ▪ View 3E: View of the Carlton Gardens, Dome and REB from the eastern footpath of Nicholson Street North eastern corner of Palmer Street and Nicholson Street. ▪ View 5B: View towards the Dome and REB northern elevation from the Melbourne Museum Forecourt (Western Entry). <p>Amend <i>Clause 22.14-3 Policy</i> to include a new policy to discourage high wall signs, major promotion signs, panel signs, pole signs, internally illuminated/animated signs, and sky signs within the WHEA.</p> <p>Amend <i>Clause 22.14-4 Reference Documents</i> to refer to the updated version of the Strategy Plan.</p>
<i>Clause 66.04 - Referral of permit applications</i>	Amend Schedule to nominate Heritage Victoria as a determining Referral Authority; include a link to relevant Local Planning Policies relating to the WHEA (i.e. <i>Clause 22.14</i>); and nominate the type of application to trigger a referral, as being: An application for all new buildings 3 storeys/11m or greater in height, or additions to an existing building which would increase its height to 3 storeys/11m or more.
<i>Clause 72.08 Background Documents</i>	Amend to include <i>World Heritage Environs Area Strategy Plan: Royal Exhibition Building and Carlton Gardens</i> , (Department of Environment, Land, Water and Planning, 2021) as a background document.

Table 04 Summary of Recommendations: City of Yarra (continued)	
Victorian Planning Policy Framework	Actions
<i>DDO8</i>	Consolidate DDO8 into a new WHEA DDO. Refer to details below.
<i>New WHEA DDO</i>	<p>Develop a new DDO to apply to the entire WHEA within the City of Yarra (WHEA DDO) to include:</p> <ul style="list-style-type: none"> Design objectives and decision guidelines which function to protect the World Heritage values and prominence of the Royal Exhibition Building and Carlton Gardens. Replicate the permit exemption of DDO8 for building and works less than 8.5 metres in height from the existing ground level (Gertrude Street & Marion Lane). Replicate the key view controls of DDO8, but update to include a requirement to protect views to and retain a clear sky backdrop surrounding the drum, dome, lantern and flagpole of the Royal Exhibition Building when viewed from view location 1I. Refer to Figure 1. Apply building height control to land currently covered by DDO8, to implement a discretionary maximum height control of 3 storeys/11.2 metres. Apply building height controls to replicate the mandatory maximum height controls of the GRZ and NRZ in order to reinforce existing residential height control, to ensure that any potential future modification to the zone height controls don't automatically apply to the residential zones forming the WHEA. Apply building height controls for C1Z sites (bounded by Nicholson Street, Gertrude Street, Regent Street and Princes Street), and apply a discretionary maximum building heights of 4 storeys/13.5 metres. Apply building height controls to the St Vincent's Hospital Site (PUZ), to implement a discretionary maximum building heights of 11 storeys/46.5 metres.
<i>HOs</i>	No change proposed to precinct-based HO's, including HO361 (i.e. WHEA HO).



11.0

11.0 Next steps

Upon completion of this draft of the reviewed Strategy Plan, the Executive Director, Heritage Victoria, must cause a notice of the preparation of the draft plan to be published, and a copy of the draft plan must be provided to the Heritage Council for consideration.

Part 9, Division 2 of the *Heritage Act 2017* (Vic) sets out the statutory process for the adoption and approval of the draft updated Strategy Plan including that any person may make a written submission to the Heritage Council and that the Heritage Council must consider all submissions.

In addition to the draft updated Strategy Plan, there will also be an opportunity to provide input into the review of the World Heritage Management Plan for the REB & Carlton Gardens. A Ministerial appointed Steering Committee has responsibility for the preparation of a World Heritage Management Plan for the REB & Carlton Gardens. The process for reviewing and approving a World Heritage Management Plan is set out in Part 9, Division 3 of the *Heritage Act 2017* (VIC). The review of the World Heritage Management Plan document is expected to commence in 2021.

The Minister for Planning will prepare any amendments to the Melbourne and Yarra Planning Schemes to give effect to the Strategy Plan once approved.

APPENDICES

APPENDIX 1 VISUAL FRAMEWORK ANALYSIS

APPENDIX 2 WORLD HERITAGE CITATION

APPENDIX 3 NATIONAL HERITAGE CITATION



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