

Report to the Future Melbourne (Planning) Committee

Agenda item 6.1

Ministerial Planning Referral: ID-2020-2 Carlton Recreation Ground, Princes Park, Carlton

18 August 2020

Presenter: Evan Counsel, Director Planning and Building

Purpose and background

1. The purpose of this report is to advise the Future Melbourne Committee of an application to amend the Melbourne Planning Scheme (the amendment, Attachment 3) to apply a Specific Controls Overlay (SCO) to the land known as the Carlton Recreation Ground or Ikon Park, Carlton (refer Attachment 2 - Locality plan). The amendment would also introduce a new site specific Incorporated Document (ID) to manage and facilitate the ongoing use and development of the site.
2. The applicant is Contour Consultants on behalf of Carlton Football Club (CFC) and the land manager is Melbourne City Council. A concept plan prepared by Populous forms part of the ID and sets out the basic footprint of future anticipated buildings on site. If the amendment is approved, the ID would require detailed plans to be submitted to Council for assessment and approval prior to works commencing.
3. The proposed controls the amendment seeks to introduce into the planning scheme seek to replicate the terms and provisions of the *Carlton (Recreation Ground) Land Act 1966*.
4. The site is located in a Public Park and Recreation Zone (PPRZ) and is covered by the Heritage Overlay (HO1 - Carlton Precinct). The proposed SCO would replace these controls and provide a single point of reference for the use and development of the site.
5. The Minister for Planning is the Planning Authority and has referred the application to Council in accordance with Section 20(5) of the *Planning and Environment Act 1987*. The application has also been referred to the Yarra City Council.
6. The proposed development includes the provision of new training and enhanced spectator facilities, and reinforces the ground's status as the home of the Australian Rules football league for female players (AFLW).

Key issues

7. The key matters for consideration are the appropriateness of the SCO, buildings and works, heritage, landscaping, traffic and event management, signage and lighting.
8. The principle of the amendment, and future redevelopment of the ground, is supported as it will provide elite female athletes with training facilities commensurate with those of male counterparts. This, in turn, will assist in the advancement of women's sport. However the content of the proposed amendment and incorporated document is not acceptable and falls short of what is required.
9. Subject to recommendations and conditions regarding the extent of land to which the SCO will apply, it is considered that the SCO is the most appropriate mechanism of the Victoria Planning Provisions to guide the future use and development of the ground.
10. Subject to various recommendations and conditions, the form of the incorporated document will appropriately manage and guide the consideration of potential built form, heritage, traffic and event impacts.
11. Recommendations and conditions will also ensure that outcomes sought by the Princes Park Masterplan (2012) will be supported; and that potential visual and amenity impacts associated with signage and lighting will be appropriately managed.

Recommendation from management

12. That the Future Melbourne Committee resolves to advise the Department of Environment, Land, Water and Planning that the Melbourne City Council:
 - 12.1. Acknowledges the broader benefits the future redevelopment of the Carlton Recreation Ground will generate, including the advancement of women's sport.
 - 12.2. Supports the proposed amendment to the Melbourne Planning Scheme subject to the recommendations and conditions outlined in the delegate report (refer to Attachment 4 of the report from management).
 - 12.3. Considers it appropriate that the applicant be required to complete the voluntary public consultation process that was initiated but not completed, noting that given the current public health crisis, this consultation might be in the form of digital communications as opposed to traditional consultation meetings.

Attachments:

1. Supporting Attachment (Page 3 of 61)
2. Locality Plan (Page 4 of 61)
3. Selected Plans (Page 5 of 61)
4. Delegate Report (Page 33 of 61)

Supporting Attachment

Legal

1. As it relates to the Carlton Recreation Ground, the Council is the Responsible Authority for administering and enforcing the Melbourne Planning Scheme.
2. The Council is also Committee of Management for the land and the land is subject to an existing lease agreement with Carlton Football Club.
3. The *Carlton (Recreation Ground) Land Act 1966* enshrines the current use of the land.

Finance

4. It is considered that this amendment application does not raise any direct financial issues for Council.

Conflict of interest

5. No Council staff, or other person engaged under a contract involved in advising on or preparing this report, has declared a direct or indirect interest in relation to this matter.

Health and Safety

6. Relevant planning considerations pertaining to health and safety, including environmental protection, transport, waste and potential amenity impacts, have been given due consideration.

Stakeholder consultation

7. The Minister for Planning is the Planning Authority and has given notice of the proposed amendment to Melbourne City Council and the Yarra City Council in accordance with Section 20(5) of the *Planning and Environment Act 1987*.

Relation to Council policy

8. Relevant Council policies are discussed in the attached Delegate report (refer to Attachment 4).

Environmental sustainability

9. In accordance with the provisions of the submitted incorporated document, the Environmentally Sustainable Design (ESD) measures and initiatives to be built into the future redevelopment of the ground would comply with the performance standards of Clause 22.19 (Energy, Water and Waste Efficiency) and Clause 22.23 (Stormwater Management) of the Melbourne Planning Scheme.

Locality Plan

Carlton Recreation Ground, Princes Park, Carlton



Planning and Environment Act 1987

MELBOURNE PLANNING SCHEME

AMENDMENT C377melb

INSTRUCTION SHEET

The planning authority for this amendment is the Minister for Planning

The Melbourne Planning Scheme is amended as follows:

Planning Scheme Maps

The Planning Scheme Maps are amended by a total of 2 attached maps sheets.

Overlay Maps

1. Amend Planning Scheme Map Nos. 2SCO and 5SCO in the manner shown on attached maps marked "Melbourne Planning Scheme, Amendment C277".

Planning Scheme Ordinance

The Planning Scheme Ordinance is amended as follows:

2. In **Overlays** – Clause 45.12, insert a new Schedule 23 in the form of the attached document.
3. In **Operational Provisions** – Clause 72.04, replace the Schedule with a new Schedule in the form of the attached document

End of document

Planning and Environment Act 1987

MELBOURNE PLANNING SCHEME

AMENDMENT C377MELB

EXPLANATORY REPORT

Who is the planning authority?

This amendment has been prepared by the Minister for Planning, who is the planning authority for this amendment.

The amendment has been made at the request of the Carlton Football Club.

Land affected by the amendment

The amendment applies to the following land:

- Allot. 2030 at Carlton, Parish of Jika Jika (known as 400 Royal Parade, Carlton North)
- Allot. 2031 at Carlton, Parish of Jika Jika (known as 400 Royal Parade, Carlton North)
- Part Allot. 2032 at Carlton, Parish of Jika Jika (known as 400 Royal Parade, Carlton North)
- Allot. 1A Sec. 118A at Carlton, Parish of Jika Jika (known as 400 Royal Parade, Carlton North)

The land affected by the amendment is known as Carlton Recreation Ground, which is home to the Carlton Football Club.

What the amendment does

The amendment improves the process approval of development and use at the land occupied by Carlton Football Club (known as the Carlton Recreation Ground) by introducing site specific planning controls into the planning scheme. Previously much of the approval process occurred under the lease which dates back to 1995 and reflects the way the land was used for a mens' football club at that time.

The planning scheme controls provide built form guidelines consistent with a stated vision for the use and development of the land including the support of development to enhance the land as a home for AFLW including live broadcasting of AFLW games, and state of the art integrated elite training facilities. Currently, live broadcasts rely on temporary crane lighting as the light levels used for training purposes are not sufficient to support broadcasting.

The timing of the amendment is intended to support consideration by the City of Melbourne of a development proposal partly funded by State and Federal Government and to ensure that broadcast lighting is provided. Generally, the key features that development include the redevelopment of the area currently covered by the Pratt Stand and administration building to allow for integrated high performance training facilities for AFLW and AFL players, upgraded match day facilities and new administration facilities.

The amendment facilitates assessment of applications through a Specific Controls Overlay (Schedule 23) and Incorporated Document (Carlton Recreation Ground).

More specifically, the Melbourne Planning Scheme will be amended as follows:

- Planning Scheme Maps 2SCO and 5SCO amended to include the land in the Specific Controls Overlay.
- Schedule to Clause 45.12 amended to introduce the Carlton Recreation Ground Overlay.
- Schedule to Clause 72.04 amended to introduce the Carlton Recreation Ground Incorporated Document.

Strategic assessment of the amendment

Why is the amendment required?

The amendment is required to improve management of the use and development under the planning scheme rather than reliance on interpretation of lease provisions and in turn to keep up with the times and facilitate development and use of the land for major sport and recreation including a home for AFLW.

The subject land is leased to the Carlton Football Club by the City of Melbourne acting as Committee of Management for Princes Park and pursuant the Carlton (Recreation Ground) Land Act 1966.

Up until now the development and use of the land has been governed by a lease under the Carlton (Recreation Ground) Land Act 1966. While the Carlton (Recreation Ground) Land Act 1966 permits a very broad range of uses, in practice the lease includes provisions that were more appropriate to the AFL in 1995 (and before).

Notably, Section 3 (1A) provides that the land may be leased for the purposes of sport or recreation or social or cultural or educational activities or purposes connected therewith including the erection of buildings.

Section 3 (2) further provides that such purposes shall be subject to covenants conditions exceptions and reservations as the corporation thinks fit:

The current lease was executed in 1995 when the ground was used for home and away games for mens football. The lease also contemplates use of the land for other activities including gaming which is no longer contemplated at the site.

The amendment would introduce a modern planning control to shift the day to day permission of land use and development of the site to consideration under the planning scheme. Separately, it would then be possible to entertain a new lease which would refer back to the planning controls to ensure consistency of assessment against a stated vision and design guidelines.

The Incorporated Document includes the following tools:

- A vision statement and objectives.
- Built form and signage guidelines.
- A concept plan.
- A requirement for a Broadcast Lighting Management Plan.
- A requirement for an Event Management Plan for larger non-football events.

How does the amendment implement the objectives of planning in Victoria?

The amendment implements the following objectives of planning in Victoria:

(a) to provide for the fair, orderly, economic and sustainable use, and development of land;

(c) to secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria;

(d) to conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value;

(e) to protect public utilities and other assets and enable the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community;

(g) to balance the present and future interests of all Victorians.

The amendment implements these objectives as follows:

- Modernising the planning controls to provide for flexible, transparent and enforceable planning controls and guidelines in the planning scheme.
- Providing planning scheme support for the improvement of facilities and opportunities for womens football, making efficient use of Carlton Recreation Ground and capitalising on its historical use for AFL in Victoria since the late 1800s.
- Providing built form guidelines for the future development with consideration of improvements to the public realm.

How does the amendment address any environmental, social and economic effects?

Environmental Effects

The planning controls facilitate development provided it is designed to take into consideration its sensitive interfaces within Princes Park and surrounds, and to provide for a high level of safety and enjoyment for all users including players, staff, spectators and visitors.

The Incorporated Document includes a concept plan and built form guidelines to manage the public realm and landscape impacts, with a detailed landscape plan required to be approved prior to the commencement of any works.

Social Effects

The social benefits that will be gained from the redevelopment contemplated in conjunction with this amendment are significant given the amendment purposes to support the use and development of the land for the home of AFLW, supported by a stated vision.

Economic Effects

The planning controls to facilitate the redevelopment of the Carlton Recreation Ground will create local and regional expenditure opportunities as the ground is used more for AFLW games and other permissible events into the future.

Although the design approval is a separate matter for the responsible authority it is noted that there is currently \$40 million of State and Federal funding in place to support development with the intention that development may commence in late 2020.

With improved matchday opportunities and facilities for AFLW matches, further long-term employment opportunities will result.

Does the amendment address relevant bushfire risk?

The land is not in a Bushfire Prone Area, nor is it subject to a Bushfire Management Overlay.

Does the amendment comply with the requirements of any Minister's Direction applicable to the amendment?

The following Ministerial Directions are relevant:

- Ministerial Direction No. 1 -The Form and Content of Planning Schemes
- Ministerial Direction No. 9 – Metropolitan Planning Strategy

The amendment complies with the above Directions.

How does the amendment support or implement the Planning Policy Framework and any adopted State policy?

The amendment supports the following provisions of the Planning Policy Framework:

- Clause 15.01-1 (Urban Design) and Clause 15.01-2 (Building Design) includes the following strategies (amongst others):

- *Require development to respond to its context in terms of character, cultural identity, natural features, surrounding landscape and climate.*
- *Ensure development contributes to community and cultural life by improving the quality of living and working environments, facilitating accessibility and providing for inclusiveness.*
- *Ensure that development, including signs, minimises detrimental impacts on amenity, on the natural and built environment and on the safety and efficiency of roads.*
- *Promote good urban design along and abutting transport corridors.*
- *Provide spaces and facilities that encourage and support the growth and development of Melbourne's cultural precincts and creative industries.*
- *Ensure the form, scale, and appearance of development enhances the function and amenity of the public realm.*
- *Ensure buildings and their interface with the public realm support personal safety, perceptions of safety and property security.*
- Clause 15.01-4S (Healthy Neighbourhoods) seeks to achieve neighbourhoods that foster healthy and active living and community wellbeing.
- Clause 17.01-1S (Diversified Economy) includes a strategy to facilitate growth in a range of employment sectors, including health, education, retail, tourism, knowledge industries and professional and technical services based on the emerging and existing strengths of each region.
- Clause 19.02 (Community Infrastructure) seeks to (amongst others):
 - *Reinforce the existing major precincts for arts, sports and major events of statewide appeal.*
 - *Establish new facilities at locations well served by public transport.*
 - *Maintain and strengthen Melbourne's distinctiveness as a leading cultural and sporting city with world-class facilities.*
- Clause 19.06 (Open Space) seeks to (amongst others):
 - *Ensure that urban open space provides for nature conservation, recreation and play, formal and informal sport, social interaction, opportunities to connect with nature and peace and solitude.*
 - *Accommodate community sports facilities in a way that is not detrimental to other park activities.*
 - *Ensure open space provision is fair and equitable with the aim of providing access that meets the needs of all members of the community, regardless of age, gender, ability or a person's location.*

How does the amendment support or implement the Local Planning Policy Framework, and specifically the Municipal Strategic Statement?

The amendment supports and implements the following objectives and strategies of the Local Planning Policy Framework:

- Clause 21.05 (Environment and Landscape Values) seeks to protect the vegetation and amenity of the city's parklands.
- Clause 21.06 (Built Environment and Heritage) outlines that development must add positively to Melbourne's public realm and contribute to making it safe and engaging for users.
- Clause 21.10 (Infrastructure) seeks to enhance the City as Victoria's pre-eminent cultural and entertainment location.

- Clause 21.16 (Local Areas) seeks to ensure that buildings within Princes Park are sensitively designed and located to minimise its impact on the Park's landscape character.

In terms of local planning policies, the following are relevant:

- Clause 22.02 – Sunlight to Public Spaces
- Clause 22.05 – Heritage Places Outside the Capital City Zone
- Clause 22.17 – Urban Design Outside the Capital City Zone
- Clause 22.23 – Stormwater Management (WSUD)

The amendment responds to these policies as follows:

- The incorporated document includes a concept plan providing guidance on height;
- Detailed guidance is provided for urban design, heritage and events.
- The Incorporated Document will require a WSUD Report to be prepared.

Does the amendment make proper use of the Victoria Planning Provisions?

The amendment makes proper use of the Victoria Planning Provisions by updating the schedules to Clause 45.12 (Specific Controls Overlay) and 72.04 to include the Incorporated Document in the Melbourne Planning Scheme.

The Specific Controls Overlay was developed as part of the Smart Planning initiative to provide a mapping tool to identify locations where specific planning controls apply.

The use of an Incorporated Document provides for a mechanism to assess future development applications. The Incorporated Document is also available online (through the Melbourne Planning Scheme) to any interested party.

How does the amendment address the views of any relevant agency?

The view of relevant agencies have been sought, including the City of Melbourne, Moreland and Yarra, the Australian Football League.

Does the amendment address relevant requirements of the Transport Integration Act 2010?

The amendment will not result in any significant requirements pursuant to the Transport Integration Act 2010.

Resource and administrative costs

- **What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?**

The new provisions will not have an impact on the resource or administrative costs of the Responsible Authority. It may make the process more efficient as the specific controls enable assessment directly under the provisions of the scheme rather than as an interpretation of lease provisions (or needing regular lease amendments).

The Incorporated Document will also allow for the ongoing use and redevelopment of the Carlton Recreation Ground without unnecessary or inefficient approvals requirements.

Where you may inspect this amendment

The amendment is available for public inspection, free of charge, during office hours at the following places:

City of Melbourne, Customer Service Counter, Ground Floor, Melbourne Town Hall Administration Building, 120 Swanston Street, Melbourne.

The amendment can also be inspected free of charge at the Department of Environment, Land, Water and Planning website at www.planning.vic.gov.au/public-inspection.

Final Discussion Draft

Carlton Recreation Ground

Incorporated Document

May, 2020

Incorporated Document pursuant to section 6(2)(j) of the *Planning and Environment Act 1987*

1. INTRODUCTION

This document is an Incorporated Document in the Melbourne Planning Scheme, pursuant to section 6(2)(j) of the *Planning and Environment Act 1987*.

The Incorporated Document applies to the land known as the Carlton Recreation Ground and identified in the Concept Plan and contained within the following Certificates of Title:

- Allot. 2030 at Carlton, Parish of Jika Jika (known as 400 Royal Parade, Carlton North)
- Allot. 2031 at Carlton, Parish of Jika Jika (known as 400 Royal Parade, Carlton North)
- Part Allot. 2032 at Carlton, Parish of Jika Jika (known as 400 Royal Parade, Carlton North)
- Allot. 1A Sec. 118A at Carlton, Parish of Jika Jika

2. VISION

The land occupied by the Carlton Recreation Ground is an historic meeting place. Before European settlement, the land formed part of a valued meeting place for clans of the Kulin Nation near the Williams Creek tributary. The land formed part of a reserve proclaimed for public leisure in 1854. In 1917 the City of Melbourne was appointed the Committee of Management. Pursuant to The Carlton (Recreation Ground) Land Act 1966, the land could be leased for the purposes of sport or recreation or social or cultural or educational activities or purposes connected therewith including the erection of buildings.

The Carlton Recreation Ground has served as the home of the Carlton Football Club where VFL home and away games were played on a weekly basis for most of last century. It continues to be the home of the Carlton Football Club with a range of training facilities and complementary sports, training, recreation, cultural and education uses.

In its next phase the Carlton Recreation Ground will be encouraged to be further developed to support AFLW games including game day and broadcast facilities and elite integrated training facilities and to provide a home for AFLW where women can meet and compete at the highest level.

The purpose of this planning control is to support the development and use of the land for the purposes contemplated under the Carlton (Recreation Ground) Land Act 1966 and to provide guidance in the planning scheme for the consideration of specific development proposals.

3. OBJECTIVES

The specific objectives of this Incorporated Document are as follows:

- To support the ongoing development and use of the land for the purposes established under the Carlton (Recreation Ground) Land Act 1966 and as a major sport and recreation facility, events venue, education centre, including associated ancillary temporary and permanent activities and uses.
- To support the use of the land as a home for AFLW games and as a focal point for the development and growth of women in sport.

4. CONTROL

Despite any provision in the Melbourne Planning Scheme, the land identified in this document may continue to be used and developed in accordance with the specific controls contained in this document.

The controls in this document prevail over any contrary or inconsistent provision in the Melbourne Planning Scheme.

Despite any provision to the contrary or any inconsistent provision in the Melbourne Planning Scheme, no planning permit is required for, and no provision in the Planning Scheme operates to prohibit or restrict, the ongoing use and development of the land in accordance with this Incorporated Document except as provided for in this Document.

5. USE AND DEVELOPMENT

A permit is not required for use and development for the purposes of sport or recreation or social or cultural or educational activities or the erection of buildings connected therewith provided the use or development is within the lease area under the Carlton (Recreation Ground) Land Act 1966 or with the written consent of the Public Land Manager, subject to any conditions specified in this document.

6. BUILDINGS AND WORKS

Except with a planning permit buildings and works must be generally in accordance with the building envelope shown on the Concept Plan and undertaken subject to the conditions set out in this Incorporated Document. For avoidance of doubt, this includes demolition, temporary buildings and works, grounds keeping, excavation, maintenance works and site preparation works.

When considering whether to approve plans the Responsible Authority shall consider the following built form guidelines as appropriate:

Building materials, park values and public safety

- Ensure that new development considers the setting of Princes Park and acknowledges the social, cultural, recreational and ecological values of the surrounding parkland.
- External facades presenting to Princes Park and surrounding area should incorporate a high quality architectural design and materials.
- External materials and finishes should be complementary to the existing stadium and the park setting.
- A high level of public safety, surveillance and lighting should be incorporated in the planning of the site and surrounds.
- Landscaping of open space areas adjacent to the stadium.

Pedestrian and bicycle access and circulation

- Encourage direct and clear pedestrian and bicycle connectivity that provides a safe and secure environment for users within the site, as well as travelling to and from the site and the users of Princes Park.
- Ensure there are adequate bicycle parking and end of trip facilities for staff, athletes and spectators.

Car parking

- Ensure that the location and design of any parking supports the landscape character of Princes Park.
- Ensure that any car parking spaces are designed to enable easy, safe and efficient use.

Wayfinding

- Ensure new or updated wayfinding includes lighting, signage and landscaping to provide a safe, secure and easy-to-navigate environment for users of the stadium.

Overshadowing

- Buildings and works not generally in accordance with the building envelope as shown in the Concept Plan should not increase shadows between 11am and 2pm at the equinox in a manner that is detrimental to the amenity of the area.

Lighting

- Ensure that lighting is baffled to minimise light spill beyond the stadium, is energy efficient, and is managed in accordance with an approved Broadcast Lighting Management Plan.

Signage

- Ensure that signage visible from outside the stadium is designed to consider the character of Princes Park.
- Signage visible from outside the stadium should fit within architectural forms and be integrated with the design of the building.
- Discourage signage visible from outside of the stadium that is not directly associated with the activities on the land.

7. CONDITIONS

7.1 Buildings and Works

Buildings and works must not commence until plans have been approved by the Responsible Authority under this clause. The plans must be fully dimensioned and drawn to scale, and must show the following matters as appropriate to the application and to the satisfaction of the Responsible Authority:

- (a) A design statement considering and responding to the built form guidelines contained in clause 6.
- (b) Floor plans and elevations.
- (c) Demonstration of compliance with Clause 5 within this document.

- (d) A schedule of works including any changes to gross floor area or seating capacity.
- (e) Details of the design and treatment of any works visible from areas external to the stadium.
- (f) Elevations detailing how signage visible outside the stadium is integrated into the design.
- (g) Overshadowing drawings detailing the overshadowing as cast by any works (excluding the light towers) outside the stadium at the September equinox between 11am and 2pm).
- (h) Bicycle facilities provided on or near the stadium.
- (i) Any necessary new works or repairs to adjacent car parking areas and accessways.
- (j) A staging plan, if the works are intended to be staged.
- (k) A **Construction Management Plan (CMP)** prepared by a suitably qualified professional including the following information:
 - (i) public safety, amenity and site security.
 - (ii) operating hours, noise and vibration controls.
 - (iii) air and dust management.
 - (iv) stormwater and sediment control.
 - (v) waste and materials reuse.
 - (vi) traffic management.
- (l) A **Waste Management Plan** prepared by a suitably qualified professional addressing waste storage and collection arrangements.
- (m) A **Heritage Impact Statement** prepared by a suitably qualified professional if the proposed works impact upon the identified heritage place.

- (n) A **Landscape Plan** prepared by a suitably qualified landscape architect including the following information:
 - (i) Consideration and a response to the objectives and guidelines contained in clause 6 of this document.
 - (ii) Any landscaping or trees to be removed.
 - (iii) A schedule of all soft and hard landscaping treatments.
 - (iv) A planting schedule of all proposed trees, shrubs and ground covers, including botanical names, common names, pot sizes, sizes at maturity, and quantities of each plant.
 - (v) Details of the ongoing maintenance and monitoring procedures to ensure the ongoing health of landscaping.
 - (vi) Any landscaping or works outside the stadium area to be carried out for or on behalf of the public land manager.
- (o) An **Environmentally Sustainable Design (ESD) and Water Sensitive Urban Design (WSUD) Statement** prepared by a suitably qualified professional approved by the Responsible Authority. The ESD / WSUD Statement(s) must consider and respond to the policy objectives of clause 22.19, clause 22.23 and clause 53.18 of the Melbourne Planning Scheme.
- (p) A **Traffic and Car Parking Assessment** prepared by a suitably qualified professional approved by the Responsible Authority. The Traffic and Car Parking Assessment must consider any changes to existing accessways, proposed car spaces and accessways and outline any car park management measures and green travel initiatives. In deciding whether to approve the Traffic and Car Parking Assessment, the Responsible Authority must consult with VicRoads in relation to any changes to vehicle crossovers to Royal Parade.

7.2 **Broadcast Lighting Management Plan**

Prior to the operation of broadcast lighting on the land a **Broadcast Lighting Management Plan (BLMP)** must be approved by the Responsible Authority. For the purposes of this control, broadcast lighting is lighting displayed at sufficient lux to support television broadcast. The BLMP must address the following matters to the satisfaction of the Responsible Authority:

- (a) The maximum number of days per annum that broadcast lighting may be operated on the land.

Except with the written consent of the Responsible Authority, the BLMP may not authorise broadcast lighting to be operated on the land on more than 12 occasions in any one calendar year.

- (b) Except with the written consent of the Responsible Authority, Broadcast Lighting may not be operated later than 11pm on any day.
- (c) A maintenance schedule.

7.3 Event Management Plan

Prior to any non-football event occurring on the land, an **Event Management Plan** must be approved by the Responsible Authority. For the purposes of this control, a non-football event is considered an event with over 7,500 people in attendance. The Event Management Plan shall include the following matters to the satisfaction of the Responsible Authority:

- (a) Patron management plan for night events.
- (b) Expected maximum patron numbers for events.
- (c) Car parking and access management.
- (d) Public surveillance and safety.
- (e) Details of any temporary structures or activities around the stadium.
- (f) Noise Management Plan for live and recorded music.

7.4 General Conditions

- (a) The development and layout of the land must be in accordance with the plans approved under this clause except with the written approval of the Responsible Authority.
- (b) Plans approved under this clause may be amended to the satisfaction of the Responsible Authority.
- (c) The car park and accessways must be maintained to the satisfaction of the Responsible Authority.
- (d) All buildings and works must be maintained in good order and appearance to the satisfaction of the Responsible Authority.

8. DECISION GUIDELINES

Before deciding whether to approve plans submitted under clause 7, the Responsible Authority must consider as appropriate the built form guidelines at clause 6 as appropriate.

EXPIRY DATES

The display of advertising signs, as approved by this Incorporated Document, may continue until either:

- The occupation of the Carlton Recreation Ground ceases by the Carlton Football Club; or
- The lease of the Carlton Recreation Ground expires.

The control contained in this Incorporated Document, as it relates to development of land, expires if:

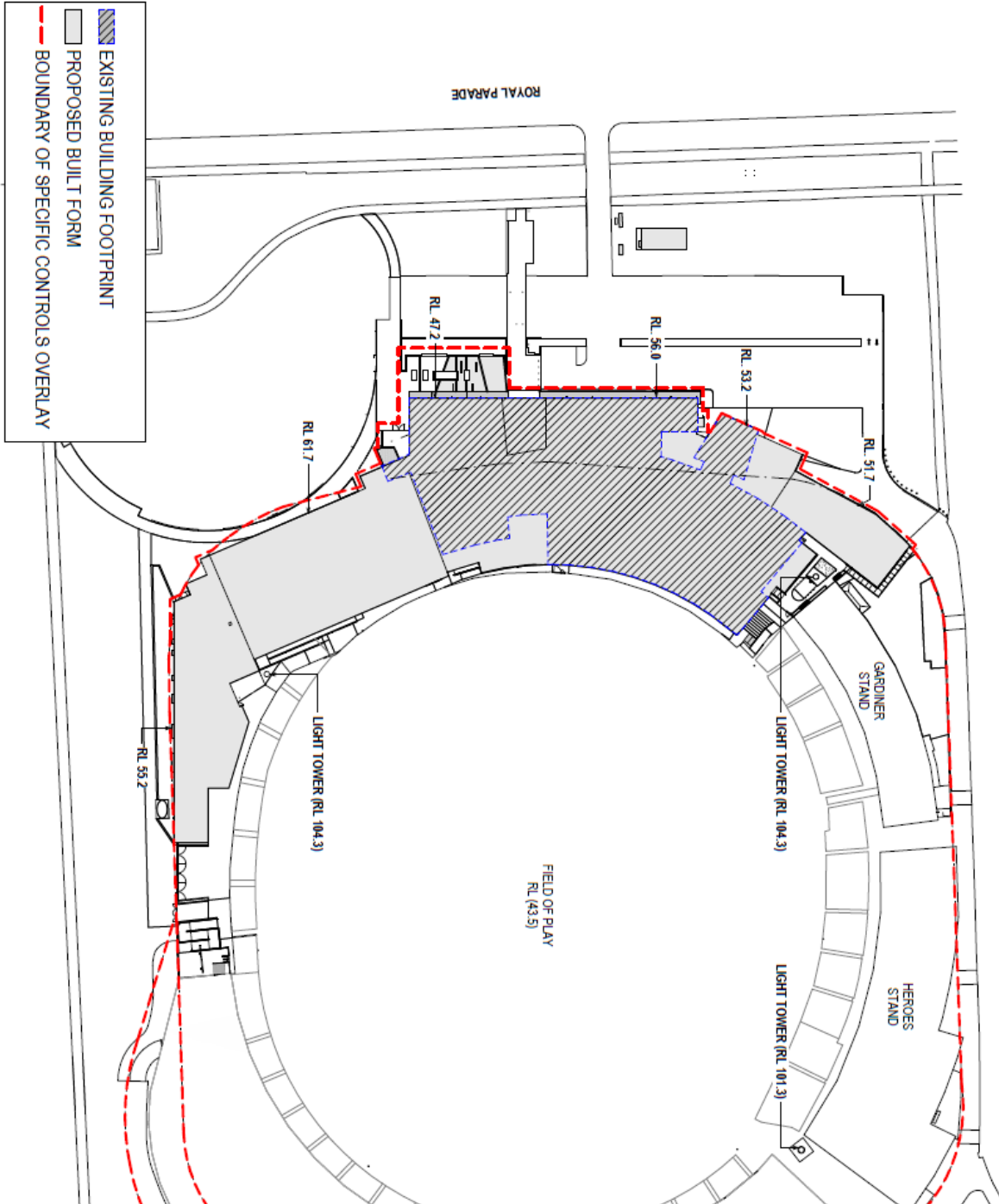
- The development is not started within three years of the approval date of the Incorporated Document; or
- The development is not completed within three years of the date of commencement of works.

The control contained in this Incorporated Document, as it relates to use of land, continues until either:

- The occupation of the Carlton Recreation Ground ceases by the Carlton Football Club; or
- The lease of the Carlton Recreation Ground expires.

The Responsible Authority may extend the periods referred to if a request is made in writing before the expiry date or within six months afterwards.

CONCEPT PLAN



CARLTON RECREATION GROUND - CONCEPT PLAN

07/02/2019
C342melb

SCHEDULE TO CLAUSE 45.12 SPECIFIC CONTROLS OVERLAY

1.0

12/12/2019
C352melb

Specific controls

PS Map Ref	Name of incorporated document
SCO1	State Netball and Hockey Centre, Brens Drive, Royal Park, Parkville, May 2000 Incorporated Document (Amended September 2018)
SCO2	University of Melbourne Bio21 Project Parkville, November 2018
SCO3	Melbourne Central redevelopment March 2002 (Amended October 2019)
SCO4	Cliveden Hill Private Hospital, 29 Simpson Street, East Melbourne, July 1999
SCO5	Mirvac, Residential Towers, 236-254 St Kilda Road, Southbank
SCO6	Flinders Gate car park, Melbourne, July 1999
SCO7	Young and Jackson's Hotel, Promotional Panel Sky sign, Melbourne, July 1999
SCO9	Former Herald and Weekly Times building, 46-74 Flinders Street, Melbourne, August 2002
SCO10	The Games Village Project, Parkville, September 2015
SCO11	Advertising Signs - Mercedes-Benz, 135-149 Kings Way, Southbank
SCO12	70 Southbank Blvd, June 2014
SCO13	Shadow Controls, 555 Collins Street, Melbourne, February 2013
SCO15	55 Southbank Boulevard, Southbank, February 2017
SCO20	Illuminated high wall signs - 766 Elizabeth Street, Carlton
SCO21	Former Queen Victoria Hospital Site - Open
SCO23	Carlton Recreation Ground

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28/02/2019
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SCHEDULE TO CLAUSE 72.04 DOCUMENTS INCORPORATED IN THIS PLANNING SCHEME

1.0

14/11/2019
C344melb

Incorporated documents

Name of document	Introduced by:
271 Spring Street, Melbourne, Transitional Arrangements, May 2016	C287
55 Southbank Boulevard, Southbank, February 2017	C288
346-376 Queen Street, 334-346 La Trobe Street and 142-171 A'Beckett Street Open Lot Car Park, Melbourne	NPS1
447 Collins Street, Melbourne, Transitional Arrangements, May 2016	C289
70 Southbank Blvd, June 2014	C239
80 Collins Street Melbourne Development, May 2013	C219
87-127 Queens Bridge Street, Southbank, July 2018	C284
ABC Melbourne New Office and Studio Accommodation Project (Southbank), December 2013	C226
Advertising Signs - Mercedes-Benz, 135-149 Kings Way, Southbank	C103
Arden Macaulay Heritage Review 2012: Statements of Significance June 2016	C207
Big Day Out Music Festival, January 2006	C112
Building Envelope Plan – Replacement Plan No.1, DDO 20 Area 45	NPS1
Carlton Brewery Comprehensive Development Plan October 2007	C126
Carlton Recreation Ground	C377
Central City (Hoddle Grid) Heritage Review: Statements of Significance June 2013	C186(Part 1)
Carlton Connect Initiative Incorporated Document, March 2018	C313
Charles Grimes Bridge Underpass, December 2011	C191
City North Heritage Review 2013: Statements of Significance (Revised June 2015)	C198
Cliveden Hill Private Hospital, 29 Simpson Street, East Melbourne, July 1999	C6
Caulfield Dandenong Rail Upgrade Project, Incorporated Document, April 2016	C349melb
Crown Casino Third Hotel, September 2007	C136
David Jones Melbourne City Store Redevelopment, May 2008	C139
Dynon Port Rail Link Project	C113
Emporium Melbourne Development, July 2009	C148
Federation Arch and Sports and Entertainment Precinct Signs, April 2002	C66
Flinders Gate car park, Melbourne, July 1999	C6
Former Fishmarket Site, Flinders Street Melbourne, September 2002	C68
Former Herald and Weekly Times building, 46-74 Flinders Street, Melbourne, August 2002	C69
Former Olympic Swimming Stadium, Collingwood Football Club signage, April 2004	C91
Former Queen Victoria Hospital Site - Open Lot Car Park, Melbourne	NPS1
Former Southern Cross Hotel site, Melbourne, March 2002	C64
Former Victoria Brewery site, East Melbourne – 'Tribeca' Redevelopment October 2003	C86

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MELBOURNE PLANNING SCHEME

Name of document	Introduced by:
Freshwater Place, Southbank, August 2001 (Amended 2012)	C193
Guildford and Hardware Laneways Heritage Study May 2017: Heritage Inventory, November 2018 (Amended May 2019)	C355melb
Guildford and Hardware Laneways Heritage Study May 2017: Statements of Significance, November 2018 (Amended May 2019)	C355melb
Hamer Hall Redevelopment July 2010	C166
Heritage Places Inventory March 2018	C324
High wall signs - 766 Elizabeth Street, Carlton	NPS1
Hilton on the Park Complex Redevelopment, December 2004	C101
Hobsons Road Precinct Incorporated Plan, March 2008	C124
Hoddle Grid Heritage Review: Heritage Inventory, September 2018	C327
Hoddle Grid Heritage Review: Statements of Significance, September 2018	C327
Hospital Emergency Medical Services - Helicopter Flight Path Protection Areas Incorporated Document, June 2017	GC49
Hotham Estate	C134
Incorporated Plan Overlay No. 1 – 236-254 St Kilda Road	NPS1
Judy Lazarus Transition Centre, March 2005	C102
Kensington Heritage Review Statements of Significance, March 2018	C324
M1 Redevelopment Project, October 2006	C120
Major Promotion Signs, December 2008	C147
Melbourne Aquarium Signs, July 2001	C11
Melbourne Central redevelopment, March 2002 (Amended October 2019)	C344melb
Melbourne City Link Project – Advertising Sign Locations, November 2003	VC20
Melbourne Convention Centre Development, Southbank and North Wharf redevelopment, Docklands, April 2006, Amended May 2016	GC44
Melbourne Girls Grammar – Merton Hall Campus Master Plan, June 2002	C22
Melbourne Grammar School Master Plan - Volume One, Senior School South Yarra Campus, Issue Date 14 October 2003.	C90
Melbourne Metro Rail Project Incorporated Document, May 2018	GC82
Melbourne Metro Rail Project – Infrastructure Protection Areas Incorporated Document, December 2016	GC45
Melbourne Park Redevelopment February 2014	C229
Melbourne Planning Scheme Incorporated Plan, June 2016, Melbourne Water Permit Exemptions to the Schedule to Clause 43.01 for the Moonee Ponds Creek (HO1092)	C207
Melbourne Recital Hall and MTC Theatre project , August 2005	C111
Metro Tunnel: Over Site Development– CBD North Incorporated Document, October 2017	C315
Metro Tunnel: Over Site Development– CBD South Incorporated Document, October 2017	C316
Metropolitan Hotel Statement of Significance, June 2018	C326

MELBOURNE PLANNING SCHEME

Name of document	Introduced by:
Mirvac, Residential Towers, 236-254 St. Kilda Road, Southbank	NPS1
Moonee Ponds Creek Concept Plan	C134
Myer Melbourne Bourke Street store redevelopment, Melbourne, October 2007	C137
North Melbourne Recreation Reserve Signage, 2012	C172
North West Corner of Mark and Melrose Street, North Melbourne	C134
One Queensbridge, 1-29 Queens Bridge Street, Southbank (Crown's Queensbridge Hotel Tower), February 2017	C310
Port Capacity Project, Webb Dock Precinct, Incorporated Document, October 2012 (Amended August 2016)	GC54
Project Core Building, Federation Square, December 2017	C314
Promotional Panel sign, Crown Allotment 21D, Power Street, Southbank, July 1999	C6
Rectangular Pitch Stadium Project: Olympic Park and Gosch's Paddock, Melbourne, August 2007	C130
Regional Rail Link Project Section 1 Incorporated Document, March 2015	GC26
Rialto South Tower Communications Facility Melbourne, November 2002	C57
Royal Melbourne Showgrounds Redevelopment Master Plan – December 2004	C100
Royal Melbourne Showgrounds Redevelopment Project– December 2004	C100
Scots Church Site Redevelopment, Melbourne, May 2013	C202
Shadow Controls, 555 Collins Street, Melbourne, February 2013	C216
Shrine of Remembrance Vista Control April 2014	C220
Simplot Australia head office, Kensington, October 2001	C52
Sky sign - 42 Clarendon Street, South Melbourne	NPS1
Southbank and Fishermans Bend Heritage Inventory, January 2017	C276
Southbank Heritage Review: Statements of Significance, January 2017	C276
Southbank Heritage Inventory, February 2018	C304
Southbank Statements of Significance, February 2018	C304
Spencer Street Station redevelopment, June 2013	C218
Sports and Entertainment Precinct, Melbourne, August 2007	C130
State Coronial Services Centre Redevelopment Project, August 2007	C130
State Netball and Hockey Centre, Brens Drive Royal Park, Parkville, May 2000 (Amended September 2018)	C341
The Games Village Project, Parkville, September 2015	C281
The New Royal Children's Hospital Project, Parkville, October 2007	C128
Tram Route 109 Disability Discrimination Act compliant Platform Tram Stops, August 2007	C130
Tramway Infrastructure Upgrades Incorporated Document, May 2017	GC68
University of Melbourne Bio 21 Project Parkville, November 2018	C342melb
University of Melbourne, University Square Campus, Carlton, November 1999	C17
Victoria Police Precinct, Sky Bridges 263 – 283 Spencer Street and 313 Spencer Street, Docklands Incorporated Document June 2018	C317



MELBOURNE PLANNING SCHEME

[REDACTED]	
Visy Park Signage, 2012	C172
West Gate Tunnel Project Incorporated Document, December 2017	GC93
Yarra Park Master Plan Implementation September 2010	C158
Young and Jackson's Hotel, Promotional Panel Sky sign, Melbourne, July 1999	C6

MELBOURNE PLANNING SCHEME - LOCAL PROVISION
AMENDMENT C377melb



LEGEND

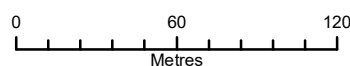
-  SCO - Specific Controls Overlay
-  Local Government Area



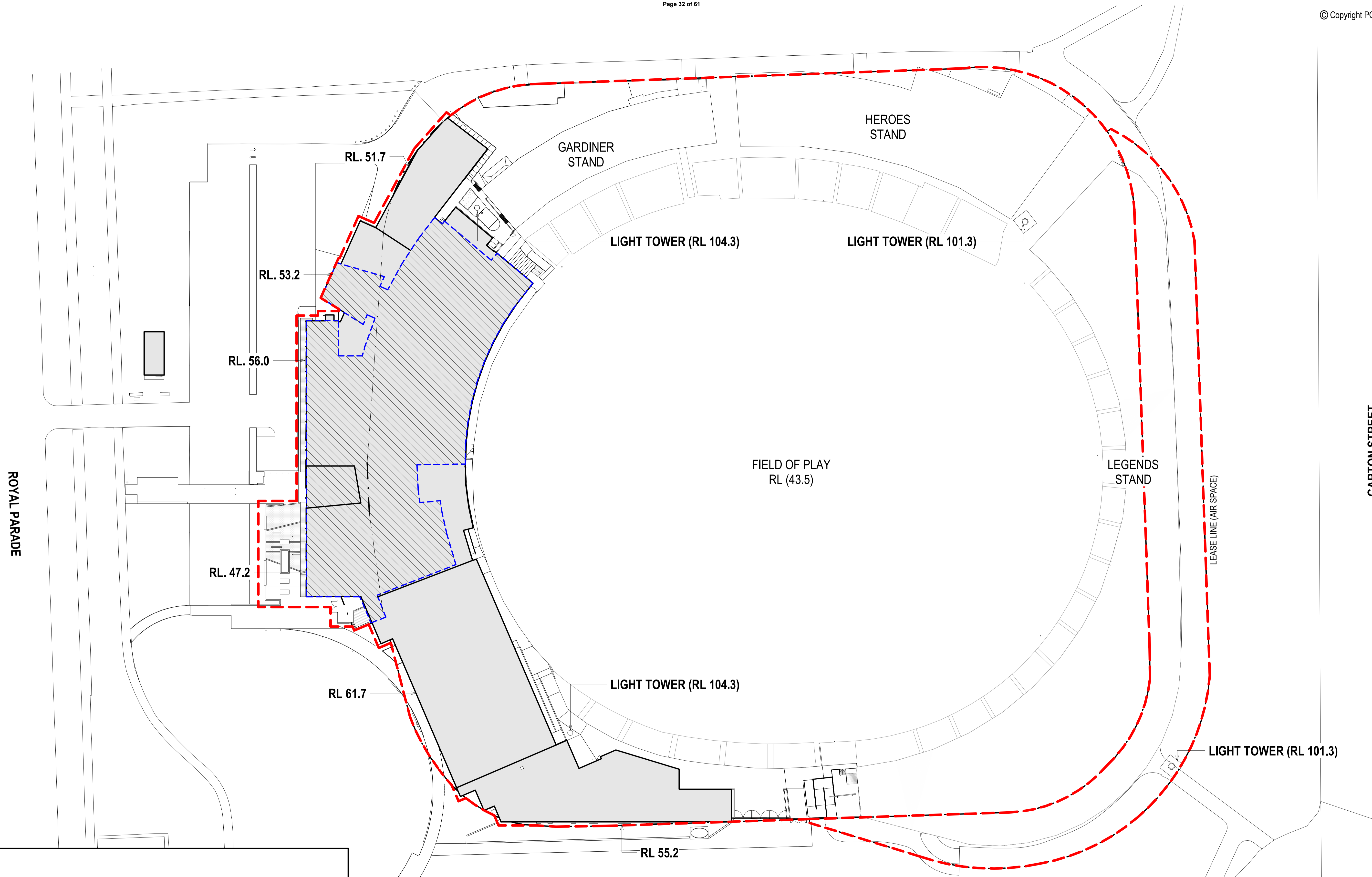
Part of Planning Scheme Maps 2SCO & 5SCO

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Planning Group
 Print Date: 7/05/2020
 Amendment Version: 2



Environment,
 Land, Water
 and Planning



EXISTING BUILDING FOOTPRINT

PROPOSED BUILT FORM

BOUNDARY OF SPECIFIC CONTROLS OVERLAY

CARLTON RECREATION GROUND - CONCEPT PLAN

MINISTERIAL PLANNING REFERRAL DELEGATE REPORT

Application number:	ID-2020-2
DELWP reference:	C377
Applicant / Owner / Architect:	Carlton Football Club / Crown land administered by City of Melbourne as Public Land Manager / Populous
Address:	Carlton Recreation Ground (Ikon Park), Princes Park, Carlton
Proposal:	Amendment to Melbourne Planning Scheme to include a Specific Controls Overlay (SCO) over land and introduce a new Incorporated Document
Cost of works:	Not applicable
Date received by City of Melbourne:	14 June 2020
Responsible officer:	Connor Perrott, Principal Urban Planner
Report Date:	7 August 2020

1. SUBJECT SITE AND SURROUNDS

1.1. The site

Carlton Recreation Ground is located within the bounds of Princes Park. The ground is encircled by a number of buildings and stands of varying vintage and scale. This includes the Legends Stand to the east and the administrative and training building to the west. Immediately to the west of this lies a Council car park. This car park is used by employees of CFC though is not included within the existing ground lease and does not form part of this amendment application. The aerial image overleaf shows the ground in greater detail.



Figure 1 - Aerial view of Carlton Recreation Ground (Source: Google Maps)

1.2. Surrounds

Beyond immediately surrounding open spaces, land is mostly used for residential purposes. This includes primarily Victorian era housing to the east across Garton Street and Bowen Crescent within the City of Yarra and more recent larger scale buildings to the west across Royal Parade.

To the south-east of the site, across Princes Park Drive, lies the Melbourne General Cemetery. Beyond this stands a number of residential colleges used in association with the University of Melbourne.

To the north of the ground, beyond adjacent open spaces, Carlton Bowls Club and across Park Street, land is administered by the City of Moreland.

2. BACKGROUND AND HISTORY

On 14 June 2020 Council received notice from the Minister for Planning that an application to amend the Melbourne Planning Scheme to facilitate the redevelopment of Carlton Recreation Ground had been received. This application was referred to Council in accordance with Section 20(5) of the Planning and Environment Act 1987.

The future redevelopment would include new training facilities for elite female athletes as well as enhanced spectator facilities. Together these facilities will reinforce the status of Carlton Recreation Ground as the home of the AFLW.

2.1. Planning application history

Two previous permits, issued in accordance with existing controls, are of relevance to this amendment.

Permit TP-2007-1179 was issued on 10 June 2008. This permit allowed the demolition of the Heatley and Harris Stands generally extending around the western sides of the ground and the construction of new administrative and training facilities in their place.

This was followed by Permit TP-2020-295 issued on 5 June 2020. This permit allowed the construction of a single storey addition alongside the building approved by TP-2008-1179 as well as its internal reconfiguration to accommodate new female change rooms and amenities.

This approval represents the first stage of the redevelopment of the ground. Due to time constraints, it was necessary to secure this approval ahead of this amendment. This was to ensure the approved building works could be completed ahead of the 2021 AFLW season.

3. STATUTORY CONTROLS

The following provisions of the Melbourne Planning Scheme apply:

Planning Policy Framework:	Clause 11 - Settlement; Clause 12 - Environmental and landscape values; Clause 13 - Environmental risks and amenity; Clause 15 - Built environment and heritage; Clause 17 - Economic development; Clause 18 - Transport; and Clause 19 - Infrastructure
Municipal Strategic Statement:	Clause 21.04 - Settlement; Clause 21.05 - Environmental and landscape values; Clause 21.06 - Built environment and heritage; Clause 21.08 - Economic development; Clause 21.09 - Transport; Clause 21.10 - Infrastructure; Clause 21.16 - Local areas (Parkville)
Local Planning Policies:	Clause 22.02 - Sunlight to public spaces; Clause 22.05 - Heritage places outside the Capital City Zone; Clause 22.19 - Energy, water and waste efficiency; and Clause 22.23 - Stormwater management (Water Sensitive Urban Design)

The matters that can be considered

The new controls the proposed amendment seeks to introduce into the planning scheme would replicate the terms and provisions of the Carlton (Recreation Ground) Land Act (1966). These new controls would better reflect current and intended future activities on site and, for the first time, ensure a level of consistency between all governing documents. This has long been lacking due to the restrictive nature of the PPRZ.

In accordance with the Carlton (Recreation Ground) Land Act 1966 and the related lease, the current uses of the ground would continue. To this end, Council cannot now consider the merits of these uses. These uses are enshrined by legislation.

Council's ambit of discretion extends to include the proposed future buildings on site and operational matters only. Impressions of the proposed future buildings are set out in the submitted concept plan (refer overleaf).

Statutory Controls	
Clause 36.02 - Public Park and recreation Zone	<p>The ground is located within the bounds of a PPRZ. The purposes of this zone include:</p> <ul style="list-style-type: none"> ▪ <i>To recognise areas for public recreation and open space</i> ▪ <i>To protect and conserve areas of significance where appropriate</i> ▪ <i>To provide for commercial uses where appropriate.</i> <p>In accordance with Clause 36.02-1 of the PPRZ, a permit is required to operate a variety of land uses. Where a use is not conducted by or on behalf of the PLM or associated with the public use of the land, it is prohibited.</p> <p>In accordance with Clause 36.02-2, a permit is required to construct a building and to construct or carry out works. Where an application is submitted by a person other than the PLM, Council's consent to lodge is first required.</p>
Clause 43.01-1 – Heritage Overlay	<p>The site is located in Heritage Overlay, Schedule 1 (Carlton precinct). The purposes of the HO include:</p> <ul style="list-style-type: none"> ▪ <i>To conserve and enhance heritage places of natural or cultural significance.</i> ▪ <i>To conserve and enhance those elements which contribute to the significance of heritage places.</i> ▪ <i>To ensure that development does not adversely affect the significance of heritage places.</i> ▪ <i>To conserve specified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably assist with the conservation of the significance of the heritage place.</i> <p>The Statement of Significance for Princes Park notes:</p> <p><i>Princes Park was part of an early large reservation north of the city, set aside by Charles La Trobe, superintendent of the Port Phillip District, in the 1840s. It subsequently evolved from a grazing ground and nightsoil depository to a reserve used for recreation and sporting activities. Its establishment can also be understood in the context of a proposal, largely credited to La Trobe, to surround the city with a ring of parks and gardens, including land set aside for public purposes. The result was an inner ring of gardens, including Fitzroy, Treasury, Parliament and Princes Parks. The former were generally more formally designed spaces, intended for passive recreation, while the latter were developed in a less sophisticated manner for both active and passive recreation.</i></p> <p>In accordance with Clause 43.01-1 of the HO, a permit is required to construct a building and to construct or carry out works.</p>

General Provisions	
Clause 65 - Decision Guidelines	<p>DELWP is the Responsible Authority and must determine if the development generates acceptable outcomes with reference to the decision guidelines of this clause. This includes the matters set out in Section 60 of the <i>Planning and Environment Act 1987</i>.</p>

Clause 66.02 - Use and Development Referrals	While this provision is not applicable to a planning scheme amendment, as the Planning Authority the Minister is responsible for consulting with relevant authorities.
Clause 66.04 - Referral of Permit Applications under Local Provisions	While this provision is not applicable to a planning scheme amendment, as the Planning Authority the Minister is responsible for consulting with relevant authorities.
Clause 72.01 - Responsible Authority for this Planning Scheme	The Minister for Planning is the Planning Authority for this request to amend the Melbourne Planning Scheme. Council will be the Responsible Authority for assessing and endorsing plans under any approved ID.

3.1. Other considerations and documents

Environmental condition of site

Though the site is not located within an Environmental Audit Overlay (EAO), Council's Geographical Information System (GIS) shows that it may be contaminated. This was recognised in 2008 when the ground was last developed in accordance with Permit TP-2007-1179. An associated report prepared by Clifton Property Group entitled 'Princes Park (Carlton Football Club), Building Redevelopment' (11 February 2009) confirms that at that time contaminated materials were present on site and were to be classified for appropriate future use. This was to include either as fill, for landscape works or off-site disposal.

No additional information has been provided with this application to confirm if contaminated material remains on site and, if so, if it might be disturbed by the proposed future redevelopment.

The Princes Park Masterplan (2012)

The Princes Park Masterplan (2012) is also of relevance. The Plan's vision is:

Princes Park will provide for a diverse range of high quality passive informal and active recreation and sporting activities in a magnificent landscape of open spaces, surrounded by significant tree avenues and boundary plantings. The park will be accessible, safe and sustainably managed.

This vision is supported by five key themes: Cultural heritage, Landscape character, Uses and activities, Access, amenity and safety and Environmental sustainability.

'Landscape character' and 'Access, amenity and safety' are perhaps most relevant to the ground's perimeter. These themes are supported by the following principles:

Landscape character -

- *Protect and enhance the landscape values of the park. Conserve the landscape characteristics of tree avenues, pathways and open spaces while strengthening tree planting particularly around the park boundary, maintain openness and views of the city skyline.*
- *Unify the visual character of the park and seek to minimise the impact of features which adversely affect its visual character (e.g. Carlton Recreation Ground, bowls club, car parks).*
- *Conserve, enhance and renew valued features of the landscape rather than making any substantial change. Develop a strategy for staged tree replacement that ensures a healthy tree population while maintaining the landscape character.*

Access, amenity and safety -

- *Maintain a good sense of perceived personal safety in the park through all aspects of the design, including lighting, the location and size of public toilets and the types and location of plantings.*
- *Ensure access into and within the park for all people, including those with disabilities.*
- The Plan refers to the undercroft of the Legend's Stand and the need to make better use of this space. Though included within the boundary of the proposed Specific Controls Overlay (SCO), the concept plan (refer overleaf) shows that aside from the provision of a new adjacent light tower, the undercroft of this stand would not be altered.

4. PLANNING SCHEME AMENDMENTS

In addition to the preceding policies, Amendment C278 (Sunlight to public parks) is also of relevance. This amendment seeks to maintain the general amenity of public parks and gardens by way of limiting the extent to which new development could overshadow these spaces during winter months.

The amendment identifies Princes Park is a Type 1 Park where no additional shadows should be cast between 10.00am and 3.00pm on 21 June (the winter solstice). The policy provisions of the Amendment apply to works within the park although the proposed DDO controls do not.

5. THE PROPOSAL

This application seeks approval to amend the Melbourne Planning Scheme to introduce new site specific controls governing the future development of Carlton Recreation Ground. Importantly, these controls would operate independently of those which govern the surrounding park land.

The proposed primary control is the SCO. The purpose of this overlay is *to apply specific controls designed to achieve a particular land use and development outcome in extraordinary circumstances.*

Clause 45.12-1 (Use and development) of the SCO states *land affected by this overlay may be used or developed in accordance with a specific control contained in the incorporated document corresponding to the notation on the planning scheme map (as specified in the schedule to this overlay). The specific control may:*

- *Allow the land to be used or developed in a manner that would otherwise be prohibited or restricted;*
- *Prohibit or restrict the use or development of the land beyond the controls that may otherwise apply; and*
- *Exclude any other control in this scheme.*

In this case, the schedule to the SCO would be amended to reference new Schedule 23 (SCO23). This, in turn, would introduce a new incorporated document entitled 'Carlton Recreation Ground, May 2020'. The stated objectives of this document are:

- *To support the ongoing development and use of the land for the purposes established under the Carlton (Recreation Ground) Land Act 1966 and as a major sport and recreation facility, events venue, education centre, including associated ancillary temporary and permanent activities and uses; and*
- *To support the use of the land as a home for AFLW games and as a focal point for the development and growth of women in sport.*

In support of these objectives, the incorporated document provides guidance in relation to a number of matters including:

- Building materials, park values and public safety
- Pedestrian and bicycle access and circulation
- Car parking
- Wayfinding
- Overshadowing
- Lighting
- Signage.

In addition to this, the incorporated document also sets out the conditions in accordance with which plans would be submitted for future approval. These conditions relate to:

- Buildings and works
- Construction management
- Waste management
- Heritage impacts
- Landscaping
- ESD and Water Sensitive Urban Design
- Traffic management
- Broadcast lighting
- Event management.

Importantly, the SCO and incorporated document would expire if the development anticipated by these controls is not commenced within three years of the date of their approval. In addition to this, the controls would continue to apply only until such time as CFC cease occupation of the ground or the relevant lease expires. To this end, the incorporated document would be for the exclusive use of CFC in support of its activities.

The concept plan forming part of the incorporated document (refer Figure 2 overleaf) shows the basic footprint of the anticipated development as well as levels. In addition to this, the plan also shows the locations and heights of light towers as well as the extent of the SCO. This extends to include existing buildings on site, anticipated buildings and elements of the adjacent existing Council car park.

Importantly, this SCO extends 625 square metres beyond the existing lease line. Any new lease and the extent of the land it implicates does not however form part of this amendment application. The terms of any new lease remain subject to a separate process with Council.

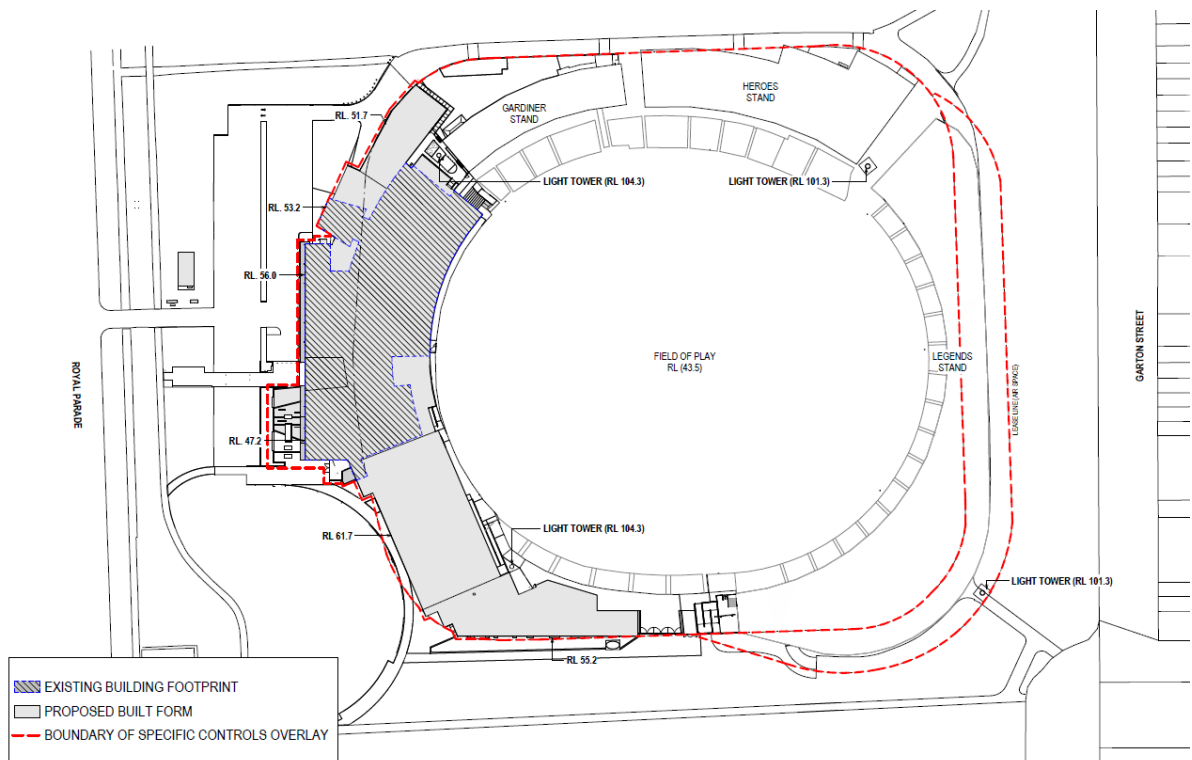


Figure 2: The concept plan (source: application plans prepared by Populous)

6. PUBLIC NOTIFICATION

The Minister for Planning has referred the application to the City of Melbourne and City of Yarra in accordance with the provisions of Section 20(5) of the Planning and Environment Act 1987.

The applicant also invited surrounding property owners/occupiers to public briefing sessions intended for March and April 2020. These were subsequently cancelled due to the current public health crisis and the Victorian Government's later declaration of a state of emergency.

No further public notice of the proposed amendment was carried out by the applicant or required by DELWP.

7. REFERRALS

The proposal was referred to the following areas of the City of Melbourne for comment, with the responses summarised below:

7.1. Legal

The terms of the new planning controls should not prejudice the terms and conditions Council can include in the future lease.

7.2. Heritage

- Princes Park forms part of a network of open spaces encircling the city.
- The proposed amendment would have the effect of increasing built form on the site and nearer to Royal Parade.
- This built form would diminish Princes Park's sense of openness.

- Ideally, all proposed facilities would be accommodated within existing buildings on site.
- To retain the heritage significance of surrounding park land, future buildings should be recessive. Insufficient information has been submitted to enable an assessment of this.
- New buildings should also be rounded to allow for the retention of landscape views. The generally square building footprints shown on the concept plan respond more to the Royal Parade streetscape than the park.
- Clause 6 (Buildings and works - Building materials, park values and public safety) of the incorporated document should be amended to include statements acknowledging the heritage values of the park and football ground (refer first bullet point).
- Terms relevant to heritage planning should also be added to Clause 6. 'Complementary' should be replaced by 'respectful' to ensure appropriate outcomes (third bullet point).
- Clause 6 should be further amended to ensure the landscape treatment of the site is considered together with the heritage values of the park and not in isolation to it.
- Car parking is inconsistent with the landscape character of the park. It is unclear therefore how car parking could support this character, as noted in Clause 6.
- Clause 7 (Conditions - 7.1 - Buildings and works) does not allow for the consideration of potential future impacts upon the significance of the Gardiner Stand.
- Clause 8 (Decision guidelines) does not reference heritage matters and as such impacts upon these values would not be a consideration when assessing future development proposals.

7.3. Industrial Design

- The proposed light towers must comply with Australian / New Zealand Standard 4282-2019 (Control of the obtrusive effects of outdoor lighting).
- All ground lighting must also comply with the City of Melbourne's lighting standards.
- Following the installation of ground lighting, a post-occupancy assessment demonstrating compliance with the aforementioned standards must be submitted for further assessment. This report must be prepared by a suitably qualified individual and at the expense of the applicant.
- The light towers would need to be a minimum height of 45 metres to avoid glare into surrounding residential areas.
- All lights should be turned off by 11pm on event / game days.
- On the basis training and broadcast lighting levels differ, all ground lights must be dimmable.
- The following information is required to enable a full and proper assessment of lighting effects:
 - A contour map showing all light spill beyond the ground.

- Details/drawings showing how glare will be controlled.
- A yearly schedule of dates setting out when the light towers will be in use.
- Details of existing and new broadcast lighting, including vertical lighting levels.

7.4. Open Space

General

- The principle of the amendment is supported.
- The vision statement should also reference the need to ensure the future redevelopment of the ground respects and enhances Princes Park and its social, natural and heritage values.

Incorporated document

- Given the SCO and incorporated document would be the only controls governing the development of the ground, it is critically important that sufficient detail is provided to better understand the potential impacts of the future redevelopment.
- All future buildings should be contained within the building footprints shown on the concept plan, not 'generally in accordance' with the plan.
- Signage not associated with the principle use of the site should not be visible from outside the ground. The Council's Park Policy does not permit advertising within parks.

Concept plan

- Additional plans should be provided for further assessment.
- The plan shows a structure north of the entry into the ground off Royal Parade. This structure is well outside the SCO boundary and it is unclear what function it might serve.

7.5. Policy

Concerns were raised during the pre-application process regarding the content of the incorporated document. We reiterate these concerns and consider additional diagrammatic and operational information is required to better understand the potential impacts of the future redevelopment.

7.6. Recreation

General

- The intended SCO (and proposed future lease) boundary will reduce the extent of publically accessible areas around the ground.
- The SCO boundary will compromise any future intensions to increase the amount of open space on site. The applicant should explore alternate mechanisms for non-exclusive use of the land forward of the ground.

Explanatory report

- Reference is made to management plans for non-footballing events only. Management plans should be provided for footballing events which satisfy minimum criteria also.

Incorporated document

- References to works within publically accessible areas should be drawn back to the provisions of relevant Council plans, including the Princes Park Master Plan, Open Space Strategy and Lighting Strategy.
- The car park adjacent to the ground is not part of the existing lease. As such, all references to car parking should relate to leased land only.
- Further details are required with regard to broadcast lighting and how this will be managed.
- Further consideration should also be given to what signage will be permitted on site. All future signage should comply with the provisions of the Council's Parks Policy.
- Land contamination provisions should also be added.
- A works compound will be required in association with the future development and this will likely be located outside the leased area. Further details of this must be included in the incorporated document.

7.7. Traffic

- A Traffic and Parking Impact Assessment (TPIA) prepared by a suitably qualified engineer is required to enable an assessment of the potential effects of the future redevelopment. This assessment should include, but not be limited to.
- The frequency and types of events (including football games).
- Patron and staff numbers by event type (football and non-football).
- Parking demands by event type. This includes the provision of parking surveys within a 500 metre radius of the site during the days/times events are likely to be held and following the lifting of current Covid19 restrictions and at a time when traffic and parking patterns return to normal.
- The availability of on-street parking by event type / size, particularly during peak attendance periods.
- Traffic volumes likely to be generated by event type and the potential impacts of this upon the function of the local road network.
- An assessment of event loading/delivery/servicing requirements and how these will be accommodated without causing unreasonable disruption to the surrounding area.
- Details of green travel initiatives, specifically encouraging the use of sustainable modes of transport and, in turn, a reduced reliance upon private vehicles to access the site. This might include the provision of group transportation to/from the site and / or free Myki cards issued with event passes.
- Details of all bicycle and motorcycle parking facilities on site.

7.8. Urban Design

- The principle of the amendment is supported.
- The design objectives of the incorporated document require strengthening. This includes in relation to:
 - Built form and materiality.

- Princes Park's values and safety.
- Access and circulation.
- Building entrances and interfaces.
- Landscaping and public realm works.
- The concept plan should also be updated to reflect the strengthened design objectives to be included in the incorporated document.
- Insufficient information has been provided to ensure a high quality design outcome.

8. ASSESSMENT

It is considered that the proposed amendment and the redevelopment it anticipates are acceptable in principle. As noted in the submitted explanatory report, the amendment would broadly implement the objectives of planning in Victoria, including by way of providing for 'a pleasant recreational environment'.

The amendment would also uphold the three dimensions of sustainable development. To this end, the anticipated development would generate positive social, environmental and economic effects. These include:

- Improved facilities for elite female athletes commensurate with their male counterparts;
- An improved public interface with Princes Park; and
- Increased local employment and expenditure opportunities.

Though the principle of the amendment is supported, during the assessment process it was requested that the applicant to consider informally amending the draft incorporated document to address a number of concerns. These concerns are set out in the following assessment and relate to a variety of matters.

The applicant's response is set out in Appendix 1. This response is in the form of a 'tracked changes' incorporated document showing certain accepted amendments. These amendments are highlighted in blue text.

Whilst it is considered that these amendments would assist in ensuring a more robust document which better details likely future on site outcomes, additional amendments are required. These amendments are highlighted in red text in Appendix 1.

In addition to this, a number of other amendments are also considered necessary. These amendments are however dependent upon the submission of further information, as set out in Recommendation 2 of this report (refer overleaf).

To this end, the content which must be included in the incorporated document is that included in both Recommendation 2 and Appendix 1 and these should be read together.

Whilst this suite of changes would result in a more detailed incorporated document than typically required, this is considered necessary in this highly sensitive environment.

Given the draft incorporated document (Appendix 1) has not been formally submitted and referred to Council for comment, for the purposes of this assessment; it must be considered an informal discussion paper only. The terms set out in this document, together with the remaining matters set out in Recommendation 2, must still be considered by DELWP and the Minister for Planning.

To this end, and for completeness sake, the following assessment sets out the reasons why the matters already included in the draft document, as well as those noted in Recommendation 2, should together be required.

The key issues for consideration, as set out in the submitted version of the incorporated document, are:

- Appropriateness of the Special Control Overlay (SCO)
- Buildings and works
- Construction management
- Waste management
- Heritage impacts
- Landscaping
- ESD and Water Sensitive Urban Design
- Traffic management
- Broadcast lighting
- Event management.

Each of these matters is addressed in turn below.

8.1. Appropriateness of the Special Control Overlay (SCO)

It is considered that the SCO is the most appropriate mechanism of the Victoria Planning Provisions (VPPs) to guide the future use and development of the ground.

As per the terms of the submitted incorporated document, a planning permit would not be required to develop the site in accordance with any other provision of the Melbourne Planning Scheme. As such, the incorporated document must provide the guidance necessary to direct the future redevelopment of this important public asset.

Importantly, the proposed SCO includes an additional 625 square metres of land around the ground, located outside existing lease line. Approximately 425 square metres of this is currently occupied by hard standing and car parking located on Crown Land reserved for public recreation. This land is managed by the City of Melbourne as Committee of Management.

The proposed amendment would therefore facilitate the redevelopment of Crown Land (not controlled by CFC), pre-empting any proposal to alter existing tenure arrangements and affecting the purpose for which the land is reserved (public recreation).

It is recommended that the applicant removes this land from the SCO (and proposed future lease) boundary and explore alternate mechanisms for its non-exclusive use. This would enable it to be utilised as required on game and event days and public use at other times.

8.2. Buildings and Works

The concept plan submitted in support of the amendment (refer Figure 2) shows anticipated building footprints and levels only. It is unclear if these levels represent particular points or a consistent parapet height extending across elements of the site. It is also unclear what forms anticipated buildings may adopt. To this end, it is not known if certain levels/elements may be setback behind the ground level footprint or, conversely, if elements may project and at which points.

These uncertainties render it difficult to ascertain potential built form impacts, including entrapment spaces and the extent of overshadowing. In a sensitive location such as this, it is considered important that these issues are resolved during this stage of the process and not following the approval of the amendment.

Three-dimensional block models further detailing the scales and forms of anticipated buildings should be submitted for further assessment under the policy provisions of Amendment C278 Sunlight to Public Parks. These models should be accompanied by diagrams confirming the extent of the shadows that would be cast over adjacent public spaces between 11am and 2pm on 22 September and also the extent of shadows cast on 22 June (although it the mandatory provisions of Amendment C278 Sunlight to Public Parks do not apply to structures within parks).

In addition to this, diagrams showing the extent of the shadows cast by existing buildings should also be provided. This will allow for an assessment of the net increase/decrease in shadows cast over adjacent public spaces and, in turn, a determination as to whether or not any additional overshadowing might be 'unreasonable', as is the relevant test of Clause 22.02.

Importantly, these diagrams would only add a visual metric to the overshadowing provision already noted in the submitted incorporated document. This rightly refers to the performance standards set out in Clause 22.02.

8.3. Heritage Impacts

As noted in the Statement of Significance, Princes Park was set aside by Governor La Trobe to form part of a network of open spaces encircling the city. There is therefore a strong desire to retain the sense of openness of the park. To this end, the extent of new development, and its impacts upon the open landscape character of the immediate surrounding area, should be limited.

This must however be balanced against the status of the ground as the new home of the AFLW and the need to accommodate new buildings and works on site for this purpose. This not only includes training and spectator facilities but also broadcast lighting infrastructure.

Whilst ideally new facilities would be contained within existing buildings, this is not feasible and as such it is accepted that the extent of built form on site will increase.

This only reinforces the need to better understand the forms of anticipated future buildings and their presentation to the public realm at this stage in the process and not following any approval of the amendment.

To lessen potential impacts, the Council's Heritage Advisor has recommended that building footprints be rounded/tapered in order to better retain views around the ground and towards surrounding valued open spaces. Though this preference is understood, the concept plan shows that future buildings would generally wrap the boundary of the ground and as such allow for these views.

8.4. Landscaping

On the basis the SCO would, for the most part, extend around anticipated future buildings only, opportunities to provide meaningful landscaping on site will be limited. Where opportunities do exist however, it is considered that treatments should be consistent with the provisions of the Princes Park Masterplan (2012).

Proposed Condition 7.1(l) of the draft incorporated document (Appendix 1) requires the submission of a landscape plan detailing certain matters. This condition also includes references to the Princes Park Masterplan (2012) and as such now satisfies previous concerns in this regard.

Importantly, landscape treatments should also respond to the key strategies of the Masterplan. To this end, new treatments should, where possible:

- Contribute to an increase in canopy cover;
- Ensure a diverse mix of species is provided; and
- Include plantings of varying age to ensure a continued presence of vegetation.

In addition to this, the Masterplan also states that Canary Island Date Palms should be provided around the ground, although it is acknowledged opportunities to provide such plantings will not be possible within the SCO boundary.

8.5. Traffic Management

The ground last hosted AFL games in 2005. The inaugural AFLW game on 3 February 2017 attracted a sell-out crowd and the league has remained popular since.

The future redevelopment of the ground will better accommodate spectators and this, in turn, might generate access and car parking issues along nearby streets.

Details of how movements to/from the ground will be managed have not been provided and as such potential effects cannot yet be determined.

Conditions 7.1(n) of the draft document (Appendix 1) seek to capture this required information and ensure access and parking matters are appropriately considered prior to the approval of development plans.

This is considered important given the many residential properties in the surrounding area, the existing high demand for on-street parking spaces and the limited number of off-street parking options currently available.

Importantly, the Council car park immediately to the west of the ground is not within the bounds of the existing lease. As such, all references to car parking in the incorporated document should clearly state that this relates to any parking provided within the SCO (and intended future lease) boundary only.

8.6. Lighting

In residential amenity and environmental senses, the proposed light towers are of particular concern. Details of lighting have not been provided and it is important that potential off-site effects are understood prior to the approval of development plans. This is not only to better understand impacts upon surrounding nearby residential properties to both the east and west.

Recommended Condition 7.2 (Appendix 1) seeks to provide for the information necessary to undertake an assessment of potential off-site effects. This includes vertical lighting and spill data as well as management matters, including maximum hours of operation.

The submitted concept plan shows light towers would stand to a minimum height of 39.6 metres above adjacent stands. It is not known if such clearances are necessary for broadcast and/or on-field requirements and no technical information justifying heights has been provided. If particular broadcast/on-field performance measures exist, these would again need to be considered and balanced against the sensitivities of the surrounding area.

Without technical information confirming lighting requirements, a balanced assessment of needs and impacts cannot be undertaken.

8.7. Event Management

Though consultees have questioned if the use of the ground for non-footballing events is consistent with the provisions of the Carlton (Recreation Ground) Land Act 1966, it is noted that in accordance with the existing lease (and Act), events are permitted on site.

Importantly, specific clauses within the lease require the submission of management plans where it is reasonably expected more than 7,500 people will be in attendance. This provision is repeated in the submitted incorporated document.

As set out in the incorporated document, the required management plans would address a number of matters, including:

- Patron management for night events;
- Expected maximum patron numbers for events;
- Car parking and access management;
- Public surveillance and safety;
- Details of any temporary structures or activities around the stadium; and
- Noise management measures for live and recorded music.

The required management plans should also reference the frequency and operating hours of events as well detail all activities to be carried out on site. This will enable a more detailed assessment of potential impacts.

8.8. Land Contamination

The draft incorporated document (Appendix 1) now makes reference to the need to submit a Preliminary Environmental Assessment (PEA) and, if necessary, a Comprehensive Environmental Assessment (CEA).

This provision is considered necessary given when last developed in 2008; at least part of the site was known to be contaminated.

Without supporting documentation confirming the site has now been remediated, it is not known if the proposed future redevelopment may disturb any contaminated materials which may remain on site. Given the public use of the immediate surrounding area, as well as the proximity of sensitive uses, the extent of any remaining contamination must be investigated prior to the redevelopment of the ground and, where necessary, appropriate mitigation measures implemented.

9. OFFICER RECOMMENDATION

The principle of the amendment is supported and the broader benefits the future redevelopment of the ground will generate, including the advancement of women's sport, are acknowledged. This includes by way of the provision of training facilities for elite female athletes. This, in turn, will assist in reinforcing the ground's status as the home of the AFLW.

However the content of the proposed amendment and incorporated document is not acceptable and falls short of what is required.

It is recommended that the Department of Environment, Land, Water and Planning be advised that Melbourne City Council supports the proposed amendment to the Melbourne Planning Scheme subject to the following recommendations:

Recommendation 1

The following changes and additional information must be provided prior to the Ministers determination of the Amendment application:

Incorporated document

- An amended incorporated document in accordance with the draft version at Appendix 1 of this report (tracked changes shown in red and blue).

Plans

- A revised SCO and concept plan excluding all publically accessible areas.
- The concept plan revised to delete the structure north of the entry into the ground off Royal Parade. This structure is well outside the SCO boundary.
- Three-dimensional block plans showing the basic forms of the buildings anticipated by the amendment.
- Shadow diagrams showing the extent to which existing buildings on site overshadow adjacent public spaces between 11am and 2pm on 22 June and 22 September.
- Shadow diagrams showing the extent to which the buildings anticipated by the amendment would overshadow adjacent public spaces between 11am and 2pm on 22 June and 22 September.
- Elevations showing the heights of the proposed light towers in relation to new buildings.

Recommendation 2

It is considered appropriate that the public consultation process that was commenced by the applicant should be completed. This includes consultation with:

1. Adjacent properties to the west across Royal Parade;
2. Properties to the east within the City of Yarra in accordance with the advice of that Council;
3. The managing authority of Melbourne General Cemetery; and
4. Park user groups.

Given the current public health crisis, this consultation might be in the form of digital communications as opposed to traditional consultation meetings.

Appendix 1:
Draft Incorporated Document

Carlton Recreation Ground

Incorporated Document

May, 2020

Incorporated Document pursuant to section 6(2)(j) of the *Planning and Environment Act 1987*

1. INTRODUCTION

This document is an Incorporated Document in the Melbourne Planning Scheme, pursuant to section 6(2)(j) of the *Planning and Environment Act 1987*.

The Incorporated Document applies to the land known as the Carlton Recreation Ground and identified in the Concept Plan and contained within the following Certificates of Title:

- Allot. 2030 at Carlton, Parish of Jika Jika (known as 400 Royal Parade, Carlton North)
- Allot. 2031 at Carlton, Parish of Jika Jika (known as 400 Royal Parade, Carlton North)
- Part Allot. 2032 at Carlton, Parish of Jika Jika (known as 400 Royal Parade, Carlton North)
- Allot. 1A Sec. 118A at Carlton, Parish of Jika Jika

2. VISION

The land occupied by the Carlton Recreation Ground is an historic meeting place. Before European settlement, the land formed part of a valued meeting place for clans of the Kulin Nation near the Williams Creek tributary. The land formed part of a reserve proclaimed for public leisure in 1854. In 1917 the City of Melbourne was appointed the Committee of Management. Pursuant to The Carlton (Recreation Ground) Land Act 1966, the land could be leased for the purposes of sport or recreation or social or cultural or educational activities or purposes connected therewith including the erection of buildings.

The Carlton Recreation Ground has served as the home of the Carlton Football Club where VFL home and away games were played on a weekly basis for most of last century. It continues to be the home of the Carlton Football Club with a range of training facilities and complementary sports, training, recreation, cultural and education uses.

In its next phase the Carlton Recreation Ground will be encouraged to be further developed to support AFLW games including game day and broadcast facilities and elite integrated training facilities and to provide a home for AFLW where women can meet and compete at the highest level.

The purpose of this planning control is to support the development and use of the land for the purposes contemplated under the Carlton (Recreation Ground) Land Act 1966 and to provide guidance in the planning scheme for the consideration of specific development proposals. [The development of the Carlton Recreation Ground will continue to respect the social, natural and heritage values of Princes Park.](#)

3. OBJECTIVES

The specific objectives of this Incorporated Document are as follows:

- To support the ongoing development and use of the land for the purposes established under the Carlton (Recreation Ground) Land Act 1966 and as a major sport and recreation facility, events venue,

education centre, including associated ancillary temporary and permanent activities and uses.

- To support the use of the land as a home for AFLW games and as a focal point for the development and growth of women in sport.

4. CONTROL

Despite any provision in the Melbourne Planning Scheme, the land identified in this document may continue to be used and developed in accordance with the specific controls contained in this document.

The controls in this document prevail over any contrary or inconsistent provision in the Melbourne Planning Scheme.

Despite any provision to the contrary or any inconsistent provision in the Melbourne Planning Scheme, no planning permit is required for, and no provision in the Planning Scheme operates to prohibit or restrict, the ongoing use and development of the land in accordance with this Incorporated Document except as provided for in this Document.

[The controls do not apply to areas occupied under license outside the Specific Controls Overlay](#)

5. USE AND DEVELOPMENT

A permit is not required for use and development for the purposes of sport or recreation or social or cultural or educational activities or the erection of buildings connected therewith provided the use or development is within the lease area under the Carlton (Recreation Ground) Land Act 1966 or with the written consent of the Public Land Manager, subject to any conditions specified in this document.

6. BUILDINGS AND WORKS

Except with a planning permit, [all new buildings and works will be contained entirely within the building envelopes shown on the concept plans](#) and undertaken subject to the conditions set out in this Incorporated Document. For avoidance of doubt, this includes demolition, temporary buildings and works, grounds keeping, excavation, maintenance works and site preparation works.

When considering whether to approve plans the Responsible Authority shall consider the [Council's Open Space Strategy, Parks Policy and Lighting Strategy or their equivalent and as may be amended from time to time](#) as well as the following built form guidelines as appropriate:

Building materials, park values and public safety

- Ensure that new development considers the setting of Princes Park and acknowledges the [heritage](#), social, cultural, recreational and ecological values of the surrounding parkland.
- [External facades Visible structures](#) presenting to Princes Park and surrounding areas should incorporate a high quality architectural design ~~and materials~~, [which integrates with the setting by employing respectful](#)

built form elements, materials and colours, and articulates or subdivides large surfaces to reduce visual dominance.

- External materials and finishes should be respectful to the existing stadium and the park setting, avoiding reflective finishes, employing muted colours and ensuring ease of maintenance.
- A high level of public safety, surveillance and lighting should be incorporated in the planning of the site and surrounds, including the incorporation of crime prevention measure through environmental design principles, particularly maximising visible openings and avoiding entrapment or concealment spaces.
- Ensure that the new development enhances the public realm experience as it presents to the surrounding parkland and includes the provision of landscaping where appropriate, to screen or filter the built form.

Heritage

- Ensure that any new works (including landscaping) are an appropriate response to the heritage values of the Carlton Recreation Ground and Princes Park.

Pedestrian and bicycle access and circulation

- Encourage direct and clear pedestrian and bicycle connectivity that provides a safe and secure environment for users within the site, as well as travelling to and from the site and the users of Princes Park.
- Ensure there are adequate bicycle parking and end of trip facilities for staff, athletes and spectators.

Car parking

- Ensure that any car parking is minimised and spaces are designed to enable easy, safe and efficient use.
- Promote the use of sustainable modes of transport.

Wayfinding and entrances

- Ensure new or updated wayfinding includes lighting, signage and landscaping to provide a safe, secure and easy-to-navigate environment for users of the stadium.
- Ensure all new pedestrian entrance points are clearly identifiable and appropriately integrated with the surrounding parkland.

Overshadowing

- Buildings and works not generally in accordance with the building envelope as shown in the Concept Plan should not increase shadows between 11am and 2pm at the equinox ~~in a manner that is detrimental to the amenity of the area.~~

Lighting

- Ensure that lighting is baffled and designed to minimise light spill beyond the stadium, is energy efficient, and is managed in accordance with an approved Lighting Specification Plan (LSP).

Signage

- Aside from existing signage, only new CFC and ground naming rights signage may be visible from outside the ground. Signage visible through building openings is permitted.
- All CFC and ground naming rights signage must be appropriately scaled and sited and fully integrated with the design of host buildings

7. CONDITIONS

7.1 Buildings and Works

Buildings and works must not commence until plans have been approved by the Responsible Authority under this clause. The plans must be fully dimensioned and drawn to scale, and must show the following matters as appropriate to the application and to the satisfaction of the Responsible Authority:

- a. A design statement considering and responding to the built form guidelines contained in clause 6.
- b. Floor plans and elevations.
- c. Demonstration of compliance with Clause 5 within this document.
- d. A schedule of works including any changes to gross floor area or seating capacity.
- e. Details of the design and treatment of any works visible from areas external to the stadium.
- f. Overshadowing drawings detailing the overshadowing as cast by any works (excluding the light towers) outside the stadium at the September equinox between 11am and 2pm).
- g. Bicycle facilities provided on or near the stadium.
- h. A staging plan, if the works are intended to be staged.
- i. A **Construction Management Plan (CMP)** prepared by a suitably qualified professional including the following information:
 - (i) public safety, amenity and site security.
 - (ii) operating hours, noise and vibration controls.
 - (iii) air and dust management.

- (iv) stormwater and sediment control.
- (v) waste and materials reuse.
- (vi) traffic management.
- j. A **Waste Management Plan** prepared by a suitably qualified professional addressing waste storage and collection arrangements.
- k. A **Heritage Impact Statement** prepared by a suitably qualified professional [addressing the impact of the proposed works](#) upon the heritage place, [including the Gardiner Stand](#).
- l. A **Landscape Plan** prepared by a suitably qualified landscape architect including the following information:
 - (i) Consideration and a response to the objectives and guidelines contained in clause 6 [of this document and the Princes Park Masterplan \(2012\)](#).
 - (ii) Any landscaping or trees to be removed.
 - (iii) A schedule of all soft and hard landscaping treatments.
 - (iv) A planting schedule of all proposed trees, shrubs and ground covers, including botanical names, common names, pot sizes, sizes at maturity, and quantities of each plant.
 - (v) Details of the ongoing maintenance and monitoring procedures to ensure the ongoing health of landscaping.
 - (vi) Any landscaping or works outside the stadium area to be carried out for or on behalf of the public land manager.
- m. An **Environmentally Sustainable Design (ESD) and Water Sensitive Urban Design (WSUD) Statement** prepared by a suitably qualified professional approved by the Responsible Authority. The ESD / WSUD Statement(s) must consider and respond to the policy objectives of clause 22.19, clause 22.23 and clause 53.18 of the Melbourne Planning Scheme.
- n. [A comprehensive Traffic and Parking Impact Assessment \(TPIA\) and corresponding Traffic Management Plan including the following measures:](#)
 - (a) [An assessment of the likely frequency and types of events \(including football games\) expected to be held on site;](#)
 - (b) [An assessment of likely patron and staff numbers by event type \(football and non-football\);](#)

- (c) An assessment of likely parking demands by event type. This includes the provision of parking surveys within a 500 metre radius of the site during the days/times events are likely to be held and following the lifting of current Covid19 restrictions and at a time when traffic and parking patterns return to normal;
- (d) A determination as to whether or not sufficient on-street parking is available by event type, particularly during peak attendance periods;
- (e) Confirmation as to whether or not it may be necessary to introduce on-street parking restrictions along surrounding streets by event type;
- (f) Confirmation the developer will fund any required on-street parking restrictions;
- (g) An assessment of traffic volumes likely to be generated by event type and the potential impacts of this upon the function of the local road network;
- (h) Details of any traffic management measures considered necessary to ensure the safe movement of pedestrians, cyclists, public transport users and motorists to/from the ground by event type;
- (i) Details of how event traffic and parking arrangements will be communicated to local residents;
- (j) An assessment of event loading/delivery/servicing requirements and how these will be accommodated without causing disruption to the surrounding area;
- (k) Details of green travel initiatives, specifically encouraging the use of sustainable modes of transport and, in turn, a reduced reliance upon private vehicles to access the site. This might include the provision of group transportation to/from the site and / or free Myki cards issued with event passes;
- (l) Details of all bicycle parking facilities on site; and
- (m) Details of all motorcycle parking on site.

7.2 Lighting Specification Plan

Prior to the operation of lighting on the land a **Lighting Specification Plan (LSP)** must be approved by the Responsible Authority. For the purposes of this control, broadcast lighting is lighting displayed at sufficient lux to support television broadcast. The LSP must address the following matters to the satisfaction of the Responsible Authority:

- Details of existing and new lighting, including vertical lighting levels;
- A contour map showing all light spill beyond the ground;
- Details/drawings showing how glare will be controlled;
- A schedule of dates confirming when the light towers will be in use; and

- Provisions' facilitating the submission of a post-occupancy assessment demonstrating ground lighting complies with the standards noted below. This report must be prepared by a suitably qualified individual at the expense of the applicant and to the satisfaction of the Responsible Authority.

The Plan must also demonstrate that all ground lighting complies with the provisions of:

- Australian/New Zealand Standard 4282-2019 (Control of the obtrusive effects of outdoor lighting); and
- The City of Melbourne's lighting standards.

In addition to this, the Plan must also include the following performance measures:

- Light towers being a minimum height of 45 metres to avoid glare into surrounding residential areas;
- Lights towers turned off by 11.00pm on event/game days; and
- All lighting to be dimmable to suit the activities being carried out on site at a particular time (be it events, football training or football games/broadcasting).

7.3 Event Management Plan

Prior to any non-football event occurring on the land, an **Event Management Plan** must be approved by the Responsible Authority. For the purposes of this control, a non-football event is considered an event with over 7,500 people in attendance. The Event Management Plan shall include the following matters to the satisfaction of the Responsible Authority:

- (a) Patron management plan for night events.
- (b) Expected maximum patron numbers for events.
- (c) Car parking and access management.
- (d) Public surveillance and safety.
- (e) Details of any temporary structures or activities around the stadium.
- (f) Noise Management Plan for live and recorded music.

7.4 Potentially contaminated land

- (a) Prior to the commencement of the development (excluding demolition and including bulk excavation), the applicant must carry out a Preliminary Environmental Assessment (PEA) of the site to determine if it is suitable for the intended uses. This PEA must be submitted to and be approved by the Responsible Authority prior to the commencement of the development.

The PEA should include:

- Details of the nature of the land uses previously occupying the site and the activities associated with these uses. This should include details of how long the uses occupied the site.

- A review of any previous assessments of the site and surrounding sites including details of the anticipated sources of any contaminated materials.
 - Identification of the likelihood of the site being potentially contaminated.
- (b) Should the PEA reveal that further investigative or remedial work is required to accommodate the intended uses, then prior to the commencement of the development (excluding demolition and any works necessary to undertake the assessment), the applicant must carry out a Comprehensive Environmental Assessment (CEA) of the site to determine if it is suitable for the intended uses.

This CEA must be carried out by a suitably qualified environmental professional who is a member of the Australian Contaminated Land Consultants Association or a person who is acceptable to the Responsible Authority. This CEA must be submitted to and be approved by the Responsible Authority prior to the commencement of the development. The CEA should include:

- Details of the nature of the land uses previously occupying the site and the activities associated with these uses. This includes details of how long the uses occupied the site.
 - A review of any previous assessments of the site and surrounding sites, including details of any on-site or off-site sources of contaminated materials. This includes a review of any previous Environmental Audits of the site and surrounding sites.
 - Intrusive soil sampling in accordance with the requirements of Australian Standard (AS) 44582.1. This includes minimum sampling densities to ensure the condition of the site is accurately characterised.
 - An appraisal of the data obtained following soil sampling in accordance with ecological, health-based and waste disposal guidelines.
 - Recommendations regarding what further investigative and remediation work, if any, may be necessary to ensure the site is suitable for the intended use(s).
 - Recommendations regarding whether, on the basis of the findings of the CEA, it is necessary for an Environmental Audit in accordance with Section 53Y of the Environment Protection Act 1970 to be performed or a Statement of Environmental Audit in accordance with Section 53Z of the Environment Protection Act 1970 is required, to ensure the site is suitable for the intended use(s).
- (c) The recommendations of the CEA must be complied with to the satisfaction of the Responsible Authority for the full duration of any buildings and works

on the land in accordance with the development hereby approved and must be fully satisfied prior to the occupation of the development.

Prior to the occupation of the development the applicant must submit to the Responsible Authority a letter confirming compliance with any findings, requirements, recommendations and conditions of the CEA.

- (d) Should the CEA recommend or the Responsible Authority consider that an Environmental Audit of the site is necessary then prior to the commencement of the development, (excluding demolition and any works necessary to undertake the assessment) the applicant must provide either:
- A Certificate of Environmental Audit in accordance with Section 53Y of the Environment Protection Act 1970;
 - A Statement of Environmental Audit in accordance with Section 53Z of the Environment Protection Act 1970. This Statement must confirm that the site is suitable for the intended use(s).

Where a Statement of Environmental Audit is provided, all of the conditions of this Statement must be complied with to the satisfaction of the Responsible Authority for the full duration of any buildings and works on the land and must be fully satisfied prior to the occupation of the building. Written confirmation of compliance must be provided by a suitably qualified environmental professional who is a member of the Australian Contaminated Land Consultants Association or other person acceptable to the Responsible Authority. In addition, the signing off of the Statement must be in accordance with any requirements regarding the verification of remedial works.

If there are conditions on the Statement that the Responsible Authority consider requires significant ongoing maintenance and / or monitoring, the applicant must enter into a legal agreement in accordance with Section 173 of the Planning and Environment Act 1987 with the Responsible Authority. This Agreement must be executed on title prior to the occupation of the building. The owner of the site must meet all costs associated with the drafting and execution of this agreement including those incurred by the Responsible Authority.

7.5 General Conditions

- (a) The development and layout of the land must be in accordance with the plans approved under this clause except with the written approval of the Responsible Authority.
- (b) Plans approved under this clause may be amended to the satisfaction of the Responsible Authority.
- (c) All buildings and works must be maintained in good order and appearance to the satisfaction of the Responsible Authority.

8. DECISION GUIDELINES

Before deciding whether to approve plans submitted under clause 7, the Responsible Authority must consider as appropriate the built form guidelines at clause 6 as appropriate.

9. EXPIRY DATES

The display of advertising signs, as approved by this Incorporated Document, may continue until either:

- The occupation of the Carlton Recreation Ground ceases by the Carlton Football Club; or
- The lease of the Carlton Recreation Ground expires.

The control contained in this Incorporated Document, as it relates to development of land, expires if:

- The development is not started within three years of the approval date of the Incorporated Document; or
- The development is not completed within three years of the date of commencement of works.

The control contained in this Incorporated Document, as it relates to use of land, continues until either:

- The occupation of the Carlton Recreation Ground ceases by the Carlton Football Club; or
- The lease of the Carlton Recreation Ground expires.

The Responsible Authority may extend the periods referred to if a request is made in writing before the expiry date or within six months afterwards.