



THE SHRINE OF
REMEMBRANCE

Managing the
significance of
the Shrine

A Planning Scheme
Reference Document

July 2013

Prepared by Message Consultants Australia Pty Ltd with input from Lovell Chen.

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CONTENTS	3
EXECUTIVE SUMMARY	4
1 INTRODUCTION	6
1.1 Background	6
1.2 Purpose	7
1.3 Approach	8
2 THE SHRINE AND ITS CONTEXT	9
2.1 Location	9
2.2 Siting	9
2.3 Current redevelopment	12
2.4 Study areas	12
3 SIGNIFICANCE OF THE SHRINE	13
3.1 Historical significance	13
3.2 Architectural significance	14
3.3 Aesthetic significance	15
3.4 Social significance	15
4 HOW THE SHRINE'S SIGNIFICANCE IS PERCEIVED	21
4.1 Aspect Vistas	23
4.2 Prospect views	25
4.3 Sense of place	27
5 HOW THE SHRINE'S SIGNIFICANCE COULD BE COMPROMISED	29
5.1 Aspect view intrusions	29
5.2 Prospect view impacts	32
5.3 Secondary building impacts	36
6 EXISTING CONTROLS AND POLICY	38
6.1 Heritage controls	38
6.2 State Planning Policy Framework (SPPF)	39
6.3 Local Planning Policy Frameworks (LPPF)	39
6.4 Built form controls	40
7 MODELLING POTENTIAL IMPACTS	52
7.1 Three-Dimensional modelling	52
7.2 What the technical analysis shows	58
7.3 Key outcomes	59
8 RECOMMENDED APPROACH	62
Recommendation 1: State Planning Policy	62
Recommendation 2: Local Planning Policy	62
Recommendation 3: Type of control	62
Recommendation 4: Heights	63
Recommendation 5: Shrine Vista Computations Manual	65
Recommendation 6: Secondary built form considerations	65
Recommendation 7: Referrals and notification	65



This report has been prepared to inform the preparation of planning provisions within the Melbourne, Port Phillip and Stonnington Planning schemes designed to protect the significance of the Shrine of Remembrance as Victoria's most important place of remembrance and commemoration.

The report provides a summary of the Shrine's significance and how this significance is perceived through views to and from the Shrine building as well as sensory experience within the Shrine Reserve. It provides analyses of the impact of built form and how this is managed by the existing framework of planning controls around the Shrine.

The analyses are based on an understanding of how we perceive the built environment and draws on best practice from around the world in protecting views to important buildings, as well as urban design theory about how humans read buildings and built form. The technical analyses used 3-D modelling of various scenarios and investigated viewlines from a number of

key viewpoints to build a picture of existing and potential impacts and their relationship with existing planning controls within the three relevant planning schemes.

The report suggests that there are three main ways in which the significance of the Shrine could be compromised:

- By foreground and background (silhouette) intrusions into the axial views from the state library;
- By building height impacting the context and sense of place of the Shrine; and
- By secondary built form amenity impacts such as reflectivity, shadows, signs and winds.

The investigations found that the use of the Shrine Vista Control (which is derived from the Shrine Vista Computations Manual) has successfully protected the vista to the Shrine down Swanston Street and St Kilda Road. However, buildings in the background of this vista affect the Shrine's prominence in views from points along this axis and there is a need to amend existing planning controls to ensure

that this effect is not made worse. In addition, the scale of some buildings in proximity to the Shrine Reserve, to the south and west, have an overbearing impact because of their height and so the height of future buildings needs to be managed to protect the unique sense of place of the Shrine. The analyses also showed that there is a lack of consistency in existing planning controls and policy, in relation to views as well as the secondary impacts mentioned above.

The results of these investigations were that, whilst historic and existing planning controls have largely been successful in protecting the Shrine vista, the increasing pressure for development in the area means that a more sophisticated set of planning controls is required to protect the overriding significance of the Shrine and Shrine Reserve. Amended planning controls should protect a wider range of viewpoints against a range of built form impacts, providing greater certainty for the development industry and the public and a more consistent approach across the three planning schemes that cover the Shrine and its wider context.

Recommendations are set out in detail in Section 7 of the report and are summarised below:

- The State Planning Policy Framework should be amended to specifically identify the Shrine as Victoria's largest and most important war memorial and include objectives to protect and conserve its cultural significance.
- The Local Planning Policy Frameworks in the City of Melbourne, Port Phillip and Stonnington Planning Schemes should be amended to reference the State significance of the Shrine and its landmark qualities. They should include specific objectives and strategies on how to manage the land to guide the decision-making process.

- Design and Development Overlays (DDOs) are considered the preferred planning tool to manage built form around the Shrine, but these need to be modified to remove inconsistencies between their expression and application in the Cities of Melbourne, Port Phillip and Stonnington.
- The recommended approach to building heights suggests mandatory height limits in proximity to the Shrine to the west, south west and south and discretionary preferred heights covering the wider context. These are shown in Figure 8.1 (on page 64).
- The Shrine Vista Computations Manual must be correctly and consistently applied across the entire computations area as a mandatory requirement within the relevant DDO controls.
- The building and works requirements of all DDO provisions for the area west of St Kilda Road should be updated to include reflectivity/glare, signs, wind and overshadowing considerations.
- Notification and referral arrangements for the Shrine of Remembrance Trustees should be amended to recognise the mandatory controls recommended for areas in proximity to the Shrine and to reduce the administrative burden.

These recommendations are based on considerable technical analysis. This analysis is not reproduced in detail within the report but rather the approach and key findings are explained, using illustrative material from the analysis where necessary.

The Shrine of Remembrance ('the Shrine') is the pre-eminent place of remembrance in Victoria and is of great historical, architectural, aesthetic and social significance.

This report has been prepared to inform the development and application of planning controls and planning policy relating to the protection of the Shrine within the Cities of Melbourne, Port Phillip and Stonnington Planning Schemes.

The report is based upon a detailed review of relevant planning controls around the Shrine that was undertaken in 2012 by Message Consultants and Lovell Chen. It summarises the findings of this work and provides an overview of the significance of the Shrine, how this significance is perceived, the potential built form threats to the Shrine and its setting, and the rationale for implementing consistent planning controls to protect the significance of the Shrine.

1.1 BACKGROUND

A review of planning controls around the Shrine of Remembrance was initiated following the discovery of an apparent oversight in the pre-existing height controls for a site at 312-322 St Kilda Road in 2008.

A subsequent City of Melbourne Planning Permit Application 2008/0758 for a large building on the site triggered Melbourne Planning Scheme Amendment C125, which sought to introduce discretionary 60 metre height controls to the land.

In 2009, the then Minister for Planning established a Planning Advisory Committee (PAC) to concurrently consider the proposed amendment and the planning permit application.

The Advisory Committee's recommendations were:

- To refuse the permit application due to unreasonable impact on the cultural significance of the Shrine of Remembrance.
- For Heritage Victoria to consider reviewing the Shrine's Statement of Significance to address the impact of external development on the cultural significance of the Shrine.
- That Amendment C125 be approved subject to changes.

Amendment C125, which lapsed in April 2010 and was replaced by Ministerial Amendment C155 to the Melbourne Planning Scheme, introduced Design and Development Overlay DDO58 to establish mandatory 60m (71m AHD) height and 20m setback controls on this site.

Following the PAC's recommendations, the Statement of Significance for the Shrine was updated in 2009 and The Shrine Conservation Management Plan (CMP) was also renewed and updated in 2010. One of the recommendations of the revised CMP was that a review of the existing planning controls be undertaken with the objective of ensuring that future development in the surrounding areas does not detrimentally impact on the Shrine.

A process was also initiated by the Department for Planning and Community Development (DPCD) along with stakeholders, to resolve the issue of development and building envelope controls around the Shrine. This report summarises the work undertaken on behalf of the Shrine Trustees, describes the key issues considered and the overall rationale for built form controls designed to better manage and protect the significance of the Shrine of Remembrance.

1.2 PURPOSE

Most places of ‘reverence’ in our cities are enclosed structures such as churches, cathedrals or temples. The act of contemplation or reflection is controlled by the architecture of the building and the ceremonies performed within its walls.

In the case of the Shrine, the act of contemplation and reflection largely occurs outside the building, on its forecourt or within the memorial gardens that surround it. For the Shrine Reserve, the management of these external spaces and their context requires a framework that is not always under the jurisdiction of the Shrine of Remembrance Trustees. This is why the planning framework needs to carefully consider the impact and consequence of external influences upon the place of the Shrine.

The overriding purpose of this report is to explain the amended planning controls that have been recommended for the Shrine environs and the reasons for these, based on the technical analysis undertaken.

There are broadly three types of planning controls that seek to protect the significance of the Shrine, they are:

1. Heritage provisions that manage the Shrine and its immediate setting (the Shrine Reserve);
2. Vista controls that protect the axial views down Swanston Street and along St Kilda Road to the Shrine (based of the Shrine Vista Computations Engineering Manual, June 1986, Melbourne Metropolitan Board of Works E-023); and

3. Height and setback controls on new buildings, generally to the north, west and south of the Shrine (mainly in the form of Design and Development Overlays).

This report is primarily concerned with the second and third set of controls, although the application of these provisions is underpinned by the heritage significance of the site.

Planning controls around the Shrine are largely administered by four responsible authorities: the City of Melbourne, City of Port Phillip, the City of Stonnington and the Minister for Planning (where applications exceed 25,000sqm in the City of Melbourne). The boundaries of the municipalities in relation to the Shrine, are shown in **Figure 1.1**

One of the aims of the work to review controls and policy is to ensure a consistent approach to managing development in the area.

The review of planning controls around the Shrine was commissioned because high-density development is encroaching on the once low-scale context where the Shrine was built. The analysis undertaken and the amended controls that flow from this primarily seek to ensure two things:

- That new buildings do not encroach on the axial views to the Shrine along Swanston Street and St Kilda Road from the north
- That further development on the western and south-western quarter of the Shrine does not result in building mass, bulk and height that detrimentally affects the context of the Shrine.

Figure 1.1
Municipal boundaries
around Shine

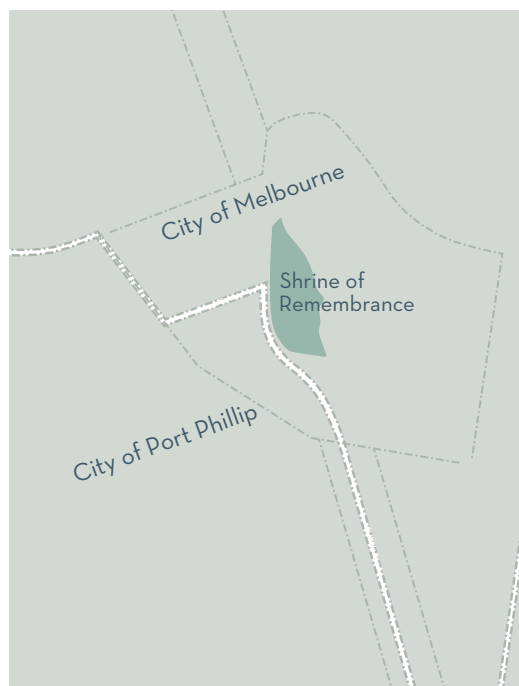


Figure 1.1

Other issues have also emerged such as the presence of advertising signage on tall buildings overlooking the Shrine forecourt, as well as reflectivity and wind, but these are considered as secondary to the two principal issues.

In a growing city where the principles of urban consolidation are encouraged there is no doubt that there will be further pressure for significant development that could affect the Shrine. Therefore the planning measures that manage the Shrine and its surrounds will need to be adapted to ensure they retain efficacy in recognising and protecting the significance of this place.

1.3 APPROACH

The focus of the study that underpins this report was on the issues of building height, bulk and mass and how they affect the cultural significance of the Shrine.

The methodology for assessing these issues has been to:

- Identify the study area
- Confirm the significance of the Shrine, particularly in relation to the revised Statement of Significance, 2009
- Identify the extent of the current controls
- Analyse the existing built form and height in the Shrine environs and determine what is acceptable and unacceptable in terms of the significance of the Shrine
- Model the effect of potential built form and its impact on the significance of the Shrine
- Assess the consequences of these potential changes
- Identify any modifications required to existing controls



Reference to the Shrine within this report includes all land and elements as defined in the Victorian Heritage Register (VHR) Statement of Significance. It comprises the whole of the Shrine Reserve including structures and landscaping, although with a primary focus on the Shrine building and surrounding forecourt areas.

2.1 LOCATION

The Shrine Reserve is bounded by Domain Road to the south, St Kilda Road to the west and ANZAC Avenue to the north. The eastern side of the Reserve is bordered by a recreational reserve on the southern side, and Birdwood Avenue further north. An aerial photograph showing the Shrine's location is at **Figure 2.1**.

The location of the Shrine building within the reserve emphasises its significance as a special place, separated from surrounding streets by the formally landscaped Reserve. The building sits atop the gently rising topography of the Reserve where it is visible in key axes including from Swanston Street in the central city to the north and from St Kilda Junction to the south.

2.2 SITING

The Shrine building sits on a terraced base at the highest point within the Shrine Reserve, with a cruciform forecourt area to the north, on the western side of which is the Cenotaph and eternal flame. This is where most formal ceremonies are conducted.

The topography of the Shrine Reserve and the siting of the Shrine are important to its wider prominence and visibility. A plan of the reserve is at **Figure 2.2**.

The surrounding grounds slope quite steeply down to the site boundaries on the western side and more gently elsewhere. To the west of St Kilda Road, the land is comparatively flat, with the most significant gradient occurring between the Shrine itself and the western edge with St Kilda Road.

The following description of the Shrine Reserve is taken from the CMP:

“The Shrine Reserve consists of a large, roughly trapezoid-shaped area of land, which is orientated in a generally north-north-westerly direction. The land rises to a substantial hill in the middle of the southern half of the site, the surrounding grounds slope quite steeply to the site boundaries on the western side at St Kilda Road and more gently elsewhere. The Shrine of Remembrance itself is located at the top of this hill. Major axes radiate out from the monument to the north, south, east and west. Those to the north, east and south are defined by avenues of trees, long stretches of lawn and roadways. The northern axis projects from the Shrine across a large cruciform forecourt in direct alignment with St Kilda Road and Swanston Street. Small secondary curving diagonal paths radiate out from the Shrine, these generally being sealed with asphalt. Landscaping largely consists of plantings of mature trees set in open lawns, with a number of smaller monuments located to the east and west of the Shrine and in the southwest corner of the Reserve.”

The Shrine, with its spacious and serene setting, connected by strong axial vistas down St Kilda Road to the Central Business District (CBD), is a remarkable example of an Australian war memorial. The Shrine and its isolated setting create a unique atmosphere of reverence and respect – a sanctuary in a bustling city. Its elevated siting and St Kilda Road location enhance the building's presence within the city from numerous vantage points. It is a pre-eminent landmark both in terms of its design and its cultural and historic significance.

Figure 2.1
Aerial photograph showing Shrine's location and context



Figure 2.1

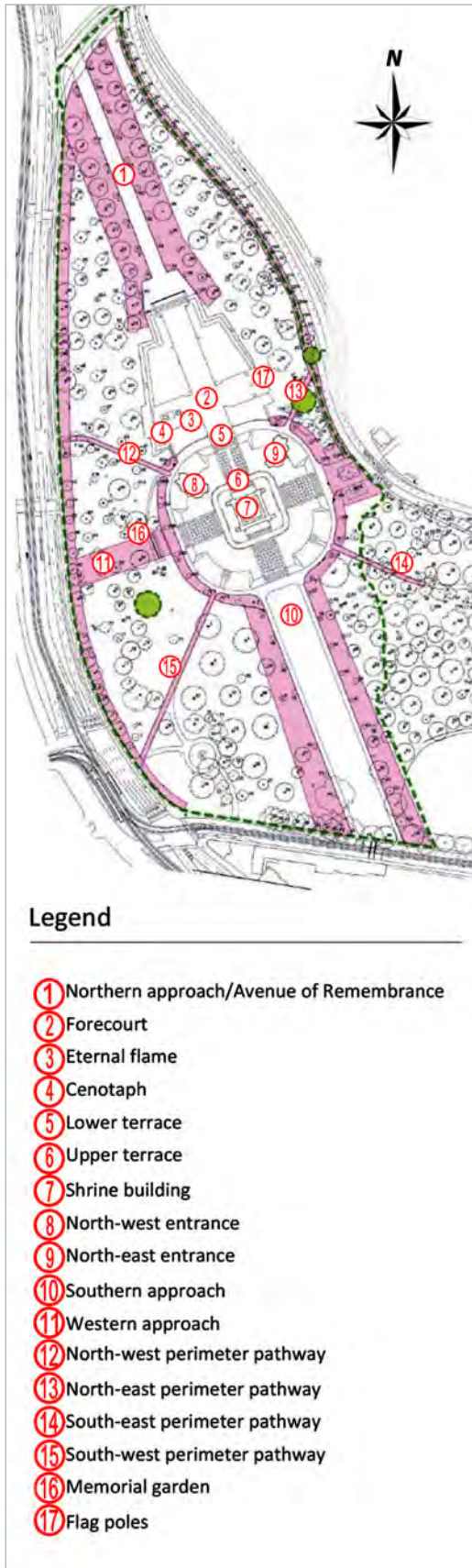


Figure 2.2
Plan of Shrine Reserve
and photographs
showing raised position

Figure 2.2

Figure 2.3
Study Areas

2.3 CURRENT REDEVELOPMENT

In April 2013, the State Government approved a plan to provide additional exhibition space and educational facilities beneath the Shrine. Work commenced on the site in early 2013 and it is anticipated that the development will be completed in 2014.

The redevelopment includes work within the undercroft as well as two new courtyard entrances on the south-east and south-west of the Shrine building, which are mirror images of those to the visitor centre on the north-west and north-east side.

2.4 STUDY AREAS

The purpose of the study is to consider the setting around the Shrine as well as distant views to it from the north and south. The study areas for this work are defined in the Conservation Management Plan and are shown at **Figure 2.3**:

- **Area 1** – covers the Shrine and its immediate surrounds. To the east of St Kilda Road and north of Domain Road the area includes the parklands of the Shrine Reserve, the Royal Botanic Gardens, Melbourne Observatory and Government House. To the south it includes the Melbourne Grammar School, to the east of which is a low-scale residential heritage precinct. West of St Kilda Road, Area 1 comprises a mix of low and high-density built form accommodating a variety of uses. North of Coventry Street is the Victoria Barracks. Directly west of this is relatively low-scale residential development, with the scale of development increasing in height as it moves towards Kings Way. South of Coventry Street is large-scale residential and commercial development predominantly in the form of high-rise towers.

- **Area 2** – is concerned with the longer range views along the Swanston Street/St Kilda Road corridor. St Kilda Road is a grand promenade, celebrated with regular spacing of plane trees which line each side of the road and the median dividing the service road. Views along this axis are controlled by the Shrine Vista Control. The area covered by this control angles to the east on the south side of the Shrine, off the boulevard axis, so as to maintain a ‘straight line’ vista down Swanston Street to St Kilda Junction.

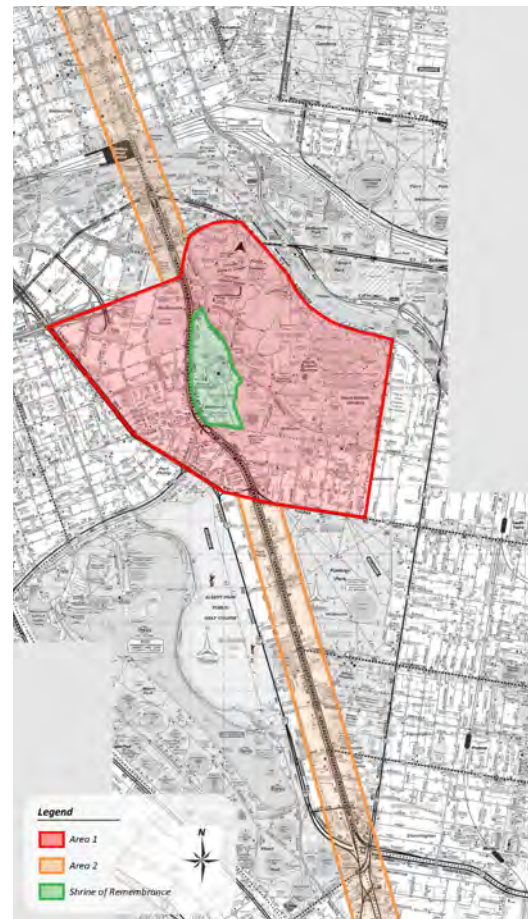


Figure 2.3

3 SIGNIFICANCE OF THE SHRINE

The VHR Statement of Significance provides the primary reference to the significance of the Shrine. It recognises the Shrine as significant due to its value across four key categories: historic, architectural, aesthetic and social. The Shrine's significance is experienced through both tangible and intangible elements - through the physical fabric of the place, its setting and the events and activities that occur there. This section broadly describes how each category of significance is demonstrated or experienced.

3.1 HISTORICAL SIGNIFICANCE

The Shrine commemorates important historical events and has itself developed strong historical importance as a place of remembrance and reverence. The VHR Statement of Significance notes:

“The Shrine of Remembrance is of historical significance as a memorial that demonstrates the devastating impact of World War One on the Australian nation. As the largest and most important war memorial in Victoria, it reflects the community's need for a public expression of grief and of commemoration for the sacrifice of life in war. A vast number of memorials, in many different forms, were constructed in the State from the end of World War I and into the 1920s. When the project was conceived, Melbourne was the seat of Federal Parliament and this resulted in the grandest memorial in Australia, at least until the Australian War Memorial was built in Canberra in 1941.”¹

The historical significance and associations of the Shrine are understood in a number of ways though:

- Written documents and records
- Monuments and their inscriptions
- The visitor centre and its displays
- The presentations and interpretation of the Shrine and its setting

¹Statement of Significance, Lovell Chen 2009, page 3



Figure 3.1

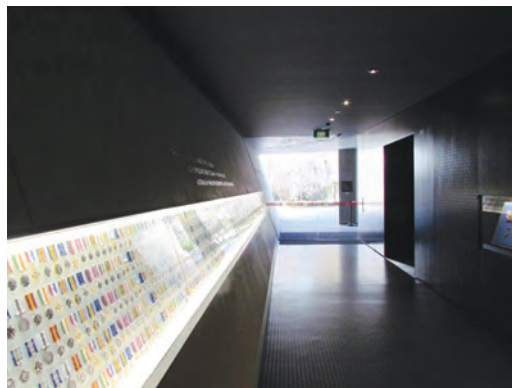


Figure 3.2



Figure 3.3

Figure 3.1
Memorial

Figure 3.2
Medals on display in
Visitor Centre

Figure 3.3
Remembrance Day
Poppies

Figure 3.4
Historic photo of Shrine,
VE Day, 1945

The historical meaning and associations of the Shrine are extensively documented and recorded, though they can also be appreciated through its design and physical fabric. This meaning is manifested in the memorials and monuments in the Shrine Reserve, the Lone Pine, as well as the building interiors, notably the key commemorative spaces of the Crypt, the Sanctuary and the Ambulatory. The contents of the building, such as the Books of Remembrance, and Regimental and Sovereign Colours, also communicate the historical associations. The associations are further reinforced by the interpretive and educational displays within the building.

Although the historical meanings and associations of the place are largely internal to the site itself or embodied in research materials, the overall presentation of the place and views to and from it underlie and inform the continuing essence of that history.



Figure 3.4

3.2 ARCHITECTURAL SIGNIFICANCE

The Statement of Significance for the Shrine recognises its architectural importance as a large and imposing memorial (one of seven erected in Australia between 1925 and 1941). The Shrine's classically derived and monumental design, prominent siting and strong axiality from all directions, use of Australian materials, and specific details, all contribute to the value of its design.

The form of the Shrine draws on classic Greek influences with a stepped pyramidal roof form, Doric columned porticoes to the north and south and a large finial which combine to give the symbolic impression of a tomb, temple and monument. The Shrine sits atop a series of terraces and includes balconies at the upper levels. It is clad in pale grey granite from Tynong Quarry with original stone sculptures that are integral to the overall design.

The architecture of the Shrine was conceived to deliver an imposing building, set apart from the wider city with an elevated aspect that gave it prominence and gravitas. This report considers how the intrusion of larger buildings into the setting of and views to the Shrine impact on how the architecture of the Shrine is read within its context.



Figure 3.5



Figure 3.6

Figure 3.5
View of Shrine and forecourt at the time of completion of the WWII memorial (Source: The National War Memorial of Victoria: An Interpretive Appreciation (1934))

Figure 3.6
Current aerial view from the north-east

3.3 AESTHETIC SIGNIFICANCE

The Shrine's aesthetic significance is described in the Statement of Significance and relates to its design in its landscape setting. Features of this include the array of war memorials and plantings, its standing and experiential qualities as a place of ceremonial purpose, the axial and formal qualities, and its separateness and grandeur, heightened by its isolated and elevated site. The experience of the Shrine within the landscaped setting, set apart from the hard forms and activity of the city beyond the Reserve, is important to preserve.

This report considers how planning controls should protect this experience from excessive building height and mass in the surrounding area, particularly to the west.

3.4 SOCIAL SIGNIFICANCE

The social value and associations of the Shrine are evident in the history of public support for its establishment, and throughout its evolution as a place of commemoration and reflection.

The Statement of Significance notes:

"The Shrine of Remembrance is of social significance as the pre-eminent war memorial in the State. It has provided a focus for public events, a gathering place, and place for private reflection since its completion in 1934."

Since its completion and dedication in 1934, the Shrine has been a memorial, a symbol, and a focus for remembrance and contemplation for Victorians and visitors. It is Victoria's pre-eminent war memorial and a focal space for commemoration and recognition (both public and private) of the many Australians who served in armed conflicts since the Great War. It has also played an important role in educating the community about the events it commemorates.

Figure 3.7
ANZAC DAY March
along Swanston Street
and St Kilda Road to the
Shrine forecourt

Figure 3.8
Image of parade on
Remembrance Day

There are currently four main categories of use of the Shrine and its grounds:

1. Formal memorial services
2. Official small-scale ceremonies which take place at memorials within the grounds
3. Informal visitation by individuals and small groups for private remembrance mainly in the memorial gardens
4. Individuals and groups including school children who visit the exhibitions and displays mainly within the Shrine building

This report considers how the perception of significance can be affected by built form around the Shrine during these different kinds of use.

The two primary formal services take place on ANZAC Day (25 April) and Remembrance Day (11 November).

3.4.1 Formal ceremonies

Anzac Day

The ANZAC Day dawn service commences at 6.00am on the Shrine of Remembrance forecourt. It attracted an estimated 45,000 people during the service in 2013. The official wreath laying takes place between 8.15am to 8.30am and commences on the forecourt and concludes in the Sanctuary. Members of the public may lay wreaths after the official wreath laying.

The ANZAC Day march commences at 9.00am in Swanston Street near the Little Bourke intersection and parades along St Kilda Road to the beginning of the processional walk past the Bhutan Cypress and up to the forecourt (see Figure 3.7). The ANZAC Day Commemorative Service is conducted at 1.00pm on the forecourt.

Remembrance Day

On Remembrance Day there is a mid-morning service and short parade from ANZAC Avenue where it connects to the processional entry to the Shrine forecourt. The Remembrance Day march is conducted on the forecourt, including a parade prior to the formal service, with marching along the northern axis to the forecourt (**Figure 3.8, 3.9, 3.10** images).



Figure 3.7



Figure 3.8



Figure 3.9



Figure 3.10

Figures 3.9 and 3.10
Images of parades on
Remembrance Day

Figure 3.11 and 3.12
'eyes right'



Figure 3.11



Figure 3.12

As the parades approach the forecourt, opposite the Cenotaph and eternal flame, the parade command 'eyes right' turns all parade members' eyes to the Cenotaph and the eternal flame (Figures 3.11 and 3.12). The gathered crowds leave a clear path to the eternal flame.

Ceremonial use of the Shrine

The ANZAC and Remembrance Days Parades utilise all the site planning and design elements that the original planners employed to ensure

the ceremony around remembrance is delivered with dignity and respect. The forecourt forms the sacred ground during formal ceremonies, save for the Dawn Service, with only selected officials and members of the march permitted access. Figures 3.13 and 3.14 demonstrate how marching formations use the axuality of the forecourt, the Cenotaph and flagpoles to focus their procession.

Whilst the ANZAC and Remembrance Day events are the principal ceremonial occasions, a number of other parades use the Shrine Reserve including Vietnam Veterans Day, Reserve Forces Day, the Boer War Service and the National Servicemen Parade.

The social significance of the Shrine is heavily influenced by perception of built form within its context. Views to the Shrine building from the forecourt as well as the sense of tranquillity and distance from the wider city are key elements of the human experience.



Figure 3.13

Figure 3.13
Legacy Day 2012



Figure 3.14

Figure 3.14
ANZAC Day Dawn
Service 2012

Figure 3.15
Plan of typical
ceremonial use of the
Shrine forecourt



Figure 3.15



Figure 3.16

The sense of sacred ground and reverence is epitomised by the experience of the Dawn Service on ANZAC Day.

The dawn service takes place in autumn. The air is often chilly and morning mists are sometimes evident. The city is quiet but waking.

Approaching the Shrine, you enter an arena of silence where even a whisper is out of place. The Shrine stands as a sombre, powerful silhouette against the breaking dawn.

The voice of a lone storyteller gently punctuates the early morning reverie with tales of courage and sacrifice – a dignified narrative. Thoughts of the city below are left behind. One after another, these stories unfold, creating and building a sense of reverence and commemoration that connects to the inherent purpose of this place. A minute's silence heightens the solemnity of the occasion.

The peals of 'Last Post' resound through the quiet of the morning, signalling the end to the service. As the sun rises, city buildings, trees and the memorial grounds are bathed in the gold of morning light and the crowd of people hailing from diverse backgrounds, nationalities and walks of life, slowly drift away to reflect on the meaning of what they have just experienced.

4 HOW THE SHRINE'S SIGNIFICANCE IS PERCEIVED



The Statement of Significance says:

*"The features of the Shrine's purpose, design and setting enhance its perception as a culturally significant place that provides opportunities for individual contemplation and reflection, for solemn group ceremonies and to educate the community about the events it commemorates."*ⁱⁱ

Throughout history, designers have used certain time honoured techniques to define the special function or nature of significant buildings and places. These techniques are exemplified by the siting and design of the Shrine, and other significant buildings of the world.

For example, the Parthenon sits on a knoll above Athens – a dominant structure that is easy to read from most parts of the City. It is simple and elegant in form at a distance, and crafted and detailed in close proximity, as is the Shrine.

Emperors, kings, popes, archbishops, dictators, conquerors and worshippers have all used elevated sites and monumental building forms against the open background sky, and wide isolated garden settings framed by axial plantings or building alignments to establish the significance of buildings and place.

These techniques are used to identify places that play special roles within a city. They work because they engage our sense of perception. They influence and condition how we recognise landmarks as well as how we perceive and appreciate these landmarks.

Recognition and appreciation of place is a multi-sensory experience. In the case of the Shrine, the senses of sight, sound and smell all contribute to an appreciation of the place as special.

Each sense gives us different degrees of information:

- Sight is information rich and allows us a quick assessment of our surrounds
- Sound is information poor but emotionally rich, permitting a slower assessment but deeper connection
- Smell is more information poor than sound but even more emotionally rich

Because we read the environment holistically, rather than as individual components, we use all of our senses to gain information about our surrounds and to make a qualitative judgement on our surrounding environment.

The perception and appreciation of the Shrine as a place of significance is realised through the following design features, which influence our senses:

- Visibility from multiple locations (sight)
- Spatial prominence of the Shrine and its setting (sight)
- Design contrast of the Shrine to its surrounds (sight and sound)
- Formalised landscaped settings (sight, sound and smell)

The Shrine's visibility from multiple locations is enhanced through its elevated siting and is realised through the axial design, which extends into the outer street network. The major boulevards of St Kilda Road and Swanston Street, as well as Bank Street, maintain axial views and alert viewers to the significance of the place.

The spatial setting of the landscaped grounds allows visitors to move away from the city into a comparatively serene environment. Moving into the Shrine Reserve, the city's distractions and visibility become subservient to the Shrine; the focus of the senses shifts and one becomes aware of the Shrine's isolation.

ⁱⁱ Statement of Significance, Lovell Chen 2009, page 3

Figure 4.1
Aspect vista to Shrine
from the north



Figure 4.2
Prospect view from
Shrine looking west



Figure 4.3
Eternal flame
contributes to sense of
place



Figure 4.3

Figure 4.2

The large formalised landscaped setting of the Shrine heightens its sense of purpose. It is evident to viewers that the landscaped grounds are carefully designed and managed to enhance the Shrine.

Recognition of these influences essentially relies on three intended elements of the siting and design of the Shrine and its grounds:

- 1. Aspect views** - inward views to the Shrine that establish and reinforce its landmark status, particularly along the Swanston Street, St Kilda Road axis
- 2. Prospect views** - outward views from the Shrine that were an important aspect of its original design and today help to define the context of the place relative to yet separated from the city
- 3. Sense of place** - the experience of the Shrine largely within its grounds, and its setting as a place of cultural meaning and reverence, its associations and commemorative purposes.



Figure 4.4



Figure 4.5

Figure 4.4
View south down
Swanston Street from
State Library

Figure 4.5
View east along Bank
Street to Shrine

4.1 ASPECT VISTAS

Aspect vistas are typically longer views that are directed or channelled. They help us navigate a city and provide legibility, creating clear sight lines to a destination and orientating the journey. Vistas can be a stationary experience from a particular vantage point, or one through which we move.

Aspect vistas help us to recognise important buildings and landmarks and, for the Shrine in particular, they provide a connection to the past. The key aspect vistas towards the Shrine are the view along Swanston Street and St Kilda Road from the north and the view along Bank Street, South Melbourne from the west.

The aspect vista to the Shrine from the north along Swanston Street and St Kilda Road is protected by the Shrine Vista Control. It has two purposes: to prevent buildings encroaching on the view corridor along this axis, and to prevent structures encroaching on the built

form and silhouette of the Shrine seen along the Swanston Street/St Kilda Road axis.

The axial view along Bank Street is protected within the Port Phillip Planning Scheme.

The prominence and significance of the Shrine are achieved by protecting and maintaining these aspect vistas.

Examples of well-known aspect vistas include:

- View looking south along Brunswick Street to St Patrick's Cathedral, Melbourne (**Figure 4.6**)
- View looking north-west up the Champs-Élysées towards the Arc de Triomphe, Paris (**Figure 4.7**, Source: Wikipedia)
- View looking south-west along The Mall towards Buckingham Palace, London (**Figure 4.8**, Source: Wikipedia)
- View looking north east along Anzac Parade to Parliament House, Canberra (**Figure 4.9**, Source: Google Earth)

Figure 4.6

View looking south along Brunswick Street to St Patrick's Cathedral, Melbourne



Figure 4.6

Figure 4.7

View looking south-west along The Mall towards Buckingham Palace, London (Source: Wikipedia)



Figure 4.7

Figure 4.8

View looking north-west up the Champs-Élysées towards the Arc de Triomphe, Paris (Source: Wikipedia)

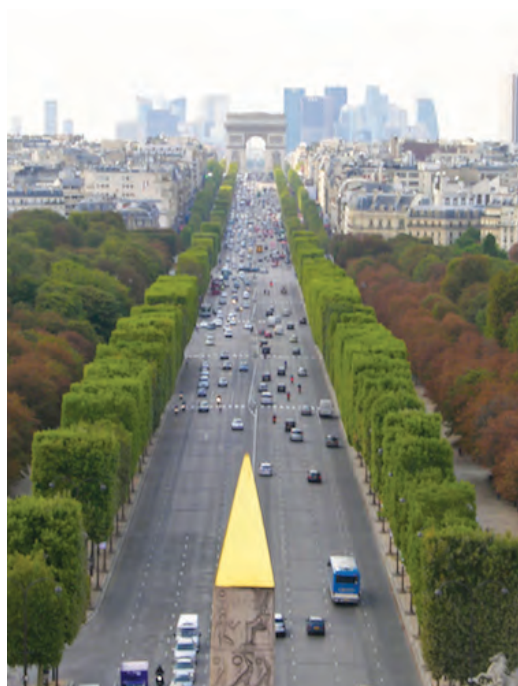


Figure 4.8

Figure 4.9

View looking north east along Anzac Parade to Parliament House, Canberra (Source: Google Earth)



Figure 4.9



Figure 4.10

An example of an aspect vista that has been compromised is the axial view looking south along Elizabeth Street towards the Flinders Street clocktower. In this case the tower no longer forms a single silhouette because its form has now been intruded upon by development within Southbank to the south (**Figure 4.10**).

Providing the function and design of a landmark remains the same and the aspect vista is protected, the landmark's role in defining a place of significance in a city will remain constant. This is a fundamental basis of the Shrine design and its siting within the Swanston Street/St Kilda Road corridor.

4.2 PROSPECT VIEWS

Prospect views relate to the outlook from a place for example, from the Shrine up Swanston Street to the north or to St Kilda Junction to the south.

Prospect views differ from aspect vistas in that the vista is not necessarily channelled or terminated but relates to a wider outlook. In the case of the Shrine, these views create a sense of separation from the built form of the city and a new perspective from a removed place. Prospect views from the Shrine Reserve establish its context within the city (see **Figures 4.11 to 4.14**). When looking out from the Shrine Reserve the presence of the city is less obtrusive and intense because the built form is masked by trees and distinguished by distance.



Figure 4.11

Figure 4.10
View down Elizabeth Street to Flinders Street Station and intrusion by development within Southbank to the south

Figure 4.11
View from the Shrine looking north-east with Government House and gardens in the foreground and the city skyline in the background

Figure 4.12

Prospect view from the Shrine forecourt looking north towards the CBD



Figure 4.12

Figure 4.13

View from the Shrine looking north-west with St Kilda Road buildings visible beyond the reserve



Figure 4.13

Figure 4.14

Looking south west from Shrine forecourt with St Kilda Road buildings in the background and Port Phillip Bay beyond



Figure 4.14

If the skyline views around the Shrine become enclosed or over-shadowed by tall buildings in the foreground, it becomes difficult to read the wider context of the Shrine. The distinctive qualities of this unique setting, and its separation from the urban environment, will be lost in deference to more imposing adjacent and nearby built form.

4.3 SENSE OF PLACE

Whereas vistas and viewpoints predominantly rely on sight, sense of place is truly multi-sensory. For example, the sense of separation of the Shrine from the city experienced in prospect views is also experienced through sound. The noise of the city seems dampened by the quiet solemnity of the garden setting. The further away from St Kilda Road and the higher the elevation, the quieter the place of the Shrine becomes. The physical, auditory and visual respite from the city's activities supports the sense of reverence and contemplation that the Shrine's prospect views create.

There are no concrete elements to a sense of place – it is totally experiential. Sense of place is perceived emotionally and viscerally, and is consequently difficult, if not impossible, to quantify. The model in **Figure 4.15** shows the aspects that contribute to sense of place.

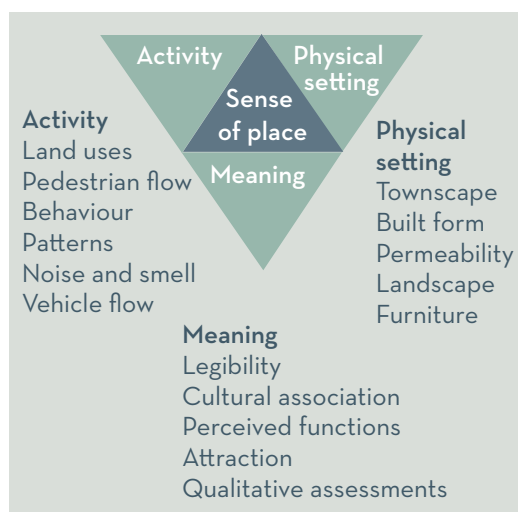


Figure 4.15

Sense of place has been expressed by Carmona as:

“A secure point from which to look out on the world, a firm grasp of one’s own position in the order of things, and a significant spiritual and psychological attachment to somewhere in particular.”ⁱⁱⁱ

Put simply, a space is turned into a place: something with an identity and meaning, which can be recognised and appreciated.

The Shrine provides a diversity of experiences. To some extent the Shrine’s sense of place is temporal and spatial and changes depending on how it is used at different times. The emotion of grand events such as parades create a more heightened sense of place compared to casual visits by people curious about the history of Australian conflict at war. Similarly, the limited visibility and low murmur of an ANZAC Dawn Service evokes a different set of senses and emotions than watching the rigidity and formality of a military march, or sitting in the gardens.

The complex mix of sensory experience makes it difficult to articulate exactly what makes the sense of place. The VHR Statement of Significance provides the following summary comment:

“The features of the Shrine’s purpose, design and setting enhance its perception as a culturally significant place that provides opportunities for individual contemplation and reflection, for solemn group ceremonies and to educate the community about the events it commemorates.”

The comfort levels that visitors experience when they move around the Reserve can also affect sense of place. Built form issues such as signs, overshadowing, glare and wind can contribute to and influence this level of comfort. Section 5 of this report outlines the sensitivities of the Shrine and describes how different elements of the site’s significance can be compromised.

Figure 4.15
Urban design factors contributing to sense of place (source: Carmona, M et al. Places, urban spaces: the dimensions of urban design)

ⁱⁱⁱ Carmona, M et al, *Public places, urban spaces: the dimensions of urban design*, Oxford Architectural Press, 2003, page 23

Figure 4.16
Elements contributing
to the Shrine's sense of
place



Figure 4.16

5 HOW THE SHRINE'S SIGNIFICANCE COULD BE COMPROMISED

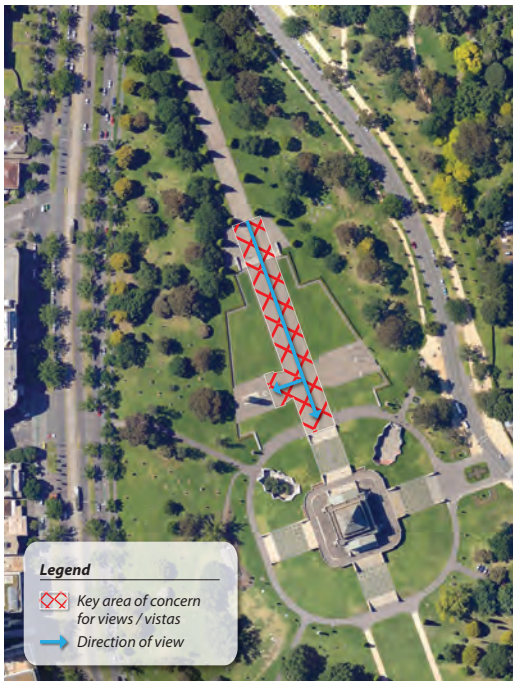


Figure 5.1



Figure 5.1
Areas of sensitivity
around the Shrine

There are three principal ways in which the significance of the Shrine could be compromised by development in the surrounding area and along the key viewing corridors. These are:

1. By foreground and background (silhouette) intrusions into the axial view corridors (aspect vistas);
2. By building heights in the vicinity of the Shrine Reserve affecting the context and the experience of the place; and
3. Through secondary built form impacts such as reflectivity, shadows, illuminated signage and winds.

Figure 5.1 shows the areas of particular sensitivity around the Shrine.

5.1 ASPECT VIEW INTRUSIONS

5.1.1 Principles

The key aspect vistas to the Shrine are along St Kilda Road and Swanston Street from the north and along Bank Street from the west. An aspect vista is also available from St Kilda Junction from the south. Axial views along these corridors are threatened if buildings are sited in ways which block or intrude upon these views.

Aspect vistas are impacted by our field of vision, the objects that frame the key views and our vantage point. The human field of vision is determined by the structure of the human eye which provides a peripheral vision of almost 180 degrees across the horizontal plane, and almost 100 degrees for the vertical plane, when looking straight ahead. This means that, while the Shrine may be the focus of the view, we can also see everything across the 180 degree horizontal plane.

Figure 5.2
Components of a terminated vista (Source: Derived from London View Management Framework)

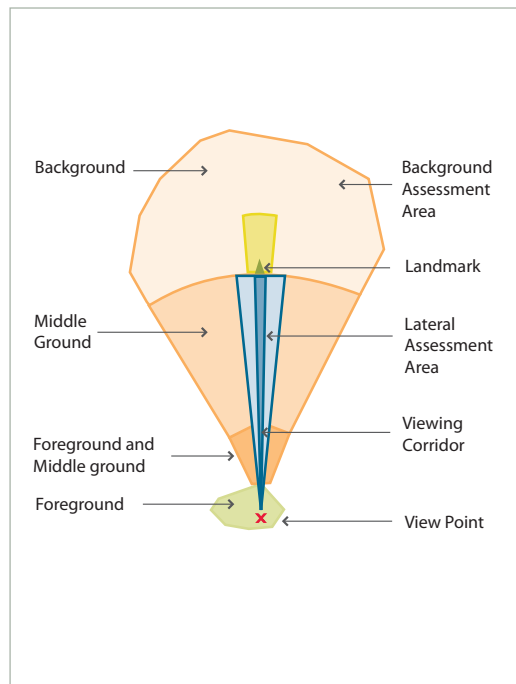


Figure 5.2

Figure 5.3
Effect of viewing point on Landmark Legibility (Source: World Heritage Environs Area Strategy Plan: Royal Exhibition Building and Carlton Gardens, DPCD, 2009)

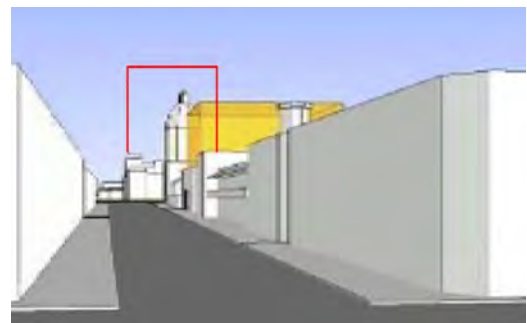
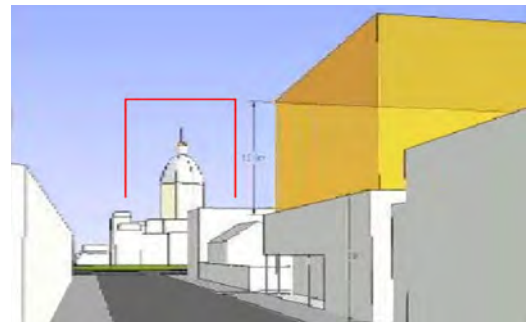


Figure 5.3

Vistas to a distant object become more focused and important when our peripheral vision is reduced and framed by buildings or regular tree planting. This phenomenon is illustrated in **Figure 5.6 to 5.8**. Even though we can see 180 degrees across the horizontal plane, the framing element (buildings or trees) will guide the eye to the Shrine and enhance its visual prominence.

The position a landmark is viewed from also affects its legibility. From a distance, our peripheral vision permits us to see the Shrine sitting within framing objects. We see the landmark contextually as one element of a wider picture. Depending on our location, the objects in the foreground, middle ground and background of the landmark change the legibility of the landmark and influence our perception. These effects have been recognised and analysed in the London View Management Framework, which identified the components of a terminated vista as shown in **Figure 5.2**.

The effect of viewing positions is demonstrated in **Figure 5.3** as analysed for the Royal Exhibition Building in Carlton. In the first viewing position, the characteristic structure of the landmark is obvious and recognisable. The isolation and relative scale of the building ensures a viewer can appreciate its significance. The yellow built form does not intrude on views to the structure.

In the second viewing position, the yellow built form obstructs the view and characteristics of the structure. Its visual isolation from other buildings is not recognisable and the legibility of its significance is diminished.

Similarly, if the view to the Shrine becomes totally enclosed the place of the memorial may become compromised. Axial views to the Shrine along the entire viewing corridor need to be protected at a range of viewing points. For example, the wider viewsheds on the Shrine forecourt have been eroded by buildings located to the southwest of the Shrine.



Figure 5.4



Figure 5.5

When moving throughout various parts of the city, the Shrine remains a prominent structure, albeit markedly changed from its original conception as the highest built form and most visible structure within this section of the city. Its prominence within the landscape results from its elevated position and the protected axial and other vistas that announce and reiterate its significance.

Travelling southward along Swanston Street from the State Library, the initial vista is narrow and framed by the buildings sited hard to the street frontage. Continuing southward past Flinders Street Station, the vista opens across the Yarra River to close again with the overarching canopies of the Plane trees, which line St Kilda Road. The landscape character of St Kilda Road and the Domain parklands to the left soften the city's hard urban fabric. Progressively, the visual connection to the Shrine becomes more apparent and the point at which the Shrine's forecourt axis intersects St Kilda Road is discernible through an avenue of mature Bhutan Cypresses. The solemn nature of the Shrine is reinforced by the memorial's separation from city noise.

Throughout the southward journey, the visual connection to the Shrine is continuous and becomes more pronounced upon approach.

The axial view corridor down Swanston Street and St Kilda Road is protected until one enters the forecourt on the north side of the Shrine, where the development of the former 'BP' building (now Domain Apartments) and the 'Adaps' building has intruded on the backdrop of the Shrine as seen from the northern forecourt (see **Figure 5.5**).

This has occurred because the view control point in the Shrine Vista computation model is nominated outside the State Library and has not recognised that from different locations within the corridor the nature of the Shrine backdrop changes. The forecourt views are important and the controls need to include an analysis of buildings from the entry to the forecourt.

Figure 5.4
View south along St Kilda Road to the Shrine

Figure 5.5
View of Shrine from the northern forecourt with building intrusions in backdrop

Figure 5.6
Framed vista



Figure 5.6

Figure 5.7
Opening out to
forecourt, background
buildings visible



Figure 5.7

Figure 5.8
Unframed vista of the
Shrine from the north.
Buildings on right
intrude into silhouette



Figure 5.8

5.1.2 Key concern: building height and bulk (south and south-west of Shrine)

The axial views to the Shrine down Swanston Street are framed by the Bhutan Cypress as parades enter the Shrine grounds. The Shrine is revealed as the only object along the vista; there is nothing but sky behind this building.

Towards the entry to the forecourt, the framing of the axial views by the Bhutan Cypress ceases and a wider perspective is encountered.

Buildings in the south and south-west quarter intrude into the spacing around the Shrine background. These intrusions should not be allowed to grow closer to the southern and south-western edge of the Shrine nor to intensify through increased height.

5.2 PROSPECT VIEW IMPACTS

5.2.1 Principles

Prospect views help us achieve an understanding of the context of the place, which is a critical and important element of the significance of the Shrine, but they do not focus on a particular object. In the case of the Shrine, these views inform our perception of separation and isolation – a monument that is at the edge of the city yet separated from it.

Prospect views from the Shrine are influenced by our field of vision, perception of the built environment and objects within the view in relation to the vantage point.

Because of our field of vision and the way in which we read the built environment as a whole, rather than as individual components, prospect views from the Shrine are essentially landscaped foregrounds against the expansive city skyline backgrounds to the north, west and south.

The objects within prospect views influence our ability to understand the context of the Shrine. If built form in close proximity to the Shrine is too tall, the buildings engulf the views. The distance between the vantage point and the building dictates this capacity for contextual reading.

When looking directly ahead, we can only really read full building heights at a distance of two times the building height. That is, despite the fact that we may be standing directly under a 12m building, in reality the 12m is not read in full until we are 24m from the wall.

As we move away we see more of the building. The effect of the viewing distances and legibility of buildings is illustrated in **Figures 5.9** and **5.10**.

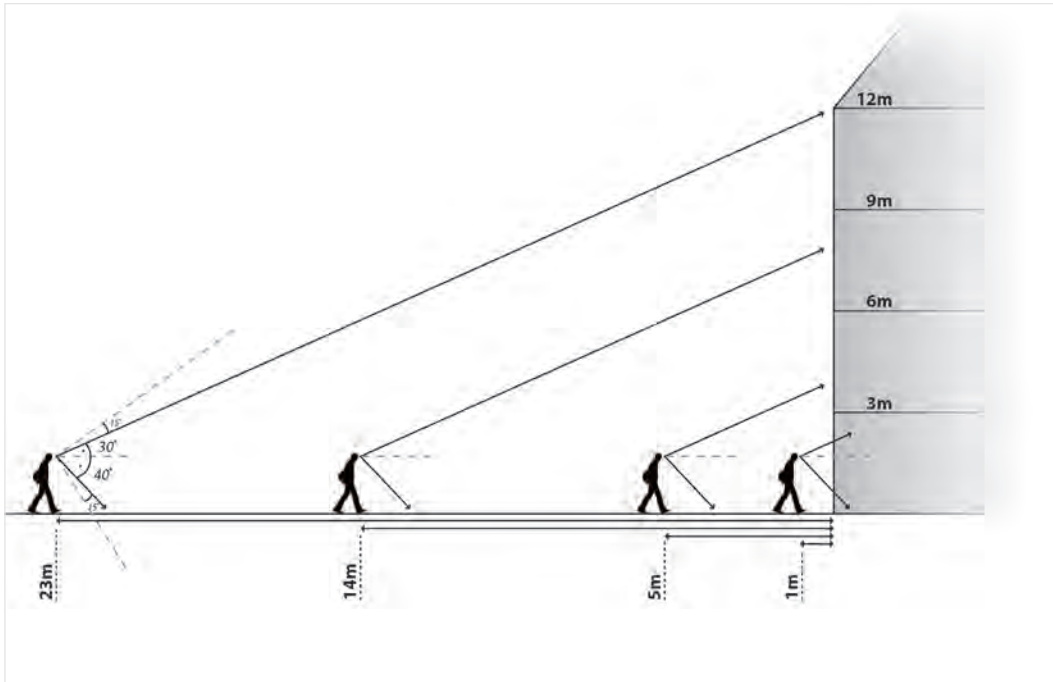


Figure 5.9

Figure 5.9
Effect of distance on viewlines (Source Gehl, J., Close Encounters with Buildings, 2006)

Figure 5.10
Effect of Distance on Perception and Height and Mass (Source: Wood, H.P., Site Design)

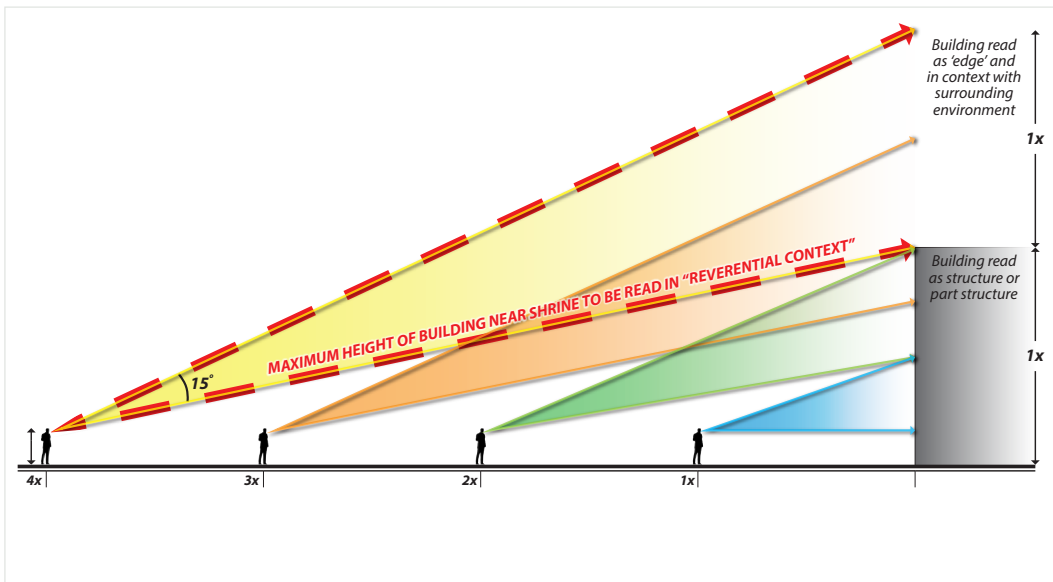


Figure 5.10

The work of world-renowned Danish architect and urban designer Jan Gehl, and more particularly H. Paul Wood, suggests that:

- At a viewing distance of 1:1 with the building height, legibility of the building relates to the details of the building façade at the lower levels
- At a viewing distance of 2:1, the building façade details are read in relation to the full building height
- At the ratio of 3:1, the building mass is read as a proportion of surrounding objects
- At a ratio of 4:1, the building mass is read as an edge framing more distance views

At distances of 1:1 and 2:1, we can only read the building itself. We perceive the building as large because its structure engulfs our view.

At distances of 3:1 and 4:1, the building is read in relation to its surrounds. We perceive the building height as relative to its surrounds and within a context. At these distances the building takes a more subservient and respectful role in the wider landscape.

As we move further from the building, visual cues such as converging horizontal lines and visual comparisons make the building's size and scale appear relative to its context.

In considering the height and mass of a building, the perception of each varies according to the place from which we are seeing it (i.e. relativity). At a distance of 4 times building height, buildings near the Shrine take on a subservient relationship with the Shrine and its grounds.

5.2.2 Key concern: Building height and bulk (west and south-west of Shrine)

On the western and south-western quarter of the Shrine Reserve, buildings that are too high and too close intrude on the sense of separateness and ceremonial purpose experienced on the forecourt and the western memorial grounds in particular. Buildings in this context should play a subservient role - many of them do but some do not. During formal ceremonies, when the command 'eyes right' is made, which focuses viewers to the Cenotaph, the place of this memorial should not be eroded by tall buildings with vertical proportions that compete with the Cenotaph's form.

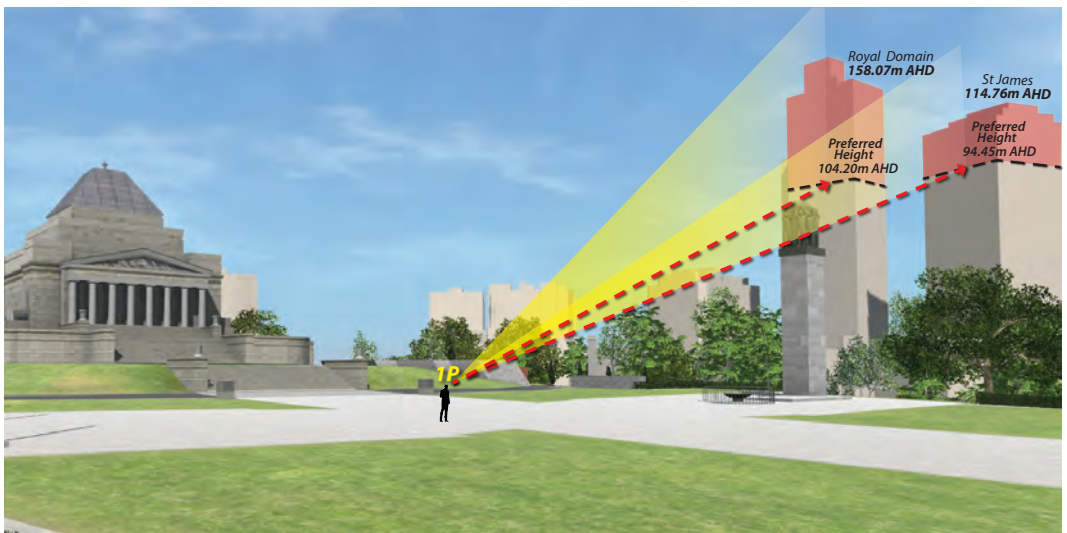
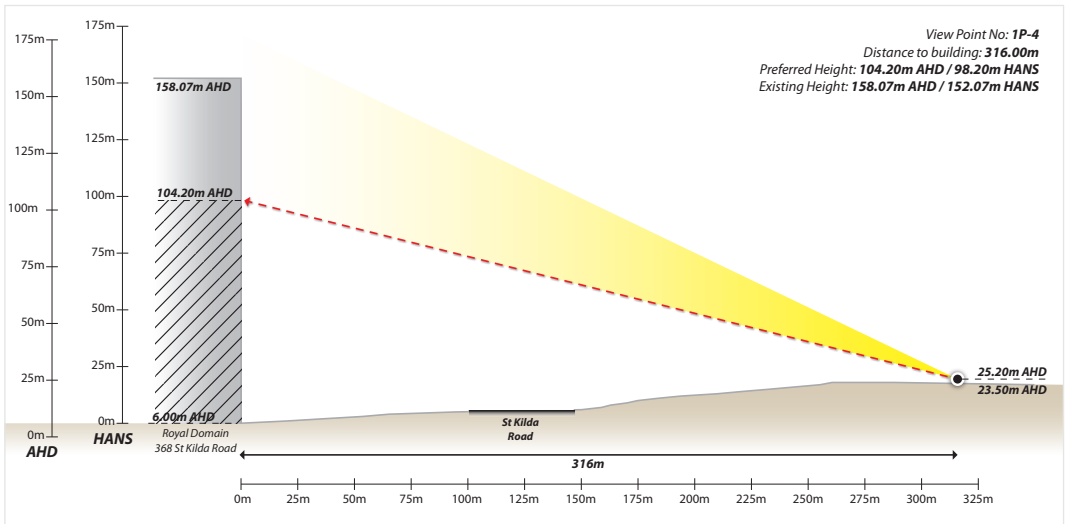
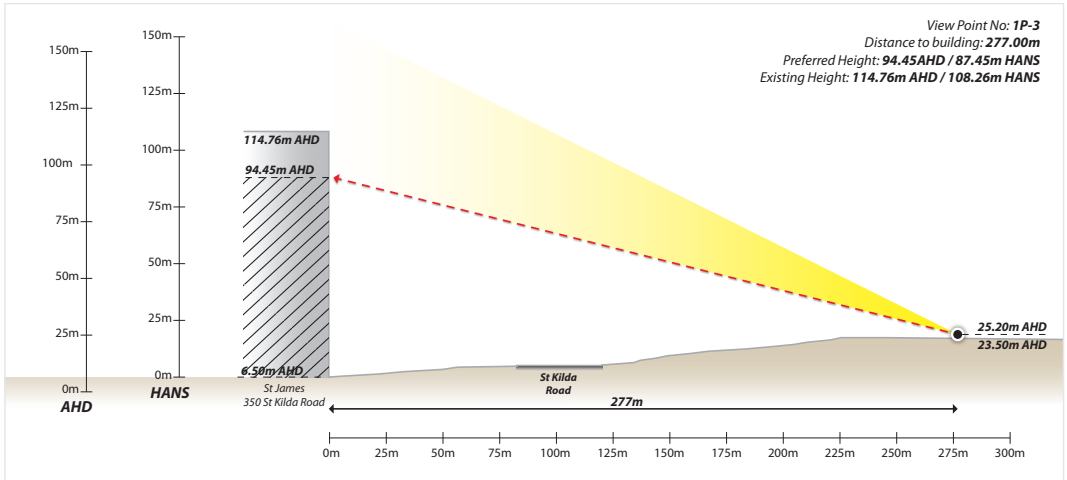


Figure 5.11

Figure 5.11
 Application of the viewlines theory to buildings south-west of the Shrine

Figure 5.12 and 5.13
Images showing existing building heights south west of the Shrine viewed from the forecourt and (reduced) preferred height based on perception principles.



Figure 5.12



Figure 5.13

5.3 SECONDARY BUILDING IMPACTS

The potential impacts on prospect and aspect views primarily relate to building siting and scale along view corridors and in the area around the Shrine. However, there are a number of more detailed building design and elements that can have negative impacts that detract from the sense of place of the Shrine.

5.3.1 Building surface glare

Building surface glare can intrude at any time from dawn to late morning. It is particularly intrusive when it occurs during a formal ceremony such as behind the Cenotaph when the 'eyes right' command is called. It is also intrusive in the south and south-western quarter where it creates a backdrop distraction to the Shrine on a parade to the forecourt.

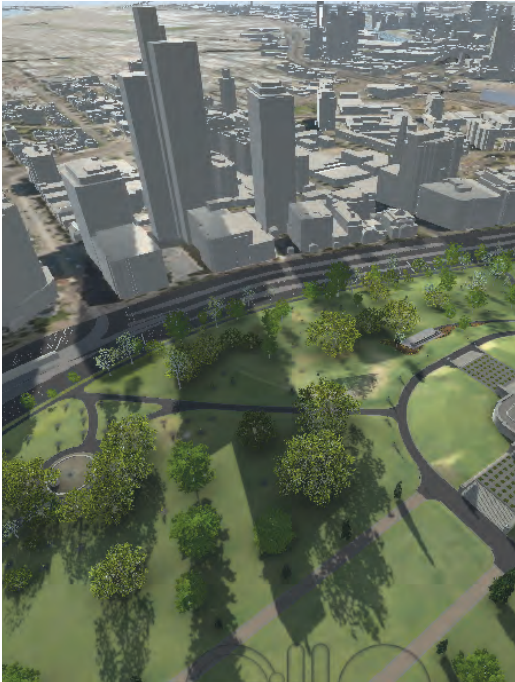


Figure 5.14

5.3.2 Shadow to Shrine grounds

This can be a problem in the late afternoon for memorial gardens in the western quarter adjacent to St Kilda Road (see **Figure 5.14**). Planning controls around the Shrine should ensure that these shadowing impacts are not worsened by new development. Whilst some shadowing of the memorial gardens is inevitable, the shadow impacts of new development need to be carefully considered to understand the impact on the ‘sense of place’ of the Shrine.

5.3.3 Signage

Signage in the form of logos or written words that are placed on the higher parts of tall buildings in prominent positions can intrude on the grounds, the forecourt and the Shrine backdrop. They are particularly disruptive to the dawn service if they are illuminated.

Although there are not currently any signs that threaten the Shrine, previous dawn services have been interrupted by unwanted signs at 1 Albert Road. On these occasions a company logo remained internally illuminated throughout the service and the large red circle bore a coincidental but unwelcome resemblance to the Japanese flag. Due to its location and visibility in the dull morning light, it created an inopportune imposition to the ceremony (see **Figure 5.15**).



Figure 5.15

Figure 5.14

Afternoon shadow impacts of existing buildings at 5pm on Remembrance Day

Figure 5.15

Photo of business identification signage taken during an ANZAC Day Dawn Service (source: Newspix, 2002)

There is a need to protect and manage the heritage curtilage and setting of the Shrine of Remembrance and the Shrine Reserve.”

Policy 15 of the CMP defines the heritage curtilage of the Shrine as extending beyond the boundaries of the Shrine Reserve. This curtilage includes land to the south-east of the Reserve on the west side of Birdwood Avenue and to its north-west, west and south-west, together with the broader St Kilda Road/Swanston Street axis extending north to the central city and south to St Kilda Junction.

There are a number of means by which the setting or heritage curtilage of a place can be managed and/or protected. For the majority of heritage places, the setting is relatively contained and can be protected through the introduction of statutory heritage controls, whether pursuant to the Heritage Act or the Planning and Environment Act (Heritage Overlay provisions) over an appropriate extent of land.

In the case of the Shrine, the immediate setting (Shrine Reserve) is protected through its inclusion in the VHR. The parklands to the east, south-east and north-east are also controlled variously under the Heritage Act (for the Former Observatory Site) and the Heritage Overlay provisions of the Melbourne Planning Scheme (South Yarra precinct).

The north-south axial views to and from the Shrine are addressed and controlled by existing vista controls in the Melbourne, Port Phillip and Stonnington Planning Schemes. This is reflected by the fact that development within these areas has generally not imposed itself on these key approaches and view corridors (to and from the Shrine).

As described previously there is concern in relation to development within the areas to the immediate west, south-west and north-west. This was identified in the CMP and addressed in Policy 16, as follows:

“Policy 16- A review of existing planning controls in the Melbourne and Port Phillip Planning Schemes should be undertaken with

the objective of establishing a buffer zone which ensures development within the broader surrounding area does not have a detrimental impact on the Shrine. The review should make recommendations, where appropriate, for amendments to both planning schemes.”

6.2 STATE PLANNING POLICY FRAMEWORK (SPPF)

The SPPF does not currently include specific reference to the Shrine. Clause 15 Built Environment and Heritage includes general urban design and heritage clauses that are relevant, but they provide no specific guidance in relation to the Shrine.

A number of sensitive areas across the State are identified in the SPPF and, given it is a landmark of state significance, the Shrine should be specifically referenced. This is justified given that the Shrine’s heritage values are acknowledged at the state level, that a relatively large area is required to manage its significance, and that the area of management falls across a number of municipalities.

6.3 LOCAL PLANNING POLICY FRAMEWORKS (LPPF)

There are references to the Shrine in the LPPFs of the Melbourne, Port Phillip and Stonnington Planning Schemes. However, these references are not consistent in how they describe the significance of the Shrine or how they seek to influence consideration of development impacts.

The LPPF of each planning scheme contains these clauses: Clause 21 Municipal Strategic Statement, which is expected to provide a vision for the City and identify the key planning issues and challenges; and Clause 22 Local Planning Policy, which builds on the issues of Clause 21 and provides policies used to guide decision-making on planning applications.

6.3.1 Clause 21 MSS References

References to the Shrine in the MSS's of the three municipalities are inconsistent and do not convey the state level importance of the Shrine.

Clause 21 of the Melbourne and Port Phillip Planning Schemes identify the Shrine as a key landmark but they do not identify its state level significance as the key commemorative memorial within Victoria. Clause 21 of the Stonnington Planning Scheme does not identify the Shrine as a landmark.

Clause 21 in the Melbourne and Port Phillip schemes also identify the significance of views to and from the Shrine, but these are limited to key axial views along St Kilda Road and Bank Street. None of the schemes identify the need to manage the sense of place of the Shrine.

The three relevant MSS's should refer to the State significance of the Shrine and its landmark qualities and consistently note the need to ensure that the surrounding land is effectively managed to protect the Shrine's significance.

6.3.2 Clause 22 Local Policy References

A similar level of inconsistency is found in the policies at Clause 22 of the three planning schemes.

Only the Port Phillip Planning Scheme includes reference to the Shrine in its Clause 22 provisions under the Urban Design policy. The provisions require that land around the Shrine be managed to maintain and enhance important Shrine vistas.

Clause 22 of both the Melbourne and Port Phillip Planning Schemes provides policies for managing the impacts of signs in relation to the Shrine. The Stonnington Planning Scheme does not require such a policy.

At present, there is insufficient reference to the Shrine in the LPPFs to guide effective decision-making in relation to the protection and management of its cultural significance.

Clause 22 provisions should include objectives and strategies to managing the impact of development on views to and from the Shrine as well as its sense of place. These provisions should be consistent across municipalities to reflect a concerted attempt to manage the place of the Shrine and protect its cultural heritage significance.

6.4 BUILT FORM CONTROLS

Built form controls that currently impact vistas to the Shrine and its setting take the form of 9 Design and Development Overlay (DDO) controls within the Melbourne, Port Phillip and Stonnington Planning Schemes, as well as one Incorporated Plan Overlay in the Melbourne Planning Scheme which relates to a site at 232-254 St Kilda Road. These are shown in **Figure 6.2**.

The key issue identified with the current matrix of statutory controls is a lack of consistency in terms of:

1. Purpose and function
2. Nature of control
3. Built form directives
4. Responsible Authority for administering planning decisions
5. Notification and referrals to the Shrine of Remembrance Trustees

Each of these issues is discussed briefly below. For ease of reference, the controls are followed by the letter 'M', 'P' or 'S' to indicate Melbourne, Port Phillip or Stonnington Planning Schemes respectively.



Figure 6.2
Plan of existing planning controls around the Shrine and to the south

Figure 6.2

6.4.1 Purpose and function

The overarching intent and purpose of a planning scheme control is typically articulated by the objective(s) listed at the beginning of the control. However, the current controls that affect the area, across the three municipalities, do not consistently and clearly express the objective of protecting important vistas/views and the sense of place of the Shrine (beyond what is protected under the Shrine Vista Computations Manual).

In particular, only four vistas are given specific recognition within the objectives of the relevant controls and these references do not necessarily appear within all of the relevant controls. There are also some differences in the way objectives relating to vistas are expressed.

Only one control, DDO58M, specifically includes aims to protect the place of the Shrine as follows:

- *“To ensure that any new development or redevelopment is at a scale that protects the visual and environmental amenity of the Shrine precinct including its surrounding gardens and monuments, by limiting any adverse overshadowing, wind and glare effects.*
- *To ensure that any new development or redevelopment does not have an adverse impact on the cultural significance or the visual dominance of the Shrine of Remembrance by reason of height and/or material and finishes to buildings.”*

Only a selected number of vistas are emphasised, and these vistas are not cross referenced in the objectives of the relevant controls, particularly those which are in close proximity to each other. Furthermore, only one control specifically acknowledges the ‘sense of place’ of the Shrine.

To achieve appropriate built form outcomes the planning controls around the Shrine should include consistent objectives to preserve and protect important vistas/views and sense of place.

6.4.2 Nature of control

The existing built form controls are mainly DDO’s with one IPO, which relates to the already-developed ‘Melburnian’ site at 236-254 St Kilda Road.

DDOs are most often used to identify areas that require specific design and built form requirements. A DDO is usually drafted to contain: ‘design objectives’, ‘buildings and works requirements’ (including permit triggers) and ‘decision guidelines’.

IPOs are site-specific controls that are typically applied to larger land holdings and major redevelopment sites and are underpinned by a plan, which is incorporated into the scheme (i.e. the plan physically forms part of the scheme) and describes the intended land use and development for the site.

References to the Shrine vary significantly within the existing controls as shown in **Table 6.1** and there is a need for a more consistent approach.

Municipality	Overlay	Name of Overlay	Design Objectives	Building & Works Requirements	Decision Guidelines
Melbourne	DDO15M	Royal Botanic Gardens	No	No	No
	DDO17M	Shrine Vista	Yes	No	Yes
	DDO19M	St Kilda Road Area	No	Yes	No
	DDO58M	312-332 St Kilda Road	Yes	Yes	No
	DDO60M	Southbank	No	No	No
	IPO1M	236-254 St Kilda Road	No	Yes	Yes
Port Phillip	DDO4-1P	St Kilda Road, Queens Road, Kings Way and Queens Way	Yes	No	Yes
	DDO4-2P				
	DDO4-3P				
	DDO4-4P				
	DDO4-5P				
	DDO3-5P	Albert Road, Kings Way, North and St Kilda Road North	No	No	No
	DDO3-6P				
	DDO3-7P				
	DDO3-8P				
	DDO13P	Shrine Vista	Yes	No	Yes
Stonnington	DDO2S	Shrine Vista	Yes	No	Yes

Table 6.1
Summary of existing
Overlays and references
to the Shrine

Figure 6.3
Shrine Vista
Computations Area
versus Current Shrine
Vista DDO Areas.
Yellow, brown and
maroon colours show
the underlying form of
the Shrine Vista Control
and how it protects the
silhouette of the Shrine
when viewed from the
State Library. No built
form can be constructed
'outside' of the coloured
areas.

Melbourne Planning Scheme - IPO

It is also noted that the built form objectives and requirements of IPO1M currently override the DDO17M controls which also apply to the same land. However, given that development of 236-254 St Kilda Road is complete, IPO1M can be considered redundant and could be deleted with built form controls reverting to the DDO.

Interim controls

Whilst all controls within the Melbourne and Stonnington Planning Scheme are permanent, the Port Phillip Planning Scheme currently includes both 'interim' and 'permanent' controls.

DDO3P and DDO4P were introduced as 'interim' controls by the Minister for Planning in 2011 with an end date of 20 January 2013. This has now been extended to January 2014 to allow completion of work by the City of Port Phillip on permanent controls. It is important that the proposed controls arising from this work, which is underpinned by a built form review, are consistent with the approach recommended by this report.

Melbourne Planning Scheme Amendment C171

Planning Scheme Amendment C171 to the Melbourne Planning Scheme introduced new DDO controls to Southbank and was gazetted in June 2013.

It replaced a number of existing DDO controls with new DDO60 for Southbank which contains a mixture of mandatory and discretionary height controls.

Mandatory heights are specified for areas to the west of Wells Street and around the Arts Centre.

6.4.3 Built form directives

The built form directives within the existing controls vary in terms of the specified building heights and whether their application is mandatory or discretionary, as well as in their exterior building finish requirements.

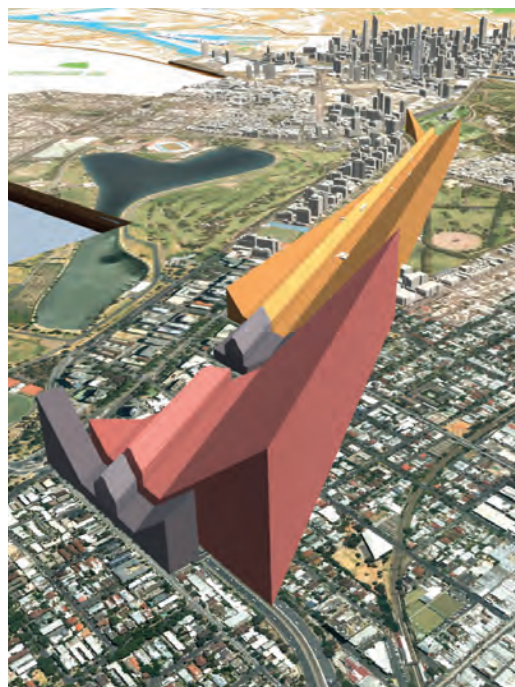


Figure 6.3

Shrine Vista Computation Formula

The Shrine Vista Computations formula was developed as a means of protecting the view corridor to the Shrine along Swanston Street. It is a detailed and specific mathematical model, but is not consistently reflected in the height and setback controls set out in the existing DDOs, or uniformly referred to as a mandatory consideration. Also, while the formula has been successful in protecting long views to the Shrine, it does not consider the background context to the Shrine when viewed at closer quarters within this viewing corridor.

The inconsistencies between the viewing cone calculated by the Shrine Vista Computation and the DDOs that are underpinned by the formula are represented in **Figure 6.3**.



Figure 6.4

Figure 6.4
Mandatory and
Discretionary Height
Controls around the
Shrine

Figures 6.5 and 6.6
3-Dimensional
representations of
height controls around
the Shrine

It is considered that the ongoing protection of the Shrine Vista height control is paramount and that the application of the Shrine Vista height control formula should be mandatory, rather than discretionary. To maintain the integrity and purpose of the Shrine Vista Computation Manual, it is essential that DDOs are applied to the whole area in a consistent manner

Heights

Figure 6.4 shows the mandatory, discretionary and Shrine Vista controls currently in place within the study area and **Figures 6.5** and **6.6** provide a 3D representation of these.

As shown in the 3D model, land on the western edge of the Shrine is subject to mandatory and discretionary controls ranging from 36m AHD to 60m above ground level (71m AHD). Land to the south of the Shrine and abutting St Kilda Road is currently subject to interim and permanent height controls of mandatory and discretionary nature ranging between 12m and 60m.

In areas where more than one DDO applies, the mandatory controls take precedence. In discretionary areas buildings with heights higher than the preferred heights are assessed against the design objectives and built form requirements of the DDO.

It is important to recognise that building heights and planning controls around the Shrine have changed over time. **Figure 6.7** shows that a number of existing buildings would not comply with the existing controls.



Figure 6.5



Figure 6.6



Figure 6.7

There are also approved buildings in the area that do not comply with the current controls as depicted in **Figure 6.8**. These buildings were approved prior to the introduction of interim height controls and are at:

- 34-38 Albert Road at 91.2m
- 42-50 Albert Road at 89m
- 60 Albert Road at 82m

It is also noted that some controls (DDO15M, DDO3P and DDO4P) include specific notes to say that a permit may be granted to replace or alter a building existing at approval date, which does not comply with the specified heights.

Analysis of the existing DDO controls indicates that in the majority of cases, there is no apparent direct relationship between the preferred or required heights and their impact on the Shrine.

Use and application of mandatory and discretionary controls

The DPCD Practice Note No. 60 (Height and Setback Controls for Activity Centre) outlines the circumstances when it is appropriate to use mandatory and discretionary controls. Mandatory controls are limited to ‘exceptional circumstances’, which include (inter alia):

“... sites of recognised State significance where building heights can be shown to add to the significance of the place, for example views to the Shrine of Remembrance”

Therefore, there is acknowledgement at the State level that land around the Shrine warrants mandatory controls.

An overview of mandatory versus discretionary heights within the vicinity of the Shrine is summarised in **Table 6.2**. These DDO and IPO controls are all located close to the Shrine. Some have a specific purpose, such as DDO15M, which is designed to protect the environs of the Botanic Gardens. Others have a more generic purpose and seek to manage building height in a particular area but reference protection of the Shrine in their objectives and decision guidelines.

Figure 6.7

Existing buildings that exceed current height controls

Figure 6.8

Recently approved buildings which exceed planning controls

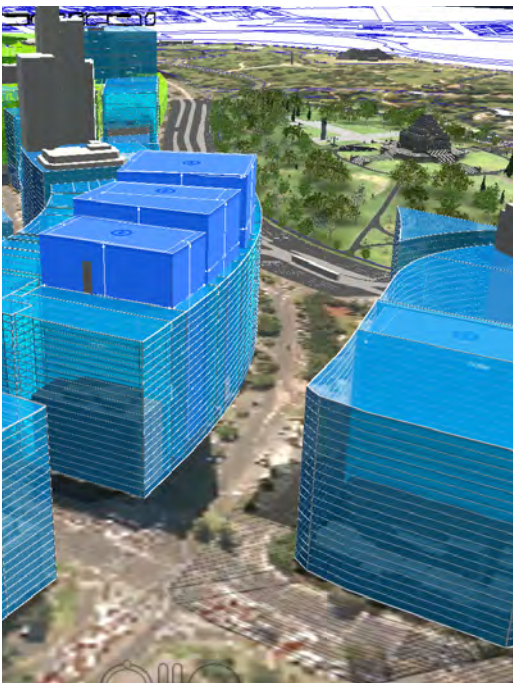


Figure 6.8

Table 6.2

Summary of mandatory and discretionary controls in the vicinity of the Shrine

Municipality	Overlay	Name of Overlay	Mandatory Application of Shrine Vista Formula?	Discretionary Application of Shrine Vista Formula	Mandatory Building Height	Discretionary Building Height
Melbourne	DDO15M	Royal Botanic Gardens	No	No	12m	12m
	DDO17M	Shrine Vista	No	Yes	-	-
	DDO19M	St Kilda Road Area	No	Yes	-	60m
	DDO58M	312-332 St Kilda Road	No	Yes	-	60m (71 AHD)
	DDO60-4AM	Sturt Street	No	No	-	40m
	DDO60-4BM	Sturt Street	No	No	14m	-
	DDO60-5M	Dorcas Street	No	No	-	60m
	DDO60-6M	Southbank Village	No	No	14m	-
	DDO60-7M	Arts Centre	No	No	24m	-
	IPO1M	236-254 St Kilda Road	No	Yes	(AHD) 45m-75m	-
Port Phillip	DDO4-1P	St Kilda Road, Queens Road, Kings Way and Queens Way	No	Yes	60m	-
	DDO4-2P				-	60m
	DDO4-3P				-	45m
	DDO4-4P				-	24m
	DDO4-5P				-	40m
	DDO3-5P	Albert Road, Kings Way North and St Kilda Road North	No	Yes	35m	-
	DDO3-6P				45m	-
	DDO3-7P				60m	-
	DDO3-8P				(AHD) 36m	-
	DDO13P	Shrine Vista	No	Yes	-	Shrine Vista Formula
Stonnington	DDO2S	Shrine Vista	No	Yes	-	Shrine Vista Formula



Figure 6.9

There is little consistency in terms of the application of mandatory and discretionary heights and built form outcomes as they relate to the cultural significance of the Shrine and it is clear that this needs to be addressed in all three Planning Schemes.

The analysis indicates that, given the significance of the Shrine, a DDO that specifically covers its scope of interest particularly around Study Area 1 should be placed over the relevant areas as a separate control. This is similar to the existing DDO15 control which makes reference to the Botanic Gardens.

Shadow impacts

An example of existing impacts of shadowing are demonstrated in the 3D Image at **Figure 6.9**.

None of the existing built form controls other than DDO58M consider or refer to shadow impacts on the Shrine Reserve. DDO58M includes the following objective:

“To ensure that any new development or redevelopment is at a scale that protects the visual and environmental amenity of the Shrine precinct including its surrounding gardens and monuments, by limiting any adverse overshadowing, wind and glare effects.”

The issue of shadowing on the Shrine Reserve should be specifically reflected through a consistent DDO requirement.

Reflectivity

The impacts of reflectivity can vary and are illustrated in the 3D Image at **Figure 6.10** which illustrates the negative effects this can have on the sense of place of the Shrine.

At present none of the existing built form controls other than IPOM, nor any of the local policy provisions consider or address reflectivity.

The issue of reflectivity and its impact on the Shrine, particularly for buildings taller than 36m AHD, should be addressed either through a DDO requirement or a local policy provision.



Figure 6.10

Figure 6.9
Example of shadow impacts on Shrine Reserve

Figure 6.10
Illustration of impact of reflectivity in Shrine backdrop

Wind

Wind impacts are becoming more important as taller towers shape the city skyline. Wind from tall buildings can ultimately kill trees in nearby areas, which was a problem for the Botanic Gardens when Domain Towers was constructed in the early 1970s.

None of the existing building form controls other than DDO58M consider or address wind. DDO58M includes the following:

“To ensure that any new development or redevelopment is at a scale that protects the visual and environmental amenity of the Shrine precinct including its surrounding gardens and monuments, by limiting any adverse overshadowing, wind and glare effects.”

Issues of wind impacts should be included in DDO controls to ensure they are addressed on a site-by-site basis.

Signs

Planning controls relating to the display of signs generally sit outside of DDOs (or IPOs) within the general Planning Scheme provision at Clause 52.05. In addition, the Melbourne and Port Phillip Planning Schemes both contain local advertising signage policies.

The Melbourne and Port Phillip signage policies reference the Shrine as follows:

- Clause 22.07 Advertising Signs of the Melbourne Planning Scheme identifies the vista to the Shrine of Remembrance as part of the Swanston Street area for which the following objective is applicable:

“To emphasise the area’s civic role, maintain the prominence of the public buildings and protect vistas along the street.”

- Clause 22.08 Outdoor Advertising Policy of the Port Phillip Planning Scheme notes that signs should not:

“Detrimentially affect important views and vistas, landmarks or key public open spaces, including the Shrine of Remembrance vista.”

Issues relating to the impact from advertising signs could be addressed through DDO controls or an increased provision of policy guidance to assist decision-making when considering signs in sensitive areas.

6.4.4 Responsible Authority for administering planning decisions

Responsibility for making built form decisions within the Shrine environs sits with a number of bodies including:

- The Cities of Melbourne, Port Phillip and Stonnington
- The Minister for Planning in large development proposals over 25,000 sqm within the City of Melbourne and for applications at 109-111 Sturt Street, 60-66 Dodds Street and 57 Miles Street in Southbank pursuant to Clause 61.01.
- The Executive Director of Heritage Victoria who is responsible for determining heritage permit applications for sites included on the VHR including the Shrine itself and a number of other buildings in the area
- The Commonwealth Government in relation to the Victoria Barracks site.

Consistent DDO controls would ensure that all authorities and decision makers were clear about the potential impact their decision-making might have on the Shrine.

6.4.5 Notification and referrals to the Shrine

There are three processes where the Shrine Trustees could be notified of, or asked to provide referral comments on a permit application. They are:

1. Formal referral of an application as a referral authority under Clause 66.04 (mandatory requirement)
2. Notice of an application as a listed body to be notified under Clause 66.06 (mandatory requirement)
3. General notification as nearby property owners/occupiers (discretionary requirement)

The weight given to the comment depends on the process used.

The greatest weight is given to a formal referral under Clause 66.04 where a permit cannot be granted if the Trustees object and any permit issued must include conditions requires by the Trustees.

Where notice is given under Clause 66.06 the responsible authority must consider the views of the Trustees if required by the relevant DDO control.

Where the Shrine receives notification of a permit application as a 'nearby landowner' to whom detriment may be caused, any comment will be given the same weight as any other landowner.

The existing referral and notification provisions appear to reference the Shrine of Remembrance Trustees in an inconsistent manner and the nuances are confusing. A consistent approach to notification would be preferable and could be incorporated into amended DDO controls. The focus of any such mechanism should seek to reduce regulatory burden and avoid the need for comment where possible.



7 MODELLING POTENTIAL IMPACTS

As part of the analysis that underpins this report, a detailed technical assessment was undertaken to understand the nature of ‘threats’ to the Shrine and its setting and how these are managed by the existing planning controls.

As mentioned earlier in this report, the three main ways in which the significance of the Shrine could be compromised are:

1. By foreground and background (silhouette) intrusions into the axial view corridors
2. By building height impacting the context and sense of place
3. Through built form amenity impacts such as reflectivity, shadow, signs and winds, which affect both prospect and aspect vistas, as well as sense of place

The study that informs this report used 3-dimensional modelling techniques to assess existing and potential conditions and their impacts on the Shrine.

7.1 THREE-DIMENSIONAL MODELLING

The purpose of the 3D modelling was two-fold: to analyse existing conditions; and to analyse potential conditions to determine the extent of development which could occur without impacting the Shrine.

The existing conditions analysis involved an assessment of the components of the current status of each vista/view to identify any issues.

The potential conditions analysis involved the creation of scenarios testing the impacts of:

- Existing planning controls, that is, assuming all land is built to maximum capacity (with discretionary controls treated as maximum heights) under the controls.
- Anticipated ‘existing’ outcomes considered in recent approvals within the City of Port Phillip, at various stages of construction and three of which significantly exceed the current interim controls.

In addition, the following vista/view-specific potential conditions were tested:

- Aspect vistas were tested in terms of encroachment into the Shrine silhouette when viewed from both the northern and southern approaches.
- Prospect views were tested in terms of the perception of height and mass principle discussed in Chapter 5 of this report.

The analysis was quite specific and intended to provide a quantitative explanation as to how and why some buildings around the Shrine ‘feel’ too tall and detract from the place of the Shrine. The full technical detail of the analysis has not been included within this report, which focusses on the key findings in relation to the five scenarios tested.

The five scenarios were:

- Scenario 1 – Existing planning controls expressed as maximum heights.
- Scenario 2 – Recent approvals that exceed the current interim mandatory controls in the City of Port Phillip were modelled and similarly tested.
- Scenario 3 – Potential built form outcomes that exceeded nominated heights simulated in areas currently affected by either discretionary or interim control.
- Scenario 4 – Simulated buildings were placed along the axial corridor of St Kilda Road and Swanston Street at five different locations to test for silhouette effects along the axial corridor.
- Scenario 5 – Prospect views were tested on the western quarter of the Shrine for height and bulk implications in relation to the memorial grounds and the Shrine forecourt.

The first three listed scenarios were tested for aspect and prospect, the fourth for aspect only and the fifth for prospect only. The analysis was based on each of the viewpoints interpreted as important from the VHR Statement of Significance and shown in **Figures 7.1, 7.2 and 7.3.**



Figure 7.1

Figure 7.1
Aspect Vistas 7A to 11A

Figure 7.2
Aspect Vistas 1A to 6A

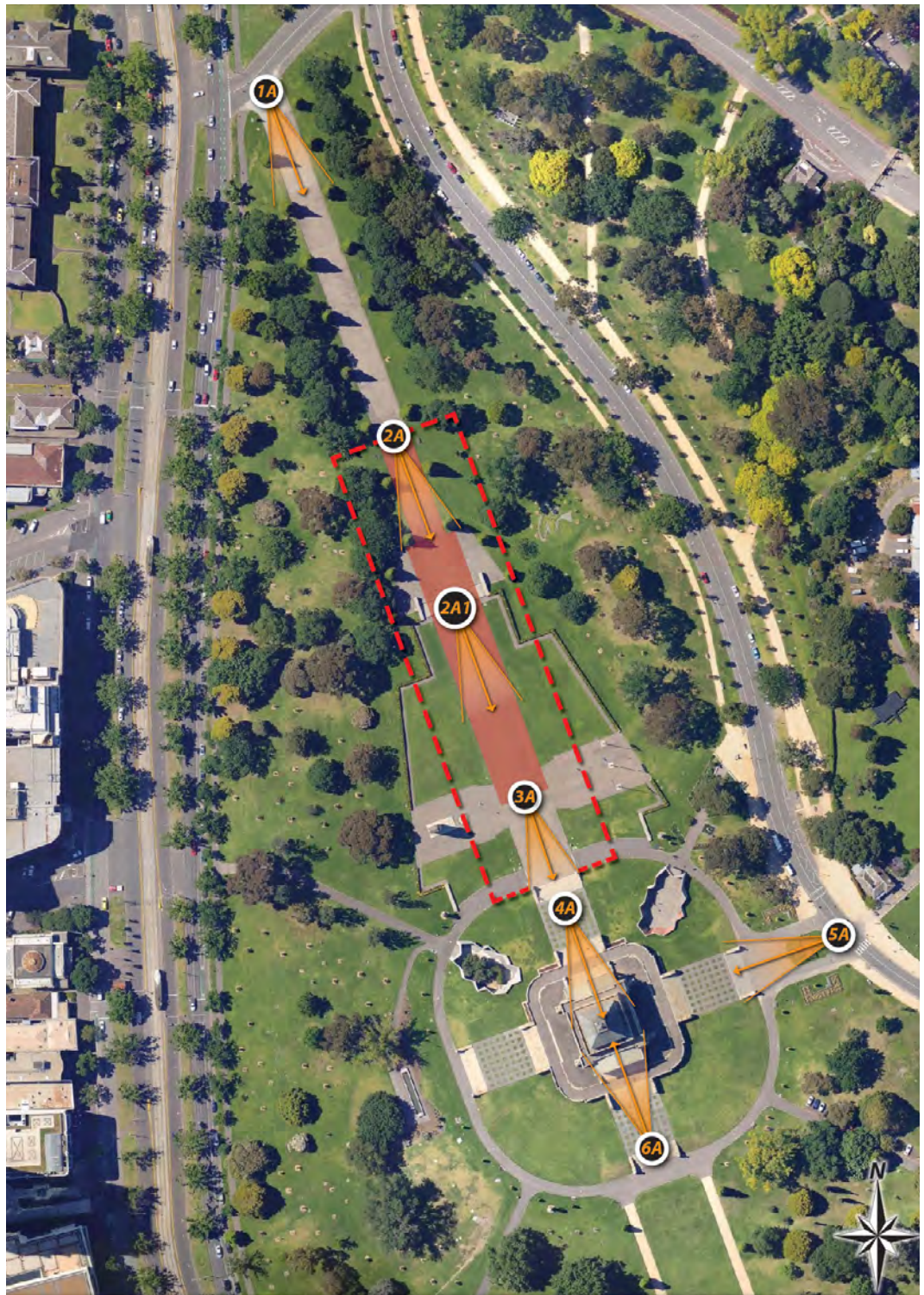


Figure 7.2



Figure 7.2
Prospect Views 1P to 8P

Figure 7.3

The outcomes of this analysis are set out below.

7.1.1 Scenario 1 – existing planning controls

This scenario tested the impact of all land being built to maximum capacity with both mandatory and discretionary heights expressed as absolute heights.

The only issue identified in relation to aspect vistas related to Melbourne Planning Scheme control DDO58, which would result in built form projecting above the upper level terrace of the Shrine when viewed from point 6A as shown at

Figure 7.4

The analysis also shows how intrusions into the Shrine silhouette by buildings at 1-29 Albert Road and 390 St Kilda Road have occurred and that the Shrine Computations Manual does not protect the silhouette at closer quarters. (see

Figure 7.5)

In terms of aspect views, the key issue identified relates to DDO58 which has a mandatory height limit of 60m AHD. The lowest preferred height identified from the analysis is 49.15m AHD from viewpoint 4P. (see **Figure 7.7**)

7.1.2 Scenario 2 – recent approvals

This scenario relates to four recent approvals in the City of Port Phillip, three of which significantly exceed the current interim controls. The modelling treats the built form as one simple mass, with no podiums or setbacks incorporated.

The analysis demonstrates that these buildings will have some impact on the silhouette of the Shrine in closer views from the north. However, the impacts will not cause significant detriment, particularly given the existing intrusions caused by buildings at 1-29 Albert Road and 390 St Kilda Road.

The analysis also shows that the approved buildings will have no impact in prospect views from the Shrine Reserve.

Figure 7.4

3D image showing the impact of DDO58 building heights when viewing Shrine from southern forecourt

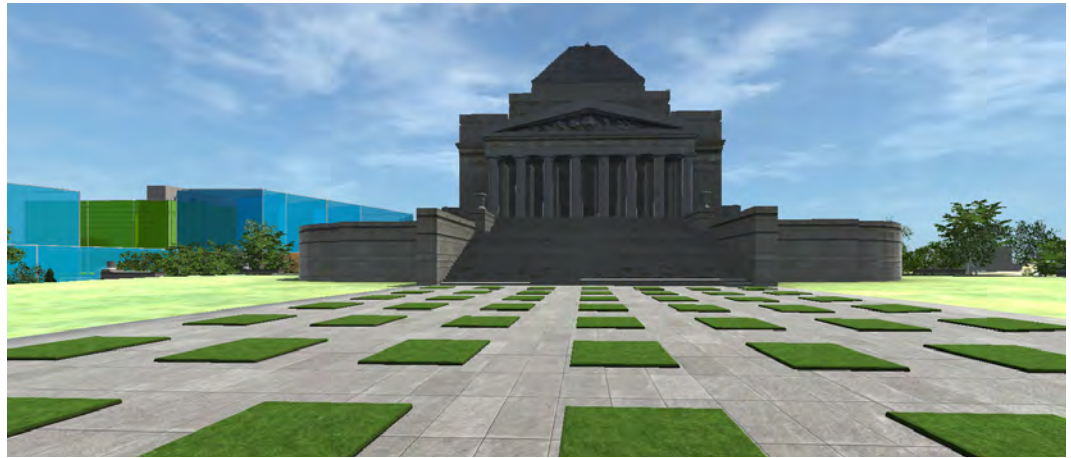


Figure 7.4

Figure 7.5

3D image showing Shrine Vista Control behind the Shrine looking from the northern forecourt

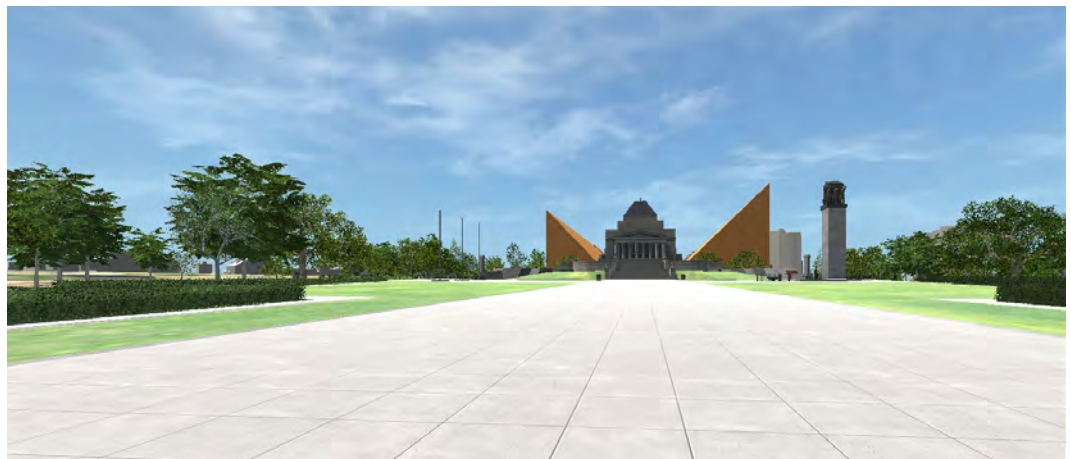


Figure 7.5

Figure 7.6

3D image showing existing planning control building heights looking west from viewpoint 3P

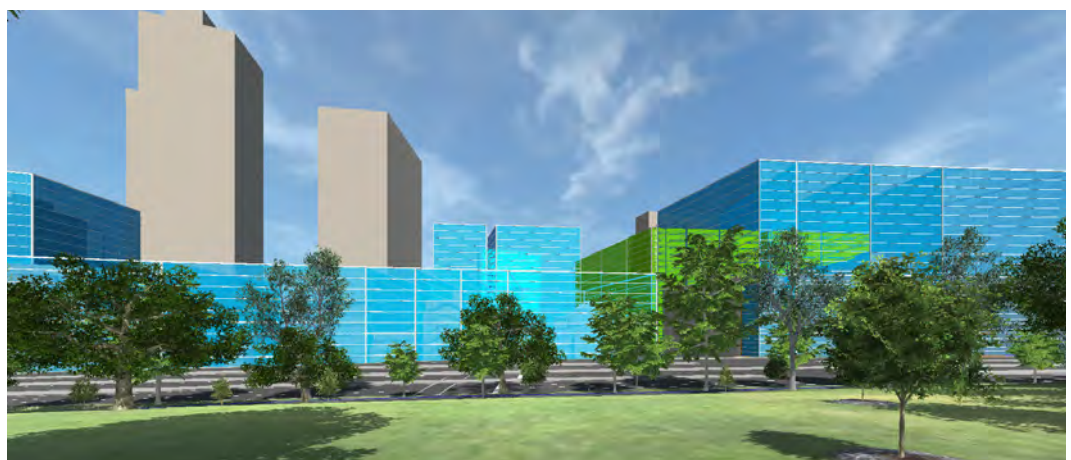


Figure 7.6

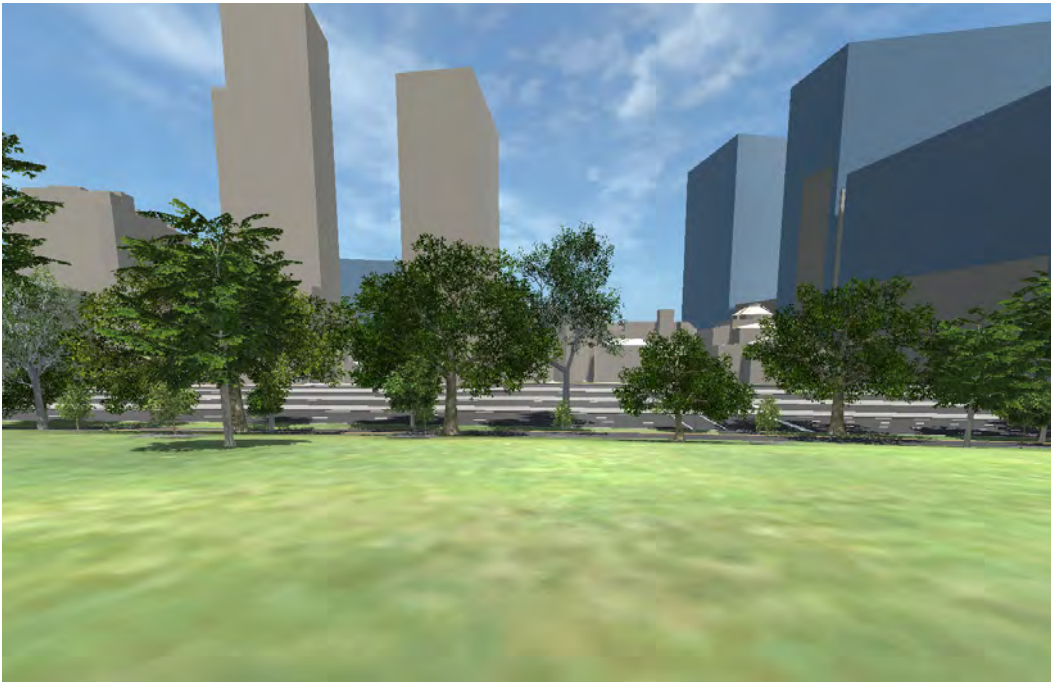


Figure 7.7
3D image showing the impact of buildings from viewpoint 4P

Figure 7.7

7.1.3 Scenario 3 – buildings exceeding discretionary heights

This scenario analyses potential built form outcomes under the discretionary and interim height control areas. The modelling again treats the built form as one simple mass, where no podiums or setbacks are incorporated. The analysis identifies the built form as either an issue or no issue.

Two areas of concern were identified in relation to aspect vistas:

- On the west side of St Kilda Road, between Albert Road and Hanna Street built form impacts on aspect views from the forecourt. The maximum building height in this area should be 65m AHD.
- On the west side of St Kilda Road between Dorcas and Coventry Streets there is potential for built form to intrude on the Shrine silhouette from viewpoint 6A. The preferred maximum height is between 36 and 40m AHD in this area.

In relation to prospect views, the analysis showed sensitivities along the St Kilda Road edge at 312-332 St Kilda Road and behind this at 8 Dorcas Street and 20 Dorcas Street where the height and proximity of buildings could crowd a number of viewpoints. View 4P at **Figure 7.7** shows the impact of these buildings.

7.1.4 Scenario 4 – axial views along Swanston Street and St Kilda Road

The modelling placed five towers along the axial corridor of St Kilda Road and Swanston Street to understand the impact of larger buildings on views to the Shrine.

Four towers were tested along St Kilda Road. These were selected in areas which are currently subject to interim height controls within the City of Port Phillip. One tower was tested in Swanston Street to model what effect taller built forms along this corridor have on aspect views

The analysis highlighted that from viewpoints within the forecourt, the Shrine silhouette has potential to be impacted by tall towers along

the western side of St Kilda Road south of the Shrine. This is partly because the alignment of St Kilda Road does not match the alignment of the Shrine Vista Computations formula and because the computations do not protect the background to closer range views from the north. Heights should be 65m AHD to Hanna Street, transitioning between 65m AHD at Hanna Street up to 110m AHD at St Kilda Junction.

7.1.5 Scenario 5 - prospect view to the west

Scenario 5 did not rely on the use of 3D modelling per se. Rather, the analysis was based on the perception of height and mass principle discussed in Chapter 5. The principle is based on the distance between the viewpoint and the building and, as a consequence, required a separate analysis of each prospect view in relation to surrounding building heights.

The analysis identified key height issues as follows:

- 368 St Kilda Road (Royal Domain) for all viewpoints (4P minimum preferred height of 65m AHD)
- 350 St Kilda Road (St James Apartments) for all viewpoints (4P minimum preferred height of 55m AHD)
- 350 St Kilda Road for viewpoints within the memorial gardens (4P minimum preferred height of 43m AHD)
- 8 Dorcas Street for viewpoints within the memorial gardens (4P minimum preferred height of 58m AHD)
- 312 St Kilda Road for viewpoints within the memorial gardens (3P minimum preferred height of 48m AHD)

In addition, due to the distance from the Shrine Reserve, heights along the western (far) edge of the study area near Kingsway are acceptable at approximately 150m AHD. This was analysed in relation to viewpoint 5P.

Viewpoints from within the memorial gardens are the closest to buildings along the western edge St Kilda Road and therefore set the lowest preferred heights for this area. From these viewpoints, the most critical heights are for those buildings which directly abut St Kilda Road. In effect, these create a podium for the built form sitting behind and to the west.

7.2 WHAT THE TECHNICAL ANALYSIS SHOWS

The analysis confirmed that there are two primary areas of concern in relation to building height, namely:

- **Aspect views** - Buildings of excessive height to the south and south-west of the Shrine intruding into the backdrop of aspect vistas from the north, particularly as one approaches the northern forecourt.
- **Prospect views** - excessive building height on the west and south-west flank of St Kilda Road causing an overbearing effect when looking out from the Shrine and Shrine Reserve.

In relation to the backdrop impacts, the analysis found that building heights along the west side of St Kilda Rd and south of the Shrine should be 65m AHD and made mandatory.

In terms of the outward views, the analysis used a number of key viewpoints within the Shrine Reserve in exploring appropriate building heights, which produces a range of results. In order to arrive at suggested building heights that can be practically incorporated into revised planning controls, some averaging of these results was required, taking into account the topography of the area and relative levels. All heights are quoted to AHD for reasons of consistency, noting that existing height controls in the area use a mixture of AHD and heights above natural surface level (HANS),

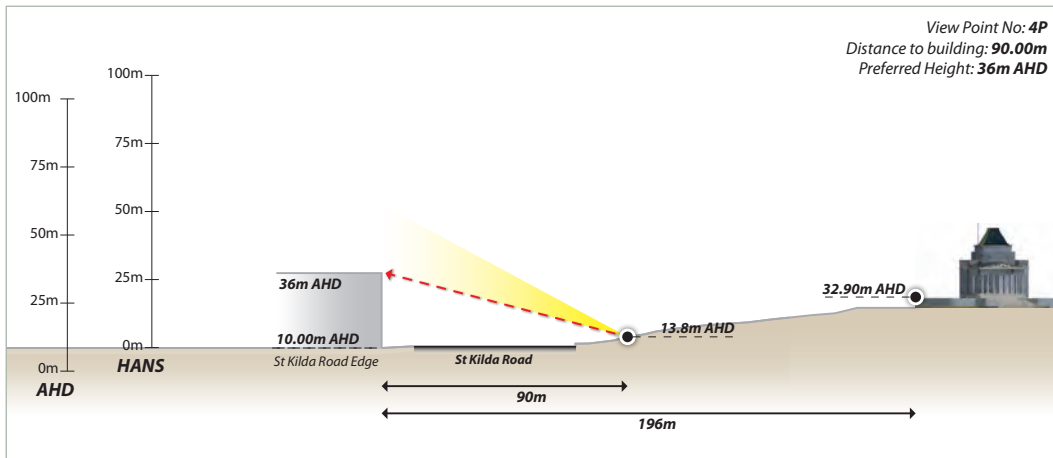


Figure 7.8
indicative cross section showing viewlines to west of the Shrine Reserve.

Figure 7.8

Figure 7.8 shows the principle adopted in the form of an indicative cross section showing the viewline impacts and **Figure 7.9** shows the resultant heights to the west of the Shrine Reserve.

Specifically, the consolidated analysis shows that:

- Building height controls on the western edge of the Shrine fronting St Kilda Road (within 45.5m) should be maintained at 36m AHD and made mandatory
- Building height controls immediately west of the 36m AHD control should be 70m AHD and made mandatory
- Building heights west of the 70m AHD control to Kings Way can transition to approximately 150m AHD without compromising the WWII forecourt and the Shrine Reserve more generally

It is also noted that the existing DDO3-8P control requires upper level setbacks at the eastern end of Bank Street in order to protect the vista along this street and this should be reflected in any revised controls to maintain this viewline.

7.3 KEY OUTCOMES

The review of existing planning controls and policy together with the technical analysis of building heights indicates that:

- The SPPF should be updated to specifically acknowledge the state level significance of the Shrine
- The LPPFs in the three relevant Planning Schemes need to identify the significance of the Shrine and its landmark qualities. The LPPFs should also acknowledge the need to manage land around the Shrine and to encourage development that protects and enhances the cultural significance of the Shrine.

Figure 7.9
Suggested heights derived from prospect view analysis.

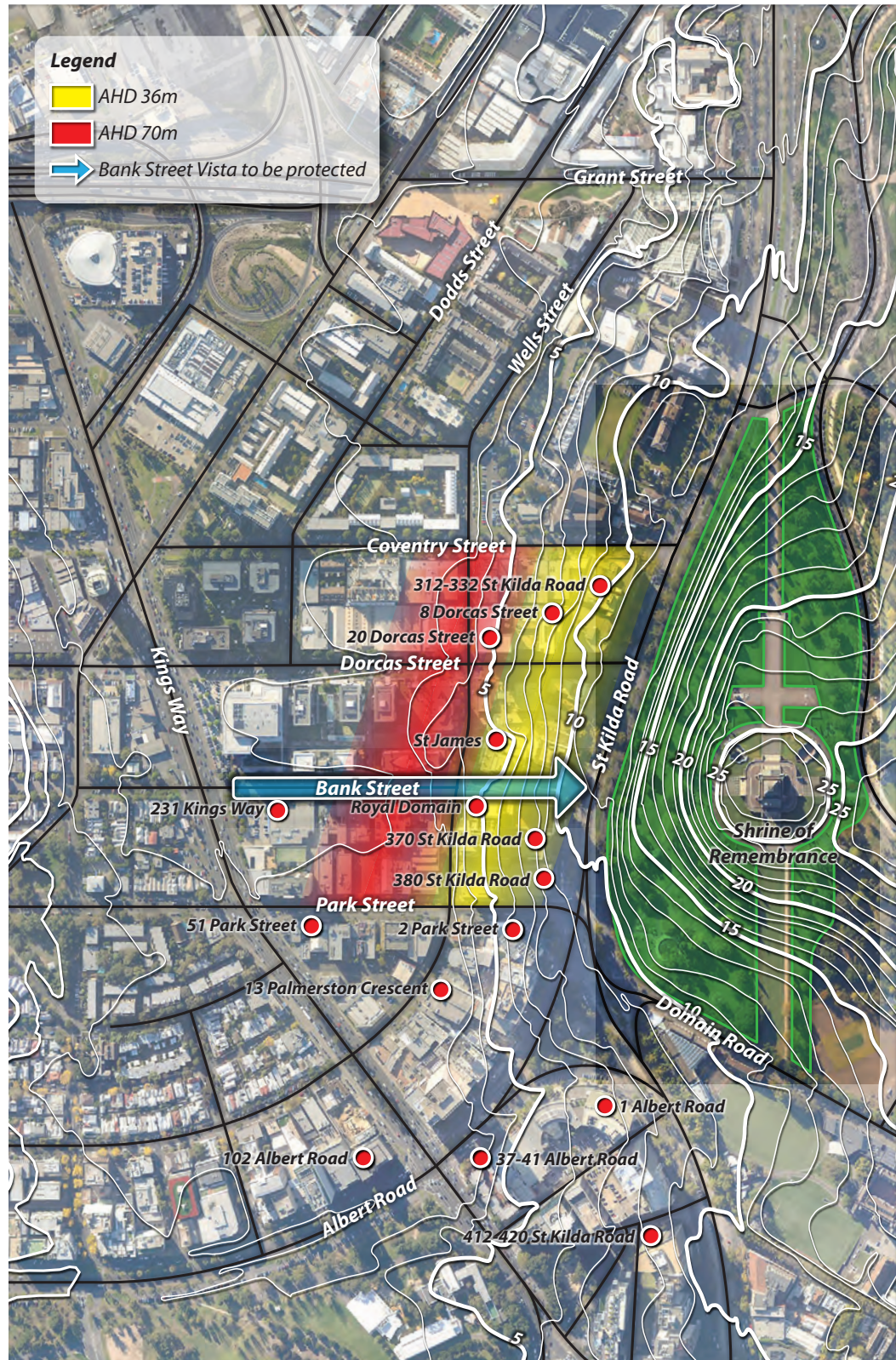


Figure 7.9

- Built form objectives, outcomes and decision guidelines need to provide consistent protection and management of views and vistas to and from the Shrine
- Built form outcomes need to be mandatory in areas within proximity to the Shrine, which have the potential to impact on the cultural significance of the Shrine
- Technical specifications relating to the Shrine Vista Computations Manual need to be consistently applied and mandatory across the relevant areas within the Melbourne, Port Phillip and Stonnington Planning Schemes
- Built form outcomes and decision guidelines need to consider impacts on the place of the Shrine in relation to shadowing, signs, reflectivity and wind
- The Shrine of Remembrance Trustees need to be consistently referenced as a referral body to provide advice in circumstances where development may impact on the Shrine.

8 RECOMMENDED APPROACH

The preferred outcome for the Shrine environs is one which provides ongoing protection of the historic, architectural, aesthetic and social significance of the Shrine, which is influenced by the extent to which the surrounding area is developed.

It is recognised that by amending various planning controls in the City of Melbourne and Port Phillip in particular, other influences will come to bear on the form and nature of their preferred planning provisions. However, the purpose of this report is primarily to recommend measures to manage and protect the significance of the Shrine.

This study identifies principal changes to the planning framework and the need for greater consistency to more clearly articulate the influence and role of the Shrine and, in some places, make discretionary provisions mandatory.

The recommendations of the study are set out in a series of sub-headings as follows:

1. State planning policy
2. Local planning policy
3. Type of Control
4. Heights
5. Shrine Vista Control
6. Secondary Built Form Considerations
7. Referral and Notification

RECOMMENDATION 1: STATE PLANNING POLICY

It is noted that the SPPF includes general measures to protect important views and vistas. However to strengthen this the SPPF should be updated to specifically identify the Shrine as Victoria's largest and most important war memorial. The SPPF should include objectives that specifically seek to protect and conserve the cultural significance of the Shrine as well as strategies to manage the land around it.

RECOMMENDATION 2: LOCAL PLANNING POLICY

The MSS of the City of Melbourne and City of Port Phillip, as well as the City of Stonnington, should be updated to identify the State significance of the Shrine and its landmark qualities. They should clearly note the need to ensure that the surrounding land is effectively managed to protect the Shrine's significance.

Clause 21 of these planning schemes should also include specific objectives and strategies on how to manage the land to guide the decision-making process. Objectives should identify the need to protect and manage views to and from the Shrine as well as the sense of place.

Strategies to achieve this at Clause 22 should recognise that the land will need to be managed to reduce the impacts of height, signs, reflectivity, glare and wind on the Shrine. This would be best placed within an urban design based policy, including a separate section relating to the Shrine, or within a specific Shrine policy.

This report should be listed as a reference document that provides further background to the approach to managing the Shrine environs.

RECOMMENDATION 3: TYPE OF CONTROL

DDOs remain the preferred planning tool to manage built form around the Shrine. However, their structures need to be modified to remove inconsistencies between their expression as well as application in the Cities of Melbourne, Port Phillip and Stonnington.

The primary requirements are shown on **Figure 8.1** and comprise:

- A DDO applied in each municipality, with the Shrine Vista Control as its sole purpose, employing mandatory compliance with the control and the Shrine Vista Computations Manual.

- A DDO applied in Study Area 1 west of St Kilda Road – recognising that this is in both Port Phillip and the City of Melbourne – that manages those interfaces.
- Matters relating to height, setbacks, glare, shadow, wind and signage would be included in this DDO.
- Modified DDOs in the areas south of Study Area 1 and east of St Kilda Road, to accommodate the recommendations in relation to height, setbacks, glare, shadow, wind and signage.

The purpose of the above DDOs must clearly and consistently identify the need to preserve and protect the cultural significance of the Shrine.

It is also recommended that IPO1M be deleted. The recommendations within this report supersede the objectives and requirements of the IPO1M control.

RECOMMENDATION 4: HEIGHTS

The recommended maximum heights are indicated in **Figure 8.1** and are set out below.

Heights within the St Kilda Road western flank:

- On the St Kilda Road edge, heights should be 36m AHD and mandatory.
- At the eastern end of Bank Street between Wells Street and St Kilda Road heights should be 25m AHD mandatory to maintain the Bank Street vista to the Shrine.
- Behind the St Kilda Road edge, heights should be 70m AHD and mandatory.
- Beyond this and moving towards Kings Way, heights can be transitioning up to 150m AHD and discretionary. The discretionary controls must be tied to Shrine-specific objectives, built form requirements and decision guidelines.

Heights in the south-western flank:

- In the area bound by Park Street, Albert Road and Kings Way, heights should be 85AHD and mandatory.

Heights along the western side of St Kilda Road south of the Shrine:

- Along the western side of St Kilda Road between Albert Road and Hanna Street, heights should be 65AHD and mandatory.
- Along the western side of St Kilda Road between Hanna Street and St Kilda Junction, heights should transition from 65AHD up to 110AHD at St Kilda Junction. The discretionary controls must be tied to Shrine-specific objectives, built form requirements and decision guidelines.

Heights along the eastern side of St Kilda Road south of the Shrine:

- Should be mandatory and managed through the Shrine Vista Control.
- Should the heritage status of the area east of St Kilda Road, between Domain Road and Toorak Road, change in the future it will be necessary to assign heights in consideration of impacts on the Shrine.

Areas that should be subject to mandatory and discretionary controls are provided above. Generally, mandatory controls are recommended for areas close to the Shrine, while discretionary controls are recommended in areas more distant from the Shrine.

It is also noted that heights in discretionary areas must be absolute. That is, no architectural features or service equipment shall be permitted to exceed the expressed heights. It is accepted that in keeping with the existing controls, it may not be practical to restrict replacement buildings.

Figure 8.1

Recommended heights

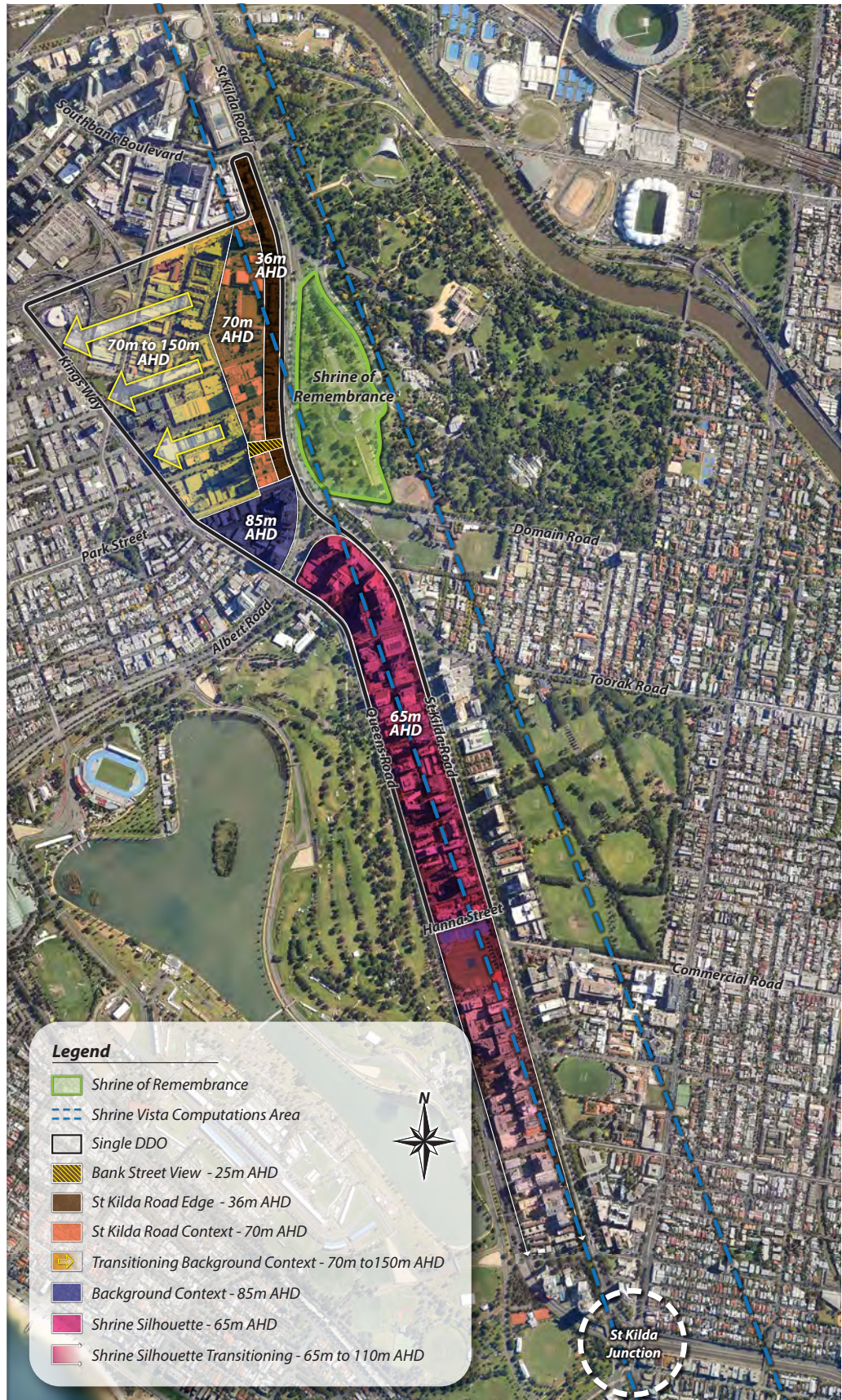


Figure 8.1

RECOMMENDATION 5: SHRINE VISTA COMPUTATIONS MANUAL

It is essential that the Shrine Vista Computations Manual is correctly and consistently applied across the entire computations area. Application must be mandatory.

The Shrine Vista Computations Manual should be included as an Incorporated Document (in the Schedule to Clause 81.01) in the Melbourne, Port Phillip and Stonnington Planning Schemes, giving the document more statutory weight. Its application in the relevant planning schemes should include directives to:

- Extend DDO13 (Port Phillip) to the path of the Shrine Vista Computations over the relevant part of the west side of St Kilda Road and to the south and east side of this road to St Kilda Junction in a similar manner to that shown in DDO17 in the City of Melbourne.
- Redrafting of the DDOs that are underpinned by the Shrine Vista Computations Manual, so that they are consistent across the three municipalities.
- A mandatory requirement to comply with the Shrine Vista Computations manual in DDO17 (Melbourne), DDO13 (Port Phillip) and DDO2 (Stonnington).
- Delete IPO1M and replace with DDO17.

RECOMMENDATION 6: SECONDARY BUILT FORM CONSIDERATIONS (SHADOW, REFLECTIVITY, WIND AND SIGNS)

The building and works requirements of all DDO provisions for Area 1 west of St Kilda Road should be updated to include reflectivity/glare, sign, wind and overshadowing considerations.

The following provisions should be included into the built form requirements:

- Discretionary provisions in relation to reflectivity/glare.
- Mandatory provisions that signs above 33m AHD be referred to the Shrine Trustees for comment.
- Discretionary provisions in relation to wind effects.
- Requirement that all planning permit applications which may overshadow the Shrine clearly document shadow effects at the equinox, ANZAC Day and Remembrance Day.

RECOMMENDATION 7: REFERRALS AND NOTIFICATION

The Shrine of Remembrance Trustees should be consulted in circumstances where development is discretionary and may impact on the Shrine and for signs above 33m AHD.



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