

5.4 Areas of Greater & Lesser Sensitivity

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

5.4.1 Area of Greater Sensitivity

The area of greater sensitivity within the WHEA is illustrated at Figure 12, and is the area bordering and adjacent to the REB and Carlton Gardens site. It largely follows the title boundaries of properties located on Nicholson, Carlton, Rathdowne, Victoria, Queensberry and Gertrude streets, together with the streetscapes associated with these properties. The attributes of this more sensitive area are as follows:

- It provides an immediate, significant and largely intact nineteenth century (see Figure 11) setting and context for the World Heritage site which incorporates:
 - Residential, commercial and institutional development of heritage significance which largely addresses or provides a visual corridor to the REB and Carlton Gardens site, and preceded, was broadly contemporary with or followed the construction of the REB, the 1880/1888 exhibitions, and development of the Carlton Gardens.
 - Substantially intact nineteenth century streetscapes which retain and display a comparatively high proportion of original nineteenth century form and fabric including 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; high proportion of iron palisade fences; and zero or shallow front setbacks with gardens. Public infrastructure includes some bluestone pitched road and lane surfaces, and kerbs. Plane trees are common street plantings.
 - Substantial areas of two-storey with some three-storey, nineteenth century development which provides a contrast in scale to the prominent Royal Exhibition Building.
 - 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.
- It includes a number of key heritage buildings (from the nineteenth and early twentieth centuries) 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.
- It provides significant views into the REB and Carlton Gardens site including direct and generally unencumbered views to the REB, dome and garden setting from bordering/abutting streets, depending on where the viewer is standing.

- It provides significant proximate views/vistas to the REB dome from Queensberry and Gertrude streets and Marion Lane to the east and west; from the north ends of Spring and Exhibition streets; from the east end of Latrobe Street; and from Victoria Parade immediately east of the junction with Nicholson Street.
- It is visible from the REB and Carlton Gardens site whereby the views out reinforce the understanding and appreciation of the original nineteenth century context of the REB, and its largely intact nineteenth century setting.

5.4.2 *Area of Lesser Sensitivity*

The area of lesser sensitivity within the WHEA (see Map 3, Appendix A of the Heritage Council Report) shares some of the attributes of the more sensitive area including the nineteenth century built form. The area of lesser sensitivity also includes a number of key heritage buildings (from the nineteenth and twentieth centuries), which while not necessarily having a strong visual relationship with the REB, help demonstrate aspects of historical development within the area of geographical proximity to the REB and contribute to the character of the setting. The area includes properties in the vicinity of the REB and Carlton Gardens site, in the southern portion of the WHEA and northern edge of the CBD and East Melbourne, which are not of heritage significance and may be subject to future development.

ROYAL EXHIBITION BUILDING & CARLTON GARDENS WORLD HERITAGE ENVIRONS AREA STRATEGY PLAN

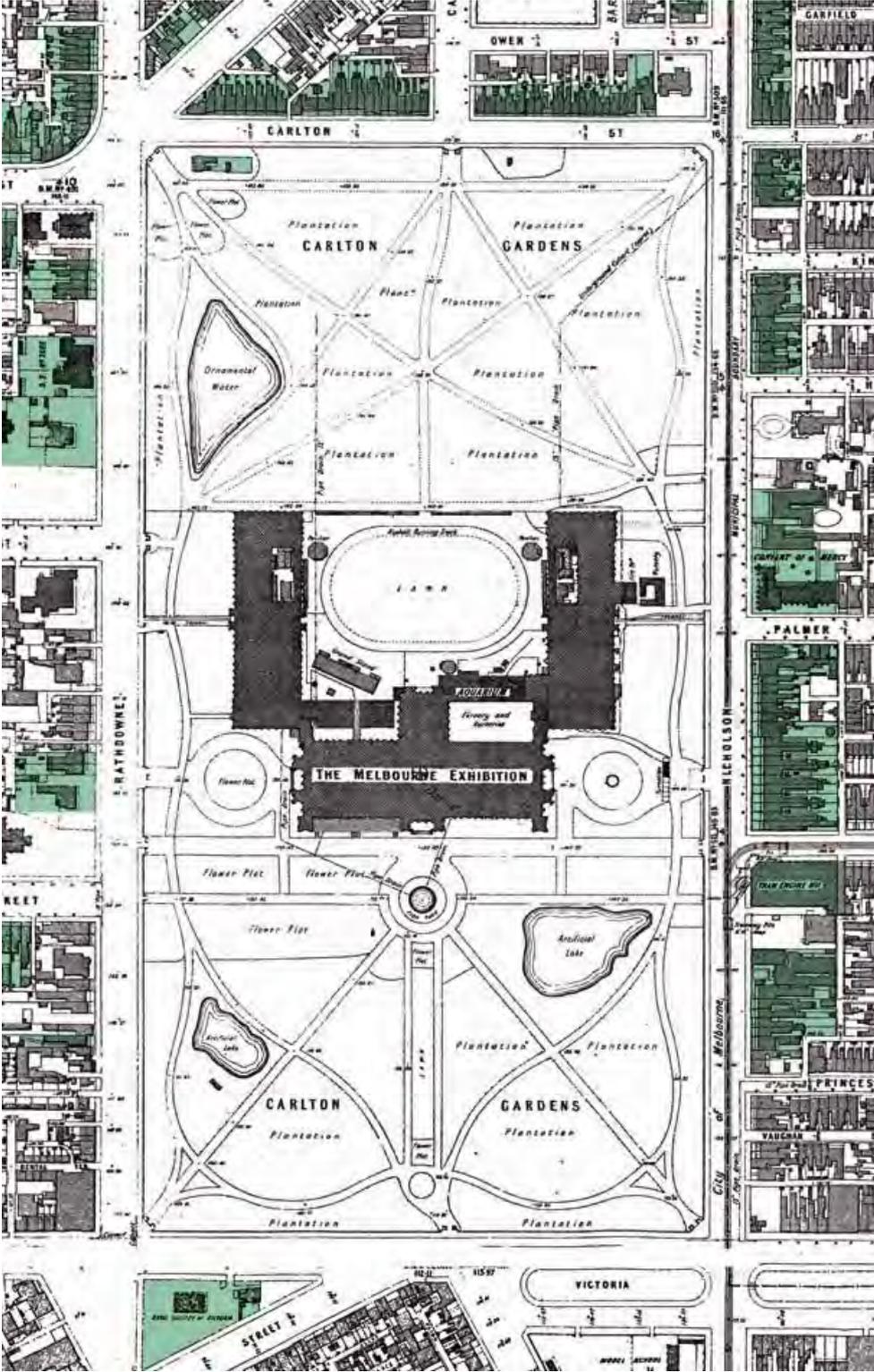


Figure 11 Plan, based on an amalgamation of historic MMBW plans, indicating (in green) extant nineteenth century properties in proximity to the REB site (in the area of greater sensitivity). Note: not all extant nineteenth century development in the WHEA is indicated in this plan.

6.0 Strategies for Future Management and Statutory Protection of the WHEA

In accordance with Section 62L of the *Heritage Act 1995 (Vic)*, the Minister for Planning must amend the planning schemes of the cities of Melbourne and Yarra in order to:

- identify the WHEA;
- give effect to the strategies outlined below; and
- remove or modify provisions of the planning schemes that are inconsistent with the approved Plan.

6.1 Heritage Overlay and Policy

6.1.1 WHEA Heritage Overlay Precinct

It is proposed that the planning schemes of the cities of Yarra and Melbourne be amended to include a 'World Heritage Environs Area' Heritage Overlay precinct in the respective Schedules to the Heritage Overlays. The precinct should be confined to the area of greater sensitivity in the WHEA as described above and illustrated at Figure 12. It largely follows the title boundaries of properties located on Nicholson (east), Gertrude, Carlton (north), Rathdowne (west), Queensberry and Victoria (south) streets, together with the streetscapes associated with these properties.

The precinct includes land and properties currently within Melbourne's Carlton Heritage Overlay precinct (HO 1) and Yarra's South Fitzroy Heritage Overlay precinct (HO 334). The 'World Heritage Environs Area' precinct will continue to demonstrate and share the heritage values and aspects of significance which are attributed to the South Fitzroy and Carlton precincts. The Statement of Significance for the 'World Heritage Environs Area' precinct is articulated below.

The relevant provisions, considerations and decision guidelines at CL. 43.01 'Heritage Overlay' will apply to the precinct, as will the City of Melbourne's CL 22.05 'Heritage Places Outside the Capital City Zone', and the City of Yarra's CL. 22.02 'Development Guidelines for Heritage Places'. Melbourne's CL. 22.04 'Heritage Places within the Capital City Zone' will also cover a portion of land in the southern area of the precinct. In addition, a new local policy 'Development Guidelines for Heritage Places in the World Heritage Environs Area' and 'Heritage Places within the World Heritage Environs Area' shall be inserted into the Yarra and Melbourne planning schemes respectively to apply to land within the World Heritage Environs Area. These respective policies shall reference the Strategy Plan and include the 'Precinct Objectives and Policy' as set out below.

The areas of the WHEA which are outside the proposed 'World Heritage Environs Area' precinct (the area of lesser sensitivity) include land and properties in the existing Carlton Heritage Overlay precinct (HO 1), South Fitzroy Heritage Overlay precinct (HO 334), together with properties included in the Victorian Heritage Register and properties without heritage controls.

ROYAL EXHIBITION BUILDING & CARLTON GARDENS WORLD HERITAGE ENVIRONS AREA
STRATEGY PLAN

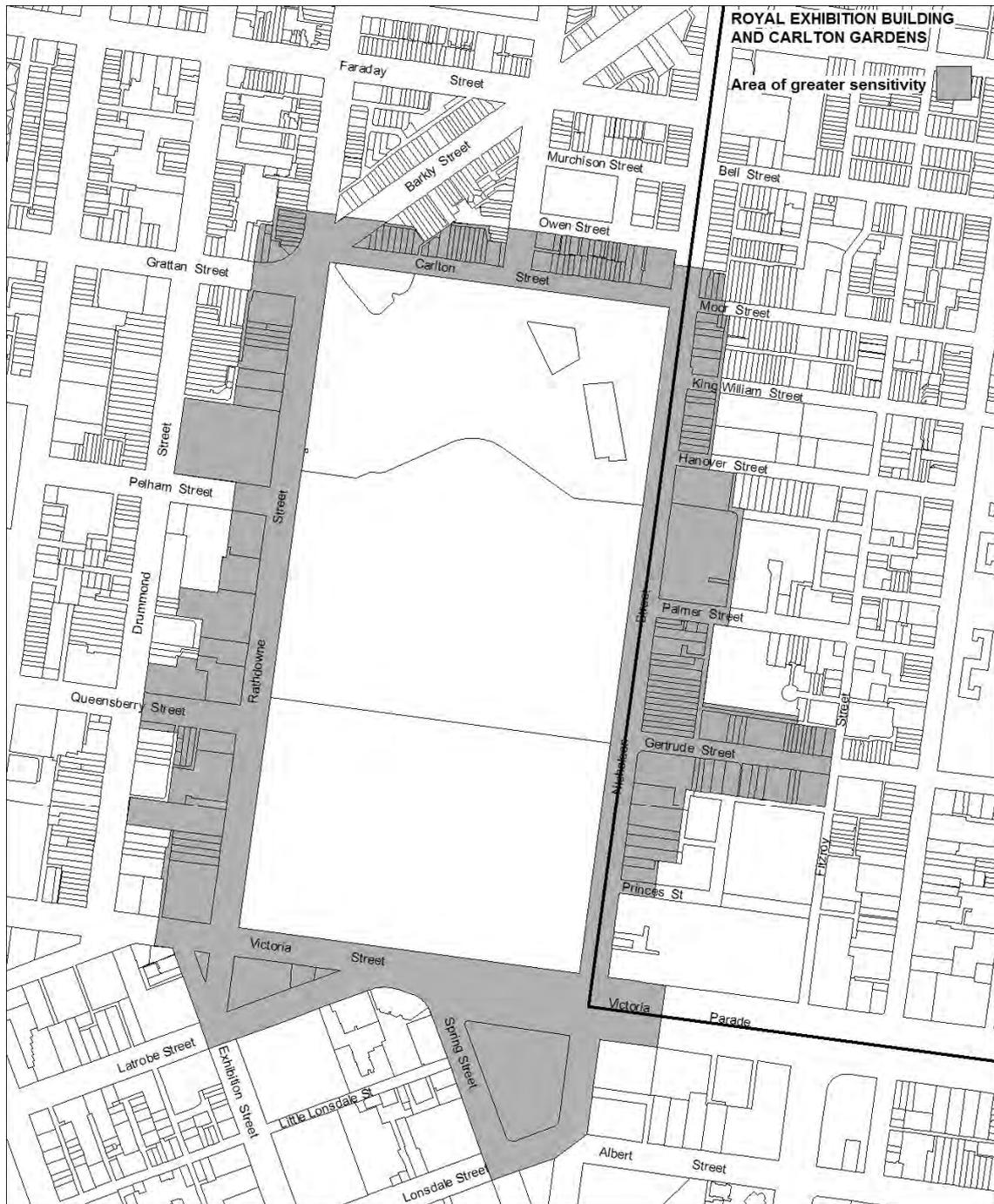


Figure 12 Map illustrating area proposed for inclusion in the Heritage Overlay as the 'World Heritage Environs Area' precinct (being the area of greater sensitivity).

World Heritage Environs Area Precinct Citation

Statement of Significance

What is Significant?

History

The World Heritage Environs Area Precinct generally borders and is adjacent to the Royal Exhibition Building (REB) 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.

The western and northern areas of the precinct are located in Carlton where the subdivision and sale of land for private development commenced in the 1850s. Carlton Gardens, which were first envisaged by Charles Joseph La Trobe as early as 1839, remained largely undeveloped until about 1855, when improvements were made to a design by Edward La Trobe Bateman. The REB was constructed in the gardens in 1879-1880, to house the international exhibition of 1880. The gardens were selected because they provided the desired park-like setting for the building, 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.

Land surrounding parks and gardens in Carlton, including Carlton Gardens, attracted higher quality residential development in the nineteenth century. Rathdowne Street also attracted some institutional uses in the later nineteenth and early twentieth centuries, including churches, schools and hospital uses. By the 1890s, the majority of Carlton exhibited a largely tight and orderly subdivision pattern including a network of small laneways. In the precinct, this subdivision pattern is still particularly evident along Carlton Street. In Rathdowne Street, infill development began encroaching at the south end in the 1970s.

The eastern area of the precinct is located in Fitzroy, which was originally known as 'Newtown' and was one of the first areas of Melbourne to be developed outside the original town reserve. Subdivision of Fitzroy was somewhat haphazard due to the first allotments of the late 1830s being large (between 12 and 28 acres) and subsequently subdivided without restriction. Victoria Parade and Nicholson Street were Government roads of this era, which helped to provide a framework for a more regular pattern of subdivision in adjacent areas. Private roads, including Gertrude Street were also created, some of which had inconsistent widths and alignments. Gertrude Street was one of the first non-Government streets to be laid out by landowners in Fitzroy and became one of the most important non-Government streets in South Fitzroy, mainly because its original line and length were extended by a number of successive land owners and subdividers in contrast with the disparate pattern of

subdivision and street layout which developed in other allotments in South Fitzroy. The ad hoc subdivision and increasingly smaller allotments also resulted in the construction of sub-standard housing in Fitzroy, eventually remedied by the *Melbourne Building Act* of 1849 which required the use of better quality building materials and practices. Royal Terrace in Nicholson Street is an outstanding example of terrace housing from the 1850s, and is the largest early terrace building surviving in Melbourne. During the 1860s and 1870s development was consolidated, with more substantial premises replacing earlier structures, including on Nicholson Street. Cable trams were introduced to Gertrude and Nicholson streets in the 1880s, facilitating 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, the former expanding over many decades to become one of inner Melbourne's largest hospital complexes, although the majority of the hospital's landholdings and facilities are not within this precinct.

The southern area of the precinct 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.

Description

Rathdowne Street today is a mix of institutional, residential and commercial development, and is comparatively less intact than Nicholson Street in terms of nineteenth century form and character, particularly south of Pelham Street. At the north end of the street (in relation to the REB site) the former Lemon Tree Hotel has a notable curved façade to the intersection of Rathdowne and Grattan streets, and adjoins two-storey brick terrace rows to either side (on Rathdowne and Grattan streets). A four-storey infill building on the opposite corner of Rathdowne and Grattan streets (249 Rathdowne Street) abuts another row of two-storey terraces (239 Rathdowne Street and 233-237 Rathdowne Street). Carlton Gardens Primary School (201-231 Rathdowne Street, 1884) and the Sacred Heart Church complex (199 Rathdowne Street, c. 1897) are north of Pelham Street, and are prominent heritage buildings in the Rathdowne Street context, the prominence and visibility enhanced by the twin domed towers of the church building. The three-storey brick former St Nicholas Hospital nurses' home is also prominent, albeit sandwiched between infill four-storey office and residential developments. The southern portion of Rathdowne Street retains some two-storey nineteenth century brick terraces (25-27 Rathdowne Street and 107-109 Rathdowne Street). The former Presbyterian Manse also remains at 101 Rathdowne Street (c.

1868, VHR H0017). A large and prominent infill residential tower on the corner of Rathdowne and Queensberry streets dominates the street in this area, rising to 15/16 above ground levels; it is also very visible from within the REB site. The Cancer Council building is located on the corner of Rathdowne and Victoria streets.

Queensberry Street, extending west from the REB site between Rathdowne and Drummond Streets, is an important approach to the REB and 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 and is also located within the precinct. Development along the north side of this part of Queensberry Street is low-scale mid twentieth century infill.

Carlton Street, bordering the north of the REB site, is a highly intact nineteenth century residential streetscape, including development from the mid-nineteenth century. The eastern portion of the street has 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 House 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.

Nicholson Street retains a comparatively high level of intactness and rich detailing in terms of nineteenth century form and character, including lower scale development typically located north of the St Vincent's Hospital complex. It is also characterised by a mix of two-storey with some three-storey residential development, including terraces and larger dwellings of individual significance, as well as the aforementioned institutional sites. The southern end of the street is dominated by the St Vincent's Hospital complex of buildings. 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-nineteenth century residential development, and are also prominent buildings within the streetscape. Between Royal Terrace and Palmer Street are a number of terrace rows dating from the later nineteenth century. To the north of Palmer Street is the Convent of Mercy and Academy of Mary Immaculate chapel and school (88 Nicholson Street, c. 1850 and later, VHR H0507), which was built in stages and is another prominent property. Cairo Flats (VHR H1005), located on the corner of Hanover Street, departs from the nineteenth century character, being constructed in 1936. Between Hanover and Moor

streets are a number of two-storey, brick terrace rows; a notable Victorian Italianate dwelling is located on the corner of King William Street (c. 1862, VHR H0539).

Gertrude Street, extending east from the REB site between Nicholson and Fitzroy Streets, is an important approach to the REB and 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 nineteenth and early twentieth centuries, with some modestly-scaled infill, mostly on the north side.

Victoria Parade (east of Spring Street) and Victoria Street (west of Spring Street) has an important relationship to the REB site in that it acts as the interface between the Carlton Gardens to the north and city development to the south. It is also a wide thoroughfare which, combined with its proximity to the REB site, provides considerable opportunity for views into the REB site, including axial views to the building along the tree-lined avenues in the South Gardens. The Royal Society of Victoria building and domestic-scale caretaker's cottage (with weather station, 1-9 Victoria Street, c. 1858, VHR H0373), sited on a wedge of land bounded by Victoria, Latrobe and Exhibition streets, provide some nineteenth century character to this area of the precinct. The Royal Australasian College of Surgeons property (250-290 Spring Street, c. 1934, VHR H0870) is additionally located in this area of the precinct. Large and prominent contemporary towers, including office and residential development, also address Victoria Street, at the corners of Nicholson, Spring and Latrobe streets.

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 park-like setting, central location and size (64 acres/26 hectares). The subsequent upgrading of the gardens further augmented their attractiveness which, together with the prominence and visibility of the Exhibition Building,

helped enhance the status of this area within the local Carlton and Fitzroy contexts.

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.

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 form and fabric, including substantial areas of two-storey, with some three-storey residential and commercial development. The streetscapes 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. 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.

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.

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 nineteenth century context and significant setting of the REB.

6.1.2 *Local Policy*

A new local policy 'Development Guidelines for Heritage Places in the World Heritage Environs Area' and 'Heritage Places within the World Heritage Environs Area' shall be inserted into the Yarra and Melbourne planning schemes respectively to apply to land within the World Heritage Environs Area. These respective policies shall reference the Strategy Plan and include the 'Precinct Objectives and Policy' as set out below.

The objectives and policy for the 'World Heritage Environs Area' precinct have regard to the significance and attributes of the precinct, and to actions and activities within the precinct which have the potential to impact on or erode the World Heritage values of the Royal Exhibition Building and Carlton Gardens.

The objectives are to:

- Protect significant views and vistas to the REB and Carlton Gardens.
- Maintain and conserve the significant historic character (built form and streetscapes) of the area.
- Ensure new development in the precinct has regard to the prominence and visibility of the Royal Exhibition Building and Carlton Gardens.

It is policy to:

- Retain and conserve significant and contributory heritage buildings (as defined by the respective planning schemes) within the area, including contributory fabric, form, architectural features and settings, to assist with maintaining the heritage character of the setting and context of the Royal Exhibition Building and Carlton Gardens.
- Retain and conserve the valued heritage character of streetscapes within the precinct, to assist with maintaining the heritage character of the setting and context of the Royal Exhibition Building and Carlton Gardens.
- Retain the predominantly lower scale form of development in the precinct which provides a contrast to the dominant scale and form of the Royal Exhibition Building.
- Avoid consolidation of allotments in residential areas of the precinct, which will result in the loss of evidence of typical nineteenth century subdivision and allotment patterns.
- Protect direct views and vistas to the Royal Exhibition Building, dome and gardens from bordering/abutting streets; and other views and vistas to the dome available from streets within the precinct including Gertrude and Queensberry streets, Marion Lane, the north ends of Spring and Exhibition streets, Nicholson Street near the junction with Victoria Parade, the east end of Latrobe Street, and in Victoria Parade immediately east of the junction with Nicholson Street.

- Discourage the introduction and proliferation of permanent structures and items, such as shelters, signage (other than for historic interpretation purposes), kiosks and the like, around the perimeter of the Royal Exhibition Building and Carlton Gardens site in order to:
 - avoid impacts on the presentation of the REB site, including impacts on axial views along treed allees and avenues within the gardens; and
 - minimise inappropriate visual clutter around the perimeter of the REB site.

These objectives and policies should be considered in conjunction with the relevant and applicable statutory heritage provisions of the *Environment Protection and Biodiversity Conservation Act 1999 (Cth)*, and the *Heritage Act 1995 (Vic)*.

In addition to the above, it is also proposed that the City of Yarra's local policy CL. 22.02 'Landmarks and Tall Structures' be amended to make reference to the landmark qualities of the REB. The objective of the policy is:

To maintain the prominence of culturally valued landmarks and landmark signs.

The policy also states that views to the silhouette and profile of culturally valued landmarks should be protected to ensure they remain as the principal built form reference.

The 'Design Response' notes that:

New buildings within the vicinity of the following [specified] landmarks must be designed to ensure the landmarks remain as the principal built reference.

It is proposed that CL. 22.02 be amended to include specific reference to protecting views to the Royal Exhibition Building dome from the footpath on the south side of Gertrude Street and along Marion Lane. The dome is visible along Gertrude Street, from near the junction with Gore Street, typically in view above the properties on the north side of Gertrude Street including through (where not concealed by vegetation) the open space/south setback on Gertrude Street to the public housing towers between Napier and Brunswick streets.

6.1.3 *Amend South Fitzroy Heritage Overlay Precinct Citation*

Yarra Planning Scheme

It is recommended that to assist with conserving the valued heritage character and attributes of the WHEA in the area outside the 'World Heritage Environs Area' precinct, the existing citation for the South Fitzroy precinct (HO 334) be amended by the City of Yarra to include a reference to the proximity to the REB, and adjacency to the WHEA, and to state the contributory importance of the nineteenth century development and character of the precinct to the broader setting and context of the REB. The importance of the views and vistas of the REB from within the precinct should also be stated. The latter includes views to the dome from Gertrude Street, outside the area of greater sensitivity.

6.1.4 *Prepare Citation for Carlton Heritage Overlay Precinct*

Melbourne Planning Scheme

It is recommended that to assist with conserving the valued heritage character and attributes of the WHEA in the area outside the 'World Heritage Environs Area' precinct, a

citation be prepared by the City of Melbourne for the Carlton precinct (HO 1) which includes references to the significance of the REB within the Carlton context, and the proximity of the REB to the precinct, and states the contributory importance of the nineteenth century development and character of the precinct to the broader setting and context of the REB site including the WHEA. The importance of the views and vistas of the REB from within the precinct, but outside the area of greater sensitivity, should also be stated.

6.1.5 *Reference Documents*

It is proposed that this Strategy Plan be included as a Reference Document to the new 'Development Guidelines for Heritage Places in the World Heritage Environs Area' in the Yarra Planning Scheme and the 'Heritage Places within the World Heritage Environs Area' policy in the Melbourne Planning Scheme. It is further proposed that this Strategy Plan be included as a Reference Document at CL 21.11 'Reference Documents' in the Yarra Planning Scheme and to the relevant Design and Development Overlays in the respective planning schemes.

6.2 **Municipal Strategic Statements**

It is proposed that the following amendments be made to the respective Municipal Strategic Statements (MSS) of the cities of Melbourne and Yarra.

6.2.1 *City of Melbourne*

CL 21.05 'City Structure and Built Form' details objectives and strategies for built elements within the City of Melbourne. Under CL 21.05-2 it is proposed that reference be made to the REB and Carlton Gardens, including views to the REB.

CL 21.08 'Local Areas', at CL 21.08-7 'Carlton', makes reference to the importance of the Royal Exhibition Building and Carlton Gardens, including a strategy relating to protecting views of the World Heritage listed Royal Exhibition Building.

It is proposed that under the heading 'Carlton', and following the paragraph which reads 'Carlton has many intact heritage places. Its historic buildings and streetscapes are highly valued. Historic places such as the Royal Exhibition Building and the surrounding Carlton Gardens, which have world heritage listing, Newman College and Melbourne General Cemetery are of national significance', the following text be inserted:

The 'World Heritage Environs Area' (WHEA) surrounds the World Heritage listed Royal Exhibition Building and Carlton Gardens, Carlton. The WHEA, which includes land within Carlton, Melbourne and East Melbourne, acts as a 'buffer zone' for the World Heritage property and provides a setting and context of significant historic character for the World Heritage property.

It is further proposed that CL 21.08-1 'Central City' and CL 21.08-5 'East Melbourne and Jolimont' be updated to make reference to the WHEA.

6.2.2 *City of Yarra*

CL 21.02 'Municipal Profile' in the Yarra MSS identifies heritage as an important component of Yarra's built form. It is proposed that the following text be inserted into this clause:

The 'World Heritage Environs Area' (WHEA) surrounds the World Heritage listed Royal Exhibition Building and Carlton Gardens, Carlton. The WHEA, which includes land within South Fitzroy, acts as a 'buffer zone' for the

World Heritage property and provides a setting and context of significant historic character for the World Heritage property.

CL. 21.05 'Built Form' contains broad objectives and strategies for managing built elements within the City of Yarra. It is proposed that the following text be inserted under 'Heritage':

Objective 15 - To protect the setting and context of the World Heritage Listed Royal Exhibition Building and Carlton Gardens.

Strategy 15.1 - Manage future development within the World Heritage Environs Area surrounding the World Heritage Listed Royal Exhibition Building and Carlton Gardens.

Strategy 15.2 - Protect views to the Royal Exhibition Building from Gertrude Street and Marion Lane through the application of the Design and Development Overlay.

6.3 Design & Development Overlay

For reasons identified in 4.4 above, views to the REB and the REB dome in particular (incorporating the drum, dome, lantern and flagpole) are an important part of the appreciation of the site. CL 43.02 of planning schemes contain Design and Development Overlays (DDOs) that guide development in specified areas to achieve a particular design or built form outcome. It is proposed that the existing DDOs applying to properties along the north side of Queensberry Street, Carlton and at 250-290 Spring Street, East Melbourne be amended as set out below. It is also proposed that a new DDO for Gertrude Street and Marion Lane, Fitzroy be introduced as set out below in order to protect important proximate views to the REB dome.

6.3.1 City of Melbourne

It is proposed that Schedule 6 to the DDO 'Carlton Area' and Schedule 13 to the DDO 'Parliament Area' be amended to insert the following 'Design objective':

To protect and manage the values of and views to the Royal Exhibition Building

The 'Table to Schedule 6' should be updated to add the following 'Outcome' to Areas 12, 13 and 14:

Views to the drum, dome, lantern and flagpole of the Royal Exhibition Building from the footpath on the south side of Queensberry Street between Lygon Street (west side) and Rathdowne Street are protected.

The 'Table to Schedule 13' should be updated to add a new area - Area 26 - that applies to land at 250-290 Spring Street and the adjacent portion of Nicholson Street. Area 26 should have a maximum building height of 15 metres (being approximately the height of the existing building at 250-290 Spring Street). The 'Outcome' for Area 26 should read:

Views of the drum, dome, lantern and flagpole of the Royal Exhibition Building from the western footpath of Spring Street, between the north west corner of Bourke Street and the south west corner of Lonsdale Street and from Spring and Nicholson Street road reserves are protected.

It is proposed that the Executive Director, Heritage Victoria be given notice of any application for buildings and works at 83 – 95 Rathdowne Street, 80 Drummond Street, the Queensberry Street road reserve or 250-290 Spring Street triggered by the DDO and that the 'Decision Guidelines' identify that the responsible authority must consider the impact on the view of the drum, dome, lantern and flagpole of the Royal Exhibition Building before deciding any such application.

6.3.2 *City of Yarra*

It is proposed that a new Schedule to the DDO be inserted into the Yarra Planning Scheme for 'Fitzroy South', being properties on the north side of Gertrude Street and Marion Lane between Nicholson and Fitzroy streets and at 50-60 Nicholson Street, Fitzroy.

The 'Design Objectives' for the DDO should be:

To protect the World Heritage values of the Royal Exhibition Building and Carlton Gardens.

To reinforce the built form character of the area as being essentially of low-rise buildings.

To protect views of the drum, dome, lantern and flagpole of the Royal Exhibition Building from the footpath on the south side of Gertrude Street and along Marion Lane, west of Fitzroy Street.

A permit should be required for buildings and works over 8.5 metres in height (being the approximate height of the majority of existing built form in the area). It is proposed that the Executive Director, Heritage Victoria be given notice of any application for buildings and works triggered by the DDO and that the 'Decision Guidelines' identify that the responsible authority must consider the impact on the view of the drum, dome, lantern and flagpole of the Royal Exhibition Building before deciding any such application.

6.4 Places in the Victorian Heritage Register (VHR)

A number of places within the World Heritage Environs Area 'Area of Greater Sensitivity' are included in the VHR under the provisions of the *Heritage Act* 1995. It is recommended that the Heritage Council prepare and approve amendments to the Statements of Significance and Permit Policies for these places to ensure the contributory role they play within the WHEA is adequately considered in the assessment of permit applications.

APPENDIX 1 CITATIONS

UNESCO's World Heritage website includes the following 'Brief Description' and 'Justification for Inscription' for the Royal Exhibition Building and Carlton Gardens.

Brief Description

The Royal Exhibition Building and its surrounding Carlton Gardens were designed for the great international exhibitions of 1880 and 1888 in Melbourne. The building and grounds were designed by Joseph Reed. The building is constructed of brick and timber, steel and slate. It combines elements from the Byzantine, Romanesque, Lombardic and Italian Renaissance styles. The property is typical of the International Exhibition movement which saw over 50 exhibitions staged between 1851 and 1915 in venues including Paris, New York, Vienna, Calcutta, Kingston (Jamaica) and Santiago (Chile). All shared a common theme and aims: to chart material and moral progress through displays of industry from all nations.

Justification for Inscription

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.

The Australian Heritage Database includes the following (more comprehensive) citation/statement of significance in relation to the World Heritage values:⁵

Statement of significance

The Royal Exhibition Building and Carlton Gardens have outstanding universal value as a rare surviving manifestation of the International Exhibition phenomenon of the late nineteenth and early twentieth centuries - a phenomenon that embodied ideas and processes that have profoundly affected modern societies. The Building and Gardens, used for the international exhibitions of 1880 and 1888, are unique in having maintained authenticity of form and function through to the present day.

The International Exhibition phenomenon reflected a dynamic and transitional phase in modern history, which saw the growth and spread of the benefits of industrialisation in the form of technological advancements and social progress, the transmission of ideas and cultural values around the world, and the rapid development of an extensive international economy. The exhibitions themselves brought people and ideas together on a grand scale, in diverse locations around the world, and greatly enhanced international social and economic links. They provided a

⁵ Place Id 105143; Place File no. 2/11/033/0235.

mechanism for the world-wide exchange of goods, technology, ideas, culture and values, and heralded a new era of trading networks and the modern international economy. The exhibitions were a spectacular shopfront for the industrial revolution, which shaped some of the greatest global social and economic transformations.

Despite the great impact of the International Exhibition phenomenon, relatively few physical manifestations of it remain. These include the buildings and grounds that housed the exhibitions, and the exhibits themselves. They are tangible parts of the world's heritage that connect us to a significant stage in human history.

Of the many impressive buildings designed and built to hold these exhibitions, such as England's Crystal Palace, few survive, and of those surviving, even fewer retain authenticity in terms of original location and condition. The Royal Exhibition Building, in its original setting of the Carlton Gardens, is one of these rare survivors. It has added rarity, however. The Royal Exhibition Building was purpose-designed to be the Great Hall of the 'Palace of Industry', the focal point of international exhibitions. It is the only surviving example in the world of a Great Hall from a major international exhibition. Furthermore, it has retained authenticity of function, continuing to be used for its original purpose of exhibitions and displays even today. This is a building to be treasured – a representative of the spectrum of international exhibition buildings that are now lost to the world.

The Royal Exhibition Building and Carlton Gardens has further value in being broadly representative of the themes and architectural characteristics shared by structures and sites used for international exhibitions. These include many of the important features that made the exhibitions so dramatic and effective, including axial planning, a dome, a great hall, giant entry portals, versatile display spaces, and complementary gardens and viewing areas. The scale and grandeur of the building reflects the values and aspirations attached to industrialisation and its international face. The Royal Exhibition Building and Carlton Gardens have outstanding universal value as a tangible symbol of the International Exhibition phenomenon for all these reasons.

Official value: C (II) 'Important interchange of human values'

The Royal Exhibition Building, in its original setting of the Carlton Gardens, is an outstanding surviving manifestation of the International Exhibition movement of the nineteenth century and early twentieth century. This movement both reflected and promoted the developments in technology and the associated great international growth in trade and industrialisation that occurred in the later part of the nineteenth century, and laid the foundations of modernism and the economic structures of the twentieth century. International exhibitions were also nodes for the international interchange of the human values associated with these economic and social changes, such as those of progress, learning, and emerging nationalism. They had a moral as well as an industrial purpose.

The Royal Exhibition Building, a rare and outstanding example of a Great Hall that exhibited manufactured goods and technologies from a significant international exhibition, stands as an exceptional testimony to this interchange of human values and developments in technology and industrialisation that were fundamental to the International Exhibition movement.

The International Exhibition phenomenon spread through Europe and much of the world from the middle of the nineteenth century. In addition to the practical role of promoting trade and exchange of developments in technology, the International Exhibitions were designed to showcase the achievements of the nineteenth century industrial age and the benefits of being part of the new international economy. In effect, the International Exhibitions were the 'shopfront' of the Industrial Revolution.

Set typically within complementary landscaped gardens, the Royal Exhibition Building was a venue for that important interchange of human values, a characteristic of the International Exhibition phenomenon at the apex of the Industrial Revolution. The International Exhibitions provided an early opportunity for the mass international exchange of technological developments and ideas that would have a dramatic effect on economic, social and cultural life. Many exhibitions were held in the United States and Europe; others, reflecting the international reach of the movement and the values it represented, were held in colonies and emerging nations in Asia, Australasia, Central America, South America, the Caribbean and Africa. Progress, industrialisation and a sense of 'brotherhood' were all linked.

The International Exhibition movement, typified by the Royal Exhibition Building, also exhibited the interchange of values relating to nationalism and progress. While International Exhibitions were an opportunity for colonies or nations to demonstrate to the world their achievements in the science and arts, and their economic power, they were also venues for the presentation of social and cultural values, such as personal and national industry, which were seen to be part of a universal progress that technology could provide. The Royal Exhibition Building represents these concepts of nationalistic pride and competition on the one hand, and the perceptions of utopian ideals and internationalism on the other.

Education and its connection to scientific, cultural and technological development was another value being promoted. The International Exhibitions were both market-places and centres of learning: many had explicit educational purposes. Each exhibition event celebrated humanity's innate curiosity about the world, ingenuity and belief in the family of nations reaping the benefits of scientific and cultural progress. The exhibition movement reflected the nineteenth century's passionate interest in the acquisition of knowledge and using it for the betterment of mankind. 'Industry is a means and not an end' (Huxley 1881 in Johnson 1964: 357). These beliefs and aspirations were implicit in the selection of material culture on display. Huge numbers of exhibition visitors embraced these messages and shared them upon their return home.

Ideas and values were disseminated through the display and promotion of developments in industrial technology, manufactured goods, the arts and cultural tableaux. A key value was the utopian concept of civilising progress through technological advancement (Pearson & Marshall 2002: 34). The industrial revolution was perceived in the nineteenth century, as stated by Samuel Smiles, to enable 'the betterment of the species' (Briggs 1983: 190).

The significance of the Royal Exhibition Building against this criterion relates to it being a symbolic representation of the central and catalytic role of the International Exhibition movement in fostering the development and adoption of industrialisation and new technologies throughout the world, and the associated social and cultural values and ideas that were transmitted to societies in a process of internationalisation.



Figure 21 Distant view to the dome from west along Queensberry Street (at junction with Lygon Street).



Figure 22 Distant view to the dome from south along Spring Street (at junction with Little Collins Street).

Views from within Carlton Gardens



Figure 23 View looking south from within REB site.

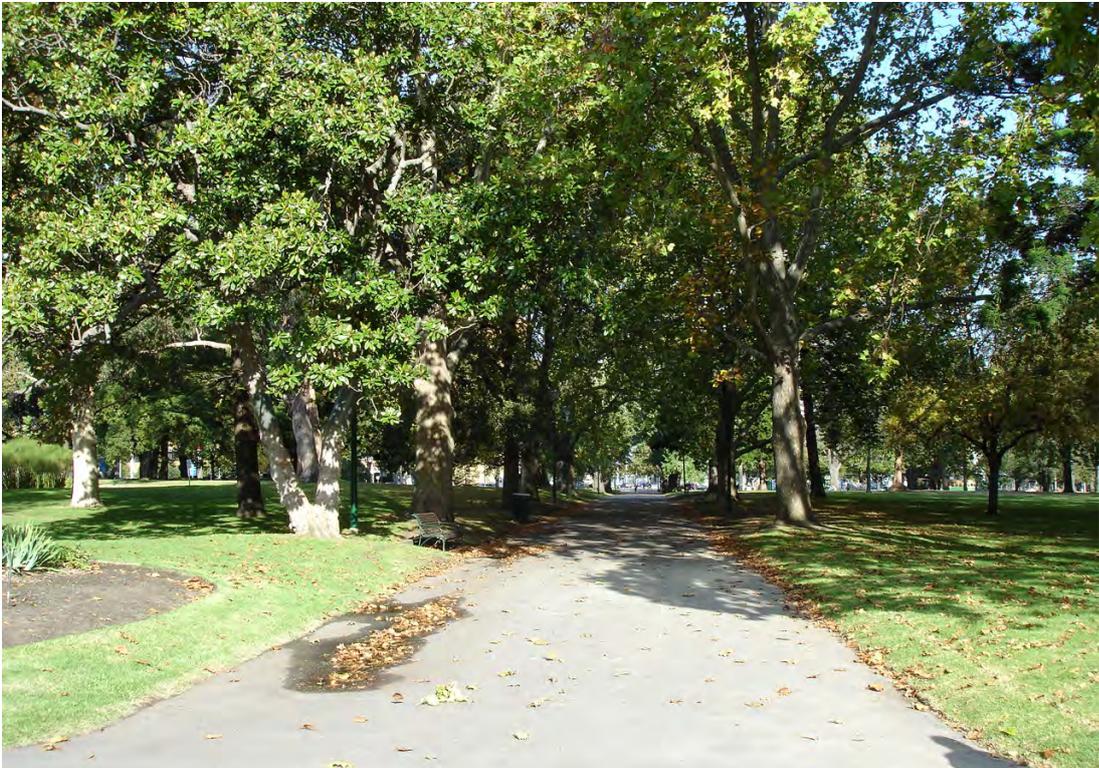


Figure 24 View looking south from within REB site.