



United Nations  
Educational, Scientific and  
Cultural Organization



Royal Exhibition Building  
and Carlton Gardens  
inscribed on the World Heritage List in 2004

# Royal Exhibition Building & Carlton Gardens

Approved World Heritage Strategy Plan for the  
World Heritage Environs Area  
2025





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#### REPORT REGISTER

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We proudly acknowledge Victoria's First Peoples and their ongoing strength in practising the world's oldest living and continuous culture. We acknowledge the Traditional Owners' lands, waters and skies on which we live and work and pay respects to their Elders past and present.



## Executive Summary

The Royal Exhibition Building and Carlton Gardens (REB & Carlton Gardens) was inscribed in the United Nations Educational, Scientific, and Cultural Organization's (UNESCO) World Heritage List on 1 July 2004. It is a place of outstanding heritage value and its significance is recognised through its inclusion in the World Heritage List, the National Heritage List and the Victorian Heritage Register. The REB & Carlton Gardens is on the Country of the Wurundjeri people and has cultural value to many First Peoples.

The REB was constructed as a Great Hall, initially to house the Melbourne International Exhibition of 1880 and subsequently the 1888 Melbourne Centennial International Exhibition. It stands as a significant and enduring symbol of the international exhibition movement and is a rare surviving example of the grand palaces of industry that were constructed worldwide during the nineteenth century.

*The Heritage Act 2017* (the Act) requires consideration of whether an area should be declared a World Heritage Environs Area (WHEA) as soon as practicable after a World Heritage listed place has been included in the Victorian Heritage Register in accordance with section 24(c) of the Act. A WHEA meets the UNESCO Operational Guidelines for the Implementation of the World Heritage Convention recommendation for a buffer zone to protect a World Heritage listed property. Once a WHEA has been declared under the Act, the Executive Director, Heritage Victoria must prepare a World Heritage Strategy Plan (Strategy Plan) for the WHEA as soon as practicable.

The World Heritage Strategy Plan for the REB & Carlton Gardens was first approved in 2009, following declaration of a WHEA on 11 October 2007. The WHEA provided a buffer zone around the REB & Carlton Gardens comprised predominantly of residential areas, with some mixed use, in the City of Melbourne and City of Yarra.

On 28 July 2022 a revised WHEA was declared (Figure A in Appendix 1), which slightly extended the WHEA in three directions being:

1. The western boundary: inclusion of 1-205 Drummond Street to preserve the area's low rise and fine grained heritage character, 19th century planning and subdivisions and the preservation of the REB's monumental values in its broader setting;
2. The south-western corner: the land bounded by Victoria Street, Russell Street and La Trobe Street to ensure any future developments in this area will be of a scale and form appropriate to the setting and proximity of a world heritage site; and
3. The eastern boundary: inclusion of the Fitzroy Street road reserve to provide a coherent approach on including road reserves within the WHEA boundary and enabling protection of public realm bluestone kerbs and channels.

In 2020 Hansen Partnership Pty Ltd (Hansen) in partnership with HLCD Pty Ltd (HLCD) were engaged by Heritage Victoria within the now Department of Transport and Planning (the Department) to undertake a review of the 2009 Strategy Plan. The review found that the 2009 Strategy Plan had 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). The review identified a range of potential modifications and refinements to the Strategy Plan to improve protection of the World Heritage values of the REB & Carlton Gardens. The project resulted in an updated draft Strategy Plan, developed on behalf of the Executive Director, Heritage Victoria in accordance with section 177 of the Act.

The updated draft Strategy Plan was publicly exhibited, and submissions were invited to be made to the Heritage Council. After holding a hearing and considering submissions, the Heritage Council adopted the draft Strategy Plan with amendments in June 2023.

This Strategy Plan has been approved by the Minister for Planning in accordance with section 176(1)(b) of the Act. It meets the requirements of the Act by setting out:

- the world heritage values of the REB & Carlton Gardens to which the WHEA relates; and
- strategies for the appropriate use and development of the WHEA to ensure that the world heritage values of the REB & Carlton Gardens are protected and managed.

The Approved Strategy Plan introduces changes that enhance the protection of the World Heritage values of the REB & Carlton Gardens. These updates address the expanded WHEA and the potential impacts of development on the views and vistas to and from the REB & Carlton Gardens. Without proper management through appropriate built form controls, such development could negatively affect the prominence of the REB within its setting, and its Outstanding Universal value. Changes made by Strategy Plan include:

- Removing the distinction between areas of Greater and Lesser sensitivity in the WHEA.
- Introducing updated History, Description and Statement of Significance for the WHEA, capturing its 2022 extended boundaries.
- Making the Executive Director, Heritage Victoria a recommending referral authority for development applications in the WHEA for applications for all new buildings 3 storeys/11 metres or greater in which would increase the height to 3 storeys/11 metres or more
- A new regional level policy at Clause 15.03-1R of the Victoria Planning Provisions to address the heritage conservation, protection and management of the REB & Carlton Gardens and the associated WHEA

- A new WHEA DDO4 in both the Melbourne and Yarra Planning Schemes to apply to the entire WHEA that includes:
  - Appropriate design objectives, application requirements and decision guidelines which function to protect the World Heritage values and prominence of the REB & Carlton Gardens,
  - Mandatory height controls and built form guidance.
- Amending policy in the planning schemes of the City of Melbourne and City of Yarra to include provisions to address the protection of primary view lines.

A small number of changes made by the Heritage Council of Victoria in its adoption of the draft Strategy Plan, with amendments, have not been made as part of approving this Strategy Plan. These include:

- The Heritage Council sought to have the Executive Director, Heritage Victoria made a determining referral authority for all applications in the WHEA. The Approved Strategy Plan makes the Executive Director a recommending referral authority for only certain types of applications.
- The Heritage Council recommended that Heritage Overlays HO992 (Melbourne) and HO361 (Yarra) be amended as an immediate package of work to extend them to the extended WHEA boundaries and to include reference to the Statement of Significance. It is recommended that the City of Melbourne and City of Yarra undertake a review of the heritage precincts within the WHEA as part of their future strategic work, as the relevant planning authorities of local heritage provisions.
- Other miscellaneous changes that have been made redundant as a result of policy neutral changes undertaken by the Department of Transport and Planning which occurred since the review of the Strategy Plan commenced.

Amendment VC251 to the Victoria Planning Provisions and the Melbourne and Yarra Planning Schemes gives effect to this Approved Strategy Plan as required by section 180 of the Act.

## 2009 Strategy Plan - summary of gaps, omissions and risks

The review of the 2009 Strategy Plan revealed a range of gaps, omissions and risks which were 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 Approved Strategy Plan:

- A lack of statutory planning policies or controls at a 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 applied to the Area of Greater Sensitivity.
- A lack of statutory planning policies or controls over those parts of the WHEA that sat 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 or identified 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 residential zones could be altered by separate State Government process, to the detriment of the WHEA.
- 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 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.
- 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 Heritage Overlay (HO) applying 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 were 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 was an identified gap in addressing the implications of OUV of the REB & Carlton Gardens for the WHEA.

## Summary of changes from the 2009 Strategy Plan

In order to appropriately address the range of identified gaps, omissions and risks initially identified in the 2009 Strategy Plan, a summary of the key planning scheme changes enabled by this Approved Strategy Plan are outlined below. These matters are expanded upon throughout the balance of this Plan.

### Planning Scheme implementation

A summary of the changes relating to the implementation within the Victoria Planning Provisions and the specific Planning Schemes for Melbourne and Yarra through Amendment VC251 include.

#### Amendments to Victoria Planning Provisions

- Implementation of 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.

#### Amendments to Melbourne Planning Scheme

- Amendment of *Clause 15.03-1L Heritage places* in the WHEA to:
  - Remove the distinction between areas of Greater and Lesser sensitivity of the WHEA.
  - 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.
- Amendment of the Schedule to *Clause 43.01 (Heritage Overlay)* to list the Statement of Significance in H0992.
- Amend *Clause 66.04 - Referral of permit application* to nominate the Executive Director, Heritage Victoria as a recommending referral authority for certain scales of development.
- Amend the Schedule to *Clause 66.06 (Notice of permit applications)* to align with changes in DDO Schedules.
- Amend the schedule to *Clause 72.04* to include the Statement of Significance for the WHEA – August 2024 as an incorporated document.
- Amend the schedule to *Clause 72.08* to include the WHEA Strategy Plan as a background document.
- Implementation of a new WHEA DDO4 to apply to the entire WHEA that includes:
  - Appropriate design objectives, application requirements and decision guidelines which function to protect the World Heritage values and prominence of the REB & Carlton Gardens.
  - Mandatory height controls and built form guidance for General Residential Zone (GRZ), Neighbourhood Residential Zone (NRZ) and Mixed Use Zone (MUZ) land.
  - Consolidation of DDO6 into new WHEA DDO4 with mandatory maximum height controls, and delete DDO6.
  - Consolidation of those parts of DDO13 within the WHEA into new WHEA DDO4.

- Amendment of DDO13 to remove content transferred to new WHEA DDO4.
- Consolidation of those parts of DDO48 within the WHEA into new WHEA DDO4 and update overlay maps. Replicate DDO48's mandatory maximum height of 10.5 metres into new WHEA DDO4. Amendment of DDO48 to remove content transferred to new WHEA DDO4.

#### Amendments to Yarra Planning Scheme

- Amendment of *Clause 15.03-1L Heritage places* in the World Heritage Environs Area to:
  - Remove the distinction between areas of Greater and Lesser sensitivity of the WHEA
  - 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.
- Amendment of the Schedule to *Clause 43.01 (Heritage Overlay)* to list the Statement of Significance in H0361.
- Amend *Clause 66.04 - Referral of permit application* to nominate the Executive Director, Heritage Victoria as a recommending referral authority for certain scales of development.
- Amend the Schedule to *Clause 66.06 (Notice of permit applications)* to align with changes in DDO Schedules.
- Amend the schedule to *Clause 72.04* to include the Statement of Significance for the WHEA – August 2024 as an incorporated document.
- Amend the schedule to *Clause 72.08* to include the WHEA Strategy Plan as a background document.
- Implementation of the new WHEA DDO4 to apply to the entire WHEA to include:
  - Consolidation of DDO8 into new WHEA DDO4 and deletion of DDO8.
  - Mandatory built form controls introduced which replicate and extend the current mandatory height controls of the GRZ & NRZ to include all development (i.e. NRZ1 - 9 metres; GRZ2 - 9 metres; GRZ1 - 10.5 metres; GRZ3 - 11 metres).
  - Replication of the key view controls to address Museum forecourt and Dome Promenade, but updated to include a requirement to protect views to and limit any further intrusion into the clear sky backdrop.
  - Introduction of appropriate design objectives, application requirements and decision guidelines which function to protect the World Heritage values and prominence of the REB & Carlton Gardens, including urban form.
  - Height controls and built form guidance for GRZ, NRZ, Commercial 1 Zone (C1Z) and Public Use Zone (PUZ) land.
  - Mandatory building height controls for all areas except St Vincent's Hospital. Built form controls for PUZ land (St Vincent's Hospital site), and application of a discretionary maximum building height of 53.9 metres with design objectives and outcomes to maintain the existing built form.

## Additional changes proposed by this Plan

A summary of additional changes from the 2009 Strategy Plan to matters both within the context of relevant Planning Schemes (as well as other changes outside of the statutory planning framework) is provided below, including an indication of who would implement them:

- Amend the Statements of Significance (SoS) for all heritage properties included in the Victorian Heritage Register (VHR) to clearly identify they are in the WHEA (Heritage Victoria (HV)).
- As part of future strategic work review HO992 and HO361 (which are the current WHEA HOs based on the former Area of Greater Sensitivity) to ensure that their boundaries and SoS are updated to comply with *Planning Practice Note 1: Applying the Heritage Overlay (August 2018)* and Amendment VC148 (City of Melbourne (CoM) & City of Yarra (CoY)).
- Prepare detailed design and built form guidelines and controls for future inclusion in the new WHEA DDO4 in both schemes (CoM & CoY).
- Development of a memorandum of understanding between the Steering Committee for the REB & Carlton Gardens Steering Committee (REB&CGSC) and the two councils is recommended to manage the risk of *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 risk relating to works in the public realm of the WHEA. Additionally it is recommended that any public realm works in the WHEA be subject to prior consultation with Heritage Victoria (to be considered by REB&CGSC).
- 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 Steering Committee).
- 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 Steering Committee).
- 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 Steering Committee).

## Abbreviations

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

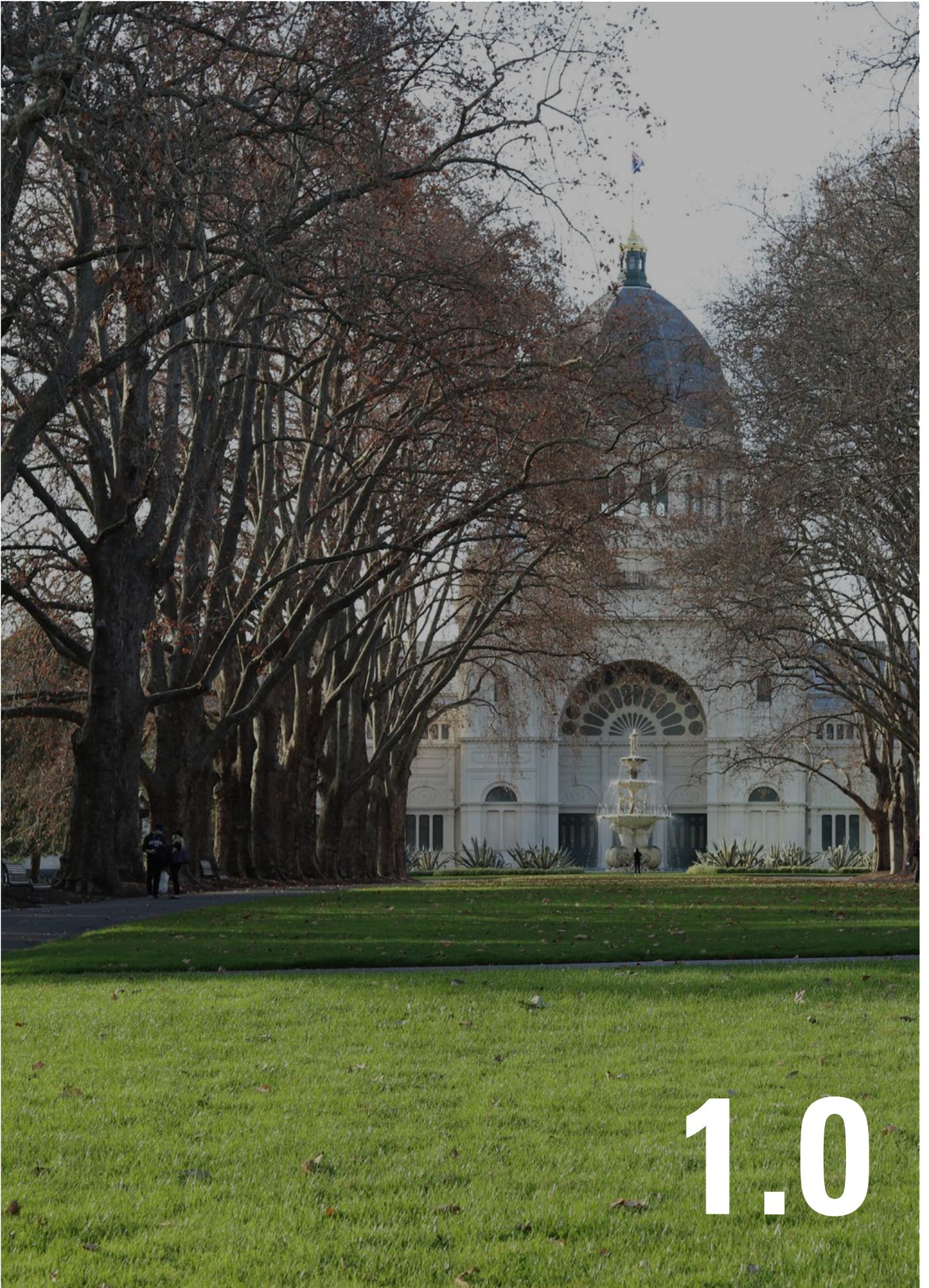
- **2009 Strategy Plan** - World Heritage Strategy Plan for the Royal Exhibition Building and Carlton Gardens World Heritage Environs Area (Department of Planning and Community Development, 2009)
- **CoM** - City of Melbourne Council
- **CoY** - City of Yarra Council
- **C1Z** - Commercial 1 Zone
- **DDO** - Design & Development Overlay
- **DTP** - Department of Transport & 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 & Carlton Gardens** - 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

# 1.0 Introduction

The REB & Carlton Gardens, Carlton was inscribed in the UNESCO World Heritage List on 1 July 2004.

This Approved Strategy Plan is for the WHEA surrounding the REB & Carlton Gardens which was initially declared in 2007, and then revised and declared in July 2022. This Strategy Plan was approved by the Minister for Planning in accordance with section 176 (1)(b) the reference Act and supersedes the 2009 Strategy Plan.

Under Section 170 of the Act, 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, now part of the Department of Transport and Planning, to prepare a new updated Strategy Plan to ensure the ongoing protection of the World Heritage listed REB & Carlton Gardens.



## 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 Act provides for the declaration of the WHEA by the Governor in Council on the recommendation of the Minister for Planning. The original WHEA surrounding the REB & Carlton Gardens was declared and gazetted on 11 October 2007. On 28 July 2022, a revised and expanded WHEA boundary was formally 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 declared by gazettal on 28 July 2022 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). The WHEA also is subject to other planning scheme controls, also enabled by this Approved Strategy Plan, and includes existing 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 World Heritage Strategy Plan for a WHEA.

Section 170(2) of the Act states that a 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 Approved Strategy Plan is also intended to provide clear and justifiable rationale for implemented 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, this Approved 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.
- Identifies revisions and updates to statutory controls to ensure protection of the WHEA.

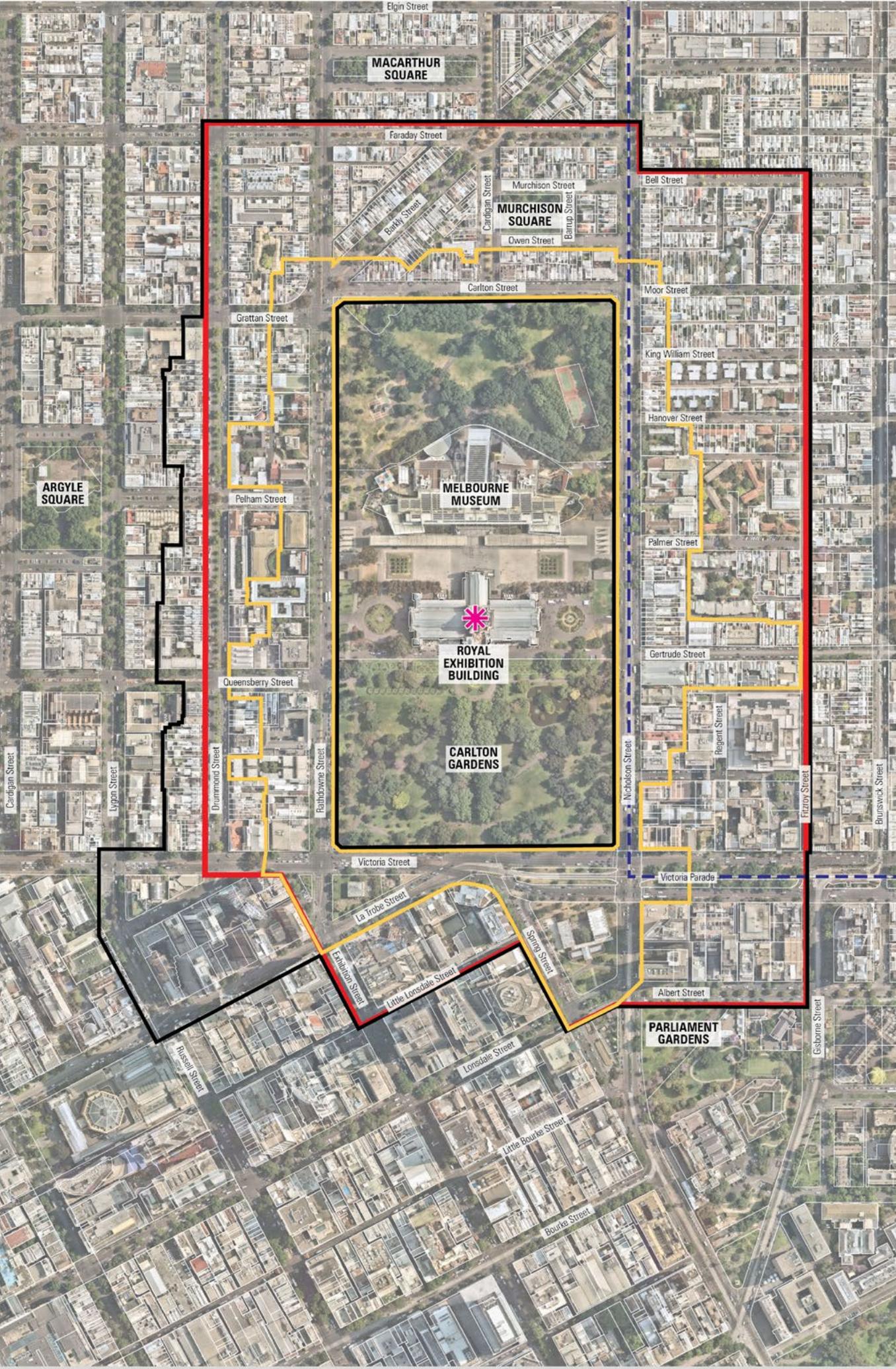
## 1.4 Study Area

The area for the revised Approved Strategy Plan had its basis in the 2009 Strategy Plan, and the declaration and gazettal of an expanded WHEA boundary on 28 July 2022.

The original WHEA gazetted in the Victoria Government Gazette on 11 October 2007, as illustrated in Figure 1, broadly included an area which extended one street block surrounding the REB & Carlton Gardens. It essentially acted as a buffer zone around the REB & Carlton Gardens and assisted in conserving and protecting the World Heritage values. An Area of Greater Sensitivity was also nominated within the WHEA through the approval of the 2009 Strategy Plan. 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 Approved Strategy Plan.





**Royal Exhibition Building & Carlton Gardens Strategy Plan**

- Legend**
- 2022 WHEA boundary
  - 2009 WHEA Boundary
  - Area of Greater Sensitivity
  - Royal Exhibition Building ✳
  - Municipality Boundary

**Note:** Area of Greater Sensitivity is proposed to be removed.

Figure 1 - WHEA Boundary



## 2.0 2009 Strategy Plan Review

### 2.1 What has Changed Since 2009

The following section outlines key findings of the initial review of the 2009 Strategy Plan, undertaken by Hansen Partnership and HLCD on behalf of Heritage Victoria in April 2020. A WHEA Discussion Paper (Hansen Partnership and HLCD, April 2020), was circulated 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, and the 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, National Trust and Australia ICOMOS, to discuss a range of issues raised.

The review of the 2009 Strategy Plan identified that it had been generally successful in conserving and protecting the World Heritage values of the REB & Carlton Gardens. This had been achieved through managing and controlling development within the WHEA through Local Planning Policies and Design Development Overlays (DDOs). P46 of the 2009 Strategy Plan acknowledges the value of the HO. However a range of modifications and refinements were identified 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 18):

#### 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 (April 2020) 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 was considered 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 initial review of the 2009 Strategy Plan took as the starting point the Outstanding Universal Value of the REB & Carlton Gardens (Section 4) and then looked at the implications of this for the WHEA (Section 5.1 Rationale for the WHEA). Then it considered the key attributes of the WHEA which support the Outstanding Universal Value of the REB & Carlton Gardens (Section 6.3). This approach has resulted in a revised SoS. The distinction between the Areas of Greater and Lesser Sensitivity are also removed. The revised SoS is considered appropriate as the SoS of the HO for future updating to comply with Planning Practice Note 1: Applying the Heritage Overlay (August 2018) and Amendment VC148 (CoM & CoY).

### 5 Recent Developments and Approvals 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 approved 59 storey Shangri-La Hotel at the corner of La Trobe and Exhibition Streets (within the WHEA) is clearly visible above the REB northern façade when viewed from the Melbourne Museum forecourt.

Other development approvals within the WHEA during the review period, included:

- 1-9 Gertrude Street: VCAT approval of five storey development (refer to VCAT Reference No. P327/2021).
- St Vincent's Hospital site: The Planning Minister's approval of the redevelopment of land on the corner of Rathdowne Street and Victoria Parade with a new 12 storey building to replace the existing Aikenhead building. The new building is 53.9 metres in height, which slightly exceeds the height of the building it is replacing at 46.5 metres.

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:

Until its re-opening in 2022, the Dome Promenade at the base of the REB Dome had 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 re-opening of the 360-degree Dome Promenade offers 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.

### 8 Expansion of the WHEA:

The original WHEA surrounding the REB & Carlton Gardens was declared and gazetted on 11 October 2007. On 28 July, 2022, a revised and expanded WHEA boundary was formally declared and gazetted, and is included within all relevant figures of this Strategy Plan.

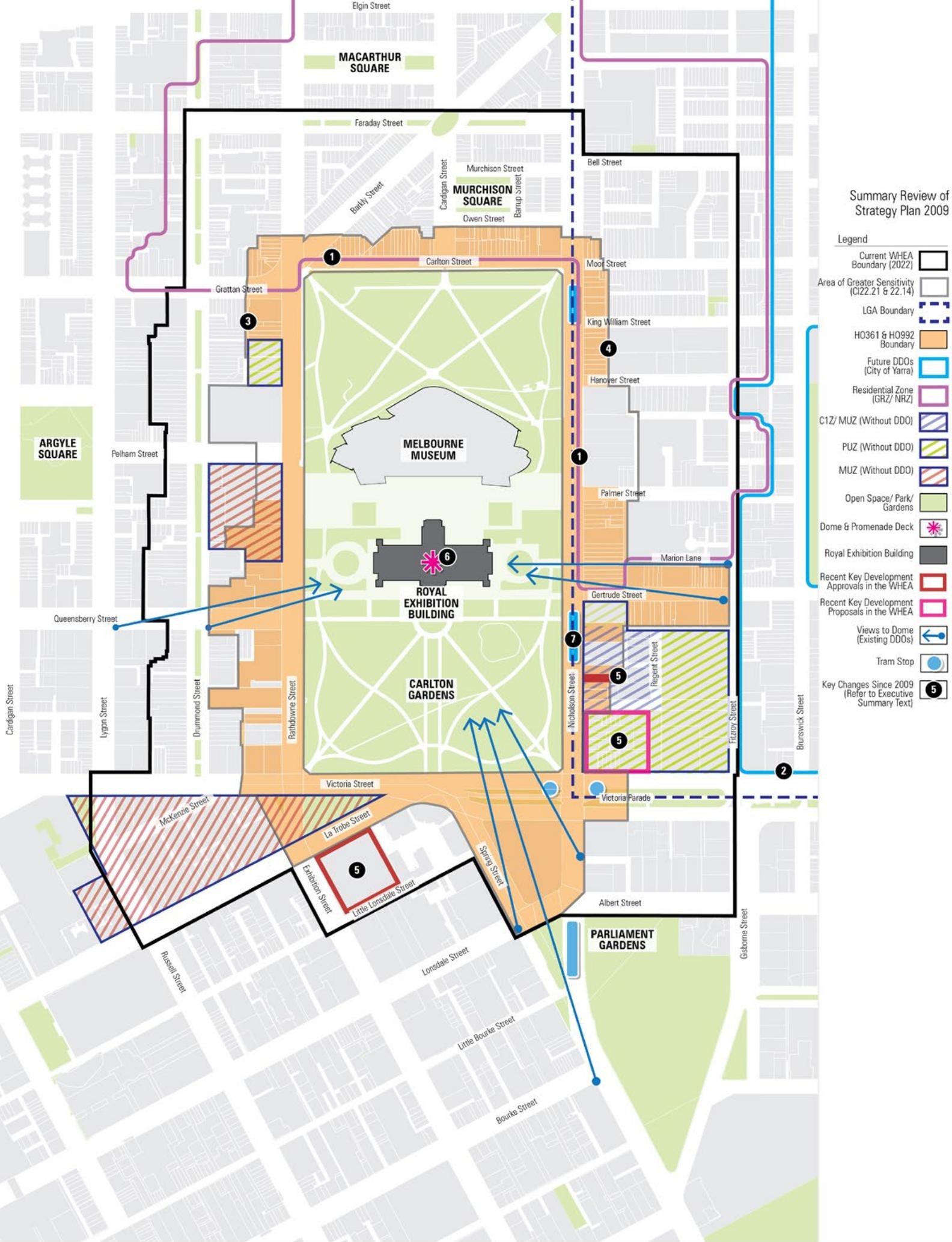


Figure 2 - WHEA Discussion Paper Summary Map

## 2.2 '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 were 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 Value of the REB & Carlton Gardens. This Approved 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 were elaborated upon and discussed at great length to protect key views and vistas to the Dome from various vantage points. However there were 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 were 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 was conducted as part of the development 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 was conducted as part of developing this 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 was conducted as part of this preparing this 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 (to be consolidated into DDO4 as part of the implementation of this Approved Strategy Plan) and DDO13 (to be deleted in part and that part to be consolidated into DDO4 as part of the implementation of this Approved Strategy Plan) did not specify vantage points locations, rather they identified affected properties which required 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 developing this Strategy Plan.

### Gaps in Planning Controls and Protocols:

There were sites not affected by existing DDOs, at the time of developing the revised Strategy Plan, including larger sites in MUZ, C1Z and PUZ. These sites were considered more likely to be redeveloped in the short to medium terms. Also it was noted that VCAT decisions made during the Strategy Plan review period for development proposals in the WHEA did not refer to the 2009 Strategy Plan. In addition there had 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):

Local Planning Policies (City of Melbourne's *Clause 15.03-1L* and City of Yarra's *Clause 15.03-1L*, HO361(City of Yarra) and HO992 (City of Melbourne)) only affected land within the Area of Greater Sensitivity which immediately abutted the REB & Carlton Gardens. The fact that these controls did not apply to the entire WHEA was considered as a gap, as much of the WHEA had no effective controls to guide and influence decision making.

### Regional Planning Policies (WHEA):

During the Strategy Plan review it was recognised that there was a lack of Regional Planning Policies for the WHEA within the City of Melbourne and City of Yarra Planning Schemes. This was considered to be a gap in the 2009 Strategy Plan, as such-Regional Planning Policies provide strategic context and a basis for Local Planning Policies and overlays.

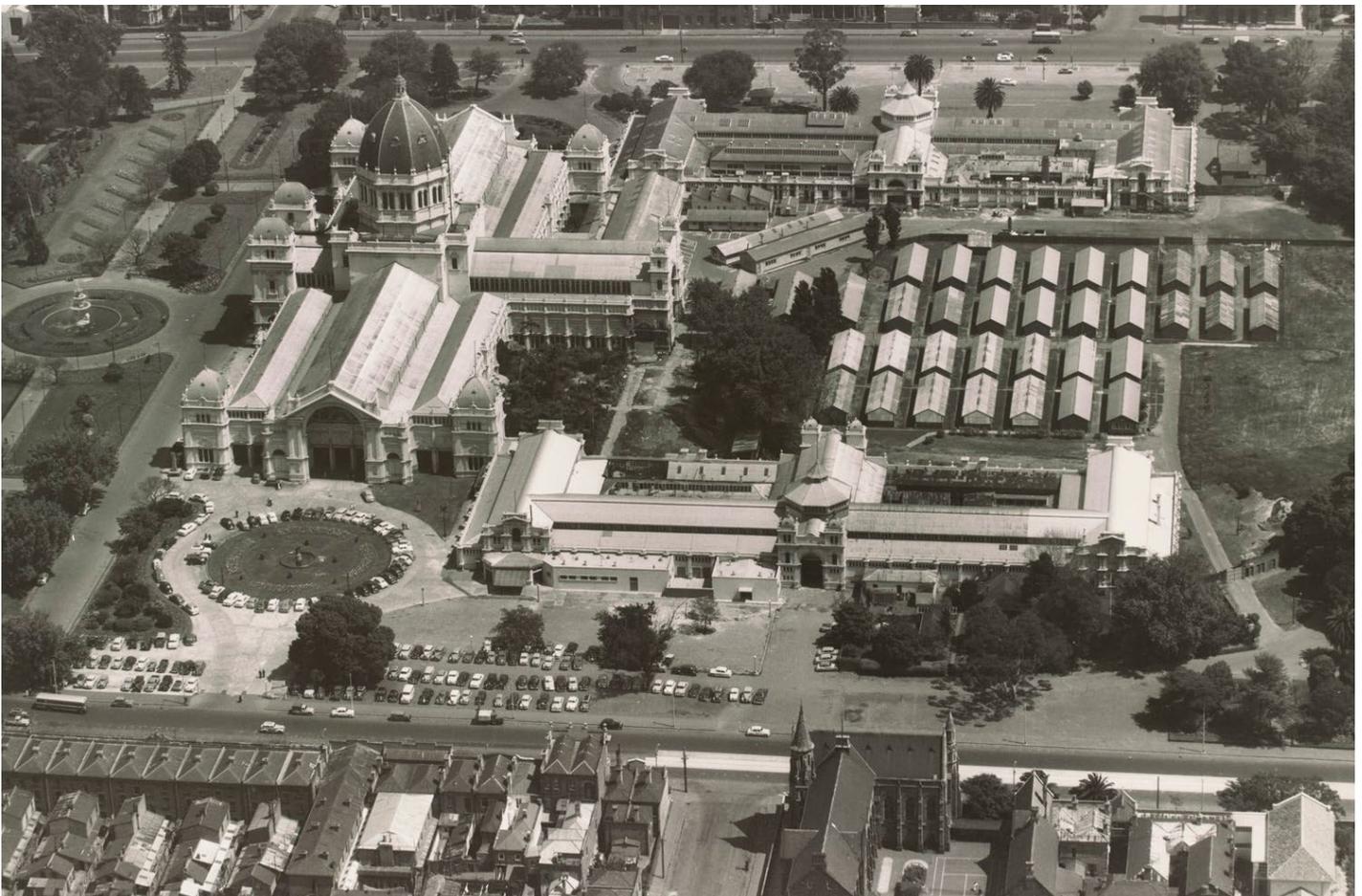


### 3.0 *Victorian Heritage Act 2017* Provisions for Strategy Plan review

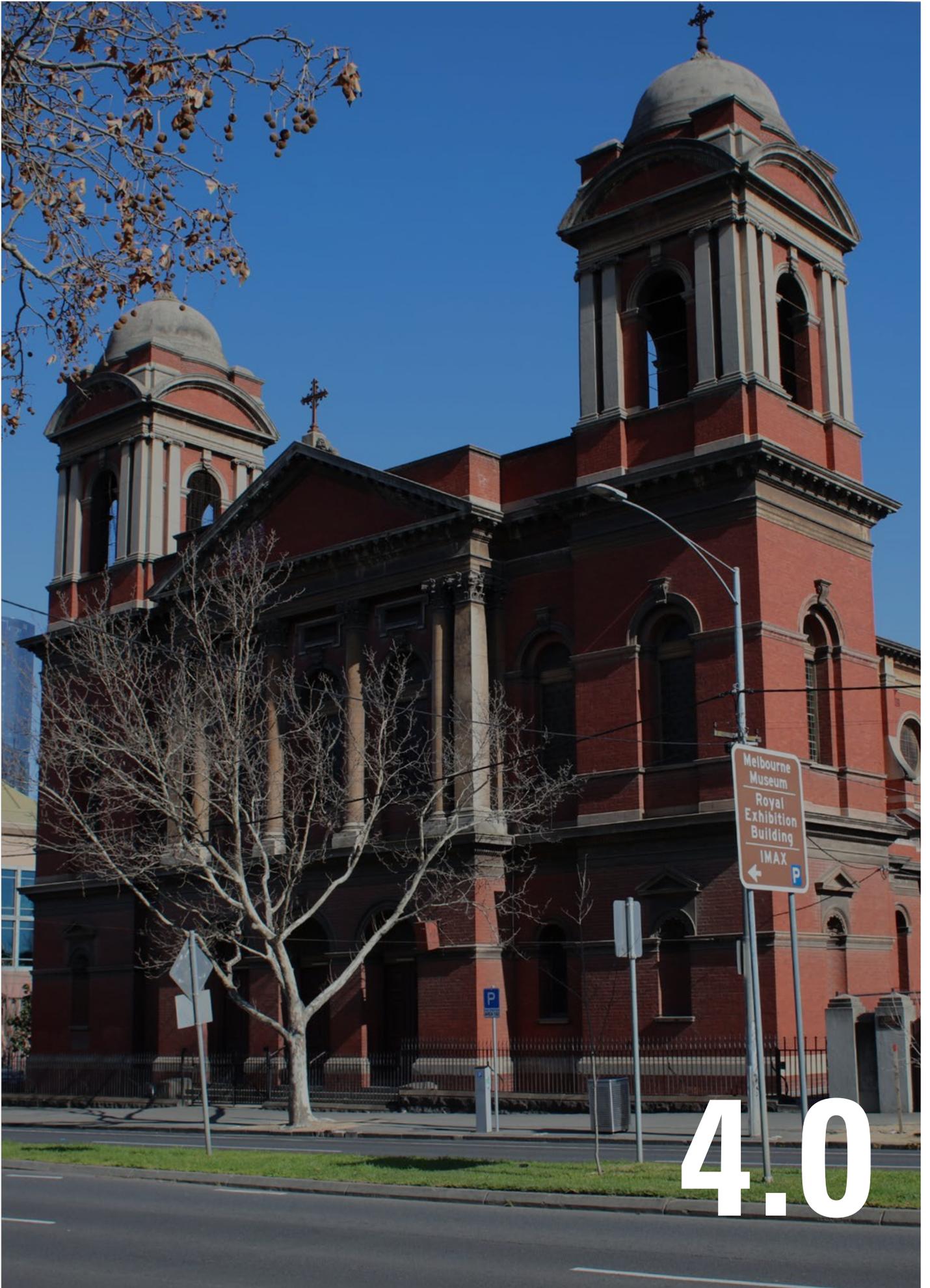
The following is a summary of the relevant provisions (and stages) under the Act, in reference to World Heritage at Part 9, Sections 169 -180 of the Act. The provisions are in two parts: Division 1 – World Heritage Environs Areas, and Division 2 – World Heritage Strategy Plans.

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, the Executive Director, Heritage Victoria may propose an amendment to an Approved World Heritage Strategy Plan using the same statutory process as preparing an initial Plan.

To progress to Approved status, the Strategy Plan complied with obligations of the Act by being placed on public exhibition which allowed for any person or body to make a submission to the Heritage Council of Victoria. The Heritage Council then considered those submissions, after holding a hearing, before it adopted the draft Strategy Plan (with amendments) in June 2023. The Heritage Council provided the adopted draft Strategy Plan to the Minister on 30 June 2023.



*'Pratt c1955' - Nicholson and Rathdowne streetscapes*



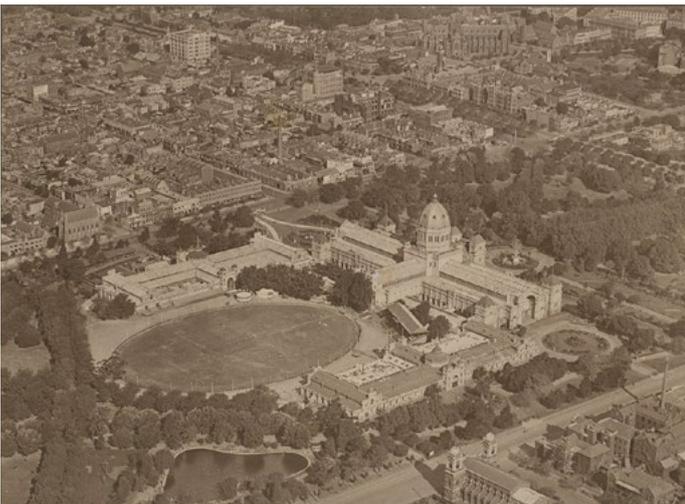
## 4.0 World Heritage Values

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

*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).*



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

The full citation is included in Appendix 3 - 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

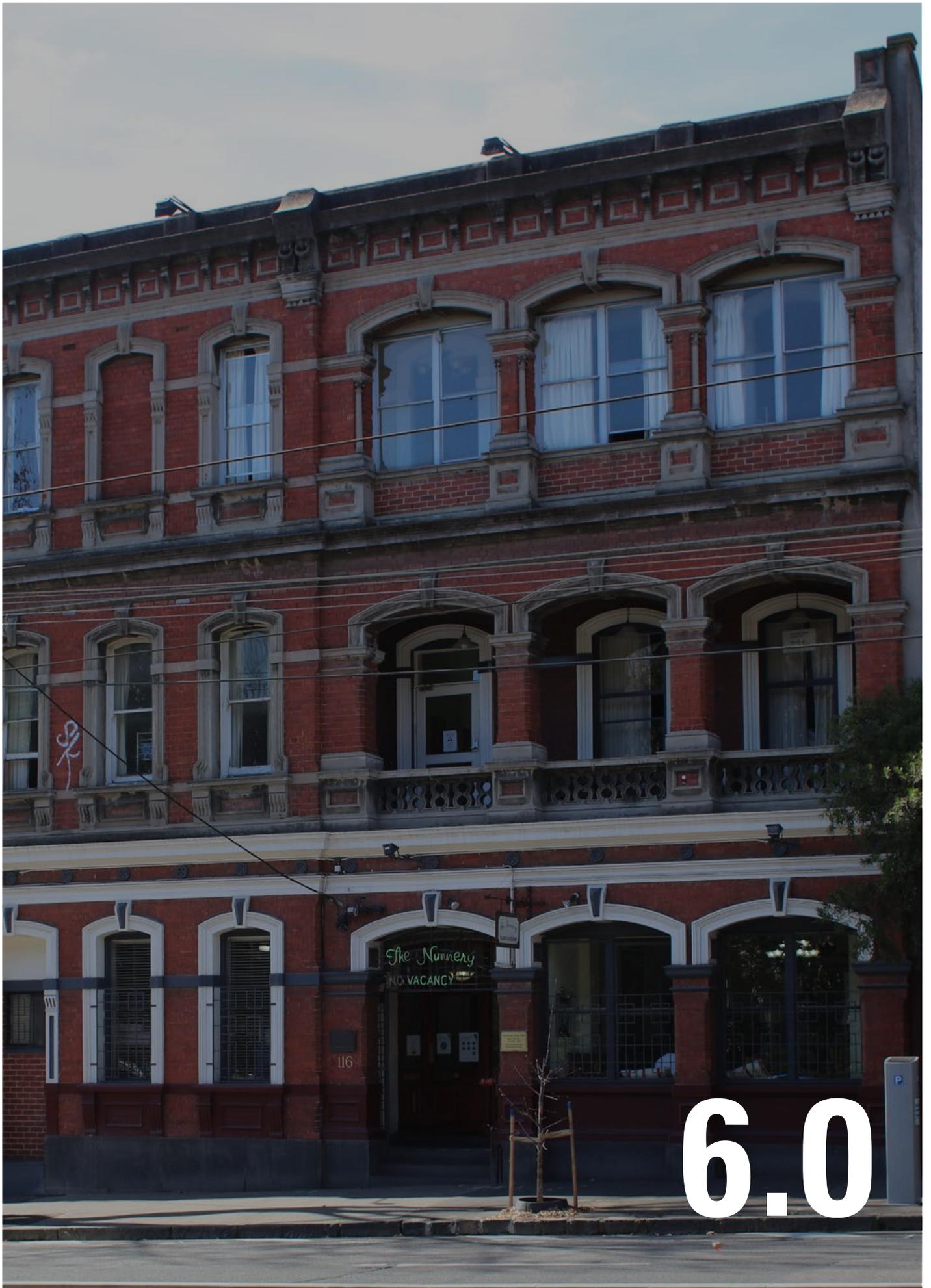
Under the Act, the Strategy Plan must set out the World Heritage values of the listed place to which the WHEA relates and strategies for the WHEA to ensure that these World Heritage values are protected and managed.

The Outstanding Universal Value (OUV) of the REB & Carlton Gardens is outlined in Section 4.0 and in detail in Appendix 3. This section explains aspects of these values in more detail and outlines implications for the WHEA.

OUV	Comments	Implications
<i>The REB &amp; 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>	<p>Part of the role of the WHEA is to allow the REB &amp; 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.</p>
<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>	<p>The permanent nature of the Great Hall from conception, and the World Heritage Listing of the REB &amp; Carlton Gardens, means that the WHEA has an enduring role in protecting the Outstanding Universal Values of the place.</p>

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 &amp; 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 &amp; 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 &amp; 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 &amp; 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
<p><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>	<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>	<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.</p>
<p><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>	<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>	<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.</p>



## 6.0 The WHEA

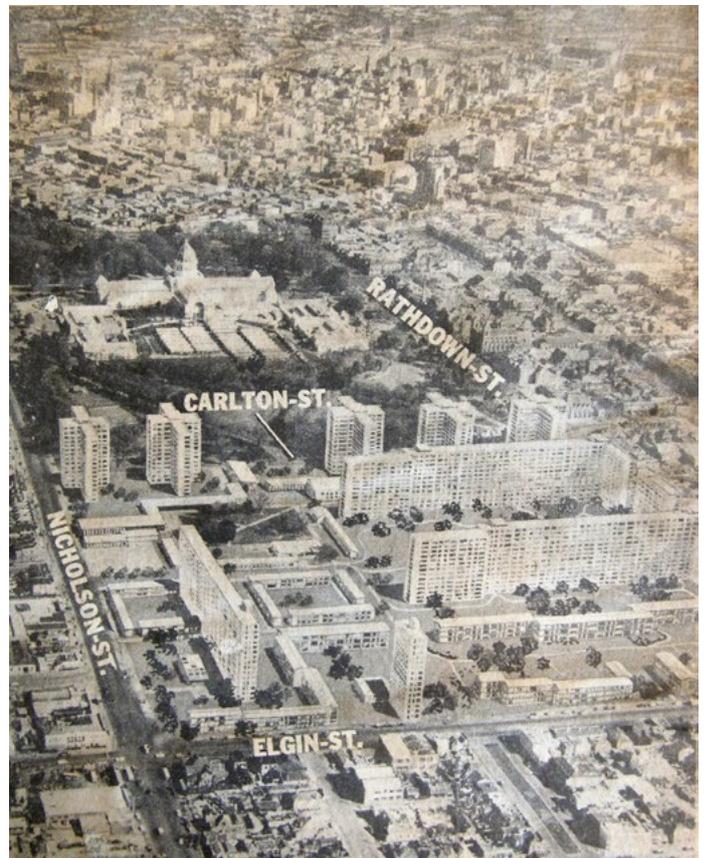
### 6.1 History

The following statement of history for this Approved Strategy Plan is based on the 2009 Strategy Plan history, with new text 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.

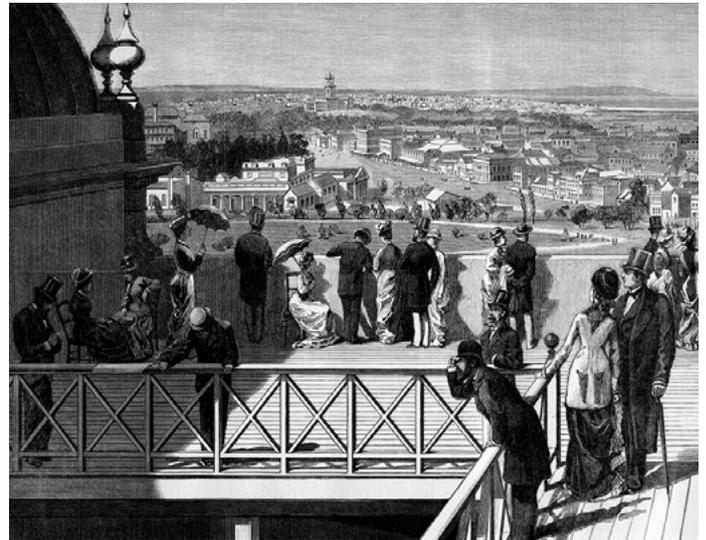
- What were the more and less popular vantage points and sight lines?
- Which views were the most popular and how did this change over time?
- Is it possible to recapture those views? What developments might impact on these views?

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).



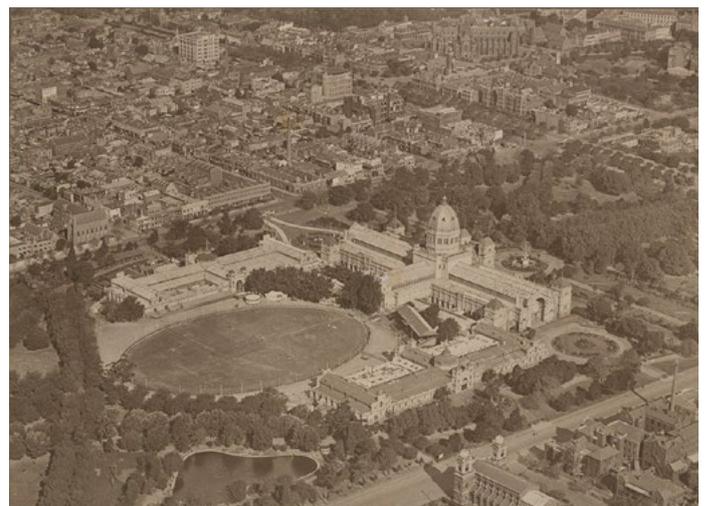
*Panorama of Melbourne in 1881 taken from the tower of the Law Courts (Charles Nettleton photographer, SLV Accession no- H854/2).*

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.

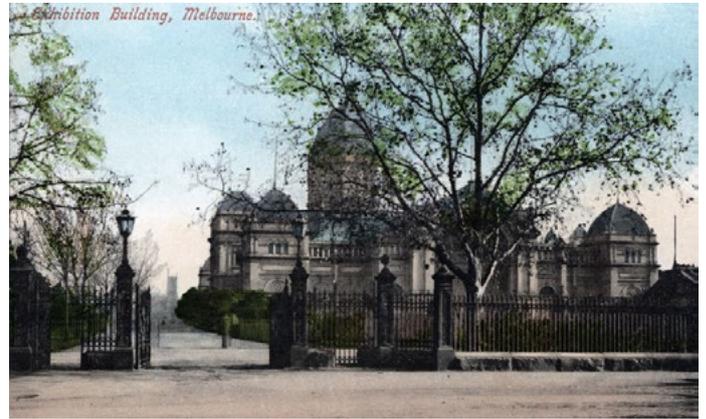


*Airspy oblique aerial photograph looking southeast ca1927–c1928 (SLV Accession no- H2504).*

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.

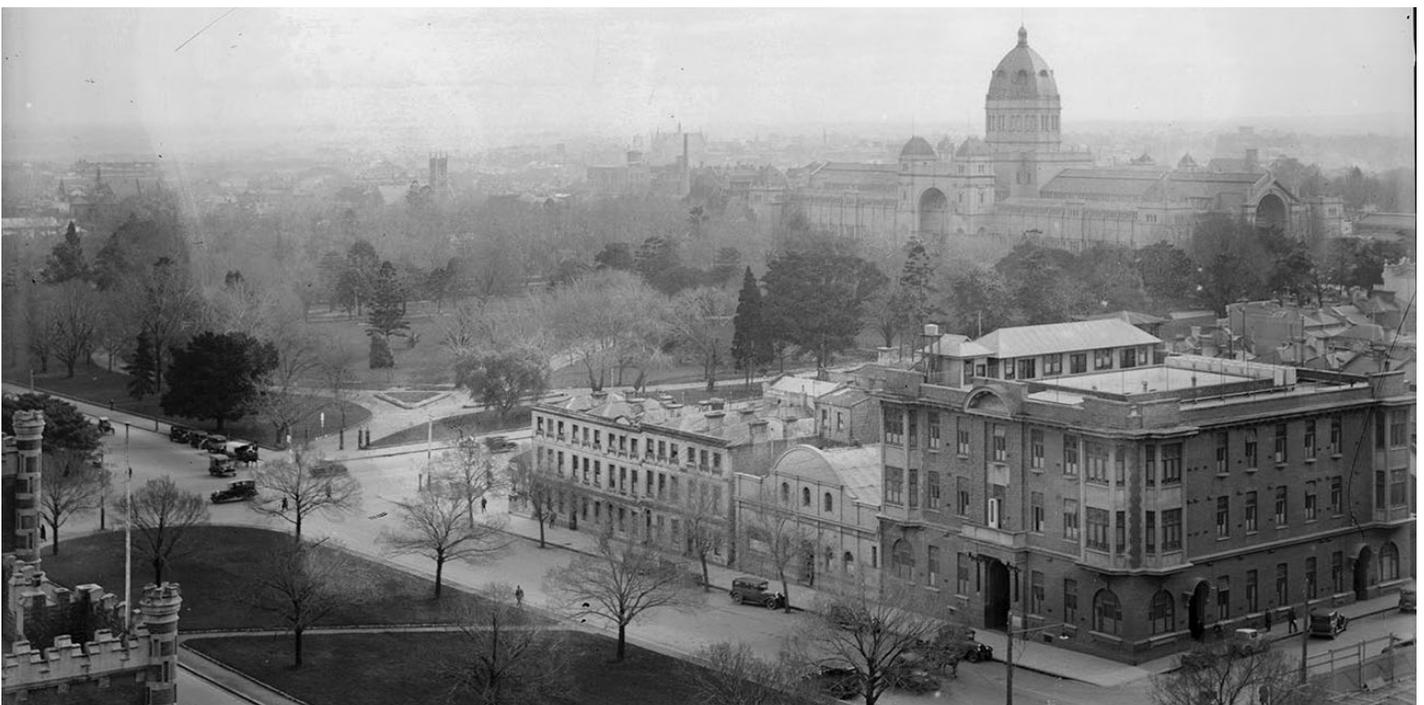
Photos from the balcony lookout in this period have not been found, even though (supposedly) it only closed in the 1920s. A number of oblique aerial photographs date from this period, including the Charles Pratt Airspy series. These are not relevant to an analysis of views in relation to the Environs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

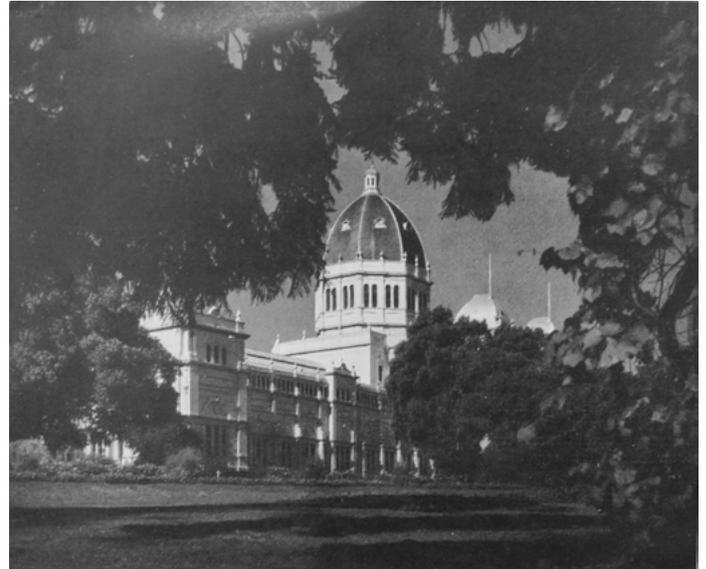
## Post-War Views

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 Jordan Photographer SLV Accession no: H2010.105/161c).

## 6.3 Description

The following description for this Approved Strategy Plan is based on the 2009 Strategy Plan history, with new text shown in italics and underlined.

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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 HO188 '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 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 Realm

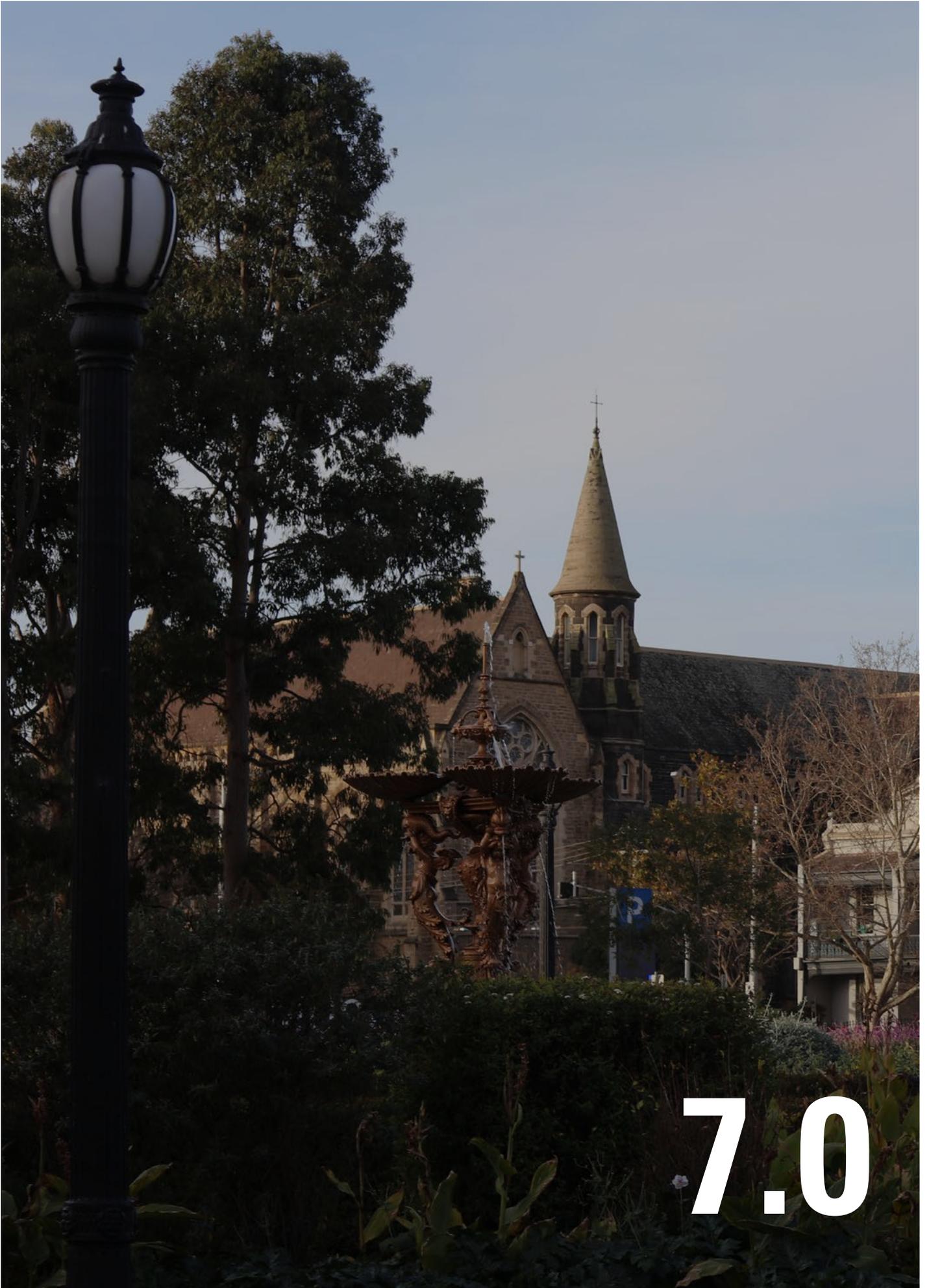
- Public infrastructure including bluestone kerbs and channels, and lanes with original or relayed bluestone pitchers and central drains. The sandstone pavement outside Royal Terrace, 50-68 Nicholson Street, Fitzroy probably dates from the mid 19th century.



*Sacred Heart Church (VHR)*



*Blue stone kerb around the Carlton Gardens*



7.0

## 7.0 WHEA Controls

### 7.1 International context

The UNESCO Operational Guidelines set out the process for monitoring the state of conservation of World Heritage properties. Under section 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, section 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 UNESCO, ICCROM, ICOMOS and IUCN ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties (2022).

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 Commonwealth 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 Victorian *Heritage Act 2017* (the Act) regulates the declaration of the WHEA and the preparation of the World Heritage Strategy Plan. However, the 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), or archaeological sites within the meaning of the Act.

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 49.

### City of Melbourne

The following HOs which applied to the WHEA within the City of Melbourne at the time of preparing the Strategy Plan 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 WHEA. 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 applied to the WHEA within the City of Yarra at the time of preparing the Strategy Plan 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 WHEA. Individual heritage place citations provide further specific detail.

## 7.5 Updated Statement of Significance for WHEA

The following Statement of Significance for this Approved Strategy Plan is based on the 2009 Strategy Plan Statement of Significance, with new text with new text shown in italics and underlined, and deleted text being shown struck through:

It should be noted that a further recommendation beyond this Approved 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**

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 Approved Strategy Plan removes 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.

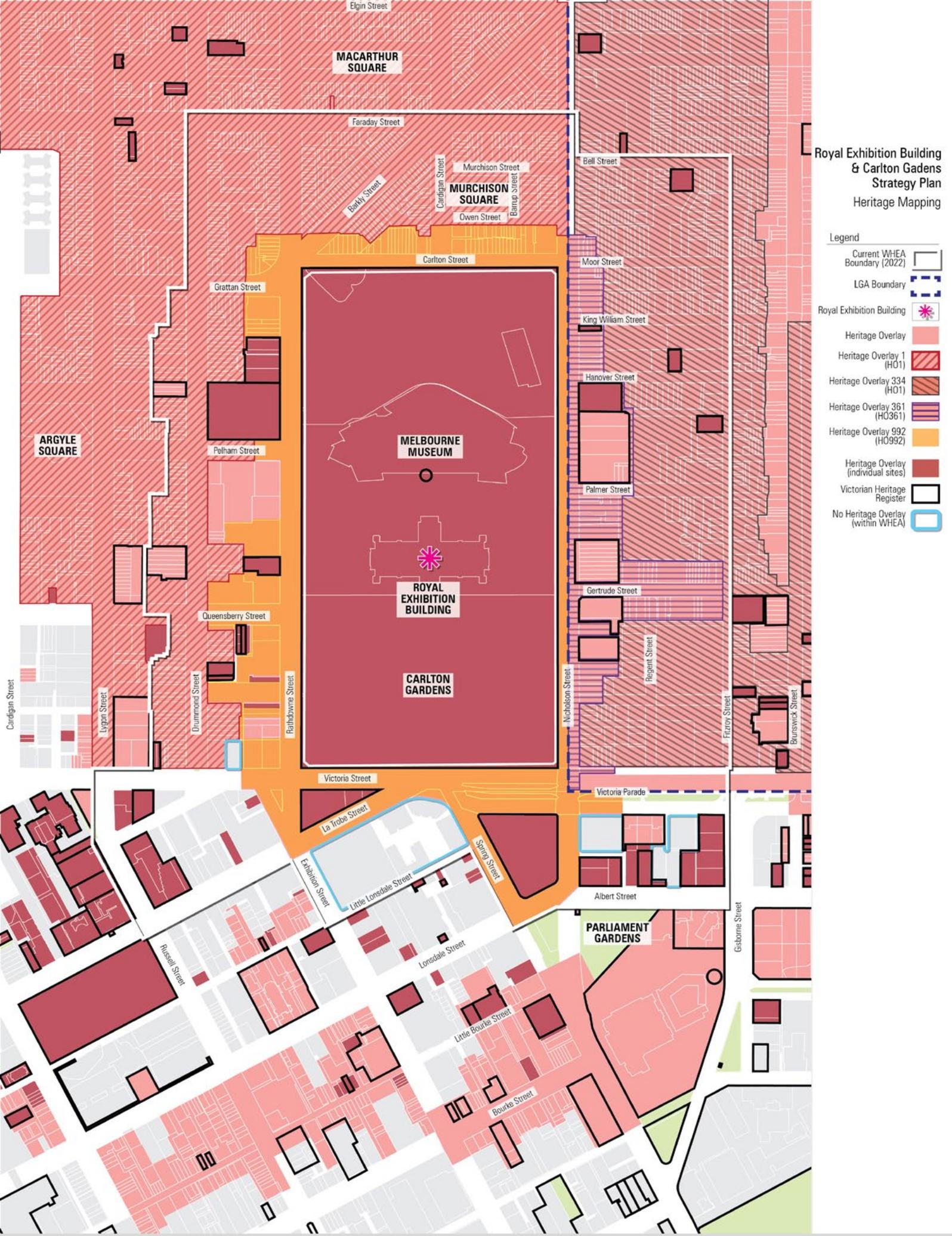


Figure 3 - Heritage Overlays

## 7.6 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, at the time of the Strategy Plan's development, the relevant schedules extended to areas outside of the WHEA, but lacked a direct connection with the WHEA. With regard to residential zone reforms in 2017, 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 are to be included within their own residential zone schedule separate from the remainder of Carlton and Fitzroy residential areas. This will 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 La Trobe Street, Exhibition Street and Victoria 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 generally sets a mandatory building height\* of 3 storeys/11 metres\*\*, unless on a sloping site, where it must not exceed 12 metres, while in the Neighbourhood Residential Zone it has a default maximum building height\* of 2 storeys/9 metres (\*In some instances the maximum building height can be exceeded, for example, by replacing existing buildings or taller existing buildings on abutting lots. \*\*Schedule 2 to the GRZ in the City of Yarra sets a lower mandatory maximum building height of 9 metres, while Schedule 1 to the GRZ in the City of Yarra sets a lower mandatory maximum building height of 10.5 metres).

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, mandatory controls do not apply to non-residential development. Further, 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

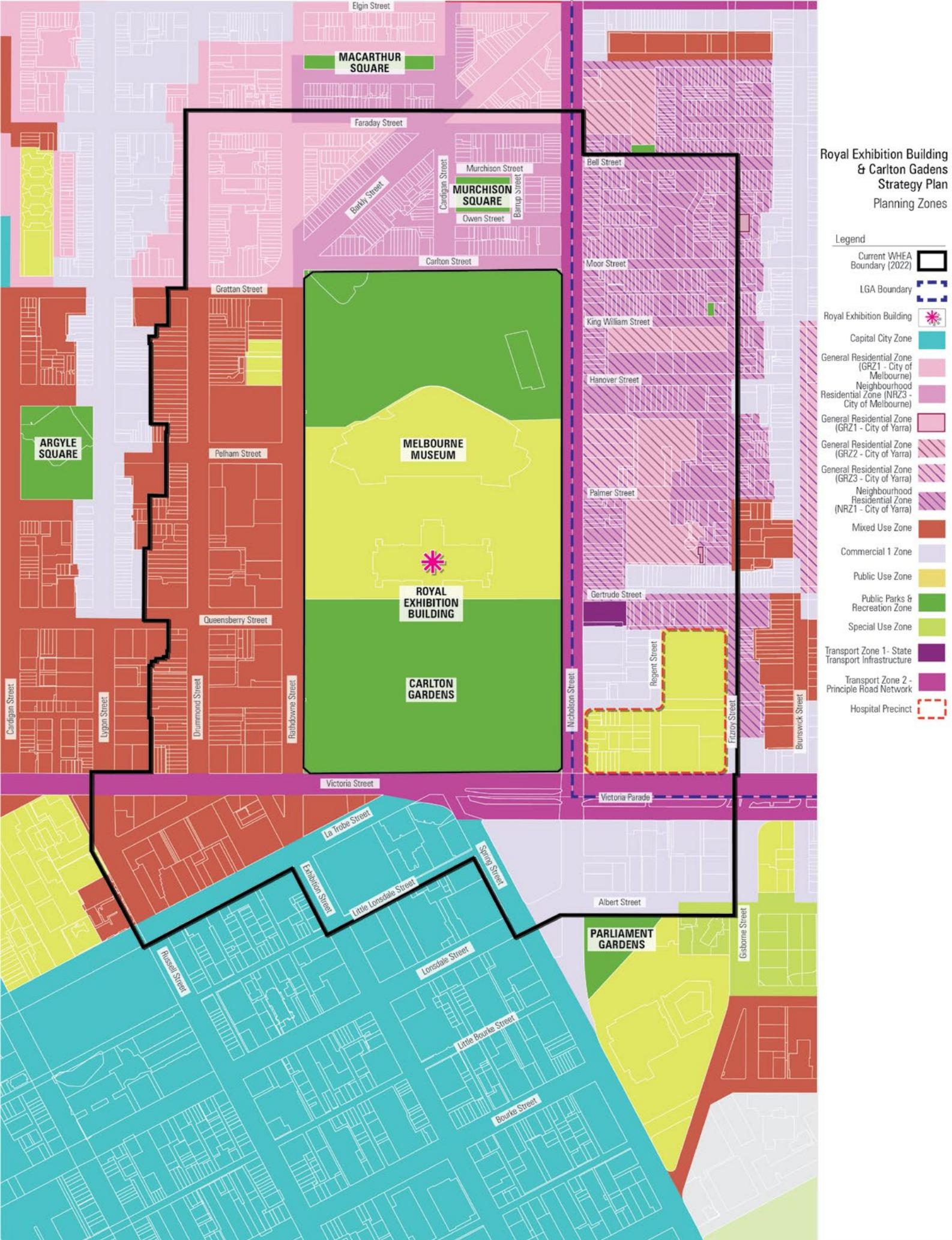


Figure 4 - Planning Zones

## 7.7 Design & Development Overlay Controls

A number of DDO controls existed within the WHEA at the time of reviewing the 2009 Strategy Plan, which were 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 were 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 had a specific WHEA purpose included: DDO6 and DDO13 (CoM) and DDO8 (CoY), these DDOs are illustrated on Figure 5 on page 53 and further described below.

### City of Melbourne DDOs

The following Design and Development Overlays (DDOs) applied to the WHEA located within the City of Melbourne at the time of reviewing the 2009 Strategy Plan and development of this Strategy Plan.

#### DDO48: Central Carlton North

**Note:** DDO48 within the WHEA was deleted and consolidated into a new DDO as part of the approval of the Strategy Plan.

- 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 10.5 metres and includes a description of outcomes sought.

#### DDO6: Carlton Area

**Note:** DDO6 was deleted and consolidated into a new DDO as part of the approval of the Strategy Plan.

- 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 had 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 micro-climate 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.

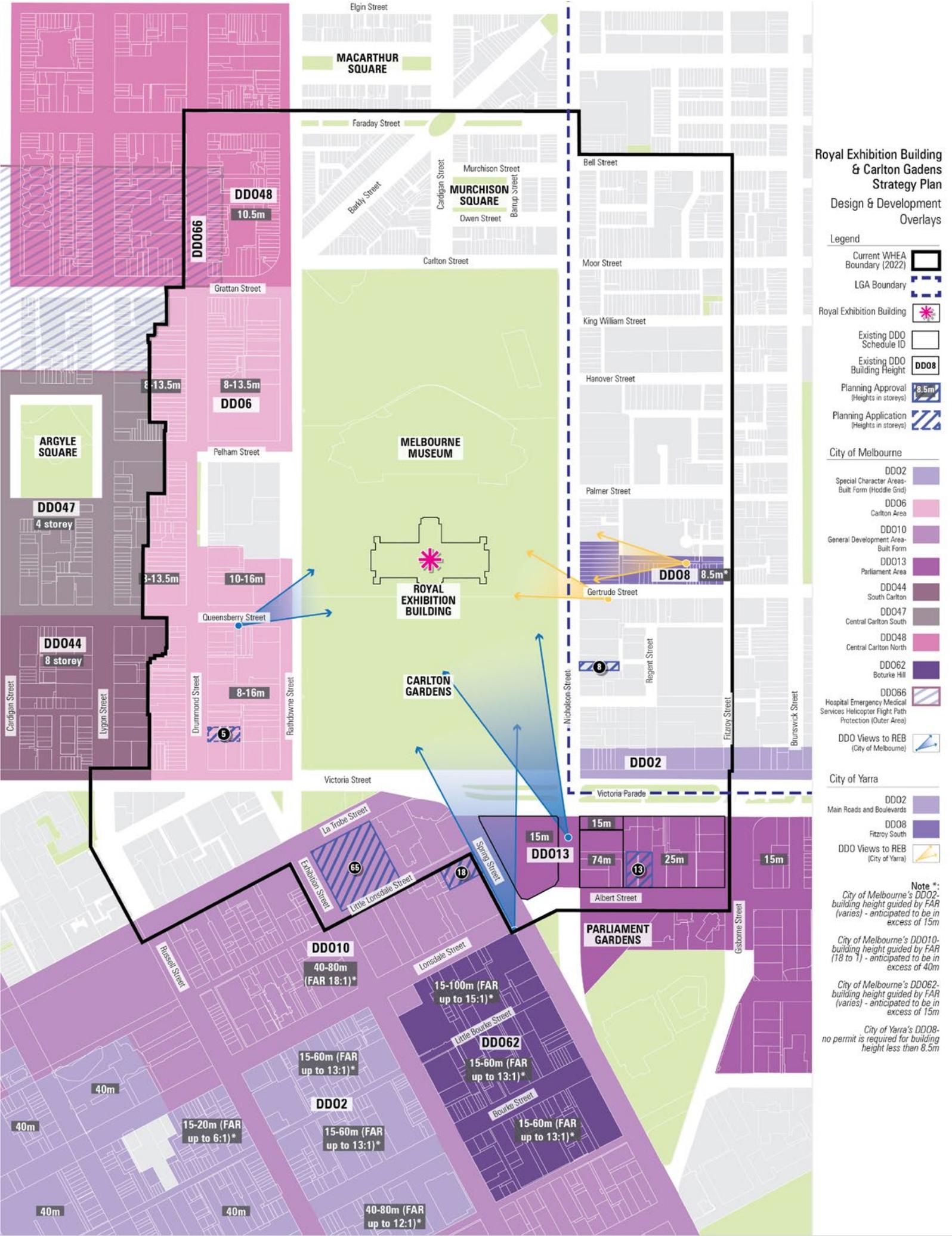


Figure 5 - Design & Development Overlays at the time of the 2009 Strategy Plan review

## 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

**Note:** DDO13 within the WHEA was amended as part of the approval of the Strategy Plan.

- 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:
  - 72.4 metres for Royal Children’s Hospital
  - 77.3 metres for Royal Melbourne Hospital
- **NOTE:** land covered by this overlay is also covered by DDO48 with a maximum building height of 10.5 metres, 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 applied with the WHEA located within the City of Yarra at the time of reviewing the 2009 Strategy Plan and development of this Strategy Plan.

### 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 8.5 metres. Buildings above 8.5 metres 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).
- **NOTE:** VCAT approved a five storey development at 1–9 Gertrude Street, Fitzroy, in November 2021 (Besen Getrude Pty Ltd v Yarra CC [2121] VCAT1434). At the time of approving this Strategy Pan, the property had transferred and Wattleview Pty Ltd had applied to VCAT to amend the issued permit issued VCATP752/2024.

### **DD031: Gertrude Street Shops (Interim)**

- In 2019 the Yarra City Council applied to the Minister for Planning, seeking the implementation of an interim DDO for a number of key activity centre streets. Seven interim DDOs were approved, which expired on 21 April 2024. Among them were DDOs that affect land at and around the corners of Smith and Gertrude Streets, outside the WHEA.
- Yarra City Council is proposing to introduce permanent built form and design requirements for the activity centres of Fitzroy and Collingwood through 12 individual DDOs via Amendment C271yara (Amendment C271), which is on exhibition until 24 February, 2025.

## Key Observations on Existing DDOs

With regard to DDOs in place at the time of reviewing the 2009 Strategy Plan and development of this Strategy Plan 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 did not have any DDO controls applied, although as discussed earlier, the existing suite of residential zones by default had 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.

To address this risk, the approved Strategy Plan has replicated the mandatory height controls of the residential zones within the WHEA.

There were 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 included:

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

Within the City of Yarra, the use of the DDO to influence built form within the WHEA boundary had been 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 (did not specifically relate to the World Heritage Listing of the REB & Carlton Gardens).

## 7.8 Planning Policies

From a review of the overarching Victorian Planning Provisions in place at the time of the 2009 Strategy Plan review and during development of this Strategy Plan, contained both in the Melbourne and Yarra Planning Schemes, it is noted that there were no Regional level policies or clauses which specifically referred to the WHEA surrounding the REB & Carlton Gardens. This was considered to be an existing policy gap and has been 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 were 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 were found within the City of Melbourne in place at the time of the 2009 Strategy Plan review and development of this Strategy Plan:

**Clause 21.06 Built Environment and Heritage** has been replaced by multiple local sections in *Clause 15*.

These include strategies and policies to:

**Clause 15.01-1L-01:**

- CBD lanes - Protect and create views along lanes that provide a visual link to other streets and lanes in the pedestrian network, or which terminate at notable buildings or landmarks.

**Clause 15.01-1L02:**

- Ensure development is designed to protect and enhance valued landmarks, views and vistas.

**Clause 15.01-1L-04 Urban Design**

**Clause 15.01-1L-05 Urban Design outside the Capital City Zone.**

**Clause 15.03-1L-02 and 15.03-1L-03** (which replaced **Clause 22.04 Heritage Places in the Capital City Zone** and **Clause 22.05 Heritage Places outside the Capital City Zone**):

- *Clause 15.03-1L-02* 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.
- *Clause 15.03-1L-03* relates to an old categorisation system and applies to properties retaining an A–D grading within a Heritage Overlay.

**Clause 15.03-1L-01 Heritage Place within the World Heritage Environs Area** (which replaced **Clause 22.21 Heritage Places Within the World Heritage Environs Area**):

- The policy is noted to have had its basis in the 2009 Strategy Plan, and specifically applies to the Area of Greater Sensitivity within the WHEA, as illustrated on Figure 1 of the clause.
- It only applied to land which is nominated as the Area of Greater Significance of the WHEA.
- It contains a number of objectives as follows:
  - To provide a buffer zone for the World Heritage Listed Royal Exhibition Building and Carlton Gardens.
  - To provide a setting and context of significant historic character for the World Heritage property.
  - To protect significant views and vistas to the Royal Exhibition Building and Carlton Gardens.
  - To maintain and conserve the significant historic character including built form and landscapes of the area.
  - To ensure development in the area responds to the prominence and visibility of the Royal Exhibition Building and Carlton Gardens.
- In addition it contains a number of strategies and cites the 2009 Strategy Plan as a policy document to consider as relevant.

## City of Yarra Policies

The following applicable Local Planning Policies were found within the City of Yarra at the time of the 2009 Strategy Plan review and development of this Strategy Plan:

### **Clause 02.01-6 Built environment and heritage**

- Includes the following relevant heritage statement:
  - *Yarra's heritage includes buildings and places of local, state, national and international significance, including part of the Royal Exhibition Buildings and Carlton Gardens World Heritage Environs Area, which provides a setting and context of significant historic character for the World Heritage.*

### **Clause 15.03-1L-01 Heritage Place within the World Heritage Environs Area (which replaced Clause 22.14 Heritage Places Within the World Heritage Environs Area):**

- The policy is noted to have had its basis in the 2009 Strategy Plan, and specifically applies to the Area of Greater Sensitivity within the WHEA, as illustrated on Figure 1 of the clause.
- It only applied to land which is nominated as the Area of Greater Significance of the WHEA.
- It contains a number of objectives as follows:
  - To provide a buffer zone for the World Heritage Listed Royal Exhibition Building and Carlton Gardens.
  - To provide a setting and context of significant historic character for the World Heritage property.
  - To protect significant views and vistas to the Royal Exhibition Building and Carlton Gardens.
  - To maintain and conserve the significant historic character including built form and landscapes of the area.
  - To ensure development in the area responds to the prominence and visibility of the Royal Exhibition Building and Carlton Gardens.
- In addition it contains a number of strategies and cites the 2009 Strategy Plan as a policy document to consider as relevant.

### **Clause 15.01-2L-02 Landmarks**

- This policy seeks to maintain visual prominence and primary views of Yarra's valued landmarks. Relevant to this project this includes views of REBs drum, dome, lantern and flagpole when viewed from:
  - Length of the footpath on south side of Gertrude Street between Nicholson Street and Fitzroy Street.
  - Along Marion Lane west of Fitzroy Street.

## 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' were afforded no greater protection or statutory control than the surrounding land located outside of the WHEA. This means that areas within the WHEA that were not within the designated Area of Greater Sensitivity were 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 the review of the 2009 Strategy Plan, the SoS for the WHEA was re-examined and updated, see section 7.5. 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 15.03-1L* (formerly *Clause 22.21*) and City of Yarra's *Clause 15.03-1L* (formerly *Clause 22.14*). Refer also to Section 7.5.

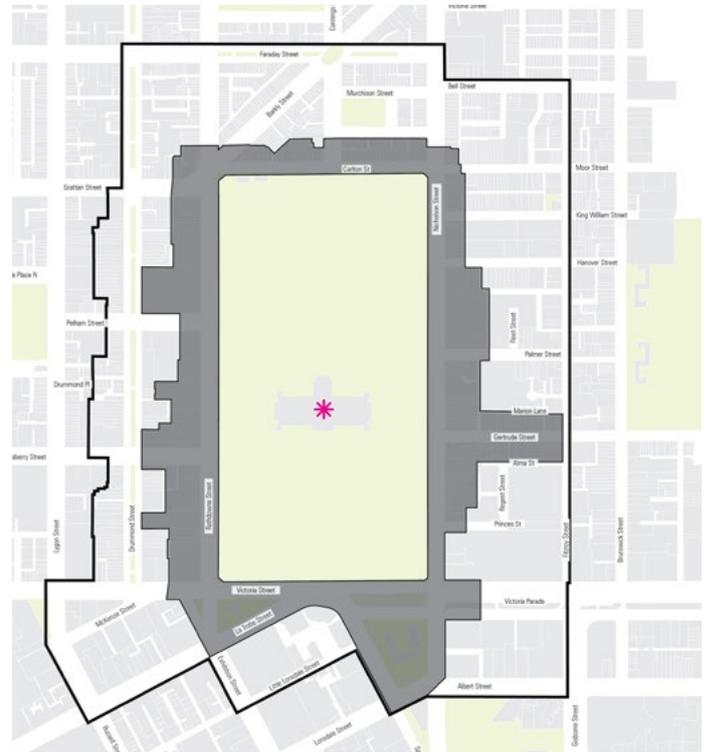
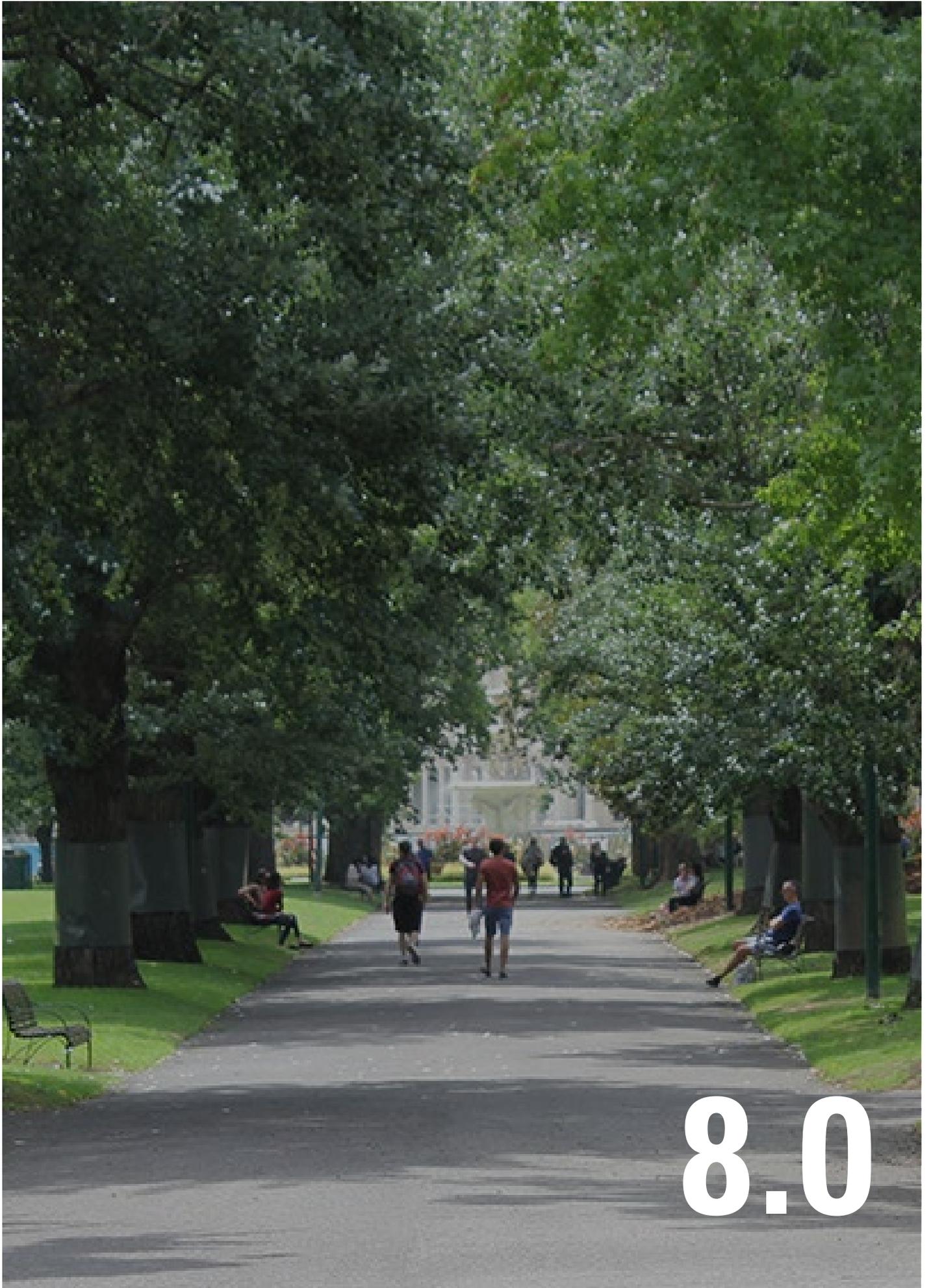


Figure 6 - Existing WHEA Boundary & Area of Greater Sensitivity (shaded)



## 8.0 Views and Vistas

The views, vistas and built form analysis is summarised in the Visual Framework Analysis (Appendix 2). It was 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 were from spaces and places within the public realm (publicly accessible), taking into consideration existing vegetation and seasonality. Key vantage points were 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, they were 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 Approved Strategy Plan, 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 are:

### 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.

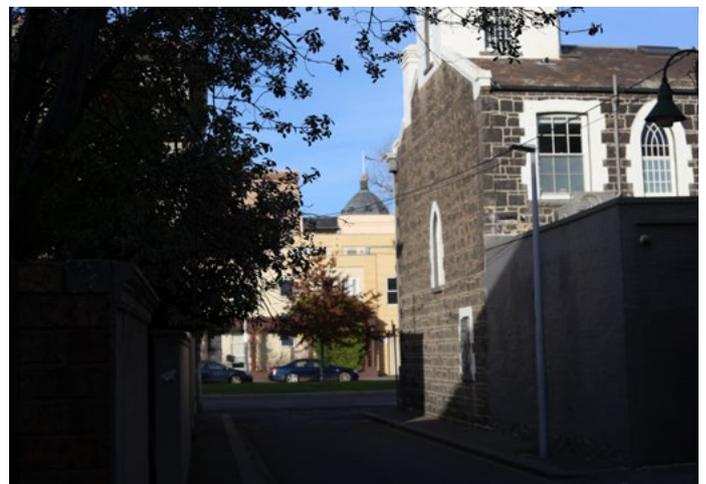
### Distant Views

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 seven categories as follows:

- **Category 1 - aspect view:** Views to the Dome, including those identified in existing 2009 Strategy Plan and Planning Schemes DDO/ Local Policies pertaining to the WHEA.
- **Category 2 - aspect view:** Views 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:** Views of the REB from within the public realm, including laneways, streets, or public spaces.
- **Category 4 - aspect view:** Views 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 REB and Dome from within the Carlton Gardens and Melbourne Museum Forecourt.

- **Category 6 - prospect view:** Oblique views of 19th century streetscape from the perimeter of the Carlton Garden and Melbourne Museum Forecourt.
- **Category 7 - prospect view:** Long range/ distant views of the WHEA and other prominent heritage landmarks from the elevated Promenade Deck.

View locations and the general direction of the assessed views are summarised in Table 1 - Views and Vistas Assessment Summary below and illustrated on Figure 7 on page 67.

Table 1 below is a summary assessment of each view category, including whether its protection is required. A detailed assessment of each view location follows through the balance of this section.

The photos documented in this Chapter were taken using a Full Frame Digital SLR camera (Canon EOS 5Ds) with a Canon EF 28mm f/1.8 USM lens.

The positioning of the camera taken at a height of 1.7 metres above ground level (the photographer's eye level). The camera was not tilted but rather set as horizontal. The photographs were taken on the 17 October 2023 between 11am and 4pm, unless specified otherwise.

**Table 1: 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 (Note: view 2D has been removed as site inspections conducted in October, 2023 revealed it is no longer available due to a recent development)	2B, 2C	Yes
Category 3	Primary	Direct	3A, 3B, 3C, 3D, 3E	-	Yes
Category 4	Primary	Direct/ Proximate	4A	-	Yes
	Secondary	Glimpse/ Distant	4B	-	Yes
Category 5	Primary	Direct	-	5A, 5B, 5C, 5D (within the Museum forecourt & 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)	Urban Structure Consideration

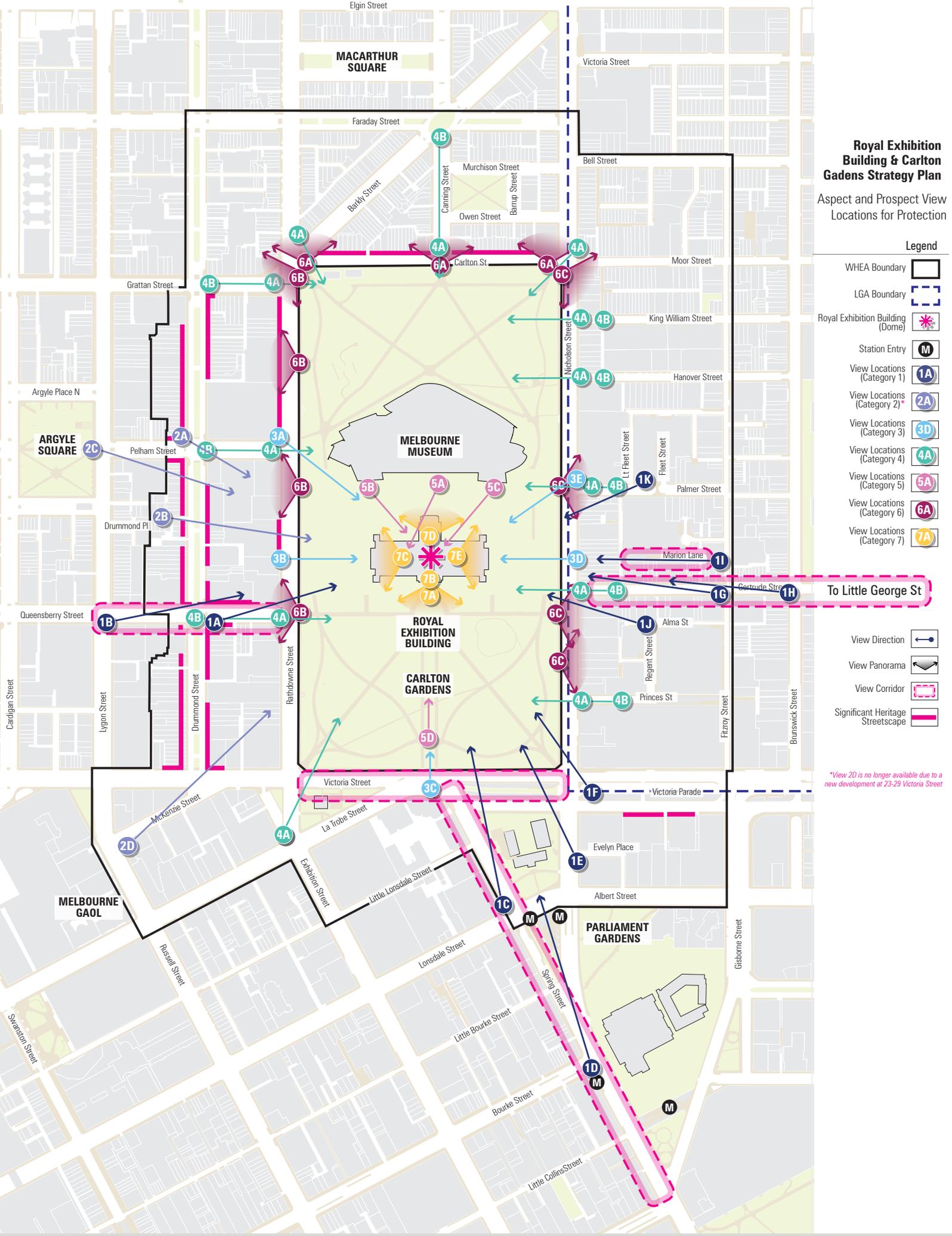


Figure 7 - Views & Vistas

**Table 2: Aspect and Prospect View Locations and Descriptions for Protection**

Location	Description
<b>Category 1 - aspect view: Direct / proximate Views to the Dome (Flagpole, Lantern, Dome and Drum) from the public realm, including rear laneways, streets, or public spaces.</b>	
1A	View 1A: Views to the Dome from the southern footpath of Queensberry Street between Drummond Street (east side) and Rathdowne Street.
1B	View 1B: Views to the Dome from the southern footpath of Queensberry Street between Lygon Street (east side) and Drummond Street.
1C	View 1C: Views to the Dome from the western footpath of Spring Street between Victoria Street and Lonsdale Street (north side).
1D	View 1D: Views to the Dome from the western footpath of Spring Street between Lonsdale Street and Bourke Street (south side).
1E	View 1E: Views to the Dome from the eastern footpath of Nicholson Street between Victoria Street and Evelyn Place (south side).
1F	View 1F: Views to the Dome from the Lansdowne Street and Victoria Parade tram stop (tram stop no. 10).
1G	View 1G: Views to the Dome from the southern footpath of Gertrude Street between Nicholson Street and Fitzroy Street (west side).
1H	View 1H: Views to the Dome from the southern footpath of Gertrude Street between Fitzroy Street and Brunswick Street (west side).
1I	View 1I: Views to the Dome from the western footpath of Fitzroy Street, along Marion Lane.
1J	View 1J: Views to the Dome from the northeastern corner of Regent Street and Alma Street junction.
1K	View 1K: Views to the Dome from the northern footpath of Palmer Street between Fleet Street and Little Fleet Street.
<b>Category 2 - aspect view: Glimpse/ distant view of the Dome (in parts) from the public realm, including rear laneways, streets, or public spaces.</b>	
2A	View 2A: View to parts of the Dome from the northwestern corner of Pelham and Drummond Streets.
2B	View 2B: View to parts of the Dome from the junction of Drummond Street and Drummond Place.
2C	View 2C: View to parts of the Dome from the junction of Lygon Street and Pelham Street (eastern edge of Argyle Square).
<b>Category 3 - aspect view: Direct view of the Royal Exhibition Building (REB) from within the public realm, including laneways, streets, or public spaces.</b>	
3A	View 3A: Views to the REB from the western footpath of Rathdowne Street between Grattan Street and Pelham Street (north side).
3B	View 3B: Views to the REB from the western footpath of Rathdowne Street (between 101 & 117 Rathdowne Street).
3C	View 3C: Views to the REB from the southern footpath of Victoria Street at the signalised junction of La Trobe Street and Spring Street and the La Trobe / Victoria Street tram stop (tram stop No. 9).
3D	View 3D: Views to the REB from the eastern footpath of Nicholson Street (adjacent to 60 Rathdowne Street).
3E	View 3E: Views to the REB from the eastern footpath of Nicholson Street between Hanover Street and Palmer Street (north side).

Location	Description
<b>Category 4 - aspect view: Views of the Carlton Gardens from within the public realm, including streets, or public spaces where Carlton Gardens are visible.</b>	
4A	View 4A: Open views to the Carlton Gardens from the footpaths of perimeter streets, including Carlton Street, Nicholson Street, Victoria Street, Rathdowne Street and Exhibition Street (between Victoria Street and La Trobe Street).
4B	View 4B: Terminated views to the Carlton Gardens from the footpaths of perpendicular streets within 1 block of the perimeter streets, including:
	<ul style="list-style-type: none"> <li>▪ Canning Street between Faraday &amp; Carlton Streets.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ King William Street between Nicholson &amp; north – south laneway.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Hanover Street between Nicholson &amp; north – south laneway.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Palmer Street between Nicholson &amp; Lt Fleet Streets.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Gertrude Street between Nicholson &amp; north – south laneway.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Princes Street between Nicholson &amp; Regent Streets.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Queensberry Street between Rathdowne &amp; Drummond Streets.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Pelham Street between Rathdowne &amp; Drummond Streets.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Grattan Street between Rathdowne &amp; Drummond Streets.</li> </ul>
<b>Category 5 - prospect view: Direct views towards the REB and Dome (Flagpole, Lantern, Dome and Drum) from within the Carlton Gardens and Melbourne Museum Forecourt.</b>	
5A	View 5A: Views to the Dome and northern elevation of the REB from within the central sector of the Melbourne Museum forecourt, positioned adjacent to the central museum entry and external lift core (east side).
5B	View 5B: Views to the Dome and northern elevation of the REB from within the western sector of the Melbourne Museum forecourt, positioned adjacent to the iMAX entry.
5C	View 5C: Views to the Dome and northern elevation of the REB from within the eastern sector of the Melbourne Museum forecourt, positioned adjacent to the public seating area.
5D	View 5D: Views to the Dome and southern elevation of the REB from within the Grand Allee.
<b>Category 6 - prospect view: Oblique views of 19th century streetscape from the perimeter of the Carlton Garden and Melbourne Museum Forecourt.</b>	
6A	View 6A: Views to the intact 19th century significant streetscape on the north side of Carlton Street from the southern footpaths of Carlton Street at designated entries into the Carlton Gardens.
6B	View 6B: Views to the intact 19th century significant streetscape on the west side of Rathdowne Street between Grattan and Queensberry Streets from the eastern footpaths of Rathdowne Street at designated entries into the Carlton Gardens and the Museum Forecourt.
6C	View 6C: Views to the intact 19th century streetscape on the east side of Nicholson Street between Moor and Princes Streets from the western footpaths of Nicholson Street at designated entries into the Carlton Gardens and the Museum Forecourt.
<b>Category 7 - prospect view: Long-range/ distant views of the World Heritage Environs Area (WHEA) and other prominent heritage landmarks from the elevated Promenade Deck.</b>	
7A	View 7A: View to southern part of the WHEA and the Central City beyond from the Lower Deck.
7B	View 7B: View to southern part of the WHEA and the Central City beyond from the Upper Deck.
7C	View 7C: View to western part of the WHEA from the Upper Deck.
7D	View 7D: View to northern part of the WHEA from the Upper Deck.

### Category 1 Views: Protection to be implemented



View 1A: Views to the Dome from the southern footpath of Queensberry Street between Drummond Street (east side) and Rathdowne Street.



View 1B: Views to the Dome from the southern footpath of Queensberry Street between Lygon Street (east side) and Drummond Street.

### Category 1 Views: Protection to be implemented



View 1C: Views to the Dome from the western footpath of Spring Street between Victoria Street and Lonsdale Street (north side).



View 1D: Views to the Dome from the western footpath of Spring Street between Lonsdale Street and Bourke Street (south side).

### Category 1 Views: Protection to be implemented



View 1E: Views to the Dome from the eastern footpath of Nicholson Street between Victoria Street and Evelyn Place (south side).



View 1F: Views to the Dome from the Lansdowne Street and Victoria Parade tram stop (tram stop no. 10).

### Category 1 Views: Protection to be implemented



View 1G: Views to the Dome from the southern footpath of Gertrude Street between Nicholson Street and Fitzroy Street (west side).\*



View 1H: Views to the Dome from the southern footpath of Gertrude Street between Fitzroy Street and Brunswick Street (west side).\*

\*Additional fieldwork was undertaken on 22nd November 2023 to recapture Views 1G and 1H due to temporary public realm obstructions on the initial date of fieldwork.

### Category 1 Views: Protection to be implemented



View 1I: Views to the Dome from the western footpath of Fitzroy Street, along Marion Lane.



View 1J: Views to the Dome from the north eastern corner of Regent Street and Alma Street junction.

### Category 1 Views: Protection to be implemented



*View 1K: Views to the Dome from the northern footpath of Palmer Street between Fleet Street and Little Fleet Street.*

### Category 3 Views: Protection to be implemented



View 3A: Views to the REB from the western footpath of Rathdowne Street between Grattan Street and Pelham Street (north side).



View 3B: Views to the REB from the western footpath of Rathdowne Street (between 101 & 117 Rathdowne Street).

### Category 3 Views: Protection to be implemented



View 3C: Views to the REB from the southern footpath of Victoria Street at the signalised junction of La Trobe Street and Spring Street and the La Trobe / Victoria Street tram stop (tram stop No. 9).



View 3D: Views to the REB from the eastern footpath of Nicholson Street (adjacent to 60 Rathdowne Street).

### Category 3 Views: Protection to be implemented



View 3E: Views to the REB from the eastern footpath of Nicholson Street between Hanover Street and Palmer Street (north side).

### Category 4 View: Protection to be implemented



Example of View 4A: Open views to the Carlton Gardens from the footpaths of perimeter streets, including Carlton Street, Nicholson Street, Victoria Street, Rathdowne Street and Exhibition Street (between Victoria Street and La Trobe Street).



Example of View 4A

### Category 5 Views: Protection to be implemented



View 5A: Views to the Dome and northern elevation of the REB from within the central sector of the Melbourne Museum forecourt, positioned adjacent to the central museum entry and external lift core (east side).



View 5B: Views to the Dome and northern elevation of the REB from within the western sector of the Melbourne Museum forecourt, positioned adjacent to the iMAX entry.

### Category 5 Views: Protection to be implemented



*View 5C: Views to the Dome and northern elevation of the REB from within the eastern sector of the Melbourne Museum forecourt, positioned adjacent to the public seating area.*



*View 5D: Views to the Dome and southern elevation of the REB from within the Grand Allée.*

## 8.5 Urban Design Principles

In broad terms, urban design principles that guide development outcomes within the WHEA at the time of developing this Strategy Plan (and some areas outside the WHEA) are found in existing Local Planning Policies (*Clause 15.03-1L* of Melbourne Planning Scheme, *Clause 15.03-1L* of Yarra Planning Scheme and various DDOs). The built form testing was 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, drum, lantern and flagpole from primary vantage points.

## 8.6 Built Form Testing & Parameters

The built form testing was 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 were available from and need to be protected.

**Six key areas** were identified through the view and vistas assessment for built form testing to assess how primary views will be 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 2.

Each built form testing area is illustrated on Figure 8 on page 83, 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
<b>CITY OF MELBOURNE</b>				
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 6B
Area 3	South west of the REB & Carlton Gardens (bounded by Victoria Street, La Trobe Street, Russell Street).	Nil	View 4A	
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
<b>CITY OF YARRA</b>				
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.

# Royal Exhibition Building & Carlton Gardens Strategy Plan

## Built Form Testing Areas

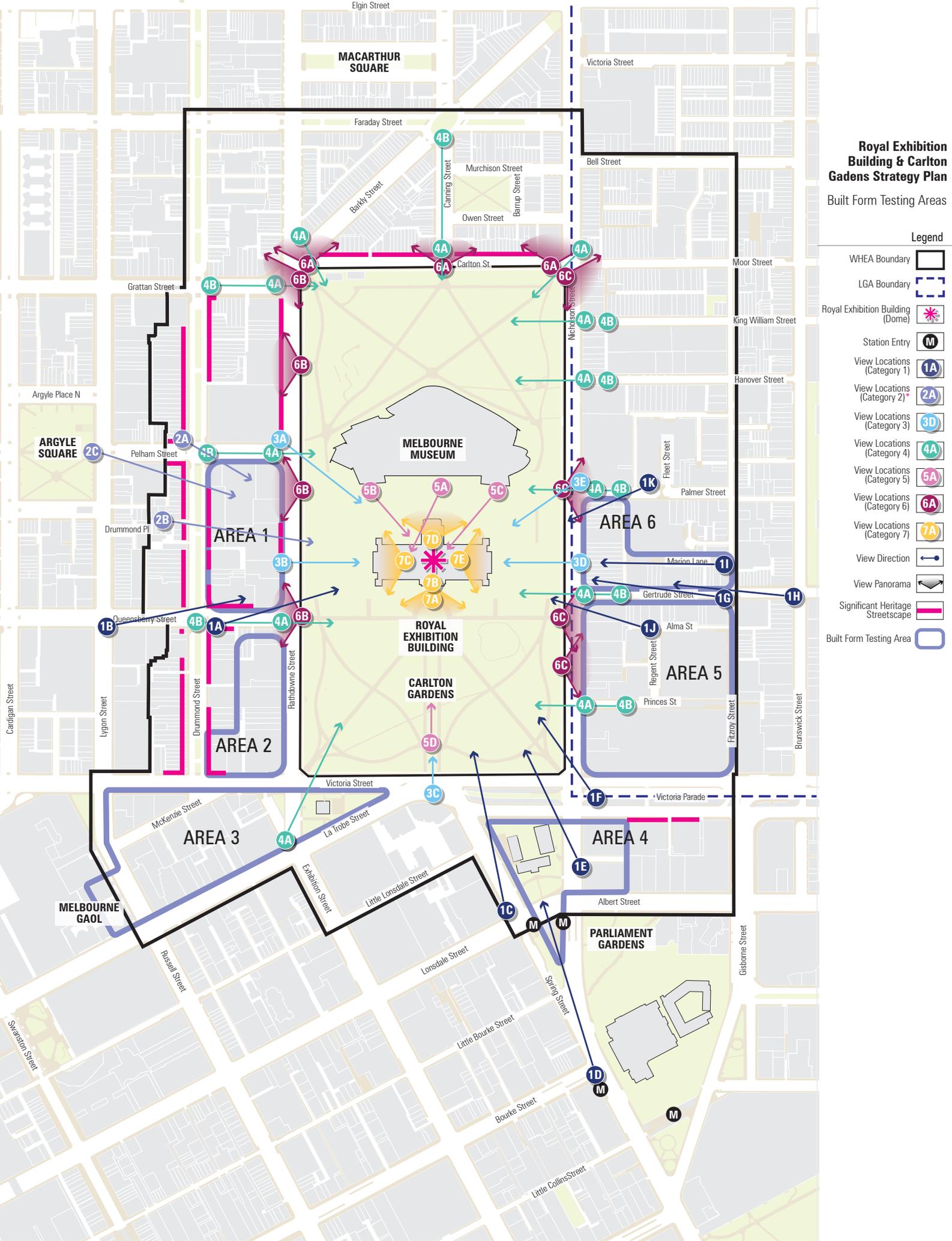


Figure 8 - Built Form Testing Areas

The initial round of built form testing as documented in Section 4.0 of this Approved Strategy Plan 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 sought 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 the Department) to ascertain the level of visibility (beyond the REB silhouette) when viewed from key vantage points.

The detailed built form model 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 the Department).
- 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 mandatory 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 2. 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 1.6 metres above the surveyed ground level point. The location and direction of each photo from surveyed camera points is illustrated on the page 85 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 nominate preferred maximum and mandatory maximum heights.

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

The outcome of this additional built form testing process has been the specification of the maximum building heights on a site by site basis which will be fully concealed from view from key vantage points within the northern forecourt of the Melbourne Museum.

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



Legend



Camera location

Camera viewing  
direction

Cameras selected for  
photomontages

**CAMERA LOCATION 6 (Key view 5A)**

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



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



Testing of proposed 10 metres 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



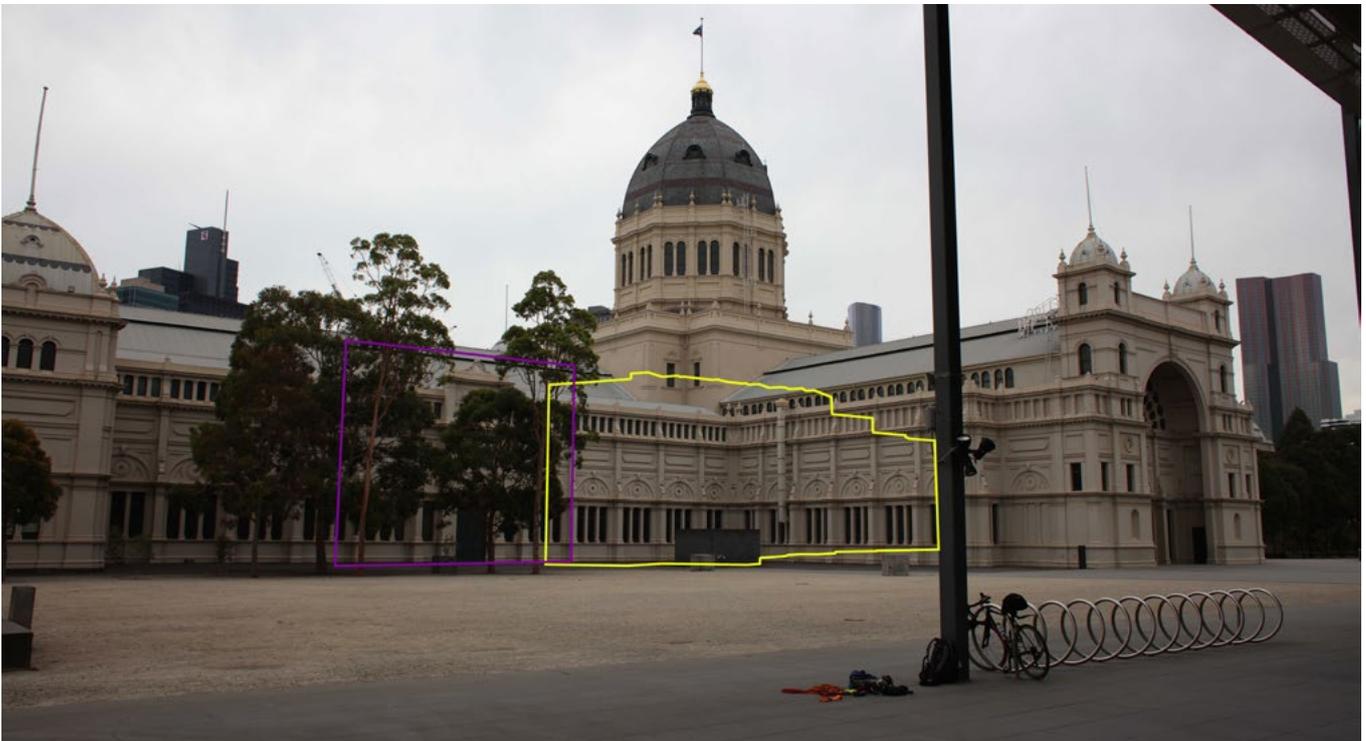
Mixed Use Zone development envelope outline

**CAMERA LOCATION 7 (Key view 5C)**

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

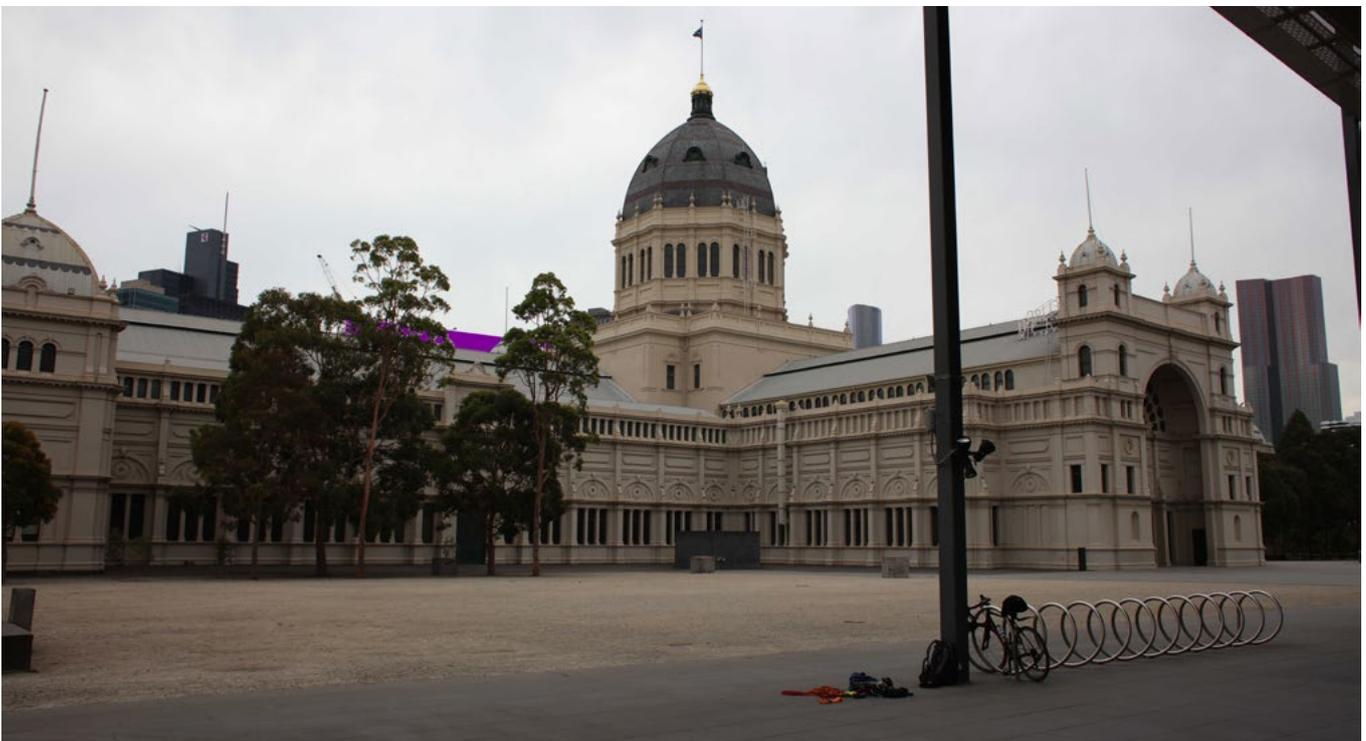
-  Royal Society site development envelope
-  Royal Society site development envelope outline
-  Mixed Use Zone development envelope
-  Mixed Use Zone development envelope outline

**CAMERA LOCATION 7 (Key view 5C)**

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



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



Testing of proposed 10 metres 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 : 43.408 metres A.H.D - Camera view height : 45.008 metres  
A.H.D Note: the camera height is measured at 1.6 metres 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

### Maximum buildings heights within Area 3 MUZ land

The clear benefit of undertaking additional built form testing through the use of a 3-Dimensional block model (by the Department) 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 and maintain the primacy of the view of the northern elevation of the REB.

Through a process of workshop testing and discussions with the Department, the appropriate 'concealment height' was established, which was confirmed when viewed from identified key views 5A and 5C (as well as and secondary camera locations).

The conducted built form testing functioned 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 to implement built form controls to a mandatory maximum building height (i.e. concealment height). Objectives will also prevent a continuous wall of building as a backdrop of the REB silhouette from key vantage points.

The Heritage Council in its adoption of the September 2022 draft Strategy Plan and submissions to it did not accept there was benefit in a 10 metre visibility allowance as had been proposed in the exhibited draft Strategy Plan. Its view was that this incremental and continued incursion to the REB & Carlton Gardens from key vantage points would have further detrimental impact. The Committee adopted the proposed preferred maximum building height as a mandatory height to protect and conserve the OUV of the REB & Carlton Gardens. This was agreed to in the approval of this Strategy Plan.

### Royal Society of Victoria, 8 La Trobe Street

During the additional testing process, potential built form scale on The Royal Society of Victoria (RSV) site at 8 La Trobe Street was undertaken. The Heritage Council did not agree with translating this built form analysis into a DDO as had been proposed by the exhibited draft Strategy Plan. The Heritage Council deemed that on the basis that the inclusion of the site in the Victorian Heritage Register, would play a much greater role in determining any potential development on this site. Rather, the Council found that the RSV site plays an important role in its own right and with respect to its direct relationship with the REB & Carlton Gardens. The latter includes views from the south-west (noting the amended view 4A), its historic and diminutive form in its garden setting, and its 19th century public building history. The Heritage Council did not consider the planning scheme should be silent about this very important and significant property. The Heritage Council considered that nominating a height in the new WHEA DDO4 based on the tested views will unrealistically elevate development expectations.

Consequently, the Heritage Council recommended changes to new WHEA DDO4 to address this, being that the mandatory maximum building height for 2-8 La Trobe Street be no higher than the maximum height of the existing building on the land. This was agreed to in the approval of this Strategy Plan.

A performance-based approach is required until such time as any detailed built form, heritage and design guidance is prepared for this property.

## 8.8 Summary of Built Form Changes

Following below is a summary of built form changes relating to each of the six areas subject to built form testing as outlined in Section 8.6. The summary built form changes 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 108-113 and Figure 9 on page 107.

### City of Melbourne - Area 1 & Area 2

#### Clause 15.03-1L.01

- In the policy basis, add text added to give greater context in local policies as to the purpose of the WHEA and OUV that are sought to be protected.
- A map included to graphically identify the location of primary vantage points.
- Provisions included 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).

#### DD06

- Delete and consolidate DD06 into WHEA DD04 to nominate mandatory maximum heights.

#### New WHEA DD04

- Apply WHEA DD04 to 110 to 150 Drummond Street, 15-31 Pelham Street, 107 to 151 Rathdowne Street to nominate mandatory maximum heights (i.e. same heights as consolidated DD06 height controls).

### City of Melbourne - Area 3

#### Clause 15.03-1L.01

- In the policy basis, add text added to give greater context in local policies as to the purpose of the WHEA and OUV that are sought to be protected.
- A map included to graphically identify the location of primary vantage points.
- Provisions included to address the protection of primary view lines, which includes (but is not limited to only these Museum forecourt locations):
  - 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 WHEA DD04

- New DDO for Area 3 (west of Exhibition Street) will provide clear objectives and built form parameters to assess future development applications in relation to protecting primary views and visual dominance of the Dome, drum, flagpole and lantern from location 5A and 5C.
- Implement new DDO for MUZ land within Area 3 west of Exhibition Street, to nominate a mandatory maximum building heights on a site by site basis as determined by the detailed built form modelling. Include design objectives, specific application requirements and decision guideline.

## City of Melbourne - Area 4

### Clause 15.03-1L.01

- In the policy basis, text added to give greater context in local policies as to the purpose of the WHEA and OUV that are sought to be protected.
- A map included to graphically identify the location of primary vantage points.
- Provisions included to address the protection of primary view lines, which includes :
  - View 1C: View towards the Dome from the wester footpath of Spring Street, north west corner of Lonsdale Street junction.
  - View 1D: View towards the Dome from the wester 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.

### DD013

- Consolidation of those parts of DD013 within the WHEA into the new WHEA DD04.
- Table to DD013 area 26 updated 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.
  - An outcome added to retain 'clear sky view' to the Drum, Dome, Lantern and Flagpole of the Royal Exhibition Building from the nominated primary vantage points.
- Amendment of DD013 to delete content transferred to the new WHEA DD04.

### DD048

- Consolidation of those parts of DD048 within the WHEA into the new WHEA DD04.
- Amendment of DD013 to delete content transferred to the new WHEA DD04.

## City of Yarra - Area 5

### Clause 15.03-1L.01

- In the policy basis, text added to give greater context in local policies as to the purpose of the WHEA and OUV that are sought to be protected.
- A map included to graphically identify the location of primary vantage points.
- Provisions included to address the protection of primary view lines, which includes provisions to address the protection of primary view lines, which including:
  - 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 WHEA DD04

- 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, drum, flagpole and lantern from location 1J.
- A discretionary maximum height for the St Vincent's Hospital sites and mandatory maximum building heights implemented as follows:
  - A maximum building height of 13.5 metres - matching maximum building height at 46 Nicholson Street.
  - Side setbacks (above 2 storeys) to retain primary view to the Dome from Location 1J.
- A street wall response that is informed by adjoining heritage buildings.

## City of Yarra - Area 6

### Clause 15.03-1L.01

- In the policy basis, text added to give greater context in local policies as to the purpose of the WHEA and OUV that are sought to be protected.
- A map included to graphically identify the location of primary vantage points.
- Provisions included to address the protection of primary view lines, which includes provisions to address the protection of primary view lines, which including:
  - 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

- Deletion and consolidation of DD08 into new WHEA DD04.
- Replication of 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).
- The key view controls of DD08 replicated but updated to include a requirement to protect views to and not intrude/ further intrude on the 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 heights in the order of 2-3 storeys (depending on the zone and zone schedules within the the City of Melbourne and the City of Yarra), 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.

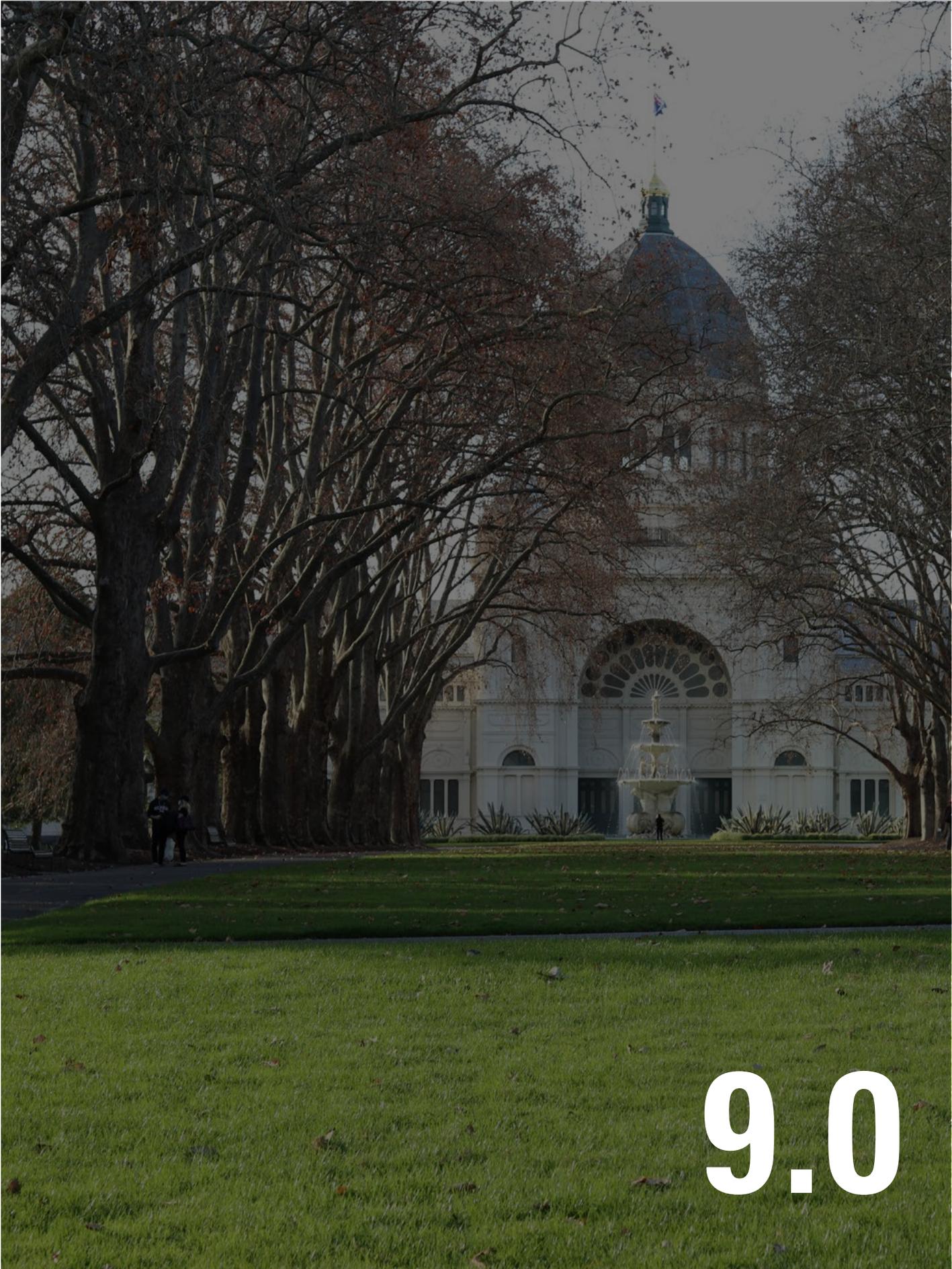
However, mandatory height controls within the residential zones were not implemented to protect the setting of the REB & Carlton Gardens WHEA. Rather they were a result of ongoing modifications which have been made by State Government to the suite of residential zones in recent years. Furthermore it 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, building height controls will be applied replicate the existing mandatory maximum height controls 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 is also important as mandatory heights in the residential zones only apply to residential developments such as dwellings not, for example, non-residential development.

## 8.9 Summary of Changes from Adopted to Approved Strategy Plan

This Approved Strategy Plan made the following amendments to the Strategy Plan adopted by the Heritage Council in June 2023:

- The Heritage Council had recommended that the Executive Director, Heritage Victoria be a determining referral authority for all development applications in the WHEA. This Approved Strategy Plan allows for the Executive Director, Heritage Victoria to be a recommending referral authority for applications for all new buildings 3 storeys/11 metres or greater in height, or additions to existing buildings which would increase the height to 3 storeys/11 metres or more.
- The Heritage Council had recommended that amendments to Heritage Overlays (HO) HO995 (Melbourne) and HO361 (Yarra) to align with the WHEA declared on 28 July 202 form part of an immediate package of work. This Approved Strategy Plan allows for this to form part of future strategic work.
- The Heritage Council recommended as future work to “further refine and consolidate the complex planning scheme regime”, but this has been able to be achieved as part of the overall package of work associated with the Approved Strategy Plan, including:
  - Consolidation of DDO6 into a new WHEA DDO4 (Melbourne).
  - Consolidation of those parts of DDO48 within the WHEA into the new WHEA DDO4 (Melbourne) and amend DDO48 to delete transferred content.
  - Consolidation of those parts of DDO13 within the WHEA into the new WHEA DDO4 (Melbourne) and amend DDO13 to delete transferred content.
- Abandon amending *Clause 15.03-1S* in Melbourne and Yarra Planning Schemes, as this is not required as content will adequately covered by the Regional and Local level clauses at *Clause 15.03-1R* and *Clause 15.03-1L* in both planning schemes.
- Abandon amending *Clause 22.21* (Melbourne) and *Clause 22.14* (Yarra), as these have been replaced by *Clause 15.03-1L-01* in the respective planning schemes.
- Abandon amending DDO6 ‘Carlton Area’ to rename as ‘Carlton Area – WHEA’, as DDO6 will be incorporated into new WHEA DDO4 (Melbourne).



9.0

## 9.0 Statutory Protection of the WHEA

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

### 9.1 Areas of Greater & Lesser Sensitivity

In order to appropriately manage the WHEA into the future the current differentiation between the Designated Areas of Greater and Lesser Sensitivity is removed. By removing this current distinction, the WHEA will 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 7.9.



## 9.2 Planning Policies

### Regional Planning Policies

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

- A new regional level policy at *Clause 15.03-1R* implemented to address the heritage conservation, protection and management of the World Heritage Listed REB & Carlton Gardens and the associated WHEA, giving certainty and priority to conserving and protecting the Outstanding Universal Values of the REB & Carlton Gardens in decision-making for land within the World Heritage Environs Area.

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

### Local Planning Policies vs new WHEA Overlay

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 changes are 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 titled *Clause 15.03-1L-01 Heritage places within the World Heritage Environs Area* in both the Melbourne and Yarra Planning Schemes.

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 revealed that they only applied to the Area of Greater Sensitivity which meant that they only applied to part of the WHEA.

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

The existing WHEA Local Planning Policies are to be further strengthened and improved by amending them to apply to the entirety of the WHEA, and not just the Area of Greater Sensitivity.

There has been an issue with the use of Local Planning Policies to address the WHEA, given that the WHEA boundary map has not appeared anywhere apart from within the policy itself. This has given rise to a lack of clarity regarding what land is located within the WHEA. However this anomaly is addressed through changes and revisions to the existing WHEA Local Planning Policies as outlined in this Strategy Plan and the development of new WHEA DDO4 to apply to the entire WHEA. Specific changes are outlined overleaf.

In addition to amending the current *Clause 15.03-1L-01* changes are to be made to the Yarra and Melbourne Planning Schemes to:

- Give greater context in regional and local policies as to the purpose of the WHEA and OUV that are sought to be protected, and add a map.
- Give priority to conserving and protecting the OUV of the REB & Carlton Gardens in decision-making for land within the WHEA.
- Refer to key guidelines documents by ICOMOS.
- Refer to a Statement of Significance for the WHEA, which should be included as an incorporated document in *Clause 72.04* of both planning schemes.

### **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.

The local planning policies for the WHEA to be further 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,
- sky signs, and
- electronics signs.

Such improved strategic guidance on signage within the WHEA will be complemented by the other existing signage policies.

For other types of potential signage which are not specifically discouraged within the WHEA, further signage guidelines can 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 this Plan 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 did not raise any fundamental issues with the suite of zones that currently apply, which would warrant changes or the application of different zones.

However as raised earlier, the mandatory height controls, which apply within residential zones, posed 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, building height controls replicate the mandatory maximum height controls of the GRZ and NRZ 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 is important as mandatory heights in the residential zones only apply to residential developments such as dwellings not, for example, non-residential development.

New DDO4 replicates and reinforces the mandatory maximum height controls of the GRZ and NRZ.

No other modifications to existing zones are required.

### 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.

In response to the adopted Strategy Plan, the following controls will apply:

- Ensure that development on the St Vincent's Hospital site aligns with the general maximum height of the recently approved hospital redevelopment located at the corner of Rathdowne Street and Victoria Parade, which is 12 storeys and 53.9 metres in height.
- Require that development incorporates materiality that reflects its heritage setting, using muted materials and colours, and avoids large 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 Strategy Plan supports the use of the HOs for the whole of the buffer zone as shown in Figure 3 on page 49. 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.

This Approved Strategy Plan amends the areas within the WHEA so that the buffer zone is treated as a whole, rather than retaining the division into Areas of Greater and Lesser Sensitivity. It is recommended that in the future, the boundaries of the HO precincts HO992 and HO361 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 review of the 2009 Strategy Plan 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 focused 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 clearer after Amendment VC148, which requires Statements of Significance to be incorporated in the planning scheme for a HO. The two HO areas HO992 and HO361 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 the HO will be used to protect the heritage values of the areas within them and additional statutory mechanisms 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, both new and amended DDOs have been implemented within the Cities of Melbourne and Yarra. The broader intent of the changes is to ensure consistency in planning controls and to facilitate consistency in decision making within the WHEA.

### City of Melbourne DDOs

The following amendments are to be made regarding the use of DDOs within the expanded WHEA.

- **DDO6** - Deletion and consolidation of DDO6 into a new WHEA DDO4 to nominate mandatory maximum heights.
- **DDO13** - Consolidation of those parts of DDO13 within the WHEA into a new WHEA DDO4 (incl. updated text relating to DDO13 area 26). Amendment of DDO13 to remove content transferred to a new WHEA DDO4.
- **New WHEA DDO4** - New DDO4 to apply to the entire WHEA area within the City of Melbourne, including:
  - Appropriate design objectives, application requirements and decision guidelines which function to protect the World Heritage values and prominence of the REB & Carlton Gardens
  - Mandatory height controls and built form guidance for General Residential Zone (GRZ), Neighbourhood Residential Zone (NRZ) and Mixed Use Zone (MUZ) land.
  - Mandatory height for controls for MUZ land west of Exhibition Street and south of Victoria Street.
  - Deletion and consolidation of DDO6 into a new WHEA DDO4 to nominate mandatory maximum heights.
  - Application of WHEA DDO to 110 to 150 Drummond Street, 15-31 Pelham Street, 107 to 151 Rathdowne Street to nominate mandatory maximum heights (i.e. same heights as consolidated DDO6 height controls).
  - Consolidation of those parts of DDO13 within the WHEA into a new WHEA DDO4 and update DDO13 to remove transferred content.
  - Consolidation of those parts of DDO48 within the WHEA into a new WHEA DDO4 and update overlay maps. Replicate DDO48's the mandatory maximum height of 10.5 metres into the new WHEA DDO4.

### City of Yarra DDOs

- **DDO8** - Deletion and consolidation of DDO8 into a new WHEA DDO4.
- **New WHEA DDO4** - New DDO to apply to the entire WHEA area within the City of Yarra, including:
  - Mandatory built form controls which replicate and extend the current mandatory height controls of the GRZ & NRZ to include all development (i.e. NRZ1 - 9 metres; GRZ2 9 metres; GRZ1 - 10.5 metres; GRZ3 - 11 metres).
  - Replication of the key view controls to address Museum forecourt and Dome Promenade, but update to include a requirement to protect views to and limit any further intrusion into the sky backdrop.
  - Appropriate design objectives, application requirements and decision guidelines which function to protect the World Heritage values and prominence of the REB & Carlton Gardens, including urban form.
  - Height controls and built form guidance for GRZ, NRZ, Commercial 1 Zone (C1Z) and Public Use Zone (PUZ) land.
  - Mandatory height for all Areas except St Vincent's Hospital. Built form controls for PUZ land (St Vincent's Hospital site), and application of a discretionary maximum building heights of 53.9 metres with design objectives and outcomes to maintain the existing built form.

## 9.6 Executive Director, Heritage Victoria - recommending referral authority status

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 in decision making with the WHEA, 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, the Executive Director, Heritage Victoria is to be made a formal referral authority within the Melbourne and Yarra Planning Schemes. Having the Executive Director, Heritage Victoria designated as a formal referral authority, functions to ensure consistency of decision making within the WHEA, and to recognise and reinforce the World Heritage values of the REB & Carlton Gardens.

To achieve this, the Executive Director, Heritage Victoria is nominated as a recommending referral authority under the State level VPP Schedule to *Clause 66.04 Referral of permit applications under local provisions*.

The referral to the Executive Director, Heritage Victoria is specifically linked to the relevant Local Planning Policies relating to the WHEA (*i.e. Clause 15.03-1L-01 Heritage places within the World Heritage Environs Area* in both the Melbourne and Yarra Planning Schemes).

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* nominates the type of application to trigger a referral, as being:

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

This functions 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.

## 9.7 Amendments to VHR Statement of Significance

In order to ensure consistency in the functional operation of controls, Heritage Victoria will consider reviewing Statements of Significance for all heritage properties currently in the VHR to clearly identify they are in the WHEA.

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

## 9.8 Actions outside the Planning System

This Approved Strategy Plan is mostly concerned with the statutory implementation of a range of provisions within the scope of the *Planning & Environment Act* and the *Heritage Act, 2017*. 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.

### 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.

To manage the risk it is intended that a memorandum of understanding between the REB&CGSC and the CoM and CoY councils be implemented and that any public realm works in the WHEA be subject to prior consultation with Heritage Victoria.

### Prepare Detailed Signage Guidelines

Although statutory changes 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 Detailed Design & Built Form Guidelines

Although statutory changes have been approved to address development in the WHEA, particularly with respect to building heights, a further recommendation is made for detailed design guidelines to be prepared for the WHEA. The purpose of the guidelines is to guide future built form in relation to, for example, side setbacks, to ensure the OUV of the WHEA are protected. This work will be complementary to the mandatory building heights enabled by this Approved Strategy Plan. Mandatory heights provide certainty while such work is done and future scheme amendments prepared.

This would comprise, for future inclusion in new WHEA DDO4, upper level and street wall setbacks, and other relevant detailed design considerations, particularly:

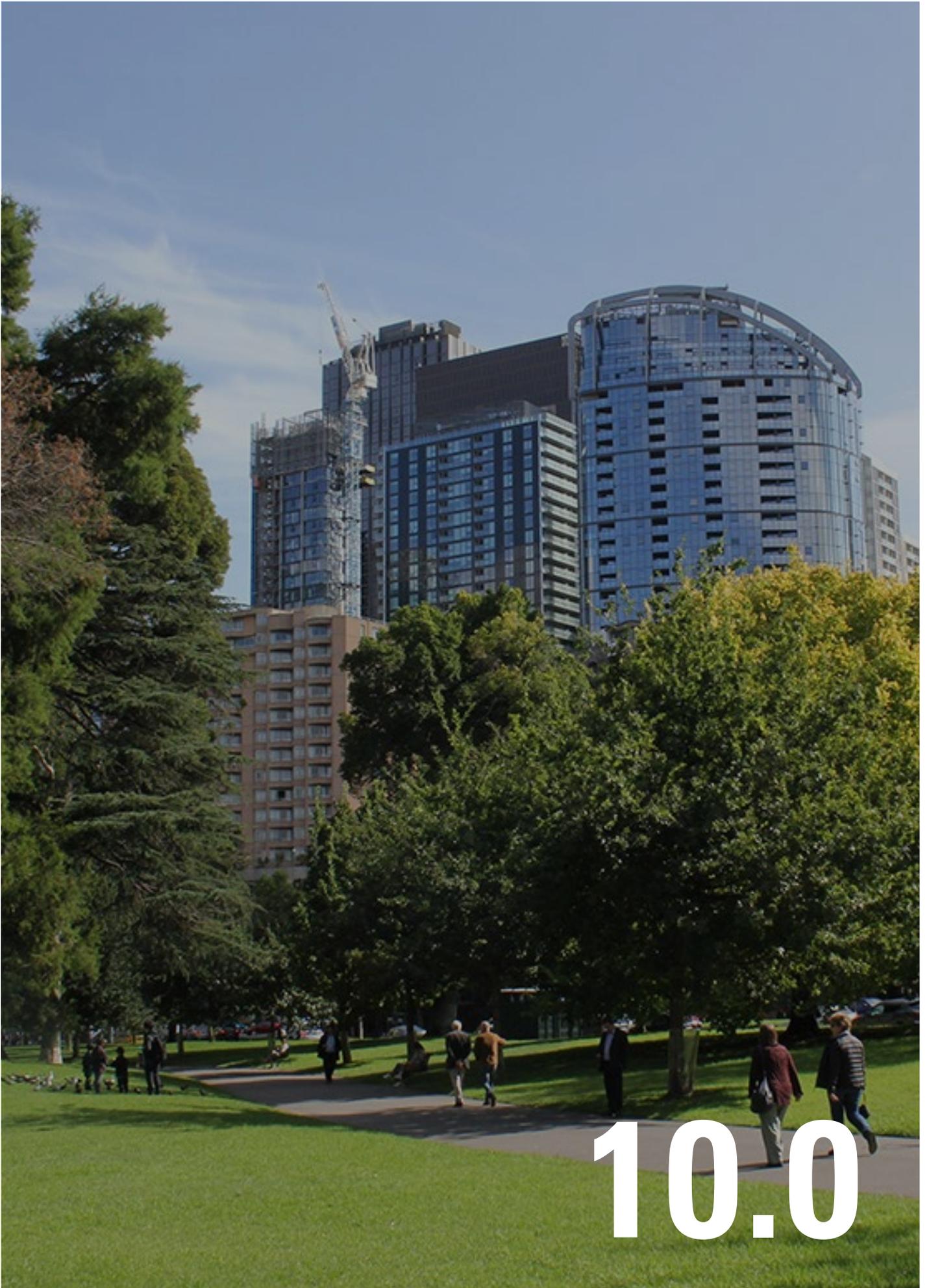
- Yarra - Area 1 (Gertrude Street) and Area 4 (Nicholson Street) based on additional views and vistas assessment. Gertrude Street, in the WHEA, will benefit from a consistent approach to urban design taking into account the formulation of design guidelines already undertaken by the Yarra City Council (Amendment C270yara).
- Melbourne – Area 3 (Mixed Use Zone south of Victoria Street, and RSV site) design guidelines potentially including upper level building setbacks based on a detailed visual analysis.

### 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 a 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.



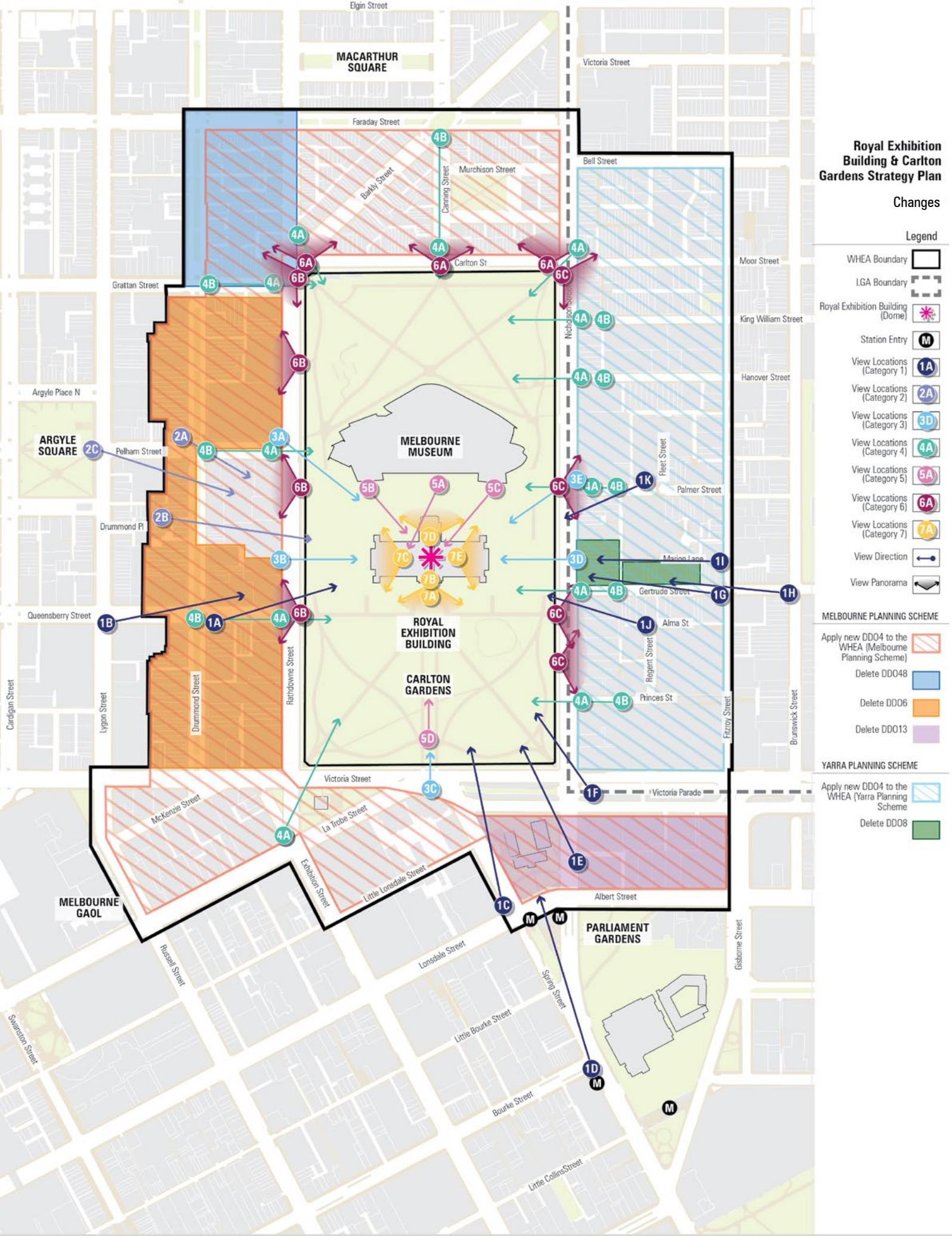


Figure 9 - Changes to give effect to Approved Strategy Plan

## 10.0 Planning Scheme Implementation

Following below are summary overview tables of the various modifications approved for the City of Melbourne and City of Yarra Planning Schemes as part of Amendment VC251.

These modifications will give statutory force to this Approved Strategy Plan.

**Table 03: Summary of Changes: City of Melbourne**

VPP Framework	Actions
Clause 15.03-1R	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 Include strategies to give certainty about the future development of land in the World Heritage Environs Area and to give priority to conserving and protecting the Outstanding Universal Value of the Royal Exhibition Buildings and Carlton Gardens in decision-making for land within the World Heritage Environs Area. Refer to policy documents ICOMOS related to the WHEA.
Clause 15.03-1L	<p>Amend <i>Clause 15.03-1L</i> to remove the distinction between Areas of Greater and Lesser Sensitivity, and ensure it applies to the entire WHEA.</p> <p>Amend map to show 2022 WHEA boundary and to nominate locations of primary vantage points.</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"> <li>▪ View 1A: View towards the Dome from the southern footpath of Queensberry Street, at the south eastern junction with Drummond Street.</li> <li>▪ View 1B: View towards the Dome from the southern footpath of Queensberry Street, at the south eastern junction of Lygon Street (outside WHEA boundary).</li> <li>▪ View 1C: View towards the Dome from the western footpath of Spring Street, north west corner of Lonsdale Street junction.</li> <li>▪ View 1D: View towards the Dome from the western footpath of Spring Street, south west corner of Bourke Street junction.</li> <li>▪ View 1E: View towards the Dome from the eastern footpath of Nicholson Street, south of Evelyn Place.</li> <li>▪ View 1F: View towards the Dome from the eastern footpath of Victoria Parade central median and Tram Stop.</li> <li>▪ 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.</li> <li>▪ View 3B: View towards the REB, Dome and Carlton Gardens from the eastern footpath of Rathdowne Street, between 101 &amp; 117 Rathdowne Street (pedestrian crossing).</li> <li>▪ View 4A: Corridor views towards Carlton Gardens from perpendicular streets.</li> <li>▪ View 5A: View towards the Dome and REB northern elevation from the Melbourne Museum Forecourt (Central Entry).</li> <li>▪ View 5B: View towards the Dome and REB northern elevation from the Melbourne Museum Forecourt (Western Entry).</li> <li>▪ View 5C: View towards the Dome and REB northern elevation from the Melbourne Museum Forecourt (Eastern Entry/ Lift).</li> </ul> <p>Amend <i>Clause 15.03-1L</i> to include a new policy to discourage high wall signs, major promotion signs, panel signs, pole signs, internally illuminated/animated signs, sky signs and electronics signs within the WHEA.</p> <p>Amend <i>Clause 15.03-1L</i> to refer to the updated version of the Strategy Plan.</p>

**Table 03: Summary of Changes: City of Melbourne**

VPP Framework	Actions
<i>Clause 43.01 - Heritage Overlay</i>	Amend the Schedule to <i>Clause 43.01 (Heritage Overlay)</i> in the Melbourne Planning Schemes to list the Statement of Significance in HO992 (Melbourne).
<i>Clause 66.04 - Referral of permit applications</i>	Amend Schedule to nominate Executive Director, Heritage Victoria as a recommending referral authority; include a link to relevant Local Planning Policies relating to the WHEA; and nominate the type of application to trigger a referral, as being: an application for all new buildings 3 storeys/11 metres or greater in height, or additions to an existing building which would increase its height to 3 storeys/11 metres or more.
<i>Clause 66.06 - Notice of permit applications</i>	Amend the Schedule to <i>Clause 66.06 (Notice of permit applications)</i> to align with changes in the Schedules to the Design and Development Overlay in the Melbourne Planning Scheme.
<i>Clause 72.04 Incorporated documents</i>	Amend to include the Statement of Significance for the WHEA as an incorporated document in the schedule to the clause.
<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) as a background document.
<i>DDO6</i>	Delete and consolidate DDO6 into a WHEA DDO4 to nominate mandatory maximum heights.
<i>DDO10</i>	No change.
<i>DDO13</i>	Consolidate those parts of DDO13 within the WHEA into a new WHEA DDO4 (incl. updated text relating to DDO13 area 26). Amend DDO13 to remove content transferred to new WHEA DDO4.
<i>DDO62</i>	No change.
<i>DDO48</i>	Consolidate and implement those parts of DDO48 within the WHEA into a new WHEA DDO4 and update overlay maps. Replicate DDO48's the mandatory maximum height of 10.5 metres into the new WHEA DDO4.
<i>New WHEA DDO4</i>	Develop a new DDO to apply to the entire WHEA within the City of Melbourne (new WHEA DDO4) to include: <ul style="list-style-type: none"> <li>▪ Design objectives and decision guidelines which function to protect the World Heritage values and prominence of the Royal Exhibition Building and Carlton Gardens.</li> <li>▪ Apply building height controls to replicate the mandatory maximum height controls of the GRZ and NRZ, and add mandatory controls with respect to non-residential development,</li> <li>▪ Apply building height controls to MUZ sites west of Exhibition Street (bounded by Victoria Street, Russell Street and La Trobe Street), to nominate mandatory maximum building heights on a site by site basis (determined by the detailed built form testing).</li> <li>▪ Apply provisions to limit development on the Royal Society site.</li> <li>▪ Delete and consolidate DDO6 into a new WHEA DDO4 to nominate mandatory maximum heights.</li> <li>▪ Apply WHEA DDO to 110 to 150 Drummond Street, 15-31 Pelham Street, 107 to 151 Rathdowne Street to nominate mandatory maximum heights (i.e. same heights as consolidated DDO6 height controls).</li> <li>▪ Update map to all nominated viewlines across the WHEA.</li> <li>▪ Correct viewlines and mapping.</li> </ul>
<i>HO's</i>	No change to precinct-based HO's (except for nominating the SoS within HO992 (i.e. WHEA HO).

**Consolidation of DD06 and application to 110 to 150 Drummond Street, 15-31 Pelham Street, 107 to 151 Rathdowne Street (City of Melbourne)**



Figure 10 - Consolidation of DD06 and application to 110 to 150 Drummond, 15-31 Pelham, 107 to 151 Rathdowne Streets

### DDO for Mixed Use Zone (City of Melbourne)



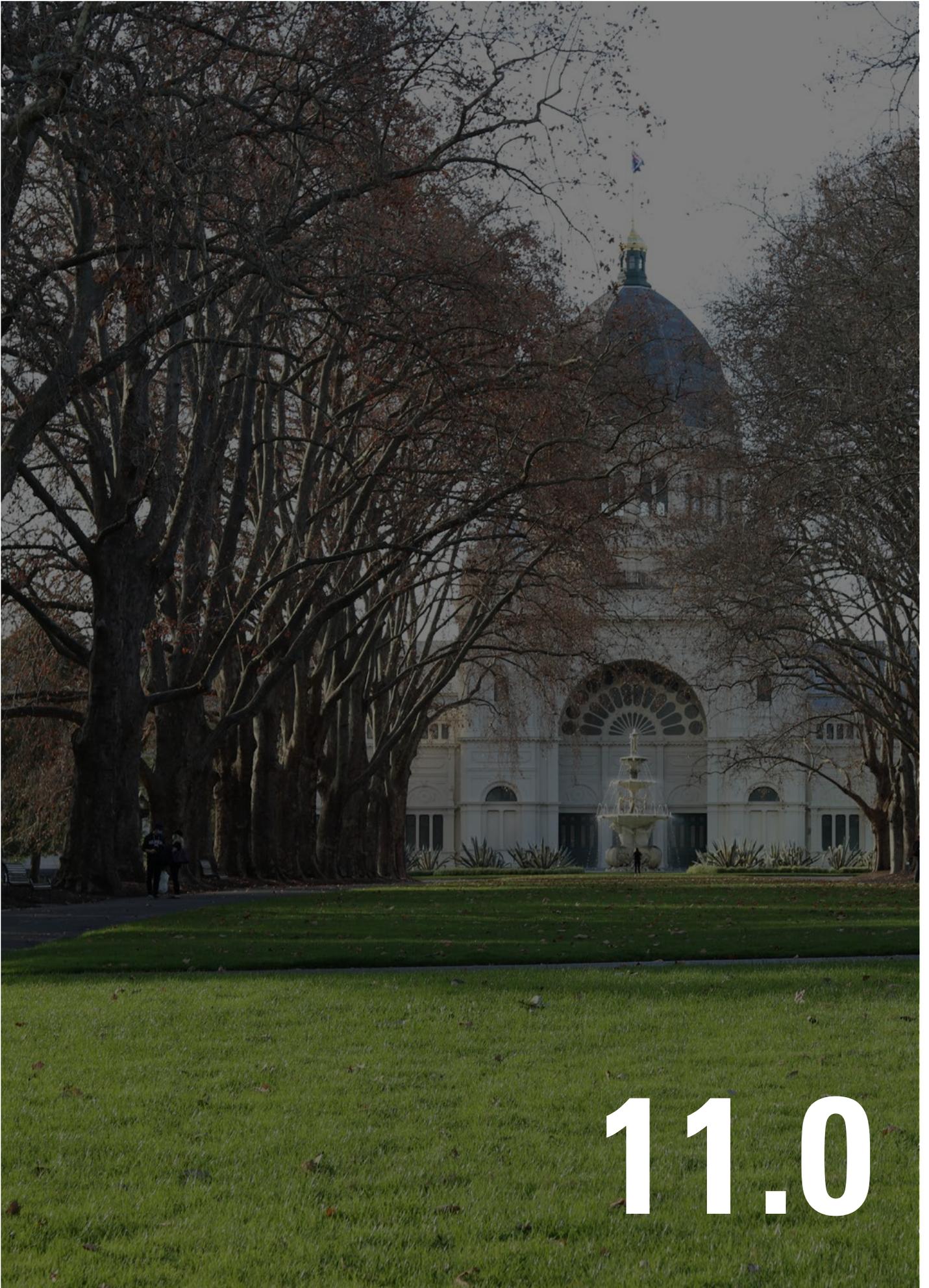
Figure 11 - DDO for Mixed Use Zone (City of Melbourne): mandatory maximum building height ('concealment height' when viewed from REB northern forecourt)

**Table 04 Summary of Changes: City of Yarra**

VPP Framework	Actions
Clause 15.03-1R	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. Include strategies to give certainty about the future development of land in the World Heritage Environs Area and to give priority to conserving and protecting the Outstanding Universal Value of the Royal Exhibition Building and Carlton Gardens in decision-making for land within the World Heritage Environs Area. Refer to policy documents ICOMOS related to the WHEA.
Clause 22.03 Landmarks and Tall Structures	Amend <i>Clause 22.03-5 Reference Documents</i> to refer to the updated version of the Strategy Plan.
Clause 15.03-1L	<p>Amend <i>Clause 15.03-1L</i> to remove the distinction between Areas of Greater and Lesser Sensitivity, and ensure it applies to the entire WHEA.</p> <p>Amend map to show 2022 WHEA boundary and to nominate locations of primary vantage point.</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"> <li>▪ View 1G: View of the Dome from the southern footpath of Gertrude Street, north western corner of Fitzroy Street junction.</li> <li>▪ View 1H: View of the Dome from the from southern footpath of Gertrude Street, north western corner of Brunswick Street junction (outside WHEA).</li> <li>▪ View 1I: View of the Dome from western footpath of Fitzroy Street, at the junction with Marion Lane.</li> <li>▪ View 1J: View of the Dome from the from eastern footpath of Regent Street, north eastern corner of Alma Street junction.</li> <li>▪ View 1K: View of the Dome from northern footpath of Palmer Street, between Fleet and Little Fleet Streets.</li> <li>▪ View 3D: View of the Carlton Gardens, Dome and REB from the eastern footpath of Nicholson Street (adjacent to no. 60 Rathdowne Street).</li> <li>▪ 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.</li> <li>▪ View 5B: View towards the Dome and REB northern elevation from the Melbourne Museum Forecourt (Western Entry).</li> </ul> <p>Amend <i>Clause 15.03-1L Policy</i> to include a new policy to discourage high wall signs, major promotion signs, panel signs, pole signs, internally illuminated/animated signs, sky signs and electronic signs within the WHEA.</p> <p>Amend <i>Clause 15.03-1L Reference Documents</i> to refer to the updated version of the Strategy Plan.</p>
Clause 43.01 - Heritage Overlay	Amend the Schedule to <i>Clause 43.01 (Heritage Overlay)</i> in the Yarra Planning Schemes to list the Statement of Significance in HO361 (Yarra).
Clause 66.04 - Referral of permit applications	Amend Schedule to nominate Heritage Victoria as a recommending referral authority; include a link to relevant Local Planning Policies relating to the WHEA (i.e. <i>Clause 15.03-1L</i> ); and nominate the type of application to trigger a referral, as being: an application for all new buildings 3 storeys/11 metres or greater in height, or additions to an existing building which would increase its height to 3 storeys/11 metres or more.
Clause 66.06 - Notice of permit applications	Amend the Schedule to <i>Clause 66.06 (Notice of permit applications)</i> to align with changes in the Schedules to the Design and Development Overlay in the Yarra Planning Scheme.
Clause 72.04 Incorporated documents	Amend to include the Statement of Significance for the WHEA as an incorporated document in the schedule to the clause.
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) as a background document.

**Table 04 Summary of Changes: City of Yarra (continued)**

VPP Framework	Actions
<i>DDO8</i>	Delete DDO8 and consolidate into a new WHEA DDO4. Refer to details below.
<i>New WHEA DDO4</i>	<p>Develop a new DDO to apply to the entire WHEA within the City of Yarra (new WHEA DDO4) to include:</p> <ul style="list-style-type: none"> <li>▪ Design objectives and decision guidelines which function to protect the World Heritage values and prominence of the Royal Exhibition Building and Carlton Gardens.</li> <li>▪ Replicate the permit exemption of DDO8 for building and works less than 8.5 metres in height from the existing ground level (Gertrude Street &amp; Marion Lane).</li> <li>▪ 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 11. Refer to Figure 9.</li> <li>▪ Apply building height control to land currently covered by DDO8, to implement a mandatory maximum height control of 3 storeys/11.2 metres.</li> <li>▪ Design objectives, application requirements and decision guidelines which function to protect the World Heritage values and prominence of the Royal Exhibition Building and Carlton Gardens.</li> <li>▪ Apply building height controls to replicate the mandatory maximum height controls of the GRZ and NRZ, and add mandatory controls with respect to non-residential development.</li> <li>▪ Update map to all nominated viewlines across the WHEA.</li> <li>▪ Correct viewlines and mapping.</li> <li>▪ Apply building height controls for C1Z sites (bounded by Nicholson Street, Gertrude Street, Regent Street and Princes Street), and apply a discretionary maximum building height of 4 storeys/13.5 metres.</li> <li>▪ Apply building height controls to the St Vincent's Hospital Site (PUZ), to implement a discretionary maximum building heights of 53.9 metres.</li> </ul>
<i>HOs</i>	No change to precinct-based HO's (except for nominating the SoS within HO361 (i.e. WHEA HO)).

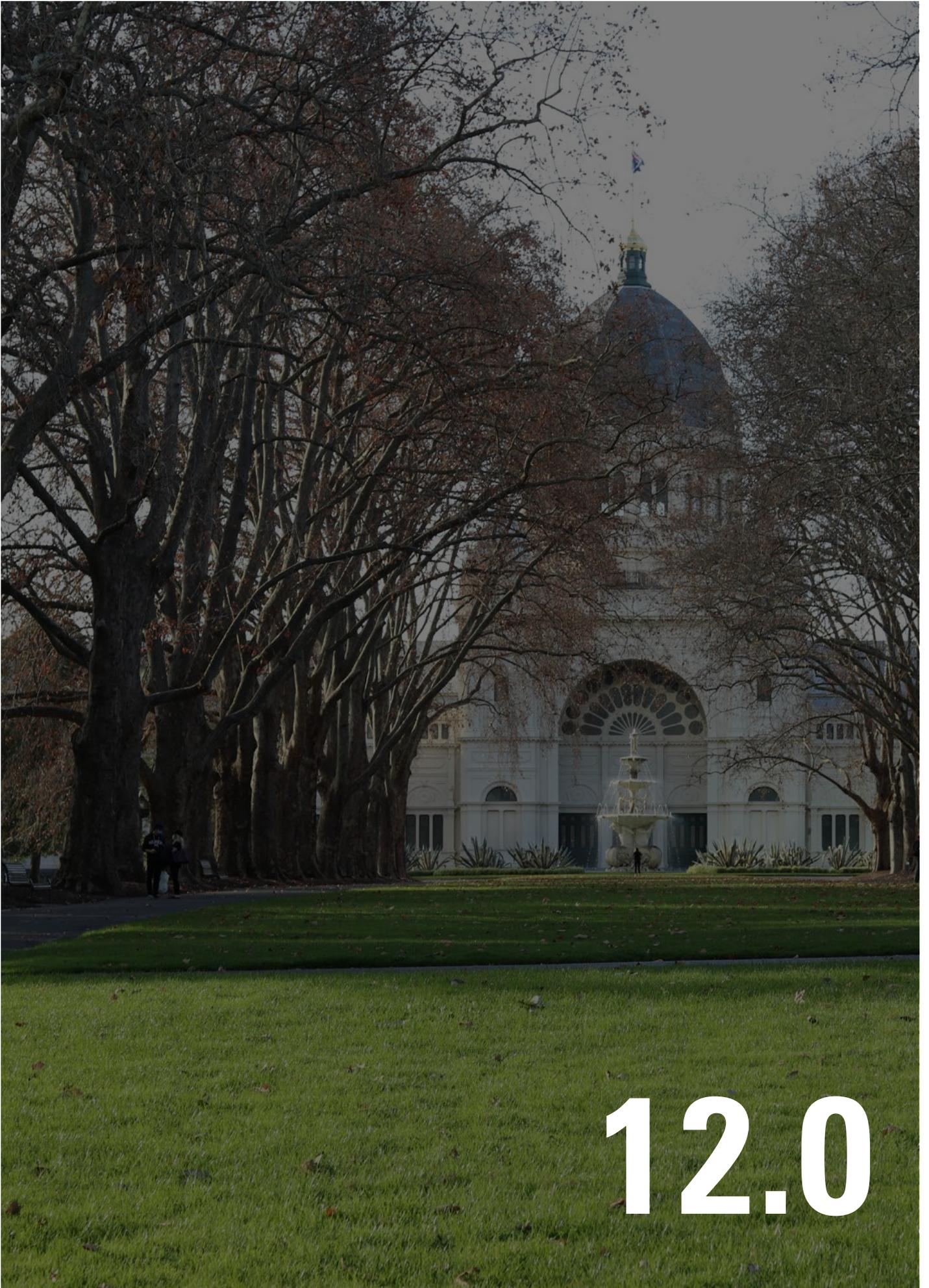


11.0

## 11.0 Conclusions

Part 9, Division 2 of the *Heritage Act 2017* sets out the statutory process for the approval of the Strategy Strategy Plan.

The Minister for Planning has approved the Strategy Plan and in accordance with section 180 of the Act, has implemented changes to the Melbourne and Yarra Planning Schemes to give effect to the Approved Strategy Plan. This occurred via Amendment VC251.



12.0

# APPENDICES

- APPENDIX 1      REPORT CONTEXT**
- APPENDIX 2      VISUAL FRAMEWORK ANALYSIS**
- APPENDIX 3      WORLD HERITAGE CITATION**
- APPENDIX 4      NATIONAL HERITAGE CITATION**

# **APPENDIX 1: REPORT CONTEXT**

# REPORT CONTEXT

This World Heritage Strategy Plan for the Royal Exhibition Building and Carlton Gardens World Heritage Environs Area (Approved Strategy Plan) has been approved by the Minister for Planning in accordance with section 176(1)(b) of the *Heritage Act 2017* (the Act). It comprises the draft Strategy Plan amended and adopted by the Heritage Council in June 2023 in accordance with section 175 of the Act, with further amendments.

The Heritage Council's adoption of the Strategy Plan followed a notice of the preparation of a draft Strategy Plan by the Executive Director, Heritage Victoria in May 2021 and September 2022 in accordance with section 177 of the Act.

This Approved Strategy Plan contains all amendments approved by the Minister for Planning in February 2025.

The Approved Strategy Plan reflects the formal declaration of a new World Heritage Environs Area (WHEA) for the Royal Exhibition Building and Carlton Gardens on 28 July 2022. The WHEA was declared in accordance with section 169 of the Act by Order published in the Victorian Government Gazette and extended the original WHEA boundary in three areas to the east, south-west and west. See Figure B on the adjacent page.

A draft Strategy Plan was initially exhibited by the Executive Director, Heritage Victoria between 16 July 2021 and 24 September 2021 (May 2021 draft Strategy Plan), following a review of the *World Heritage Strategy Plan for the Royal Exhibition Building and Carlton Gardens World Heritage Environs Area* (Department of Planning and Community Development, 2009) (2009 Strategy Plan), in accordance with section 177 of the Act. The May 2021 draft Strategy Plan made a number of specific recommendations relating to the potential expansion of the WHEA boundary.

Thirty-one public submissions were received in response to the public exhibition of the May 2021 draft Strategy Plan. However, following the public notice period a problem was identified with the way various provisions of the Act interact, with the practical effect being that neither the Executive Director, Heritage Victoria nor the Heritage Council – an independent statutory authority established by the Act – is empowered to consider the boundary of a WHEA. This resulted in the Heritage Council adjourning its scheduled hearing into the submissions received in January 2022.

Pursuant to section 169 of the Act, the Minister for Planning is responsible for recommending the declaration of a WHEA to the Governor in Council. The Minister wrote to the Heritage Council on 30 January 2022 and requested that it provide a report on the merits of expanding the WHEA as had been contemplated by the May 2021 draft Strategy Plan. The Heritage Council was asked to consider the submissions already received during the July-September 2021 public notice period, as well as nine hearing submissions it had received, and an invited submission from the Executive Director, Heritage Victoria. The Heritage Council provided its report in April 2022 and recommended expanding the WHEA in the three areas previously recommended by the May 2021 draft Strategy Plan.

The Minister supported the Heritage Council's recommendation and accordingly, recommended to the Governor in Council that a WHEA be declared in accordance with section 169 of the Act. The published Order in Council is provided as Figure A adjacent. Figure B illustrates the original WHEA boundary and the three areas in which it has been extended.

A revised draft Strategy Plan was prepared in September 2022 (September 2022 draft Strategy Plan), which constituted substantially the same content and details contained within the May 2021 version, except for maps, text and associated recommendations regarding the proposal to extend the WHEA.

It was also updated to reflect the declared WHEA as gazetted on 28 July 2022. The September 2022 draft Strategy Plan was exhibited between 16 September 2022 and 20 November 2022, along with draft amendments to the planning schemes of the City of Melbourne and the City of Yarra. A total of 13 submissions were received.

A Regulatory Committee of the Heritage Council, delegated by the Heritage Council under section 15(3) of the Act, conducted an eight-day hearing in May 2023. Following consideration of the September 2022 draft Strategy Plan and all of the submissions, the Heritage Council adopted the Strategy Plan in June 2023, with amendments, in accordance with section 175 of the Act. The Heritage Council also recommended amendments to the exhibited draft Planning Scheme Controls for Melbourne and Yarra, to give effect to its adopted draft Strategy Plan. The Heritage Council provided a report presenting the Regulatory Committee's findings and conclusions, and the draft adopted Strategy Plan, to the Minister for Planning on 30 June 2023. This report forms Appendix 4 to this Approved Strategy Plan.

This Strategy Plan was approved by the Minister for Planning by notice published in the Victoria Government Gazette in accordance with section 176(b) of the Act and came into operation on that day.

Amendment VC251 to the Victoria Planning Provisions and the Melbourne and Yarra Planning Schemes gives effect to this Approved Strategy Plan as required by section 180 of the Act.

Modifications to statutory controls made by Amendment VC251 include:

- The Executive Director, Heritage Victoria is a recommending referral authority for development applications in the WHEA for applications for all new buildings 3 storeys/11 metres or greater in which would increase the height to 3 storeys/11 metres or more.
- DDO6 is consolidated into new WHEA DDO4 (Melbourne).
- Part of DDO48 is deleted and that part consolidated into DDO4 (Melbourne).
- Part of DDO13 is deleted and that part consolidated into DDO4 (Melbourne).
- Amendment to *Clause 15.03-1S* in Melbourne and Yarra Planning Schemes – is not required as content is adequately covered by the Regional and Local level clauses at *Clause 5.03-1R* and *Clause 15.03-1L* in both planning schemes.
- Amendment to *Clause 22.21* (Melbourne) and *Clause 22.14* (Yarra) – these have been replaced by *Clause 15.03-1L-01* in the respective planning schemes.
- Amendment to DDO6 'Carlton Area' to rename as 'Carlton Area- WHEA' is not required as DDO6 is to be incorporated into DDO4 for the City of Melbourne.
- Amendment to the Schedule to *Clause 43.01 (Heritage Overlay)* in the Melbourne and Yarra Planning Schemes to list the Statement of Significance in H0992 (Melbourne) and H0361 (Yarra).
- Amendment to the Schedule to *Clause 66.06 (Notice of permit applications)* to align with changes in the Schedules to DDOs in Melbourne and Yarra Planning Schemes.
- Amendments to Heritage Overlays (HO) H0995 (Melbourne) and H0361 (Yarra) to align with the WHEA declared on 28 July 2022 will form part of future strategic work.

**Heritage Act 2017**  
**DECLARATION OF A WORLD HERITAGE ENVIRONS AREA FOR THE**  
**ROYAL EXHIBITION BUILDING AND CARLTON GARDENS**

Order in Council

The Governor in Council, under section 169 of the **Heritage Act 2017**, by Order, revokes the Order dated 9 October 2007 (published in the Government Gazette on 11 October 2007, G 41 General Gazette, page 2348) and declares the area shaded in the attached Schedule to the Order to be a World Heritage Environs Area for the Royal Exhibition Building and Carlton Gardens.

This Order comes into effect on the date it is published in the Government Gazette.

Dated 26 July 2022

Responsible Minister:  
**HON LIZZIE BLANDTHORN MP**  
 Minister for Planning

ALEXANDRA DEBELJAKOVIC  
 Clerk of the Executive Council

**Schedule**

**World Heritage Environs Area Plan**

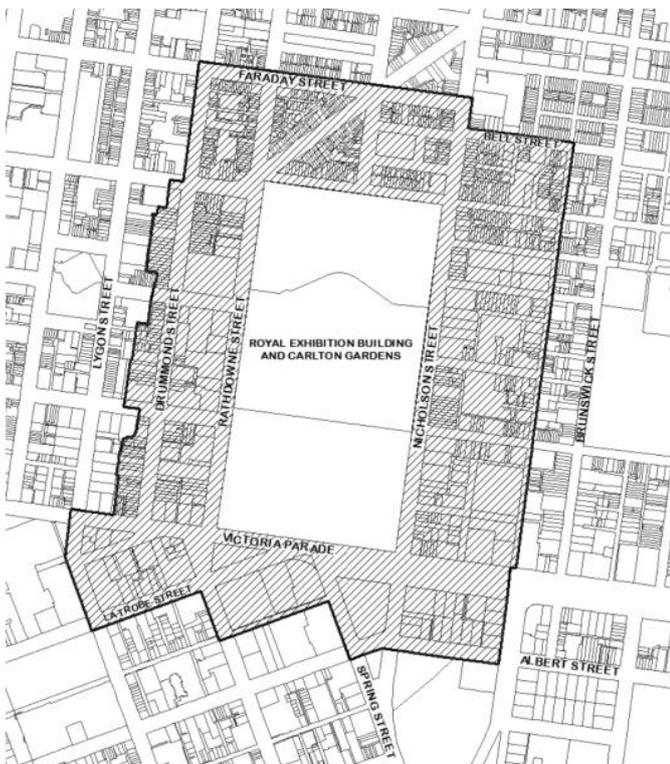


Figure A: Published Order for 2022 extended WHEA boundary:  
 Govt Gazette 28 July 2022

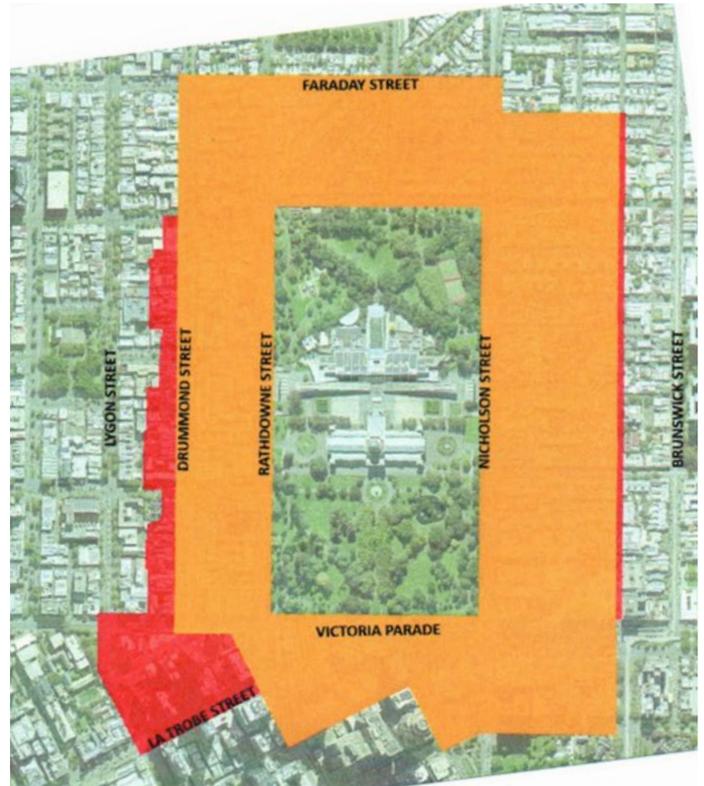


Figure B: Original WHEA boundary (orange) and extended areas (red)

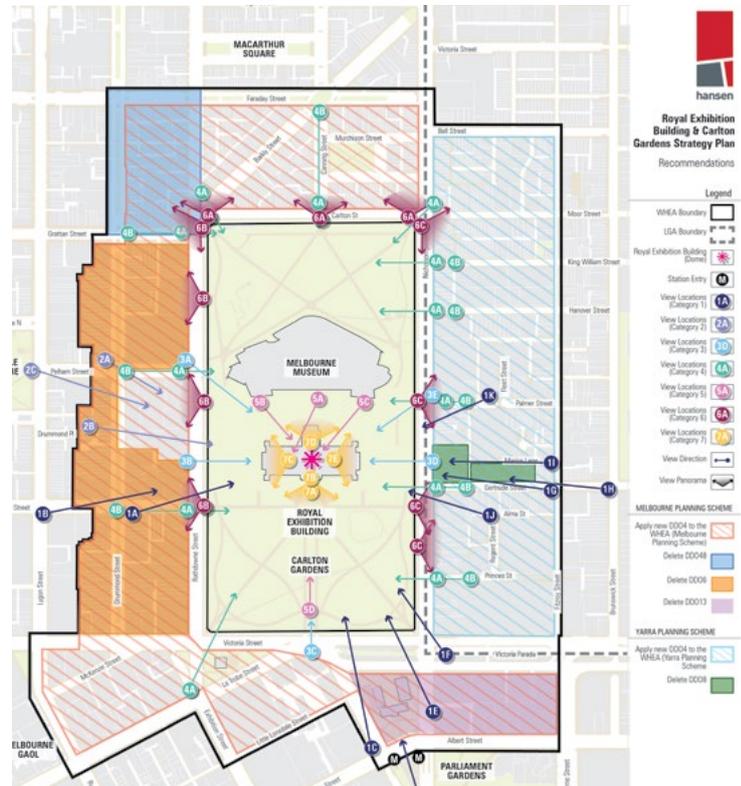


Figure C: Built form controls forming part of VC251  
 (refer to Figure 9 for full size version of the above map)

## **APPENDIX 3: WORLD HERITAGE CITATION**

**APPENDIX 4:  
NATIONAL HERITAGE CITATION**

