

# 52-60 COLLINS STREET, MELBOURNE TOWN PLANNING REPORT

June 2021

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# EXECUTIVE SUMMARY

This planning report has been prepared on behalf of Dexus in support of an application to amend Planning Permit No. PA1900656 associated with the development of the land at No. 52-60 Collins Street, Melbourne. The Amendment is sought to allow for the incorporation of the adjoining land at the Melbourne Club to create an increased site area consisting of the land comprising No. 52-60 Collins Street, Melbourne, No.36 Collins Street, Melbourne and No. 57-67 Little Collins Street, Melbourne ('subject site').

Subsequently, the amendment proposes the increase in height of the approved office tower development at No. 52-60 Collins Street, well below the achievable 18:1 floor area ratio of the combined sites.

For the purposes of this report, the land at No. 52-60 Collins Street is referred to as the 'development site' and the land comprising No.36 Collins Street and No. 57-67 Little Collins Street, Melbourne is referred to as 'The Melbourne Club'.

The proposal's design has evolved as a direct response to the site's physical and strategic policy context, the increase in demand for premium office space within Melbourne's central city and the aspirations of the landowner. The building is found to contribute to the progressive character of this part of the city through a responsive architectural design. The design will complement the historic and contemporary characteristics of the area, adding to the high quality architecture for which Melbourne is renowned.

The proposed development is found to respond appropriately to the relevant State and Local Planning Policies, which support built form outcomes that contribute to the character of the central city and provide a high quality and innovative design response for the site. In particular:

- The proposed amendments seek to further enhance the existing approval, which will reinvigorate an underutilized site in a strategically appropriate location.
- The proposed amendments will result in a high quality and improved architectural design that will contribute to the complexity of built form within the eastern portion of Melbourne's CBD.
- The proposed amendments build upon the approved design, ensuring the proposal successfully integrate with the existing building to achieve a highly resolved architectural response within the constraints of the site.
- The inclusion of additional premium office space will fulfil an identified demand in this part of the city, as well as create job opportunities and support the growth of the Melbourne economy.
- The office floorplates will be afforded a high level of internal amenity, including good daylight access and ventilation.
- The amended development responds appropriately to its surrounding interfaces and will not result in unreasonable amenity impacts.
- The proposal will not result in an unreasonable level of overshadowing, including to the forecourt area of Collins Place.
- Car parking, bicycle parking, access, waste and loading are appropriately resolved and build upon the approved design.

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# 1. INTRODUCTION

On behalf of Dexus, the permit applicant, Urbis has prepared this report in support of an application to amend Planning Permit No. PA1900656 and associated plans pursuant to Section 72 of the *Planning and Environment Act 1987*.

This report addresses the appropriateness of the proposed amendments against the relevant planning controls and policies of the Melbourne Planning Scheme and surrounding built form context. A detailed assessment of the proposal is set out in this report and should be read in conjunction with the following information:

- Certificates of Title for all seven parcels that comprise the subject site
- Architectural Plans prepared by Bates Smart, dated 7 June 2021
- Urban Context Report prepared by Bates Smart, dated 9 April 2021
- Area Schedule prepared by Bates Smart, dated 9 April 2021
- 3D Model prepared by Bates Smart, dated 9 April 2021
- Traffic and Transport Assessment prepared by Cardno, dated 1 February 2021
- Sustainability Management Plan prepared by Arup, dated 7 June 2021
- Operational Waste Management Plan prepared by Leigh Design, dated 5 February 2021
- Pedestrian Wind Study, prepared by RWDI, dated 4 March 2021
- Pedestrian Wind Study Memo prepared by RWDI, dated 5 July 2021
- Stormwater Management Advice prepared by Enstruct, dated 24 June 2021
- Quantity Surveyor Report prepared by Slattery Group, dated 12 April 2021
- Heritage Assessment prepared by Bryce Raworth, dated 1 April 2021
- Servicing Management Plan prepared by Arup, dated 5 February 2021
- Survey Plan prepared by Landair, dated 14 November 2018
- Survey Plan prepared by Veris, dated 27 February 2019

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## 1.1. PLANNING PERMIT BACKGROUND

Planning permit No. PA1900656 was issued by the Minister for Planning for the land at 52-60 Collins Street on 22 May 2020, which allows for the:

*'Part demolition of 52 Collins Street, demolition of 60 Collins Street and construction of a multi-storey building comprising retail premises (other than adult sex bookshop, department store, hotel, supermarket and tavern) and offices.'*

## 1.2. PRE-APPLICATION DISCUSSIONS

Two pre-application meetings have been held with representatives from DELWP and MCC to table draft plans and seek preliminary feedback on the proposal. These meetings were held on 2 December 2020 and 24 February 2021.

Based on discussions and feedback from these meetings, officers have been receptive to the planning mechanism proposed for amended the approval and have indicated a broad level of support for the proposed amendments to the approved scheme, subject to some alterations which have been addressed in this planning submission.

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## 2. SUBJECT SITE AND SURROUNDS

### 2.1. SUBJECT SITE

The subject site is located on the north-east corner of the Collins Street and Exhibition Street intersection, with interfaces along Collins Street, Exhibition Street and Little Collins Street. As noted previously, the site is defined in two parts for the purpose of this application, being:

- The 'development site' at No. 52-60 Collins Street, Melbourne

The site at No. 60 Collins Street accommodates a 15-storey office building and the site at No. 52 Collins Street comprises Melville House a three-storey heritage building, with a 12-storey office building to the rear. Rear access to both existing buildings is available from McGraths Lane.

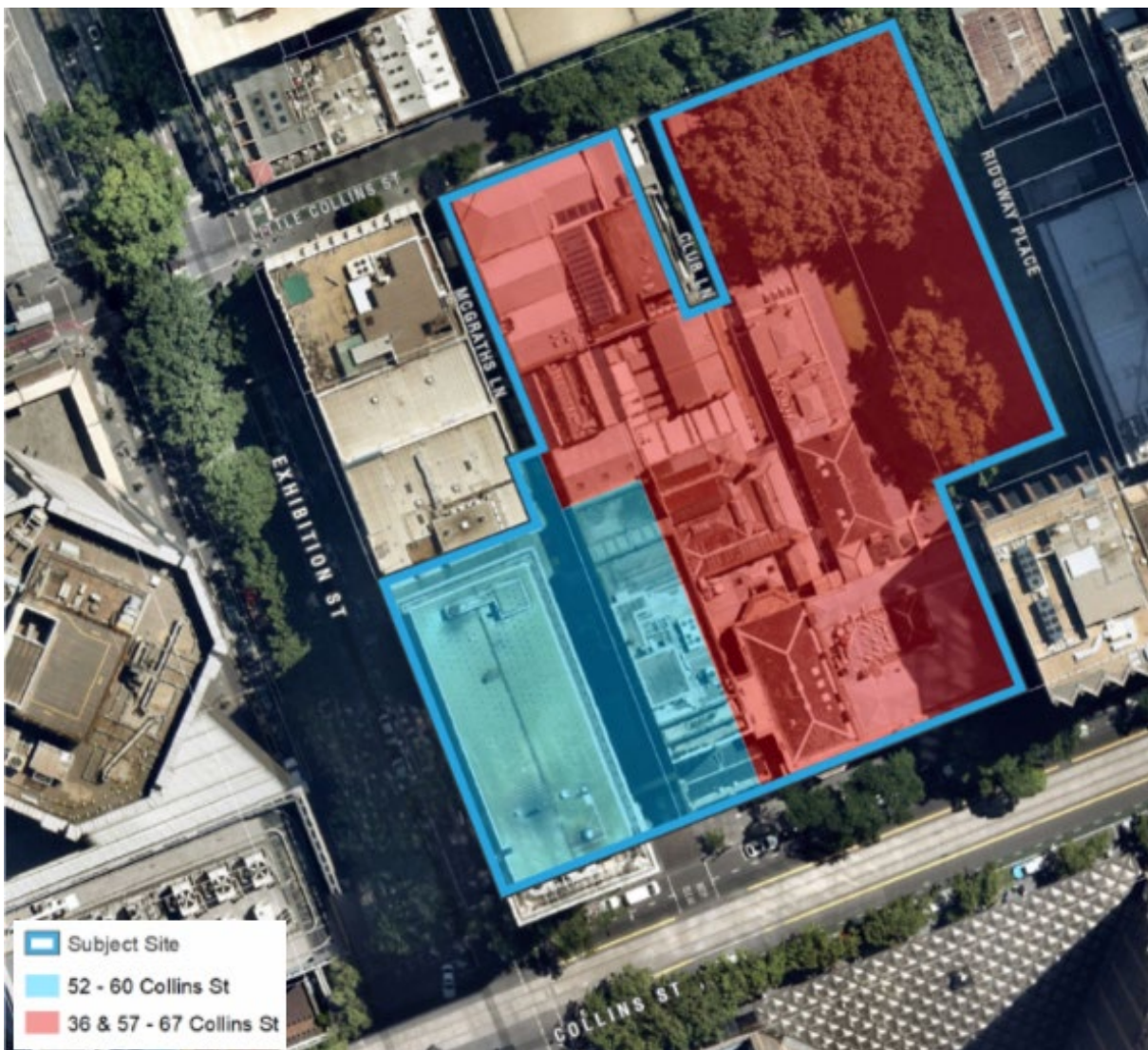
- 'The Melbourne Club' at No.36 Collins Street and No. 57-67 Little Collins Street, Melbourne

The sites at No.36 Collins Street and No. 57-67 Little Collins Street, Melbourne comprises buildings and gardens associated with the Melbourne Club.

#### 2.1.1. Certificate of Title

The site comprises seven land parcels; Lot 1 on Title Plan 858816 (52 Collins Street, Melbourne), Lot 1 on Title Plan 552611 (60 Collins Street, Melbourne), Lot 1, 2 & 3 on Title Plan 854048 (36 Collins Street) and Lot 1 & 2 on Title Plan 677350 (57-67 Little Collins Street, Melbourne).

Figure 1 Subject Site Aerial



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Picture 1 No. 60 Collins Street, Melbourne



Picture 2 No. 60 & No. 52 Collins Street, Melbourne



Picture 3 No. 36 Collins Street, Melbourne



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## 2.2. IMMEDIATE SURROUNDS

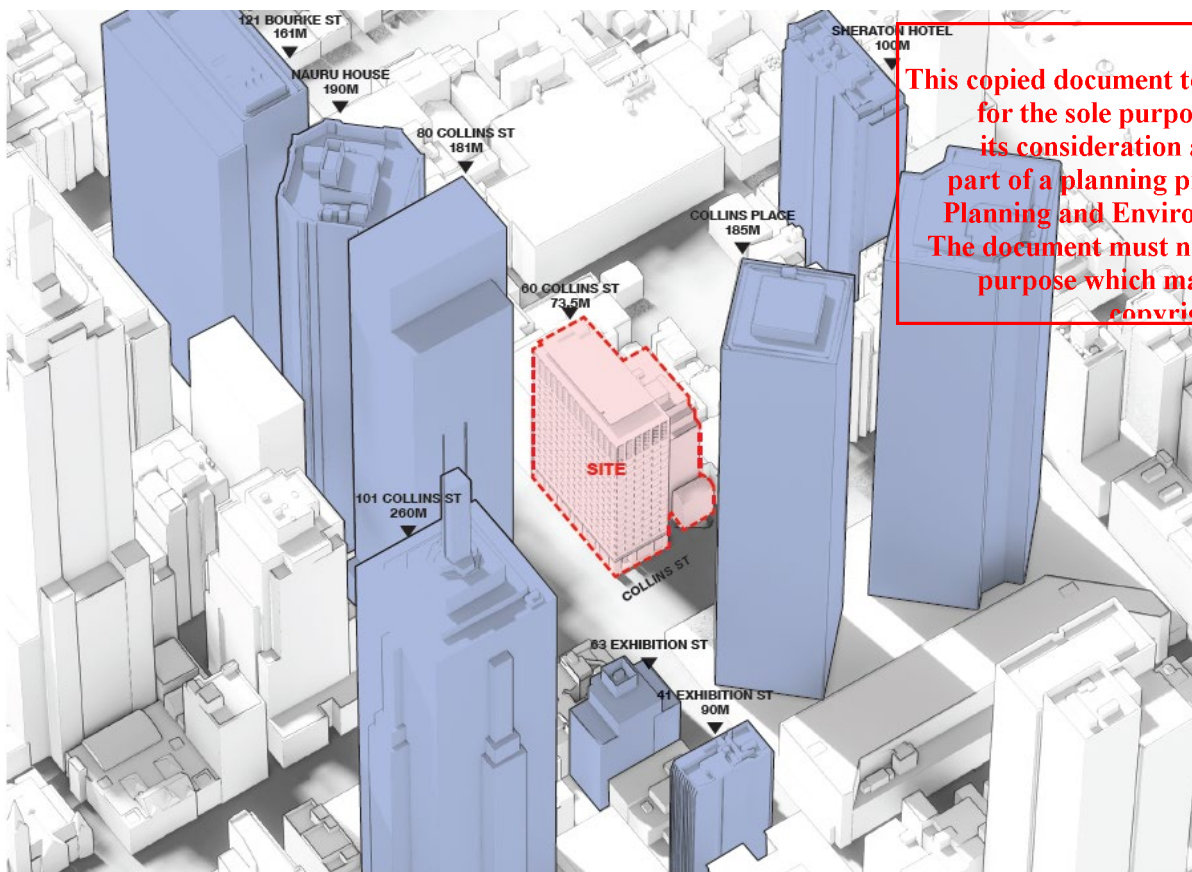
The subject site has the following key interfaces:

Land	Description of Surrounding Context
North	No.100 Exhibition Street is located immediately to the north of 60 Collins. An 11 storey apartment building occupies this site. The site includes access via McGrath's Lane at the rear off Little Collins Street.
East	No. 30 Collins Street is located immediately to the east of the Melbourne Club, along the Collins Street frontage. A fifteen-storey concrete office building with basement private parking and ground level retail occupies the site. The site includes access via Ridgeway Place at the rear off Little Collins Street.  Ridgeway Place, a Council laneway, runs along the remainder of the eastern Melbourne Club boundary.
South	To the south the site abuts Collins Street. Further south, are No. 55 Collins Street and No. 25-45 Collins Street, comprising two towers up to 185 metres in height forming part of the Collins Place precinct.
West	Exhibition Street is located immediately west of the subject site. Further west is No. 80 Collins Street. A 181 metre high mixed used building, comprising hotel, office and retail uses.

## 2.3. SURROUNDING AREA

The site is located within the eastern portion of the Melbourne CBD and as such, is well serviced by public transport and existing infrastructure, open space, tourist, business and retail centres. The surrounding current and emerging physical context is reflective of the highly urbanised location and is typified by tall built form, mixed with a number of smaller scale heritage buildings.

Figure 2 Surrounding Built Form Context



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## 3. PLANNING POLICY FRAMEWORK

### 3.1. PLANNING CONTROLS

The site is located in the Capital City Zone Schedule 1 – (Outside the Retail Core) (CCZ1)

The site is also affected by the following overlays:

- Design and Development Overlay – Schedule 1 (Actie Street Frontages) (DDO1)
- Design and Development Overlay – Schedule 10 (General Development Area - Built Form) (DDO10)
- Parking Overlay – Precinct 1 Schedule (Capital City Zone – Outside the Retail Core) (PO1)
- Heritage Overlay – Schedule 504 (Collins East Precinct) (HO504)
- Heritage Overlay – Schedule 566 (Melville House, 52 Collins Street) (HO566)
- Heritage Overlay – Schedule 1287 (Little Collins Street Precinct) (H1287)

The following controls apply only to the Melbourne Club:

- Heritage Overlay – Schedule 566 (The Melbourne Club, 36-50 Collins Street, Melbourne)
- Environmental Overlay – Schedule 2 (Exceptional Trees) (ESO2)

### 3.2. PERMIT TRIGGERS

The proposed development triggers the following planning permit requirements:

- **Clause 37.04-4** – To demolish or remove a building and to construct a building or construct or carry out works in the Capital City Zone – Schedule 1.
- **Clause 43.01-1** – To demolish or remove a building and to construct a building or construct or carry out works on land affected by the Heritage Overlay.
- **Clause 43.02-3** – To construct a building or construct or carry out works on land affected by the Design and Development Overlay – Schedule 1 and Schedule 10.

It is noted that no new planning triggers apply to the proposed amended development.

### 3.3. RELEVANT PLANNING POLICY

There are a number of relevant State and Local Planning policies that have been considered when assessing the proposed development. These include:

#### Planning Policy Framework

- Clause 11 – Settlement
- Clause 13 – Environmental Risks and Amenity
- Clause 15 – Built Environment and Heritage
- Clause 17 – Economic Development
- Clause 18 – Transport
- Clause 19 - Infrastructure

#### Local Planning Policy Framework

- Municipal Strategic Statement (Clauses 21.02 - 21.04, Clause 21.06 and Clauses 21.08 - 21.10)
- Clause 22.01 – Urban Design in the Capital City Zone
- Clause 22.02 – Sunlight to Public Spaces Policy
- Clause 22.04 - Heritage Places within the Capital City Zone

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- Clause 22.19 –Energy, Water and Waste Efficiency
- Clause 22.20 – CBD Lanes
- Clause 22.23 –Stormwater Management (Water Sensitive Urban Design)

A full list of these policies, objectives, requirements and maps relevant to this development have been included at **Appendix A** of this report.

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## 4. PROPOSAL

The purpose of this amendment to Planning Permit No. PA1900656 to allow for the incorporation of the adjoining land at the Melbourne Club to create an increased site area (via an air rights agreement), ultimately increasing the allowable 18:1 floor area ratio of the development site.

It is confirmed that the proposed built form will remain wholly within approved building footprint on the No.52-60 Collins Street site, with no development proposed within any of the Melbourne Club land that forms part of the larger subject site. This application is unique in that it confines the built area to a small section of the overall subject site.

In addition to the above, a range of high-quality design improvements are proposed to ensure the successful integration of a taller building form on the site. Specifically, the application seeks to amend Planning Permit No. PA1900656 to allow for the following:

### 4.1. USE

The development is to be used as an office building with ground level retail, comprising the following:

- 42,182 square metres of office space across the Upper Lobby Level to Level 36.
- The office space includes the provision of co-working spaces at the Upper Lobby and Level 1.
- 639 square metres of outdoor terrace space for use by respective office tenants at Levels 9, 18 and 37.
- 410 square metres of retail floor area at Ground Level.

### 4.2. BUILDING LAYOUT AND FORM

The proposed amended scheme is contained entirely within the approved building envelope of the existing approval up to a height of 80 metres. Above 80 metres the amendment seeks to increase the tower form, within the parameters set by DDO10, to a height of 156.64 metres. Resulting in the following key built form amendments:

- Increase in overall building height from 101.3 metres to 156.64 metres (+55.34 metres)
- Increase in gross floor area from 35,730 square metres to 58,127 square metres (+22,397 sqm)
- Increase in tower setback from the eastern and northern boundaries.

In addition, the proposal seeks to deliver an overall superior design response to that currently approved. Particular improvements to the façade design, internal amenity and enhancement of the public realm interface at street level, to better respond to the higher tower form and ensure the development is responsive to the amenity of adjoining properties and the immediate and surrounding heritage context.

The Ground Floor layout remains generally consistent with the approved development, with vehicle and pedestrian access unchanged and the continued provision of active uses along the Collins Street and Exhibition Street frontages.

### 4.3. OTHER AMENDMENTS

Other key amendments include:

- Increase in provision of car parking spaces from 36 spaces to 41 spaces (+5 spaces)
- Increase in provision of bike spaces from 212 to 342 (+130 spaces)
- General internal rearrangement of the basement layouts, including the deletion of retails from Basement Level 1
- Addition of a central atrium void at Level 1
- Deletion of plant at Level 9 and addition of outdoor terrace
- Deletion of Level 10 terrace and reconfiguration of building footprint

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## 4.4. DESIGN COMPARISON

A comparison of the proposed scheme and approved scheme is detailed below:

	Existing Scheme	Proposed Scheme
<b>Land Use</b>	Office & Ground Level Retail	Office & Ground Level Retail
<b>Site Area</b>	1,985 sqm	7,423 sqm
<b>Gross Floor Area</b>	35,730 sqm	58,127 sqm (new) 64,702 sqm (new + existing)
<b>Floor Area Ratio</b>	18:1	8.72:1
<b>Office Floor Area (NLA)</b>	26,311 sqm	42,182 sqm
<b>Retail Floor Area</b>	757 sqm	410 sqm
<b>Car Spaces</b>	36 spaces	41 spaces
<b>Bike Spaces</b>	212 spaces	342 spaces
<b>Building Height</b>	101.3 metres (excluding plant and lift overrun) / 23 levels	156.64 metres (excluding plant and lift overrun) / 38 levels
<b>Podium Height</b>	80 metres	80 metres

Figure 3 Design Comparison



*Approved*



*Proposed*

## 4.5. AMENDMENTS TO THE PLANNING PERMIT

### 4.5.1. Address of the Land

The address of the land referred to by the permit will need to be revised to include the additional land included by the amendment at No.36 Collins Street, Melbourne and No. 57-67 Little Collins Street, Melbourne.

### 4.5.2. Permit Conditions

#### 4.5.2.1. Air Lot Conditions

It is expected that new conditions will be required to facilitate the proposed 'air lot' on the Melbourne Club site. It is anticipated that this will be in the form of a conditional requirements, with the following draft conditions considered to appropriately address on-going nature of the proposed outcome.

These conditions have been drafted with the input of planning lawyers and seek to restrict the future development potential of the Melbourne Club land in the unlikely scenario it will ever be developed. The conditions also mandate an air lot (light and air easement) being created over the Melbourne Club land so that no buildings could be built within 9.4m (or 6%) of the boundary of 52-60 Collins Street.

These permit conditions are to be read in addition to any existing and standard conditions on the current permit:

1. Prior to the commencement of development, excluding preliminary site works, demolition, bulk excavation, retention, footings and foundations, and any clean up works, or as may otherwise be agreed in writing with the Responsible Authority, the permit holder must create airspace lots on the land at 36 Collins Street (Lot 2 on TP 854048T) and 57-67 Little Collins Street (Lots 1 and 2 on TP677350F) that extends from the east and north boundaries of 52 Collins Street (Lot 1 on TP 858816B) respectively, to provide for a permanent setback area for the approved development. The airspace lots must:
  - Provide a width equivalent to at least 6% of the total height of the approved development (excluding permitted plant room and architectural features) or such other equivalent figure as may be set out in the Design and Development Overlay of the Melbourne Planning Scheme.
  - Commence at a point at least 40 metres above the average ground level of the land at 36 Collins Street and 57-67 Little Collins Street.
  - Not exceed a height of AHD 160 metres.
  - Provide for a light and air easement in favour of the approved development at 52-60 Collins Street as well as the properties at 36 Collins Street and 57-67 Little Collins Street.
2. Prior to the commencement of development, excluding preliminary site works, demolition, bulk excavation, retention, footings and foundations, and any clean up works, or as may otherwise be agreed in writing with the Responsible Authority, the airspace lots created pursuant to condition [1] must be amalgamated with the titles of the land at 52-60 Collins Street (being Lot 1 on TP 858816B and Lot 1 on Title Plan 552611B).
3. Before the commencement of the development, excluding preliminary site works, demolition, bulk excavation, retention, footings and foundations, and any clean up works, or as may otherwise be agreed in writing with the Responsible Authority, the owners of the land at 36 Collins Street and 57-67 Little Collins Street must enter into an agreement with the Melbourne City Council under Section 173 of the Planning and Environment Act 1987. The agreement must provide for the following:
  - If the Melbourne Planning Scheme sets out maximum allowable Floor Area Ratio (FAR) requirements, then the maximum allowable FAR for any future development of the land at 36 Collins Street and/or 57-67 Little Collins Street:
    - i. is to be calculated in accordance with the provisions of the Melbourne Planning Scheme; and

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- ii. is to be reduced by the gross floor area amount (sqm) shown on the endorsed plans (as may be amended from time to time) as being transferred from the land at 36 Collins Street and 57-67 Little Collins Street to the approved development.

The owners of the land must pay all of the Melbourne City Council's reasonable legal costs and expenses of this agreement, including preparation, execution and registration on title.

- 4. Prior to the commencement of the development, excluding preliminary site works, demolition, bulk excavation, retention, footings and foundations, and any clean up works, or as may otherwise be agreed in writing with the Responsible Authority, the owners of the land at 52-60 Collins Street, 36 Collins Street and 57-67 Little Collins Street must enter into an agreement with the Melbourne City Council pursuant to Section 173 of the Planning and Environment Act 1987. The agreement must provide for the following:
  - The windows/openings which are located up to a height of 40 metres from ground level on the north and east boundaries of the approved development must be removed if the adjoining land at 36 Collins Street and 57-67 Little Collins Street is further developed in a manner that the Responsible Authority considers would affect these windows/openings.

The owners of the land must pay all of the City of Melbourne's reasonable legal costs and expenses of this agreement, including preparation, execution and registration on title.

#### 4.5.2.2. Other Conditions

In addition, the following planning permit conditions will need to be updated to reflect the documents forming part of this submission:

- Condition 1 will be required to be updated to reflect and reference the new plans.
- Condition 13 will be required to be updated to reflect and reference the new wind assessment.
- Condition 16 will be required to be updated to reflect and reference the new traffic assessment.
- Condition 17 will be required to be updated to reflect and reference the new waste assessment.
- Condition 24 will be required to be updated to reflect and reference the new ESD assessment.
- Condition 27 will be required to be updated to reflect and reference the new WSUD assessment.

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## 5. PLANNING CONSIDERATIONS

The planning assessment addresses the following key matters:

- Planning policy support for the proposal
- Benefits of the office use within this precinct
- Built form considerations
- Internal amenity considerations
- Environmental considerations
- Building services and performance

Details of the planning controls and permit triggers are included within **Appendix A**.

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## 6. PLANNING POLICY SUPPORT

The development site is located within the Capital City Zone – Schedule 1 and is affected by the Design and Development Overlay – Schedule 5 and Schedule 10, the Parking Overlay – Schedule 1 and the Heritage Overlay – Schedule 504, 565 and 1287.

The relevant State and Local Planning Policies is contained within **Appendix A**.

### 6.1. PLAN MELBOURNE

Plan Melbourne outlines the vision and strategy for Melbourne's growth for the next 30 years. The growth of the inner city is a key pillar of the strategy as a method of protecting existing suburbs and responding to changing economic structures with an emphasis on providing for the continued growth of knowledge-intensive and high-skilled firms in the central city while continuing to be a major area for tourism, retail, residential, entertainment, sporting and cultural activities.

Plan Melbourne supports strategies to provide for the continued growth of the central city, so that it will become Australia's largest commercial and residential centre by 2050. A key focus of the strategy is to provide opportunity for investment, innovation and job creation.

### 6.2. PLANNING POLICY FRAMEWORK

The proposal continues to support the key policy objectives for Melbourne through contributing to Council's aim to facilitate employment opportunities and investment within the central city. In addition, the proposal will provide a high quality, well designed building that offers internal amenities and services, which appropriately respond to the site and its context.

The subject site is considered to be in a highly strategic location from a planning policy perspective given its location in the heart of the Melbourne CBD. Policy supports intensification and urban consolidation in locations such as the subject site, which are well serviced by shops, services, public open space and high levels of accessibility for walking, cycling and public transport. Specifically, the eastern end of Collins Street has excellent access to a range of public transport options, retail and community services and public open space.

The proposed amendment is considered appropriate under the Planning Policy Framework for the reasons discussed below:

- The proposal will continue to support the important role of the Central City to accommodate significant employment opportunities and intensification of existing urban areas to provide a mix of uses including office and retail use, in accordance with the objectives of Clause 11 (Settlement).
- The proposal is in accordance with Clause 11.02-1S (Supply of Urban Land), which seeks to plan for urban growth taking into consideration opportunities for the consolidation, redevelopment and intensification of existing urban areas.
- The proposal will allow redevelopment of the site that will provide a range of uses that contribute to diversity within the area, while provide working environments that are safe and accessible, as desired within Clause 15 (Built Environment and Heritage).
- The development is consistent with Clause 17 through the provision of additional employment opportunities within the Central City that are easily accessible by public transport.
- The proposed additional worker population intended for the office levels, combined with ground level retail tenancies, will contribute to the economic well-being of the broader Melbourne, consistent Clause 17.02-1S (Business).

### 6.3. LOCAL PLANNING POLICY FRAMEWORK

The Local Planning Policy Framework builds on the Planning Policy Framework by applying locally specific context to the policy. The development complies with the following key local policies of the City of Melbourne, as discussed below:

- The amended proposal delivers an additional 22,561 square metres of office space to the area. This will result in an increase in the CBD worker population, which will continue to support the central city as a

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vibrant business and retail area whilst ensuring the provision of facilities and services for the changing and diverse needs of residents, visitors and workers, as encouraged by Clause 21.08 (Economic Development).

- The design of the proposed development has regard to the urban design policies at Clause 21.06 (Built Environment and Heritage) having regard to the following:
  - The design of the proposed development is informed by the surrounding buildings and planning policy context, providing a respectful and responsive form to the context of the site.
  - The proposed building largely retains the existing setbacks and building height of the approved scheme.
  - The proposal will improve on the existing approval, providing a high quality architectural form that will contribute positively to its locality within an area of the CBD that accommodates taller building forms.
  - The proposal will provide residential vehicle and service vehicle access via Exhibition Street, away from the Collins Street interface, minimising disruption to the key pedestrian route.
  - The proposed podium layout and design will provide surveillance over the public realm, along with active Ground Level uses, with aspect over both Collins Street and Exhibition Street.
- The proposal will locate office space within close proximity of public transport and services, including the tram network along Collins Street and nearby Parliament Station, as desired within Clause 21.09 (Transport).
- The proposal improves upon the original approval to present a high-quality architectural form achieving a very high standard of urban design, consistent with the objectives of Clause 22.01 (Urban Design within the Capital City Zone). This has been based on a comprehensive site analysis, prepared by Bates Smart, which has taken into consideration the surrounding urban context.
- In accordance with Clause 22.02 (Sunlight to Public Places Policy) the revised proposal will not result in any unreasonable shadow impacts to the public realm. It is noted that the proposed development achieves the conditional requirements of Planning Permit No. PA1900656 with regard to minimising shadow cast to the forecourt area of Collins Place.
- The proposed building has been designed to be energy efficient, minimising energy use and greenhouse gas emission and appropriate water use and re-use as desired within Clause 22.19 (Energy, Water and Waste Efficiency) and Clause 22.23 (Stormwater Management).

## 6.4. ZONING AND OVERLAYS

The amendments to the proposal are considered to be consistent with the zone and overlays which apply to the development site:

- The uses proposed by the development are as-of-right under the controls of the Capital City Zone – Schedule 1 (CCZ1), which in itself demonstrates that such uses are encouraged in this location.
- The proposed increase in office floor space contributes to the range of uses that complement the capital city function of the eastern end of the CBD, in line with the purpose of the CCZ1.
- The proposed development will be a positive addition to the streetscape, with the podium and tower form providing a suitable response to the objectives of the Design and Development Overlay – Schedule 1 (DDO1) and Schedule 10 (DDO10). This is achieved whilst still providing a significant addition to the area that serves to contribute to the growth of the Central City, in line with the CCZ1.
- The proposed amendments will provide an appropriate response to the immediate and surrounding heritage context, in line with the Heritage Overlay – Schedule 504, 565 and 1287, consistent with, and improving on, the heritage response of the existing approval.
- The provision of car parking within the development is provided at a rate less than the maximum stipulated by the Parking Overlay – Schedule 1 (PO1), ensuring an appropriate provision of car parking in this location.
- Schedule 2 to the Environmental Significance Overlay affects the subject site 36 Collins Street (Melbourne Club). It is confirmed that the proposal will not have any impact on the trees identified in ESO2.

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## **7. BUILT FORM CONSIDERATIONS**

The site's location within the eastern portion of the CBD around Collins and Exhibition Streets, presents an excellent opportunity to provide greater intensity of development on a site that is currently underutilised. The proposal will result in a greater level of interest, activity and vibrancy in this area of the CBD and contribute to the growth of the City at a time when new investment is critical.

### **7.1. URBAN CONTEXT**

Complementary to the overarching objective of the Capital City Zone, being to enhance the City's role as an area of national and international importance, the proposal will contribute to the growth of the central city through additional investment in the redevelopment of an underutilized site, with a new building of high-quality architectural merit and the creation of additional premium office space in a sought after location of the Melbourne CBD.

The proposed amendment will continue to provide a podium and tower form reflective of the site context, that will sit comfortably within the eastern portion of the CBD. The height of buildings within the surrounding precinct contribute to the capability of the site to continue to deliver the approved building height with no material impact on the urban context of the area or street level environment.

The building is located within an area of the CBD that accommodates a number of taller building forms. It is submitted that a building height of 156.64 metres in the context of the surrounding area is entirely appropriate and responds to the built form scale and urban structure of this area of the city.

Figure 4 Proposed Urban Context Perspective



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### **7.2. PUBLIC REALM RESPONSE**

Consistent with the approved design, the proposal delivers a podium and tower form. The building has been designed to address both Collins Street and Exhibition Street to ensure activation of each streetscape and result in activation at street level.

The podium design has been revised slightly to better respond to the tower from above, while drawing on the character of the immediate streetscape. The podium design achieves a comfortable human scale at street level, which will allow for an inviting experience for pedestrians. The height of the podium is consistent with

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that of the current approval, however design improvements to the façade, including the introduction of greenery and a more tactile material palette enable an improved outcome at street level and ensures a human scale when experienced in the pedestrian realm.

The building lobby is to be located at the Collins Street frontage and has been designed to be easily accessible and identifiable and provide activation of the streetscape. The Collins Street entrance has been designed to draw pedestrians through the site, with the pedestrian link the McGraths Lane retained in the proposal. This creates an inviting space and ensures ease of access from multiple access points to the offices above.

As detailed in the Urban Context Report prepared by Bates Smart, the space adjacent to Melville House relates to the recessed side bays at each end of The Melbourne Club, and allows Melville House to be appreciated as a standalone building. This main Collins Street entrance space aligns with the width of McGraths Lane and is expressed as a façade recess which runs up the full height of the building, elongating the built form and breaking up the overall building mass when viewed from the south.

Overall, the building results in an improvement to the streetscape and public realm and has appropriately responded to the surrounding context.

Figure 5 Proposed Podium Design viewed from Collins Street



## 7.3. HERITAGE CONSIDERATIONS

Consideration of the appropriateness of the proposed demolition relies on an assessment of the development against relevant State and Local Policy for heritage. A Heritage Impact Statement has been prepared by Bryce Raworth, which confirms that the proposal has been developed with appropriate regard for the decision guidelines of the Heritage Overlay (Clause 43.01) and the relevant local heritage policy (Clause 22.04).

The proposed development is considered to appropriately respond the site's immediate and surrounding heritage context, as follows:

- The demolition of the former Reserve Bank building, a much altered post-war building, will have little appreciable impact upon the significance, character and appearance of the heritage place.
- The proposed new building, although resulting in an appreciable increment of change within the precinct, is a well-resolved, carefully considered scheme that has been designed to be respectful of its heritage context.

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- To the extent that the present proposal represents a variation on the existing approval for the site, the changes have been adopted after an extensive review of options in terms of detailing and articulation, and with appropriate consideration for the heritage context provided by Melville House, the Melbourne Club, and this eastern end of Collins Street more generally.
- The increased floor area of the tower as amended will not result in any additional impact on the heritage streetscape. In terms of views from Collins Street, the eastern tower expression provides a modulated, differentiated and generally recessive backdrop to both Melville House and the Melbourne Club.
- The impact of the visibility of the amended development from the garden of the Melbourne Club, which is essentially similar to that of the existing approval, is mitigated through the articulation that divides the elevation into an appropriately fine grain in the tower levels above the base element. Importantly, windows have been added within the core to the eastern elevation to ensure an activated and articulated backdrop to the Melbourne Club.

Please refer to the Heritage Impact Statement prepared by Bryce Raworth, dated 1 April 2021 for further detail.

Figure 6 Proposed Development viewed on Collins Street, with the existing Melbourne Club to the East



## 7.4. BUILDING HEIGHT

From a height perspective, the development is reasonably modest when compared to other buildings in the immediate vicinity, with a number of developments in the area exceeding 150 metres. Noting that the immediate area accommodates 101 Collins Street (260 metres), 80 Collins Street (181 metres) and the Collins Place towers (185 metres). As such, it is considered that the proposed height of the development reinforces the robust built form character of the area, allowing the proposed building to sit comfortably within the eastern portion of the CBD around Collins and Exhibition Streets, which is typified by higher built form.

The visual impact of the proposed amended building height has been alleviated through the provision of a strong podium, in combination with key breaks in the building mass that present the tower in a slender form. This includes the façade recess that aligns with the Collins Street building entrance and width of McGrath's Lane that is expressed for the full height of the building.

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In addition, the revised façade treatment provides additional articulation that will act to break up the mass of the building when viewed from differing vantage points within the surrounding area. This includes strong vertical and horizontal proportions in the glazed façade of the tower form.

Figure 7 Building Height Comparison



Approved

Proposed

## 7.4.1. Floor Area Ratio

The proposed development seeks to increase the floor area of the subject site by incorporating the adjoining properties comprising the Melbourne Cub to allow for an increase in the maximum GFA that can be achieved. This proposal is in line with the built form requirements of the Capital City Zone – Schedule 1 and the Design and Development Overlay – Schedule 10 of the Melbourne Planning Scheme.

Figure 10 identifies the development potential of the Melbourne Club sites and the development parcel based on the current planning controls of the CCZ1 and DDO10, which allow for a floor area ratio (FAR) of 18:1 on each site. This is further outlined in Table 1.

Based on the below, it is confirmed that there is a total of 133,614 square metres of available floor space (assuming 18:1 FAR and no uplift) across the three sites. The proposal requires 58,127 square metres in its current form, plus there are existing buildings on the Melbourne Club land at 6,575 square metres.

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Based on this calculation (133,614 – (58,127 + 6,575) = 68,822) there are 68,822 square metres of excess floor area across the three sites including the new development.

The proposal seeks to utilise just 4.15 FAR of the adjoining sites (57-67 Little Collins Street and 36 Collins Street) FAR or 22,561 sqm. There is a full agreement from members of the Melbourne Club to allow the air lot to be created to allow for the additional site area to be utilised by the amended permit.

Based on the combined site areas, facilitated by the agreement with the Melbourne Club, the development proposes an overall plot ratio of 8.72:1, well below the 18:1 FAR the requirement of the Capital City Zone – Schedule 1 (CCZ1) for development in DDO10.

Figure 8 Melbourne Club Air Rights: Available Areas Diagram

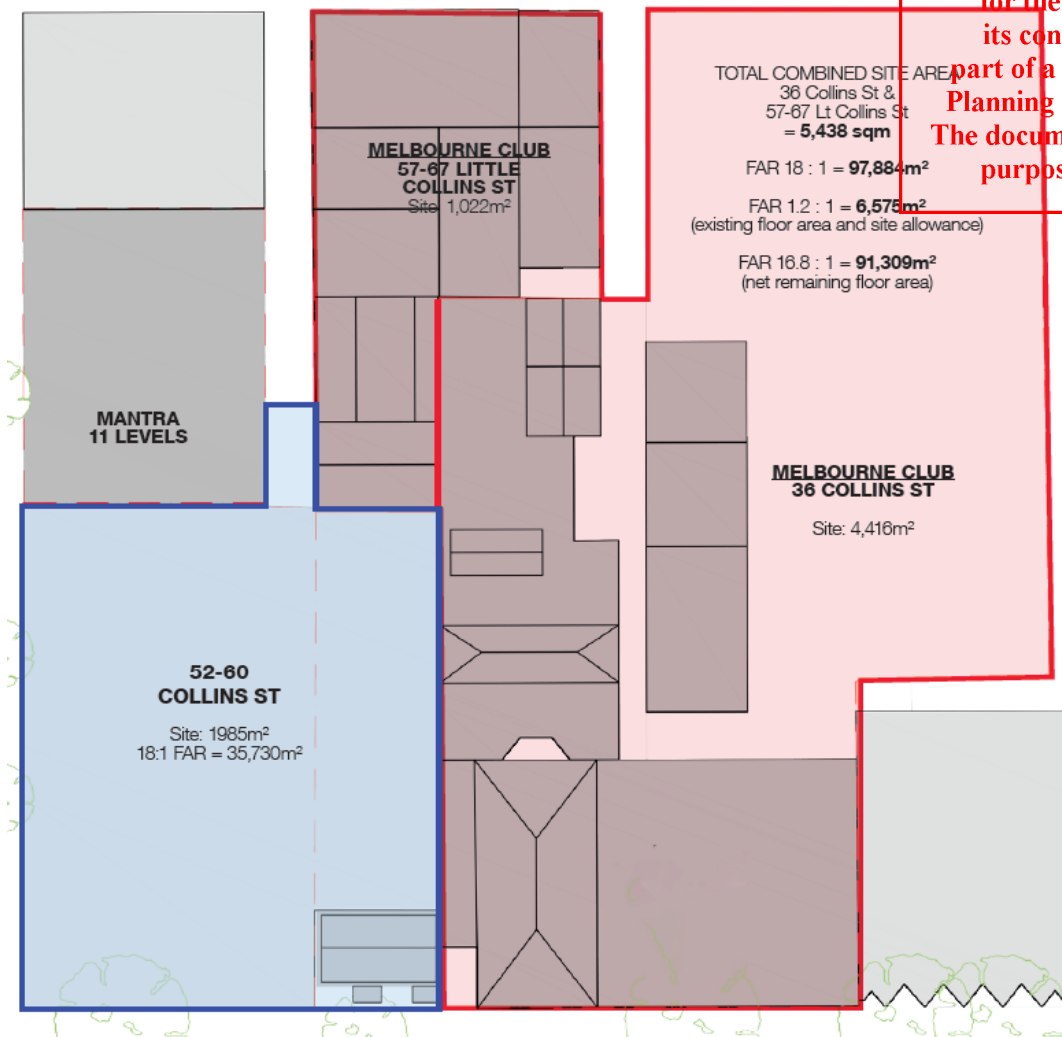


Table 1 Melbourne Club Air Rights: Available Areas Calculation

Site	Site Area	18:1 FAR
<b>36 Collins Street</b>	4,416 sqm	79,488 sqm
<b>57-67 Collins Street</b>	1,022 sqm	18,396 sqm
Total 18:1 Air Rights GFA for Melbourne Club Sites:		<b>97,884 sqm</b>
Total 18:1 Air Rights GFA for Melbourne Club Sites		97,884 sqm
<b>Minus:</b>		
FAR 1.2: (allowance for existing buildings + extra floor area)		6,575 sqm
<b>Equals:</b>		
Available floor space		<b>76,328 sqm</b>

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Table 2 Development Site: Developable Area Calculation

GFA (above ground) proposed by this application	58,127 sqm
<b>Minus:</b>	
Max. Allowable GFA at a Floor Area Ratio of 18:1 (without uplift)	35,730 sqm
<b>Equals:</b>	
Additional GFA required	<b>22,397 sqm</b>

## 7.5. STREET WALL HEIGHT AND BUILDING SETBACKS

The development proposes an 80 metre street wall height to the Exhibition Street and Collins Street corner consistent with the approved development. Similarly, the amended development aligns with the setbacks of the approved podium form up to a height of 40 metres.

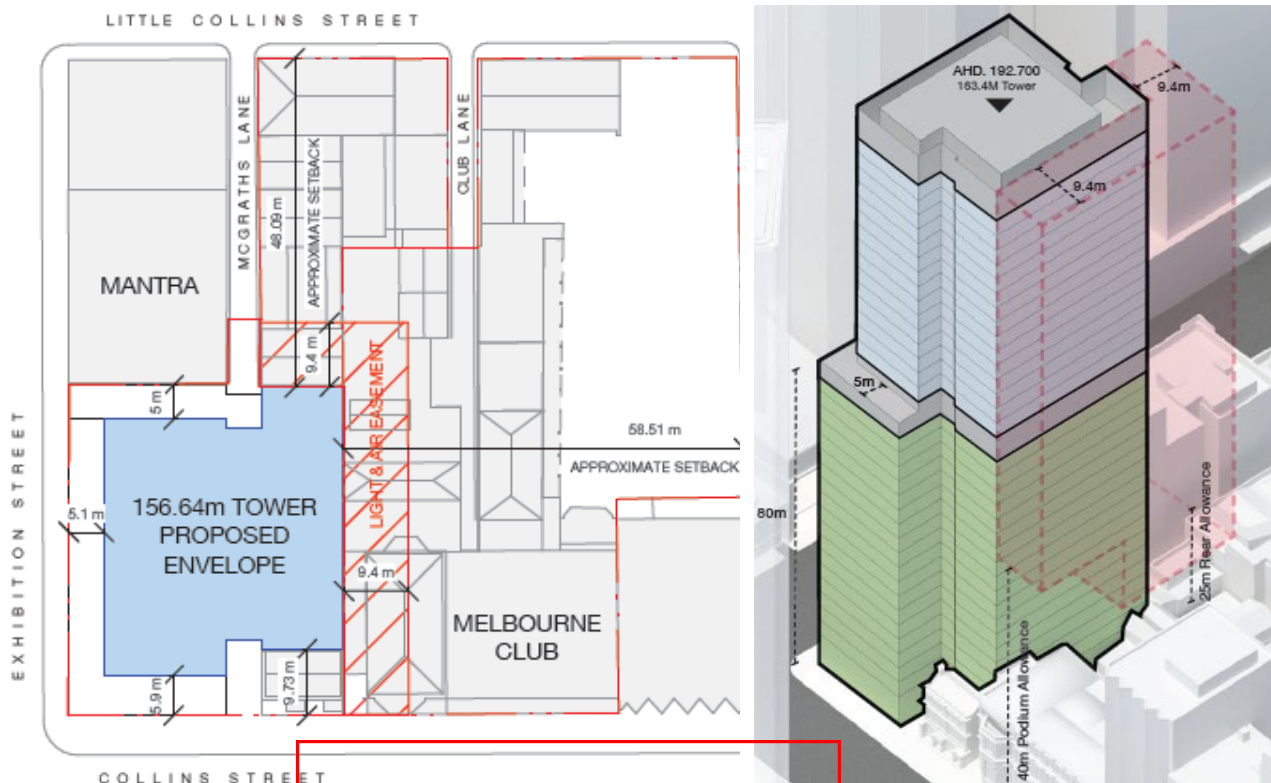
Above 40 metres, Levels 10 to 18 of the tower form are setback consistent with the approved building setbacks to each boundary except the north and east, where the building is setback 48.09 and 58.51 metres from the respective boundary. Above Level 18, the proposed higher form of the tower is setback in compliance with the modified requirements of DDO10, being a minimum of 5 metres from the north, south, west and eastern site boundaries.

Please refer to Figure 9, which illustrates the proposed boundary setbacks and subsequent compliance with the modified requirements of DDO10. This diagram also confirms the extent of the proposed 9.4 metre wide 'air lot'.

The proposed setbacks ensure sufficient visual relief is provided between the development and adjoining built form when viewed from the public realm. They will also ensure that the internal amenity of the proposed tower and adjoining properties is not compromised.

Overall, the updated architectural treatment ensures that the proposed form is of an exceptional quality; providing for the needs of a future hotel operator and the boutique style of the apartments with a responsive design approach.

Figure 9 Proposed Setback Diagram and Air & Light Easement Diagram



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## 8. ENVIRONMENTAL CONSIDERATIONS

### 8.1. OVERSHADOWING

Clause 22.02 (Sunlight to Public Spaces) applies to public spaces throughout the municipality and seeks to ensure that development will not result in significant loss of sunlight or diminish the enjoyment of public spaces for pedestrians. Further, DDO10 seeks to protect key open spaces from additional overshadowing.

The proposed amended development will continue to have an acceptable overshadowing impact, with a large portion of the development's shadow falling within existing shadow cast by the existing surrounding built form.

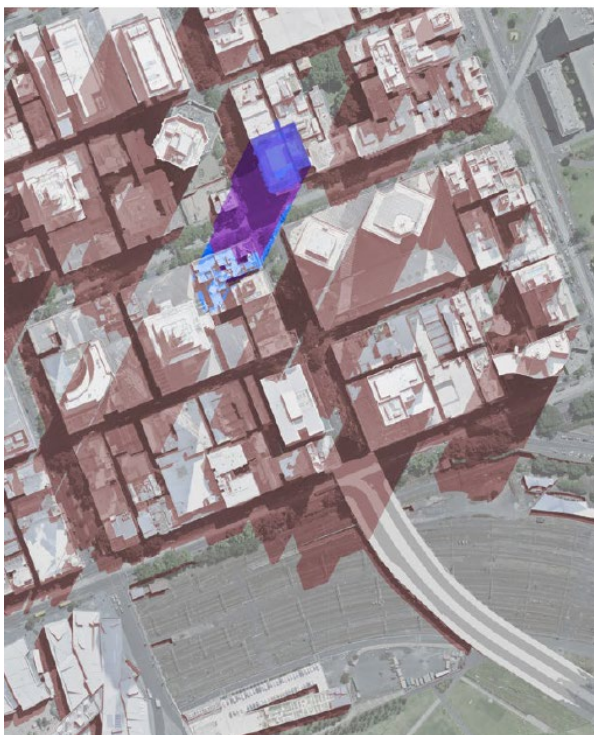
The amended scheme will not cast any discernible additional shadow when compared with the shadow cast by the current approved scheme, as demonstrated in the shadow diagrams provided in the Urban Context Report prepared by Bates Smart.

DDO10 includes discretionary shadowing controls to publicly accessible private open space between 11am and 2pm on 22 September. The Melbourne Club Gardens have been analysed and shadow diagrams prepared by Bates Smart illustrate that the development does not result in any shadowing of this space.

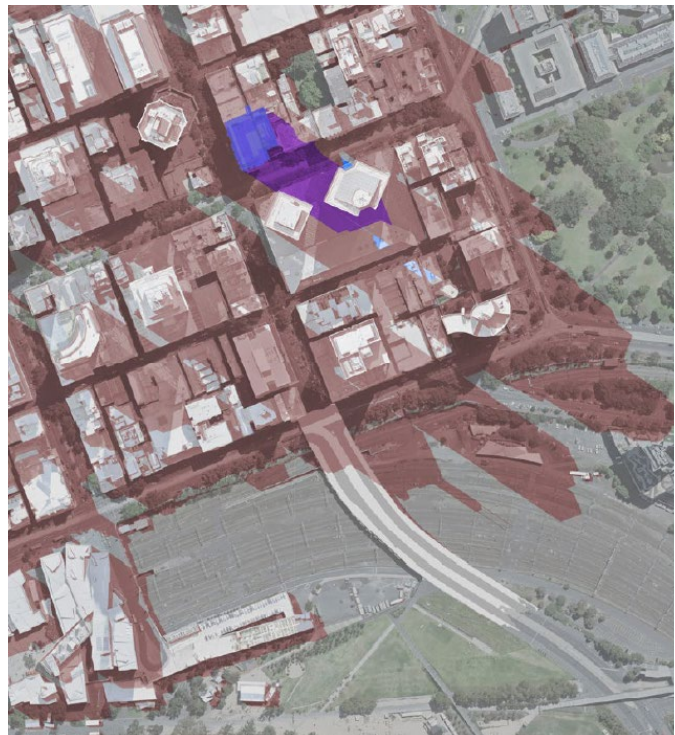
In addition, it is confirmed that the proposed development achieves the conditional requirements of Planning Permit No. PA1900656 with regard to ensure that the development does not cast shadows over more than 30% of the total forecourt area of Collins Place measured as an average across the three (3) hour period of 11.00am to 2.00pm on 22 September.

Please refer to the Shadow Diagrams provided in the Urban Context Report prepared by Bates Smart, dated 9 April 2021.

Figure 10 Proposed Shadow Diagrams



*Proposed Shadow at 11AM on September 22*



*Proposed Shadow at 3PM on September 22*

### 8.2. WIND

In accordance with the requirements of DDO10, the development has been designed to ensure appropriate microclimate and wind conditions. Wind tunnel testing has been carried out by RWDI, which has informed the current design.

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The report confirms that the inclusion of the proposed development was found to result in a minimal impact to the surrounding wind conditions. For most locations, a slight reduction in the wind speeds on and around the site at grade, with the inclusion of the development, with sitting or standing conditions for the majority of areas.

The number of locations which experience an exceedance of the wind safety criteria were found to reduce from the approved development, however a slight increase in conditions were noted at Location 20, remaining a location which exceeds this criterion. On balance, it is concluded that the impact of the new development on the local wind microclimate would generally be an improvement of the existing conditions.

Please refer to Pedestrian Wind Study, prepared by RWDI, dated 4 March 2021 for more detail.

### **8.3. ENVIRONMENTALLY SUSTAINABLE DESIGN AND STORMWATER**

In response to the ESD requirements outlined in Clause 22.19 (Energy, Water and Waste Efficiency) and Stormwater requirements outlined at Clause 22.23 (Stormwater Management and Water Sensitive Urban Design) of the Melbourne Planning Scheme, an updated Sustainability Management Plan has been prepared by Arup, outlining the ESD response of the amended development.

With regard to sustainability, the projects key features area:

- All electric design to enable Carbon Neutral operation.
- Triple glazed façade
- Greywater treatment system
- ~50 kW PV array on rooftop
- 342 bike parks in the basement
- Excellent daylight levels and views
- Air quality to be demonstrated with testing upon completion

Please refer to Sustainability Management Plan prepared by Arup, dated 7 June 2021 for more detail.

### **8.4. LANDSCAPING**

Landscaping Concept plans have been included within the updated Urban Context report prepared by Bates Smart. The concept plans detail landscaping to the buildings outdoor terrace spaces at Level 9, Level 18 and Level 37.

Each outdoor space will incorporate a range of planting and hard surfaces outcomes. These spaces will include seating, as well as a range of planters comprising soft landscaping and trees.

Overall, the proposed landscaping will offer outdoor space for workers and their visitors, contribute to the overall building design and positively contribute to the health and liveability of Melbourne – as sought by the City of Melbourne’s Urban Forest Strategy.

Please refer to the Urban Context Report prepared by Bates Smart, dated 9 April 2021 for more detail.

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## 9. BUILDING SERVICES AND PERFORMANCE

### 9.1. TRAFFIC, ACCESS AND PARKING

An updated Transport Impact Assessment has been prepared by Cardno which details parking, traffic and access arrangements in detail.

With respect to the amendments to the proposal, the proposed traffic, access and parking requirements are considered appropriate and acceptable based on the following:

- The proposed development generates a statutory maximum car parking limit of 210 spaces.
- The proposed supply of 41 on-site car parking spaces is below the maximum allowable parking provision and is therefore satisfactory.
- The provision for end-of-trip bicycle facilities meets the long term (staff) requirements of the Melbourne Planning Scheme, based on the number of staff expected to work in the building.
- The proposed provision of 342 bicycle parking spaces is above the statutory requirement of 182 bicycle parking spaces for residents, employees and visitors and is therefore considered acceptable.
- The provision of loading facilities meets the requirements of the Melbourne Planning Scheme and provides sufficient and safe access for loading and waste collection vehicles.
- The proposed development is expected to generate 21 vehicle movements in a peak hour. The safety or function of the surrounding road network will be unaffected by this increase in traffic.

Please refer to the Traffic and Transport Assessment prepared by Cardno, dated 1 February 2021 for more detail.

### 9.2. WASTE

An updated Waste Management Plan has been prepared by Arup. This report confirms that the amended proposal has been designed to accommodate suitable waste facilities for the proposed development.

The waste aspects of the proposal have been integrally planned as part of the overall design and the key elements of the waste management plan identifies that a private waste contractor will be engaged to collect and dispose of all waste streams generated by the development. The Waste Management Plan is considered to address the requirements of Clause 22.19 of the Scheme.

Waste collection access and loading access share the two-way vehicle ramp from Exhibition Street down to Basement 3. The on-site manager will manage and timetable any conflicts with car park access and the swept path diagrams indicate adequate access for a 6.4m long Small Rigid Vehicle.

Please refer to the Waste Management Plan prepared by ARUP, dated 5 February 2021 for more detail.

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## 10. CONCLUSION

In summary, it is considered that the amended proposal presents an exciting and well-designed development for the subject site, which will reinvigorate the vision for the site and provide residential dwellings which contribute positively to the built form character of Melbourne's CBD for the various reasons explored in this report.

The delivery of significant premium commercial floor area delivers on the strategic aspirations of Plan Melbourne which seeks to strengthen Melbourne's competitiveness for jobs and investment and provide for continued growth of knowledge-intensive and highly skilled firms in the Central City.

The proposal is considered to be generally consistent with the objectives of the Planning Policy Framework and should be supported for the following reasons:

- The proposed amendments seek to further enhance the existing approval, which will reinvigorate an underutilized site in a strategically appropriate location.
- The amendments continue to provide high quality architectural response that will improve the appearance of the site and surrounding context and responds to the robust character of taller built form in the eastern portion of the CBD.
- The inclusion of additional premium office space will fulfil an identified demand in this part of the city, as well as create job opportunities and support the growth of the Melbourne economy at a time when new investment is critical.
- The proposed amendments build upon the approved design, ensuring the proposal successfully integrates with the existing building and heritage context to achieve a highly resolved architectural response within the constraints of the site.
- The proposed amendments ensure the development responds appropriately to its surrounding interfaces and will not result in unreasonable amenity impacts.
- The amended proposal will not result in an unreasonable level of overshadowing, including to the forecourt area of Collins Place
- The amended office floorplates will be afforded a high level of internal amenity, including good daylight access and ventilation.
- The amended design favours active transport modes over driving by providing adequate, secure, and highly accessible bicycle parking.
- Car parking, bicycle parking, access, waste and loading are appropriately resolved as part of the amendment and build upon the approved design.

On balance, it is considered that the proposed development represents an appropriate planning and design outcome for the site and surrounding area and should therefore be supported.

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# APPENDIX A

# PLANNING POLICY FRAMEWORK

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## PLANNING POLICY FRAMEWORK

The following State Planning Policies are relevant to the consideration of this application:

- Clause 11 – Settlement
- Clause 13 – Environmental Risks and Amenity
- Clause 15 – Built Environment and Heritage
- Clause 17 – Economic Development
- Clause 18 – Transport
- Clause 19 – Infrastructure

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## LOCAL PLANNING POLICIES

The following Local Planning Policies are of particular relevance to the consideration of this application:

- Clause 21.02 – Municipal Profile
- Clause 21.03 – Vision
- Clause 21.04 – Settlement
- Clause 21.06 – Built Environment and Heritage
- Clause 21.08 – Economic Development
- Clause 21.09 – Transport
- Clause 21.10 – Infrastructure
- Clause 22.01 – Urban Design in the Capital City Zone
- Clause 22.02 – Sunlight to Public Spaces Policy
- Clause 22.04 – Heritage Places within the Capital City Zone
- Clause 22.19 – Energy, Water and Waste Efficiency
- Clause 22.20 – CBD Lanes
- Clause 22.23 – Stormwater Management (Water Sensitive Urban Design)

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## ZONING

### **Clause 37.04 – Capital City Zone**

The subject site is located within the Capital City Zone – Schedule 1. The following purposes of particular note under this Zone and Schedule are:

- *To enhance the role of Melbourne's central city as the capital of Victoria and as an area of national and international importance.*
- *To recognise or provide for the use and development of land for specific purposes as identified in a schedule to this zone.*
- *To create through good urban design an attractive, pleasurable, safe and stimulating environment.*
- *To provide for a range of financial, legal, administrative, cultural, recreational, tourist, entertainment and other uses that complement the capital city function of the locality.*

Pursuant to Clause 37.04-1, the use of the land for office and retail does not require a permit.

Pursuant to Clause 37.04-4, a permit is required to construct a building or construct or carry out works, as well as to demolish or remove a building or works.

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## OVERLAYS

### **Clause 43.01 – Heritage Overlay**

A permit is required to demolish, and or construct a building or construct or carry out works pursuant to Clause 43.01-1 of the Heritage Overlay.

The following schedules to the Heritage Overlay apply to the subject site:

- Schedule 504 (Collins East Precinct) (HO504)
- Schedule 566 (Melville House, 52 Collins Street) (HO566)
- Schedule 1287 (Little Collins Street Precinct) (H1287)
- Schedule 566 (The Melbourne Club, 36-50 Collins Street, Melbourne)

### **Clause 43.02 – Design and Development Overlay**

A permit is required to construct a building or construct or carry out works pursuant to Clause 43.02-2 of the Design and Development Overlay.

The following specific requirements are contained in the schedules to the Overlay:

- The DDO1 applies to active street frontages and seeks to ensure ground floor frontages are pedestrian oriented and add interest and vitality to city streets.
- The DDO10 applies to general development area built form and includes a number of provisions to ensure that development achieves a high quality built form outcome in the public realm and respects and responds to the built form outcomes sought for the Central City

### **Clause 45.09 – Parking Overlay**

Schedule 1 to this Overlay identifies appropriate car parking rates for various uses within the CCZ. Under this Overlay, a permit is required to provide car parking spaces in excess of the car parking rates specified within the Schedule. The application does not propose to provide car spaces on site and accordingly complies with this Overlay.

In developments where no part of the site is used for dwellings, the maximum number of spaces to be provided under PO1 is calculated as per the below:

$$\frac{5 \times \text{net floor area of buildings on that part of the site in sq m}}{1000 \text{ sq m}}$$

or

$$\frac{12 \times \text{that part of the site area in sq m}}{1000 \text{ sq m}}$$

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### **Clause 42.01 - Environmental Significance Overlay**

This overlay applies only to The Melbourne Club land.

Schedule 2 (Exceptional Trees) (ESO2) applies to the site and a permit is required to construct a building or construct or carry out works inside a TPZ of a listed tree or remove, destroy or lop any listed vegetation pursuant to Clause 42.01-2.

The Melbourne Club land includes three Exceptional Trees listed at Schedule 2 to the Environmental Significance Overlay.

## PARTICULAR PROVISIONS

### **Clause 52.06 – Car Parking**

This Clause applies to a new use and provides the car parking rates on which applications are assessed. However, as stated above, the rates contained in the Schedule to the Parking Overlay apply. Under Clause



52.06-3, a permit would be required to provide more than the maximum parking provision specified in the schedule. Car parking should be designed in accordance with the design standards under this Clause.

### **Clause 52.34 – Bicycle Facilities**

Clause 52.34 seeks to encourage cycling as a mode of transport by providing for secure and convenient bicycle parking facilities.

The proposed development generates a statutory bicycle parking requirement of 182 spaces.

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# APPENDIX B

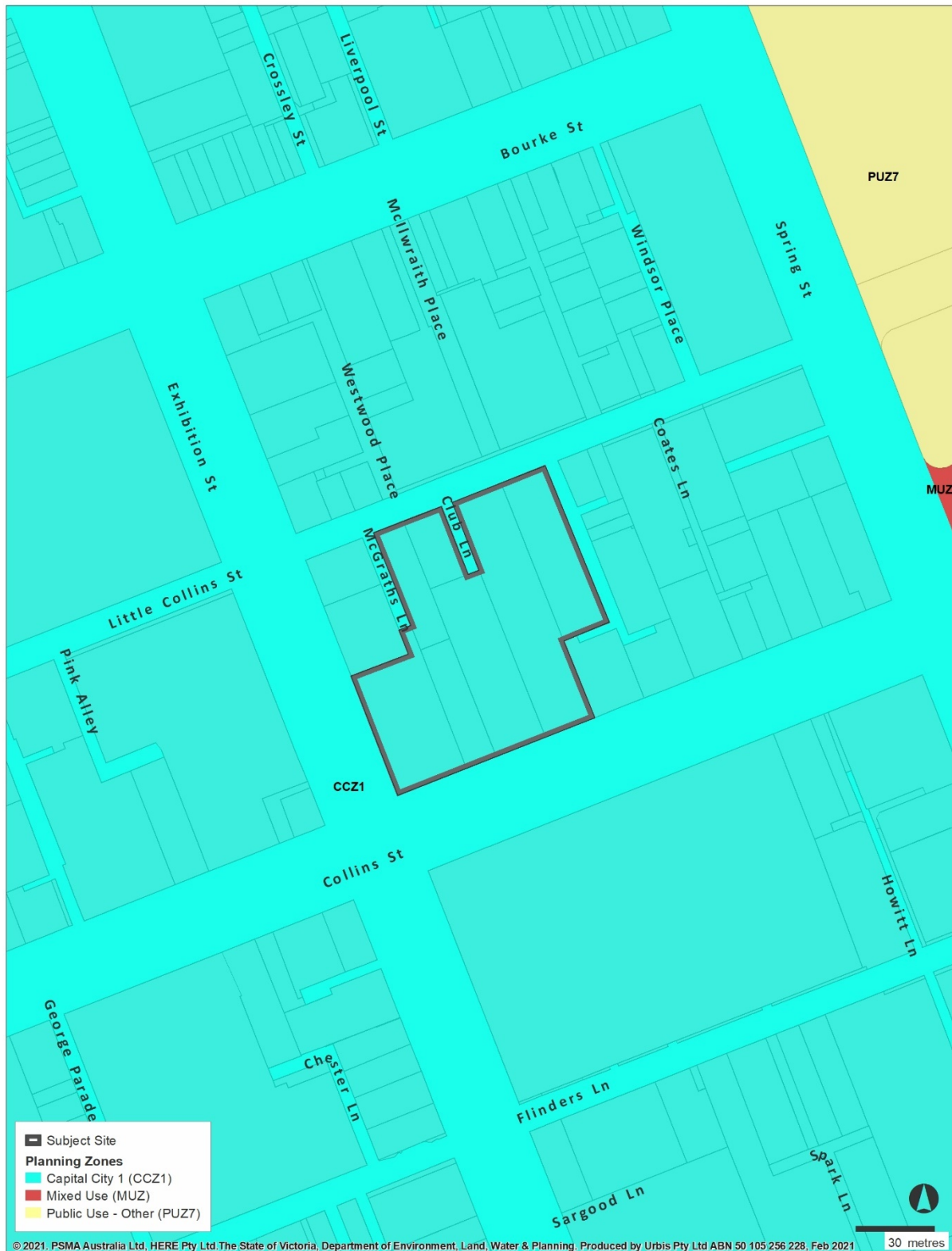
# ZONING AND OVERLAY MAPS

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Figure 11 Zoning Map

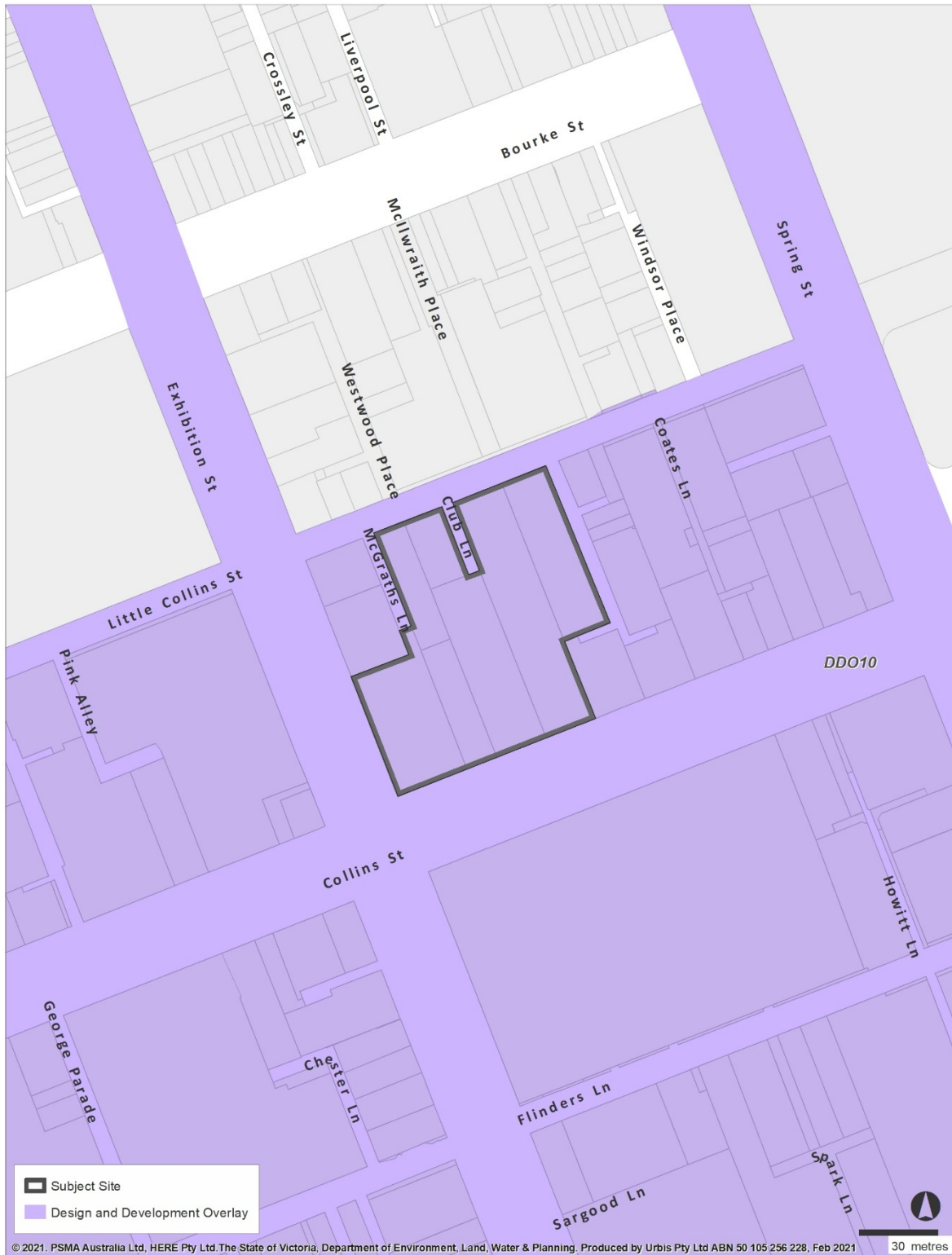


## 52-60 COLLINS STREET, MELBOURNE PLANNING ZONES

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Figure 13 Design and Development Overlay Schedule 10



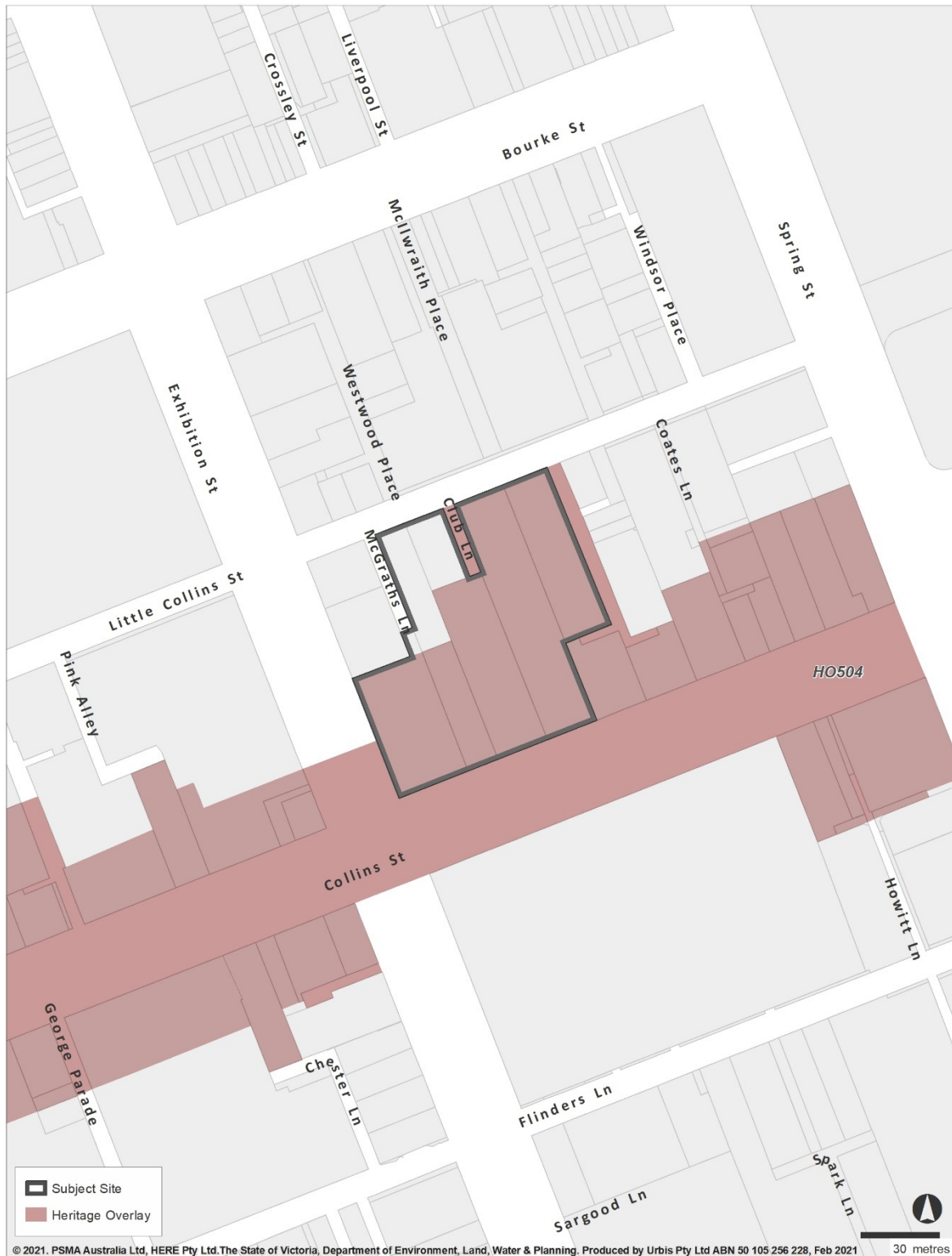
**52-60 COLLINS STREET, MELBOURNE**  
 DESIGN AND DEVELOPMENT OVERLAY (DDO10)

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Figure 14 Heritage Overlay (HO504)

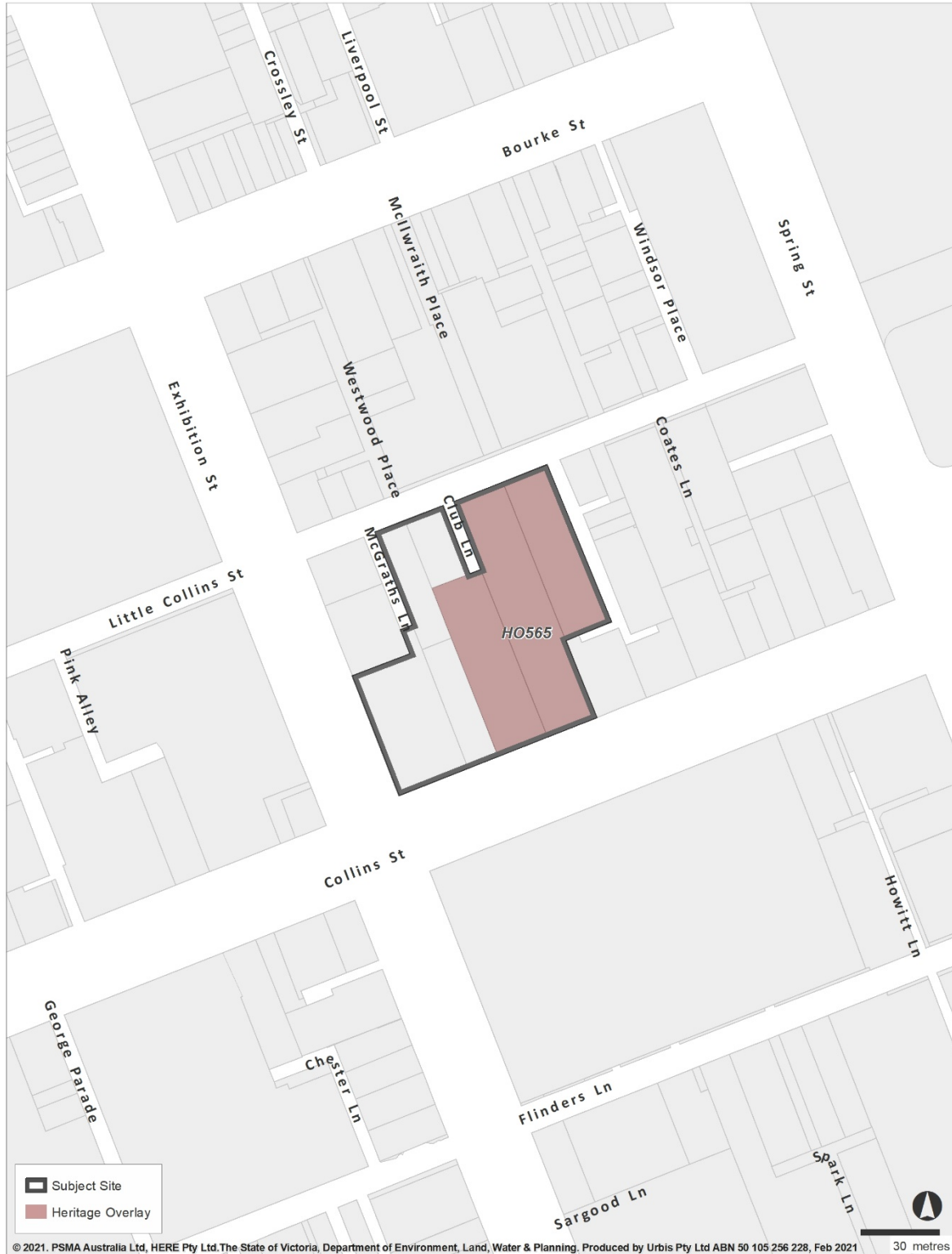


## 52-60 COLLINS STREET, MELBOURNE HERITAGE OVERLAY (HO504)

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Figure 15 Heritage Overlay (HO565)

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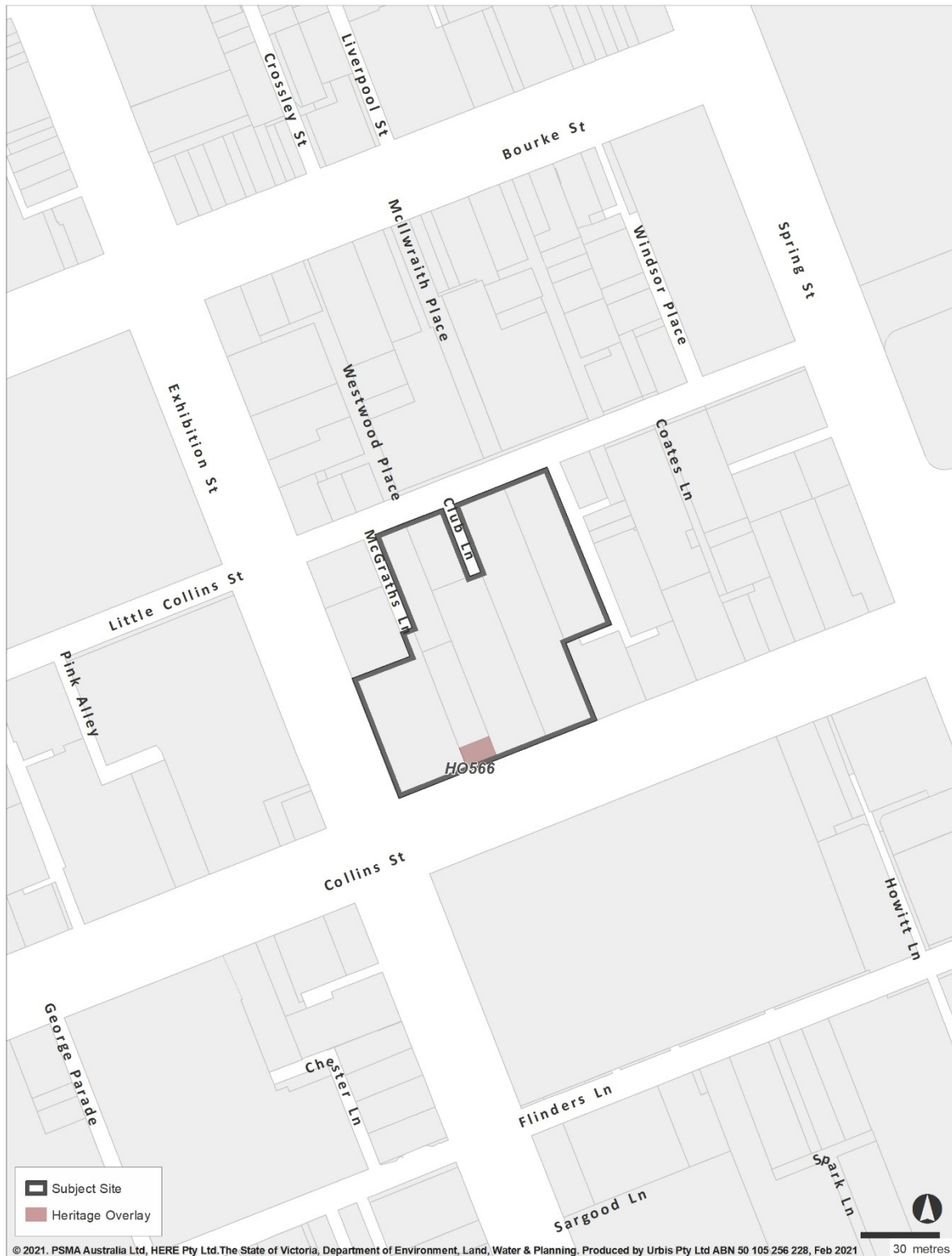


## 52-60 COLLINS STREET, MELBOURNE HERITAGE OVERLAY (HO565)

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Figure 16 Heritage Overlay (HO566)



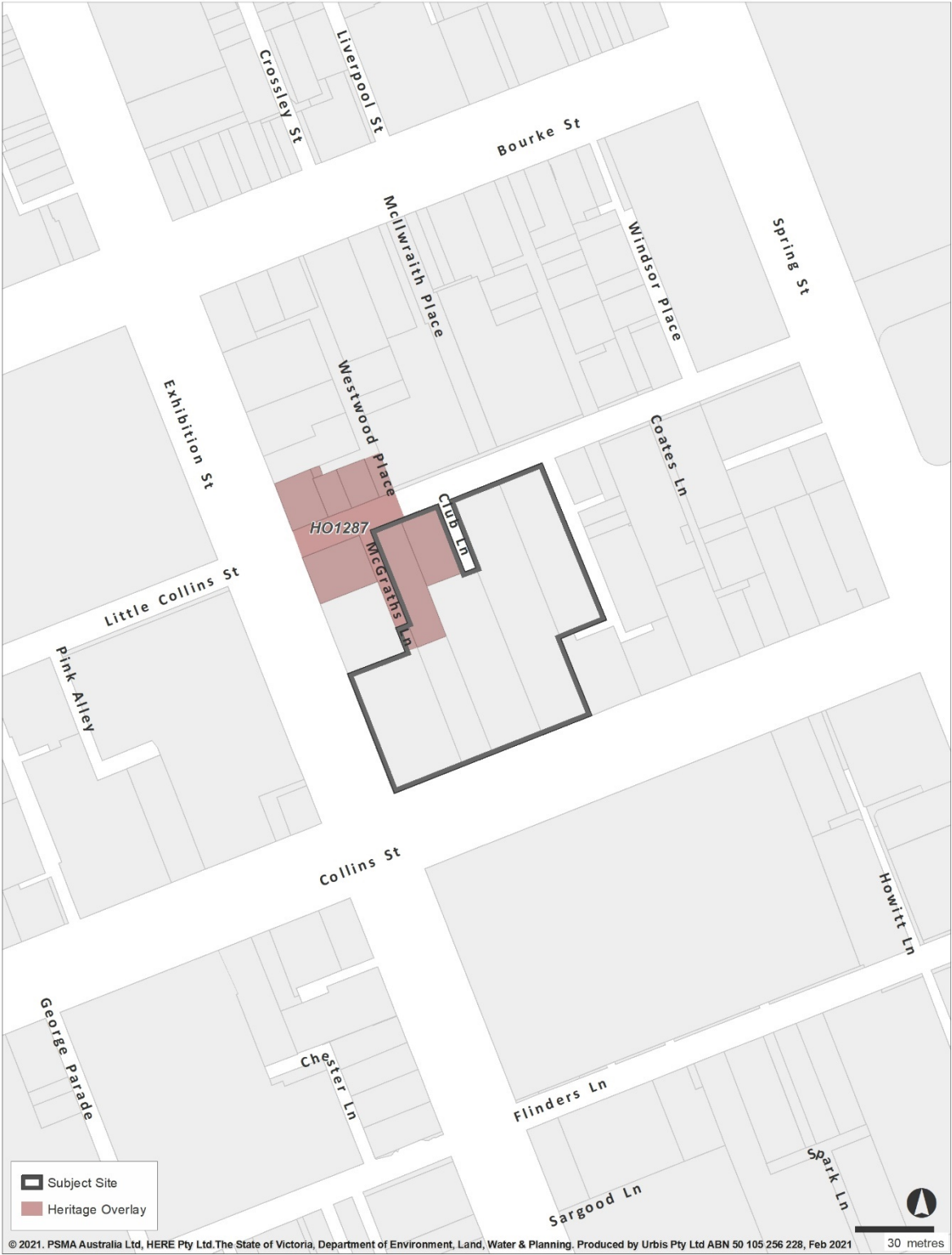
## 52-60 COLLINS STREET, MELBOURNE HERITAGE OVERLAY (HO566)

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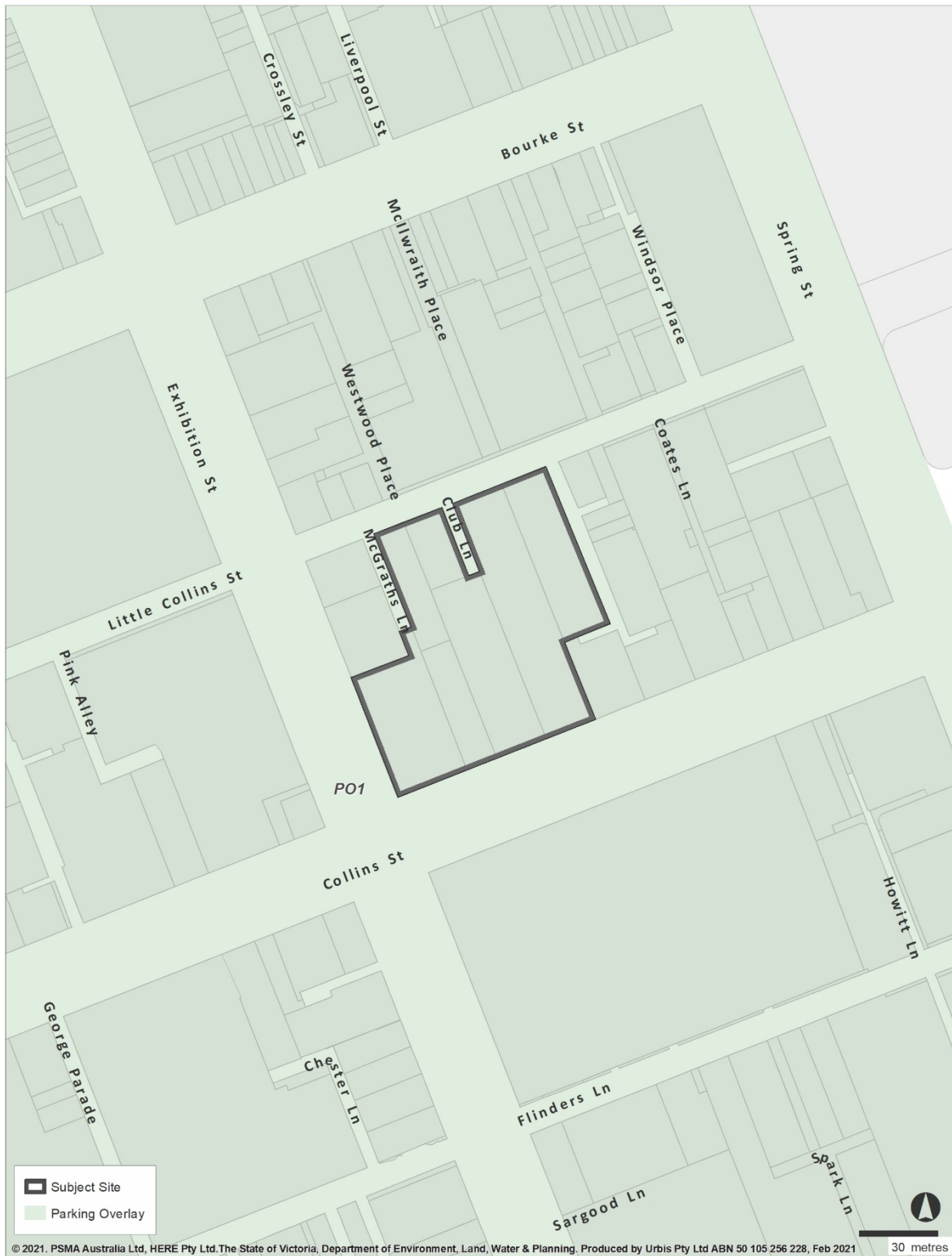
Figure 17 Heritage Overlay (HO1287)



## 52-60 COLLINS STREET, MELBOURNE HERITAGE OVERLAY (HO1287)

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Figure 18 Parking Overlay Schedule 1 (PO1)



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**PARKING OVERLAY (PO1)**

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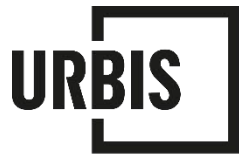
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Figure 19 Environmental Significance Overlay Schedule 1 (ESO2)



## 52-60 COLLINS STREET, MELBOURNE ENVIRONMENTAL SIGNIFICANCE PLAN OVERLAY (ESO2)

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