

731-739 Flinders Street, DOCKLANDS

VicSmart Planning Permit Application
Application no. PA2403378



Officer Assessment Report
Development Approvals & Design

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Department
of Transport
and Planning

Executive Summary

Key information	Details	
Application No.:	PA2403378	
Received:	11 December 2024	
Statutory Days:	8 days	
Applicant:	Urbis	
Planning Scheme:	Melbourne Planning Scheme	
Land Address:	731-739 Flinders Street, DOCKLANDS	
Proposal:	Installation of four (4) associated heritage interpretation pillars (signage) within the title boundary of the subject site, along the buildings Seafarers Wharf interface.	
Development value:	\$82,810	
Why is the Minister responsible?	<p>In accordance with the Clause 2.0 to the Schedule to Clause 72.01 of the Planning Scheme, the Minister for Planning is the Responsible Authority for this application because:</p> <p>The Minister for Planning is the responsible authority for administering and enforcing the scheme for:</p> <ul style="list-style-type: none"> Land comprising the Melbourne Convention Centre Development Southbank and associated Northbank redevelopment Docklands, Precinct Plan area generally bounded by Wurundjeri Way, the north-south alignment of Siddeley Street and its prolongation south to the Yarra River, Charles Grimes Bridge, Montague Street, the southern alignment of the West Gate Freeway, Normanby Road and Clarendon Street, the Yarra River southbank including south wharf and Dukes Dock and Orrs Dock, and parts of the northbank of the Yarra River in the vicinity of the western end of Siddeley Street, and part of the intervening Yarra River. 	
Why is a permit required?	Clause	Trigger
Zone:	Clause 37.04 (Capital City Zone – Schedule 1)	<i>A permit is required to construct or put up for display a sign.</i>
Overlays:	Clause 43.01 (Heritage Overlay – Schedule 918 and 650)	<i>N/A (Site is on the Victoria Heritage Register)</i>
	Clause 43.02 (Design and Development Overlay) Schedule 1 (Urban Design in Central Melbourne), Schedule 10 (General Development Area – Built Form) and Schedule 59 (North Wharf Precinct, Docklands).	<i>N/A</i>
	Clause 44.04 (Land Subject to Inundation Overlay - Schedule 3)	<i>N/A</i>
	Clause 45.03 (Environmental Audit Overlay)	<i>N/A</i>
	Clause 45.09 (Parking Overlay – Precinct 1)	<i>N/A</i>
Cultural Heritage	The subject land is located within an area of cultural heritage sensitivity. A cultural heritage management plan is not required because the works are located in an area that is hard surfaced and does not result in further ground disturbance.	
Referral authorities	N/A	



Key information	Details
Public Notice	Notice of the application under section 52 of the Act was not required because: <i>A VicSmart application is exempt from:</i> <ul style="list-style-type: none">• <i>The notice requirements of section 52(1)(a), (b), (c) and (d) of the Act.</i>• <i>The decision requirements of section 64(1), (2) and (3) of the Act.</i>• <i>The review rights of section 82(1) of the Act.</i>
Delegates List	Not required
Recommendation	The application is recommended for approval subject to conditions.



1. The site is listed on the Victorian Heritage Register. A permit (P27749) under the Heritage Act was granted on 14 April 2019 for works at the site. Condition 13 of the heritage permit included the following requirement:
'A robust permanent display of interpretive material to provide information about the history and original purpose of the Wharf, Cargo Shed and Travelling Crane is to be installed within and/or outside the Shed. This material may be incorporated in the primary fit-out or may be a stand-alone display in a convenient location. Historical photographs, drawings and explanatory text are typical of such installations. The draft interpretive proposal is to be submitted to the Executive Director for written approval prior to its installation on site.'
2. The requirements of Condition 13 of the heritage permit were endorsed by Heritage Victoria on 21 April 2020. City of Melbourne has advised the proponent that a permit is required under Clause 37.04 of the Melbourne Planning Scheme.
3. In addition to signage related to the interpretative materials, an application to include commercial signage on the building was made to Heritage Victoria on 3 May 2024. This application to amend the endorsed plans under condition 5 was approved on 7 May 2024.
4. The plans proposed in the subject application are consistent with plans previously endorsed by Heritage Victoria.
5. The subject of this report is the decision plans referenced below:
 - Seafarers North Wharf Draft Interpretative Signage Design, prepared by Mono Design, dated February 2024.

6. The proposal is summarised as:

Key Information	Details
Proposal:	Installation of four (4) associated heritage interpretation pillars (signage) within the title boundary of the subject site, along the buildings Seafarers Wharf interface.

7. The proposed pillars are dimensioned at 1.85m (Height) x 450mm (Width) x 100mm (Depth) and adjacent to Seafarers Wharf. The applicant has been advised that a permit is not required for two interpretive glass panels which are proposed to be installed to the Seafarers Wharf crane under the following provisions of the CCZ1:

A permit is not required for: A work of art, statue, fountain or similar civic works required for public purposes by or for the Crown, a public authority or the City of Melbourne.

8. The applicant has provided the following concept images of the proposal:



Figure 1: Concept image and elevation of proposal

Subject Site and Surrounds

Site Description

9. The subject site is located on the northern bank of the Yarra River, bounded by Wurundjeri Way to the north and the Yarra River to the south. It is irregular in shape and has an area of approximately 6,800sqm incorporating Berth No. 5, North Wharf, an industrial heritage building listed on the Victorian Heritage Register (H1798) which is approximately 2,900sqm.
10. Mission to Seafarer's building adjoins the site to the north-east and is listed on the Victorian Heritage Register (H1496) and is associated with the subject site and broader development.
11. A 640sqm grassed public open space area is located to the west which links to a bicycle and pedestrian path along the site's southern interface and connects to the Jim Stynes Bridge and the Capital City Trail.
12. The land is formally known as:
 - Crown Allotment 2286 City of Melbourne Parish of Melbourne North (Volume 12097 Folio 290)



Figure 2: Aerial image of the site (Supplied by applicant)

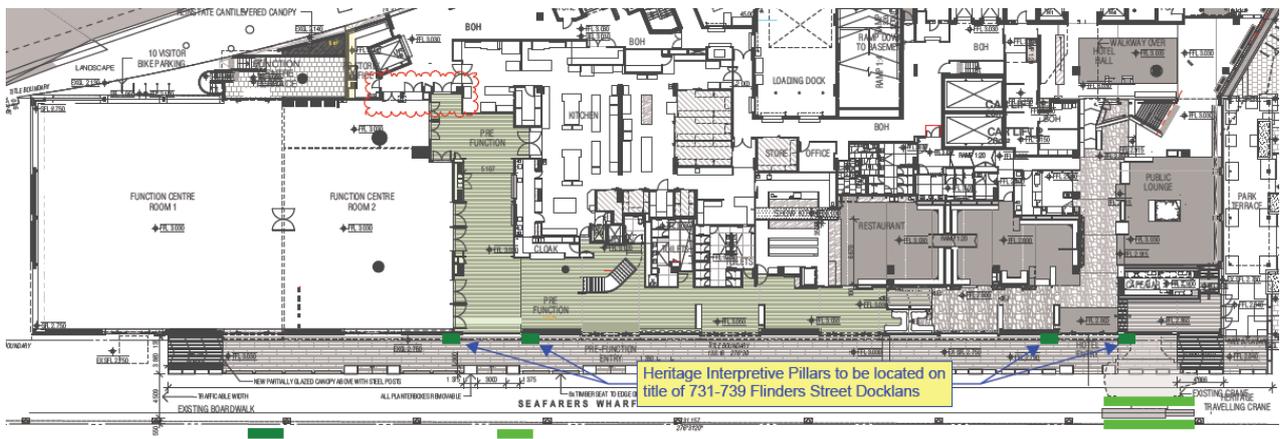


Figure 3: Location of proposed signage



Municipal Planning Strategy

13. The following objectives and strategies of the Municipal Strategic Statement of the scheme are relevant to the proposal:

Clause no.	Description
02.03-4	Built Environment and Heritage

Planning Policy Framework

14. The following objectives and strategies of the Planning Policy Framework of the scheme are relevant to the proposal:

Clause no.	Description
15	Built Environmental and Heritage
15.01-1S	Urban Design
15.01-1L-02	Signs
15.03-1L-02	Heritage

15. The Assessment section of this report provides an assessment of the relevant planning policies

Statutory Planning Controls

Capital City Zone – Schedule 1

16. Schedule 1 of the Capital City Zone relates to areas 'Outside the Retail Core' with a purpose to provide for a range of financial, legal, administrative, cultural, recreational, tourist, entertainment and other uses that complement the capital city function within the locality.
17. Pursuant to Clause 37.04-5, a permit is required to erect an advertising sign. The proposed signage does not benefit from the exemptions at Clause 5.0 to CCZ1.
18. Clause 5.0 of the CCZ1 exempts signage from notice and review.
19. The application is eligible for VicSmart assessment where certain criteria are met. The table below demonstrates how the proposal meets the specified criteria and is therefore VicSmart eligible:

Eligibility Criteria	Assessment
<i>The sign is not within 30 metres of land (not a road) which is in a residential zone.</i>	The subject site is not within 30 metres of land within a residential zone
<i>The sign is not a pole sign, a sky sign, a reflective sign, internally illuminated sign, floodlit sign, electronic sign or animated sign.</i>	The proposed signage is not any of those identified within the criteria.
<i>The display area of the sign does not exceed 10 square metres</i>	Each individual sign has a display area of 0.8325 square metres, resulting in a cumulative area of 3.33 square metres.

Notice

20. The application is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Planning and Environment Act 1987 pursuant to the following provisions:
- A VicSmart application is exempt from:

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- *The notice requirements of section 52(1)(a), (b), (c) and (d) of the Act.*
 - *The decision requirements of section 64(1), (2) and (3) of the Act.*
 - *The review rights of section 82(1) of the Act.*



Planning Policy Framework and Signage Provision (Clause 52.05)

21. The proposed heritage interpretation pillars enhance the amenity of the user experience of the adjoining promenade and provide information on a place of state heritage significance. The proposal is consistent with the policy objectives of Clause 15.01-1L-02 (Signage) through the following features:
- The proposed signage has been designed to integrate with the surrounds and has minimal impact to the building frontage to Seafarers Promenade.
 - The proposal will not interrupt important views and vistas and will provide visual interest along the Green Line project path, allowing for public appreciation of the heritage significance of the area.
 - The signs are of an appropriate scale with regard to the surrounding buildings and landscaped areas. The signs are appropriately sized for the purpose of attracting public interest while minimising visual intrusiveness.
 - The proposed signage is not illuminated and will utilise dark and natural colours to integrate directly with the building form to ensure a respectful relationship with the promenade.
 - Although the signs are marginally higher than policy guidelines for façade-mounted ground level signs the signage is appropriately scaled within its context and is not proposed for business identification.
22. The proposal is similarly acceptable when considered against objectives and guidelines of Clause 15.03-1L-02 (Heritage) as follows:
- The proposed signage enhances the heritage significance of the location by promoting the area's history to users of the promenade.
 - The signage does not conceal architectural features or detail contributing to the heritage significance of the place.
 - The proposed signage is appropriately spaced to ensure the avoidance of visual clutter.
 - The proposed signage does not obstruct views of the promenade or detract from the significance of the Yarra River environs.
23. The proposal meets the general design guidelines outlined within Clause 52.05 (Signs) as follows:
- The proposal enhances the character of the area, providing a low scale approach that manages sensitive Yarra River interface, and incorporate natural features into the design.
 - The interpretive panels provide a direct response to the heritage requirements supports interpretation of the heritage values of the location.
 - Signs located along the Green Line corridor have been designed to appropriately respond to the project's completion.
 - The signs have been designed to be minimalistic, visually appealing, and non-dominant with regard to the existing setting and landscape, but rather well-integrated into the existing setting.
 - The relationship of the signage to the building is considered appropriate and will not dominate architectural building features.

VicSmart Guidelines

24. Clause 59.09 (VicSmart) sets out the application requirements and decision guidelines to be considered for VicSmart applications to display a sign within the Capital City Zone. An assessment of the proposal against the decision guidelines of Clause 59.09 is provided in the table below:

Decision Guideline	Assessment
<i>Whether the proposal is consistent with any relevant local advertising policy set out in the scheme.</i>	As detailed in the discussion above, the proposal is consistent with relevant local policy.



<p><i>Whether the proposal will impact the character of the area including:</i></p> <ul style="list-style-type: none">▪ <i>Natural environment, heritage, waterway, open space and rural landscape values.</i>▪ <i>The desired future character of the area.</i>▪ <i>The cumulative impact of signs on the character of an area.</i>▪ <i>The need to avoid visual disorder or clutter of signs</i>	<p>The proposal does not impact the character of the promenade or the heritage character of the area and will enhance the heritage significance of the surrounds by celebrating the historical significance of Berth No. 5 and Seafarers Mission.</p> <p>The signs have been appropriately spaced and are designed at an appropriate scale to avoid visual clutter.</p> <p>The proposal has been designed to ensure integration with Green Line project.</p>
<p><i>Whether the proposal will impact views and vistas including:</i></p> <ul style="list-style-type: none">▪ <i>Important views from the public realm.</i>▪ <i>Significant public views.</i>▪ <i>Views to existing signs.</i>	<p>The proposal will not detrimentally impact views within the area, as detailed in the assessment above.</p>
<p><i>Whether the proportion, scale and form of the proposed sign relates to the site, building, streetscape, setting or landscape including:</i></p> <ul style="list-style-type: none">▪ <i>The position of the proposed sign, including if it protrudes above existing buildings or landscape and natural elements.</i>▪ <i>Screening of unsightly elements.</i>▪ <i>The number, scale and location of existing signs.</i>▪ <i>The ability to rationalise or simplify the number of signs.</i>▪ <i>The ability to include landscaping to reduce the visual impact of the proposed sign structure.</i>▪ <i>The extent to which the proposed sign requires the removal of vegetation.</i>	<p>The signs are designed and scaled to respond to the adjoining promenade and waterfront environment.</p> <p>The signs are modest in size, rationalised and sited at the boundary of the promenade limiting protrusion into public space and the existing landscape.</p> <p>No vegetation removal is necessary to support installation.</p>
<p><i>Whether the proposed sign is consistent with any outdoor advertising theme</i></p>	<p>The proposal is well integrated within the existing setting of the promenade.</p>
<p><i>Whether there is a need for identification and the opportunities for adequate identification on the site or locality.</i></p>	<p>There is suitable need for the signage, as they seek to promote the heritage significance of the place thereby allowing users of the promenade to appreciate the historical significance of the area.</p>
<p><i>Whether the proposed sign will adversely impact road safety.</i></p>	<p>The signs face the waterfront and do not pose detrimental impacts to local road safety.</p>



Recommendation

25. It is recommended that a Delegate of the Minister for Planning issue Planning Permit No. PA2403378 for 'Installation of four (4) associated heritage interpretation pillars (signage) within the title boundary of the subject site, along the buildings Seafarers Wharf interface'.

Conclusion

26. The proposal is generally consistent with the relevant planning policies of the Melbourne Planning Scheme and align with an approved Heritage Permit.
27. It is recommended that the applicant be notified of the above in writing.

Prepared by:

I have considered whether there is a conflict of interest in assessing this application and I have determined that I have:

- No Conflict**
- Conflict and have therefore undertaken the following actions:
- Completed the **Statutory Planning Services declaration of Conflict/Interest form.**
 - Attached the Statutory Planning Services declaration of Conflict/Interest form on to the hardcopy file.
 - Attached the Statutory Planning Services declaration of Conflict/Interest form into the relevant electronic workspace.
-

Name: Timothy Hector

Title: Senior Planner, Development Approvals and Design

Signed: 

Phone: (03) 9861 7395

Dated: 18 December 2024

Reviewed / Approved by:

I have considered whether there is a conflict of interest in assessing this application and I have determined that I have:

- No Conflict**
- Conflict and have therefore undertaken the following actions:
- Completed the **Statutory Planning Services declaration of Conflict/Interest form.**
 - Attached the Statutory Planning Services declaration of Conflict/Interest form on to the hardcopy file.
 - Attached the Statutory Planning Services declaration of Conflict/Interest form into the relevant electronic workspace.
-

Name: Bart Gane

Title: Manager, Priority Projects

Signed: 

Phone: 0448 048 704

Dated: 19/012/2024
