



Yarra Industrial Heritage Policy

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Prepared for City of Yarra

GJM Heritage

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Former W. Saunders & Son Factory/Warehouse Complex (c.1911-1920s), 18-62 Trenerry Crescent, Abbotsford with later additions by Darryl Jackson AO for Esprit de Corps (1984) ©GJM Heritage, March 2017.

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Table of Contents

Table of Contents	ii
Executive Summary	iii
1.0 Introduction	1
2.0 Northern Suburbs Factory Study	2
3.0 Examples of redeveloped industrial sites	3
3.1 Residential scale industry / workshops.....	4
3.2 Multi-storey factories	7
3.3 Large low-rise factories.....	11
3.4 Specialist processing plants	18
4. Existing and proposed policy guidance	22
4.1 City of Kingston	22
4.2 City of Maribyrnong	22
4.3 City of Melbourne	24
4.4 Heritage Council of Victoria	28
4.5 Industrial places within large precinct Heritage Overlays.....	28
4.6 Application of policy for places graded ‘Individually Significant’ or ‘Contributory’	28
5. Recommended Industrial Heritage Policy	30
5.1 Local Planning Policy Framework.....	30
5.2 Local Planning Policy.....	30
5.2.1 Clause 22.02 -5.1 ‘Demolition – Full Demolition or Removal of a Building’	30
5.2.2 Clause 22.02 -5.1 ‘Demolition - Removal of Part of a Heritage Place or Contributory Elements’ 31	
5.2.3 Clause 22.02 -5.4 ‘Painting and Surface Treatments’	31
5.2.4 Clause 22.02-5.6 ‘Subdivision’	31
5.2.5 Clause 22.02-5.7.1 ‘New Development, Alterations or Additions - General’	32
5.2.6 Clause 22.02-5.7.2 ‘New Development, Alterations or Additions – Specific Requirements: Industrial, Commercial and Retail Heritage Place or Contributory Elements’	33

Executive Summary

This report updates and builds on earlier advice prepared by GJM Heritage in early 2018, which was intended to inform revised heritage policy in relation to industrial places within the Yarra Planning Scheme.

The methodology adopted for completing this project was as follows:

1. The *Northern Suburbs Factory Study* (Vines & Churchward, 1992) was reviewed, particularly as it relates to suburbs within the City of Yarra. The categories of industrial building types relevant to Yarra were identified and extant examples of the various building typologies were identified in Abbotsford, Collingwood, Clifton Hill, Fitzroy North and Fitzroy. Citations were reviewed.
2. Site visits to identified typological examples was undertaken. Where the buildings or complexes had been redeveloped, photographs were taken and positive and negative features of the redevelopment were identified.
3. Existing policy guidance relating to the management of industrial heritage sites from other local planning authorities was identified and reviewed.
4. Policy relevant to the Yarra context has been drafted, drawing on the above material.

Whilst the *Northern Suburbs Factory Study* identifies 11 industrial building ‘types,’ for the purposes of the new planning policy we have described four key typologies: Residential scale industry / workshops; Multi-storey factories; Low-rise (one and two storey) factories; and Specialist processing plants. Each of these four typologies requires different management approaches when considering redevelopment.

Following the analysis, it is evident that some industrial sites in the City of Yarra are included within broad precinct-based Heritage Overlays that are largely residential and in character and may not share heritage values while others, particularly large-scale industrial complexes are located within dedicated industrial precincts. Each of these industrial building forms and contexts required nuanced and specific design responses to enable their development in a way that protects both the values of the individual industrial place and, in the case of those within precinct overlays, their wider context.

Drawing on a number of case studies and the analysis of existing policies from other municipalities, a number of additional heritage-related policies are recommended for inclusion within the Yarra Planning Scheme.

The introduction of specific provisions within the Yarra Planning Scheme to encourage the retention and appropriate redevelopment of industrial heritage sites should include new clauses within both the Local Planning Policy at Clause 22.02 – ‘Development Guidelines For Sites Subject To The Heritage Overlay’ noting that this clause will be translated into Clause 15.03-1S as required by VC148.

Many of the policies – recommended in this advisory report at 5. *Recommended Industrial Heritage Policy* – will apply to all heritage places, while some are specific to industrial sites. Consideration will need to be given to the format of the policy to avoid unnecessary repetition, but to ensure that all relevant policies are applied to a consideration of applications for development of industrial heritage buildings and sites.

1.0 Introduction

GJM Heritage has been engaged to provide input into planning policy to manage change within industrial heritage sites in the City of Yarra. The policy is intended to form part of a revised Heritage Policy within the Yarra Planning Scheme.

The methodology adopted for completing this project was as follows:

1. The *Northern Suburbs Factory Study* (Vines & Churchward, 1992) was reviewed, particularly as it relates to suburbs within the City of Yarra. The categories of industrial building types relevant to Yarra were identified and extant examples of the various building typologies were identified in Abbotsford, Collingwood, Clifton Hill, Fitzroy North and Fitzroy. Citations were reviewed.
2. Site visits to identified typological examples was undertaken. These site visits also considered the built heritage context within which they are located. Where the buildings or complexes had been redeveloped, photographs were taken and positive and negative features of the redevelopment were identified.
3. Existing policy guidance relating to the management of industrial heritage sites was sourced and reviewed.
4. Policy relevant to the Yarra context has been drafted, drawing on the above material

This advice originally prepared in February 2018 in the form of a memorandum, and has been updated and expanded to consider additional properties and changes in policy since that time.

2.0 Northern Suburbs Factory Study

The *Northern Suburbs Factory Study* identifies 11 industrial building types. Within Yarra a number of these types overlap; for example, there are a number of multi-storey factories (Type 5) with imposing classical façades (Type 4), as well as many large low-rise (single- and two-storey) complexes with saw-tooth roofs (Type 6) that have Moderne façades (Type 7) (see Appendix A for the extract from *Northern Suburbs Factory Study*) The change in industrial building form and design relates to technological changes in manufacturing from the nineteenth to the twentieth centuries, and the move away from the multi-storey mill to the efficiencies of the single-level production line, which required lower-scaled buildings with a larger footprint.

The typologies identified in the *Northern Suburbs Factory Study* span form, type, style and period and are not considered useful for informing the future development of these buildings. Therefore, when considering industrial heritage sites in Yarra with redevelopment potential, we have identified four key typologies:

1. **Residential scale industry / workshops** (Types 1 and 3 in the *Northern Suburbs Factory Study*) – this type of industrial building is found scattered throughout the City of Yarra. These buildings contained small-scale manufacturing or trade services such as blacksmithing, motor mechanics or artisans and are normally single-storey and have a domestic scale and appearance. This type of industrial building is often found within established low-scale residential areas within the City of Yarra.
2. **Multi-storey factories** (Type 5 in the *Northern Suburbs Factory Study*) – industrial buildings where manufacturing occurred on multiple levels of the same complex. These factories have their antecedents in the eighteenth and nineteenth century mills of the Industrial Revolution in England and were constructed for manufacturing textiles, clothing and footwear. This type of industrial building is commonly located within or immediately adjacent to low-scale residential areas within the City of Yarra.
3. **Large low-rise factories** (Type 6 in the *Northern Suburbs Factory Study*) – larger sites for single- and two-level production-line operation reflecting the changing manufacturing techniques pioneered by Henry Ford and others in the United States at the beginning of the twentieth century. This typology often has saw-tooth roof forms and a decorative (often Moderne) one or two-storey principal façade. These large-scale factories are more commonly found within dedicated industrial precincts rather than within established residential areas.
4. **Specialist processing plants** (Type 2 in the *Northern Suburbs Factory Study*) – industrial complexes comprising numerous buildings or structures in which specialised manufacturing processes occurred. Such sites include breweries, distilleries, tanneries, gasworks, freezing works, rope works and flour mills. These often have specific building forms such as grain silos, shot towers, distillery and brewing towers, gasometers etc. Again, this industrial heritage place type is typically located within dedicated industrial precincts rather than within established residential areas.

Each of these four typologies requires different management approaches when considering redevelopment.

3.0 Examples of redeveloped industrial sites

A number of examples of the four different typologies were visited and photographed from the public realm. Where redevelopment of the site had occurred, both positive and negative features of the redevelopment were documented to build up a body of principles that can be applied in a policy sense.

Regardless of the typology under consideration, the following principles were found to be relevant when considering the redevelopment of all four industrial typologies in order to encourage a positive heritage outcome:

- Significant fabric, such as principal elevations and industrial roof forms (where the roof is an important feature of place, for example, due to the presence of lanterns etc), should be retained and conserved.
- Chimneys, silos and towers within industrial sites are often local landmarks and communicate the function and industrial nature of these heritage places. These features should be retained and conserved. Their visual prominence within the site should be retained.
- The original form and scale of the industrial site should remain legible in any redevelopment.
- Remnant painted signage should be retained and conserved.
- The inter floor height of new development should consider the impact on the existing fenestration pattern to avoid new floor plates cutting through window and openings etc.
- Recessive colours and materials for additions and new built form should be used and dramatically contrasting colours or patterns within additions should be avoided.
- Additions should reflect or subtly interpret historic façade patterning, including fenestration patterns and proportions, the relationship between solid and void, and the module of structural bays. Unarticulated curtain glazing should be avoided
- Highly reflective glazing in both historic openings and new built form should be avoided.
- Visually lightweight additions and/or linking elements should be encouraged to transition between historic and new built form, especially where the heritage building is of masonry (brick or concrete) construction.

The above principles are not replicated in the following examples.

3.1 Residential scale industry / workshops

This typology is scattered throughout both the residential and commercial areas of Yarra. It is generally associated with small-scale 'light industry' such as clothing and footwear manufacture, blacksmithing, motor garages and maintenance workshops. Other examples of this type include local utilities such as water pumping stations and electrical substations. These buildings often have a domestic scale and appearance.

When this typology occurs in residential areas, the residential provisions of the heritage policy should be applied. Given that the building can often be atypical within a residential heritage precinct context, the heritage policy needs to ensure that it does not preclude or compromise the appropriate management of these places. When occurring in a mixed use or commercially zoned context these buildings are often susceptible to inappropriate redevelopment due to their small scale and perceived lack of adaptability.



Pattern Maker – Rae St, Fitzroy North (HO327 – North Fitzroy Precinct)

Positive features:

- Conversion to residential retains original form and scale.
- Original signage retained and conserved.
- Alterations confined to the rear.

Negative features:

- Domestic-style landscaping obscures the building.

Policy considerations:

- Encourage the use of 'industrial' rather than 'domestic' type fences, walls and landscaping, where appropriate.
- In a residential precinct, policy relating to the siting and form of alterations and additions should generally apply to this typology.



Footwear Manufacturers – Noone St, Clifton Hill (HO316 – Clifton Hill Eastern Precinct)

Positive features:

- Façade and western elevation retained intact.
- Three-storey townhouses concealed behind façade when viewed from the street.
- Subtly contrasting brickwork applied to increase height of the western façade.
- Materials used reference the brickwork and rendered parapet.
- A similar ratio of solid to void is used in the new walls to that of the historic façade.

Negative features:

- Only a small return of the brickwork on the eastern elevation retained.



Policy considerations:

- Side elevations visible from the public realm should normally be retained. Where a side elevation has been substantially altered or makes a minor contribution to the significance of the place, the depth of one or more structural bays should normally be retained to ensure facadism is avoided.
- Minimise new openings in intact secondary elevations and reuse existing openings wherever possible.



160 Argyle St, Fitzroy (HO334 – South Fitzroy Precinct)

Positive features:

- Retention and conservation of the historic openings and security bars on the heritage building.
- Retention of historic painted signage on the primary facade.
- Visual contrast of the rectilinear form of the heritage building and the curved form of the new building.

Negative features:

- Complete loss of the roof form.
- Inadequate setbacks resulting in the new building engulfing the single-storey heritage building.
- Poorly considered junction between the new and heritage fabric, including truncation of side elevation signage.
- Floor to ceiling heights within the heritage shell do not reflect original volumes, resulting in a floor level running across window openings in the heritage fabric.
- The loss of the majority of the external fabric results in facadism.

Policy considerations:

- Side elevations visible from the public realm should normally be retained. Where a side elevation has been substantially altered or makes a minor contribution to the significance of the place, the depth of one or more structural bays should normally be retained to ensure facadism is avoided.
- Require retention of part of the roof form where it is visible from the public realm. Generally, a minimum depth of a structural bay should be retained.



- Avoid cantilevering or building over the significant elements of the historic building including facades and parapets.
- Require new built form to adopt a subtly contrasting approach that respects the industrial character of the heritage place and distinguishes new built form from the historic fabric.

3.2 Multi-storey factories

These are industrial buildings where manufacturing occurred on multiple levels of the same complex. For larger buildings (three or more storeys), redevelopment can often be accommodated within the existing volume of the factory. A one or two-storey visually lightweight rooftop addition may also be appropriate for these buildings.

This industrial typology is normally characterised by decorative (often Classically inspired) facades and brick or rendered masonry construction. Chimney stacks may also be present. Examples in Yarra include the Denton Hat Mills, parts of both the Foy & Gibson Complex, and parts of the MacRobertson's Confectionary Complex. These buildings are often located within or immediately about low-rise residential areas that are subject to the Heritage Overlay.



Denton Hat Mills – 46-60 Nicholson St, Abbotsford (VHR H0815)

Positive features:

- Volume and scale of the original factory retained.
- Principal façades and chimney retained and conserved.
- New development concealed behind the principal façades.
- Internal redevelopment retains original floor to ceiling heights.

Negative features:

- No obvious negative features – a good heritage outcome.

Policy considerations:

- Avoid new openings in highly intact facades, and minimise the need for large-scale openings particularly for vehicle access.





Foy & Gibson Complex – Collingwood (VHR H0755)

Positive features:

- Volume and scale of the original factory retained.
- Principal façades and chimneys retained and conserved.
- Internal redevelopment retains original floor to ceiling heights.
- Upper level additions are set back from the principal façades and read as a clearly separate intervention.
- The vertical proportions of the two-storey addition (to the left) reflect the bay widths of the façade.
- The two-storey addition (to the left) is set back from the chimneys, allowing them to continue to be read as freestanding elements.
- The colour of the roof top addition (below) is recessive.

Negative features:

- The contrasting striped appearance of the two-storey addition (above) is visually distracting and draws the eye away from the historic façade.
- The balcony treatments of the addition (above) are incongruous with the materiality of the heritage place.
- The windows in the roof top addition (to the left) do not reflect the fenestration pattern or proportions of the windows in the façade. The high void to solid wall proportions of the addition visually distracts the eye from the façade.

Policy considerations:

- One to two-storey visually lightweight rooftop additions may be acceptable for multi-storey factories of three or more storeys.
- Avoid dramatically contrasting colours or patterns within additions.
- Upper level additions on multi-storey buildings (three or more storeys) should be set back at least the depth of one structural bay from facades to enable the three-dimensional form of the building to remain legible.
- Where the roof is an important feature of place (for example, due to the presence of lanterns etc), the historic form of the roof should be retained and conserved.



21-23 Stewart Street, Richmond (HO332 – Richmond Hill Precinct)

Positive features:

- Volume and scale of the original factory retained.
- Principal façades retained and conserved.
- Internal redevelopment retains original floor to ceiling heights.
- Upper level additions are set back from the principal façade and read as a clearly separate intervention.
- Secondary elevations are retained.
- The new additions utilise an appropriate 'industrial' design aesthetic.
- The extent of the heritage building and the new development is clearly differentiated with the change of colour and materials; in this case a yellow 'fin' is used to delineate the new development.

Negative features:

- Balconies created behind the windows of the principal façade break up the rhythm of the façade and can result in it being read as thin-skin façadism.
- Setbacks of new built form on the secondary elevations should be greater to enable the form of the heritage building to be more clearly read.

Policy considerations:

- Discourage the removal of windows from existing openings to create balconies.
- Require adequate setbacks from secondary elevations to ensure the three dimensional form of the heritage building is maintained.
- Require new built form to adopt a subtly contrasting approach that respects the industrial character of the heritage place and distinguishes new built form from the historic fabric.



80-88 Trenerry Crescent, Abbotsford (HO337 – Victoria Park Precinct)

Positive features:

- The Trenerry Crescent elevation has been retained.

Negative features:

- Complete loss of the roof form and side elevations resulting in facadism.
- Lack of side and upper-level setbacks means the new building engulfs and overwhelms the heritage building.
- Strong horizontal emphasis of the new building bears no relationship to the vertical emphasis of the heritage building.
- Overly reflective glazing inserted into historic openings.

Policy considerations:

- Side elevations visible from the public realm should normally be retained. Where a side elevation has been substantially altered or makes a minor contribution to the significance of the place the depth of one or more structural bays should normally be retained to ensure facadism is avoided.
- Require retention of part of the roof form where it is visible from the public realm. Generally, a minimum depth of a structural bay should be retained.
- Avoid cantilevering or building over the significant elements of the historic building including facades and parapets.
- Require new built form to adopt a subtly contrasting approach that respects the industrial character of the heritage place and distinguishes new built form from the historic fabric.



3.3 Large low-rise factories

This typology is subject to the most pressure from a redevelopment perspective but are often located within dedicated industrial precincts rather than in established low-rise residential areas. These factories generally occupied larger sites for single- or two-level production-line operation, resulting in large footprints with redevelopment potential. This typology often has saw-tooth roof forms delineating the factory floor (refer to Type 6 ‘The Shed Principle’ in the *Northern Suburbs Factory Study*) and a one or two-storey administration/office component behind the principal façade.



Image Source: VHD

Harry the Hirer (former Repco Factory) 85-91 Burnley Street, Richmond (HO252)

The former Repco Factory and office complex is subject to Yarra Amendment C223 which seeks to apply a Development Plan Overlay (DPO15). The front part of this site is subject to the Heritage Overlay upon which it is proposed to erect two towers, one of 12 storeys and one of 7 storeys set back between 8m and 13m from the street frontages. Note: the comments below are based on the DPO not a approved or built development.

Positive features:

- The street elevations of HO252 have been retained.
- The proposed development will reinstate the original brick and render finishes.
- Lower (7 storey) built form is proposed behind the single storey factory building facing Appleton Street.
- The setbacks (8m, 10m and 13m) proposed in DPO15 help ensure that the addition reads as a clearly separate element to the historic form.
- The breaking up of the new built form into separate towers avoids a monolithic upper level form.

Policy considerations:

- Require retention of part of the roof form where it is visible from the public realm. Generally, a minimum depth of a structural bay should be retained.
- Set back taller elements from the retained form of the heritage building.
- Encourage higher built form to be broken up into separate elements to avoid a monolithic new built form.
- Recognise that large industrial complexes outside low-rise residential areas that are subject to the Heritage Overlay provide the opportunity for taller build form than might be achieved within a primarily residential precinct.



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Former Builders' Steel Form Supply Co., 9-11 David Street, Richmond (H0250)

Positive features:

- The street elevations of H0250 have been retained.
- The development has enabled the restoration of elements of the David Street façade.
- Window openings have generally been retained.

Negative features:

- Complete loss of the roof form.
- The new 11 storey tower is a large stepped mass that visually dominates the retained façade.
- The minimal (2m) setback of new upper level form from the retained façade does not enable the three dimensional form of the former Builders' Steel Form Supply Co. building to be understood.
- The heavily articulated façade to the upper level development including recessed balconies, 'winter garden' balconies and moveable perforated metal screens is not recessive and visually dominates the heritage façade.
- Height of the new towers is not keeping with the character and appearance of adjacent buildings and the heritage place.

Policy considerations:

- Require adequate setbacks from street elevations to ensure the three-dimensional form of the heritage building is maintained and it reads as the primary element of the site.
- Encourage higher built form to be broken up into separate elements to avoid a monolithic new built form.
- The architectural language and materiality of the new addition bears little or no relationship to the heritage form.
- Avoid overly articulated façade treatments that visually compete with the simple Moderne façade of the existing building.



Cnr Gipps & Nicholson Street, Abbotsford (HO313 – Charles Street Precinct)

Positive features:

- The volume and exterior walls of the original factory building is maintained.
- Door and window openings in the original factory building are maintained and the facades have been conserved.
- The new addition reads as a clearly separate element to the historic form.
- The use of a darker brick for the addition references the materials and solidity of the original form, but provides an appropriate contrast. The darker colour is recessive against the original brickwork.
- A recessed, dark glazed level allows the new addition to rise above the historic parapet, allowing the new form to appear as a clearly separate element to the historic form.
- The fenestration pattern of the new addition references the patterning and solid to void proportions of the historic form.
- The roof form of the new addition subtly references the sawtooth roof form that originally existed on the historic form.

Negative features:

- Front and side setbacks of the new development could have been increased to enhance the prominence of the historic fabric.

Policy considerations:

- New built form (as visible from the street) should not exceed approximately the same volume of the historic form.
- Require adequate setbacks from street elevations to ensure the three-dimensional form of the heritage building is maintained and it reads as the primary element of the site.
- Encourage the use of visually lightweight 'linking elements' (for both upper level and side additions) to clearly differentiate historic built form from new.



Footwear Manufacturers – 98-100 Roseneath St, Clifton Hill (HO316 – Clifton Hill Eastern Precinct)

Positive features:

- The volume and exterior walls of the original factory building is retained.
- Door and window openings in the original factory building are maintained and the facades have been conserved.
- The new addition reads as a clearly separate element to the historic form.

Negative features:

- Front and side setbacks of the new development could have been increased to enhance the prominence of the historic fabric.
- The architectural language and materiality of the new addition bears little or no relationship to the heritage form.
- Large areas of curtain glazing are used and the window proportions of the new development bear no relationship to the heritage building.
- The glazed walls are set on the parapet line of the existing façade.
- The new balustrades are not recessive and disturb the line of the brick parapet.

Policy considerations:

- New built form (as visible from the street) should not exceed approximately the same volume of the historic form.
- Require adequate setbacks from street elevations to ensure the three-dimensional form of the heritage building is maintained and it reads as the primary element of the site.
- Avoid building directly above existing parapets and require that new balustrades are setback from the face of the existing parapet.



Bootmakers – 28-42 Reid Street, Fitzroy North (HO327 – North Fitzroy Precinct)

Positive features:

- The volume and exterior walls of the original factory building are maintained.
- Door and window openings in the original factory building are maintained and the facades have been conserved.
- The new addition reads as a clearly separate element to the historic form, and is substantially concealed from views directly opposite due to its stepped form
- The fenestration pattern of the new addition references the patterning and solid to void proportions of the historic form.



- Retention of historic painted signage.

Negative features:

- None of the saw-tooth roof form that was previously visible from oblique views has been retained.
- No side setbacks of the new development with a corrugated steel clad wall build directly off the saw-tooth profile parapet.
- The architectural language of the new addition bears little or no relationship to the heritage form, particularly in terms of the spacing of horizontal features.

Policy considerations:

- Require adequate setbacks from side elevations to ensure the three dimensional form of the heritage building is maintained.
- Retain one or more bays of the industrial roof form, such as the saw-tooth roof, where visible from the public realm.
- Avoid building directly above existing parapets.



Clothing Manufacturers – Cnr Wellington & Keele St, Collingwood (HO321 – Gold Street Precinct)

Positive features:

- The volume and exterior walls of the original factory building are retained.
- Door and window openings in the original factory building are maintained and the facades have been conserved.
- The new addition reads as a clearly separate element to the historic form.

Negative features:

- The awkwardly composed box-like addition does not adequately differentiate itself in materials or colours from the heritage building and overwhelms the heritage fabric.
- The fenestration pattern of the addition is ad hoc and bears little or no relationship to the heritage form.
- Ground floor windows have been obscured.
- Front and side setbacks of the new development could have been increased to enhance the prominence of the historic fabric.

Policy considerations:

- Require adequate setbacks from street elevations to ensure the three-dimensional form of the heritage building is maintained and it reads as the primary element of the site.

- Encourage the addition to be more clearly read as a new element, utilising materials and colours that are recessive against the heritage fabric.



Engineering Factory – 50 Rose St, Fitzroy (HO334 – South Fitzroy Precinct)

Positive features:

- The principal elevation of the heritage building is retained.
- Door and window openings in the original factory facade have been sensitively adapted with appropriate new industrial-style doors and windows to enable new uses.
- The new addition reads as a clearly separate element to the historic form.
- The top levels are treated differently from the main building to create a separate ‘capping’ element.
- Retention of remnant historic painted signage.
- The floor to ceiling heights of the factory component are maintained.

Negative features:

- The complete loss of roof form and inadequate setback of the new development behind the principal façade results in façadism.
- The addition is visually bulky and overwhelms the heritage fabric.
- The architectural language and structural module of the new addition bears little or no relationship to the heritage form.
- Poorly considered junction between new and heritage fabric at the western return of the factory building.

Policy considerations:

- Where new doors, windows and other features or services are required, they should subtly reference the industrial language of the place.
- The new built form (as visible from the street) should not exceed approximately the same volume of the historic form.
- Require adequate setbacks from principal elevations to ensure the three-dimensional form of the heritage building is maintained.
- Avoid cantilevering or building over the significant elements of the historic building including parapets and facades.
- Require new built form to adopt a subtly contrasting approach that respects the industrial character of the heritage place and distinguishes new built form from the historic fabric.



Part of the MacRobertson's Confectionary Complex – 420-428 Gore St, Fitzroy (HO334 – South Fitzroy Precinct)

Positive features:

- The volume and exterior walls of the original factory building are retained.
- Door and window openings in the original factory building have been sensitively adapted with appropriate new industrial-style doors and windows to enable new uses.
- The new addition reads as a clearly separate element to the historic form.
- The relatively plain wall treatment for the addition references the materials and solidity of the original form, but does not attempt to compete with the fine-grained texture of the historic brick fabric. The colouring is recessive against the heritage fabric.
- The new addition is setback from the parapets of the heritage building, allowing the heritage fabric to retain prominence in the streetscape.
- The heavily planted parapet softens the juxtaposition between the heritage façade and the new development, although it is noted that it is inconsistent with the industrial aesthetic of the former factory. The residential context probably supports this approach in this context.

Negative features:

- The visual bulk of the addition, particularly as viewed obliquely, could have been improved by breaking the up the form through increased articulation.
- Many existing openings have been modified and a number of new openings introduced.

Policy considerations:

- The new built form (as visible from the street) should not exceed approximately the same volume of the historic form.
- Encourage the massing of new additions to avoid large unarticulated lengths of wall.
- Maintain existing openings within historic facades and discourage the introduction of new openings in intact elevations.
- Where new doors, windows and other features or services are required, they should subtly reference the industrial language of the place.
- Encourage the use of 'industrial' rather than 'domestic' landscaping treatments, where appropriate – noting that the approach taken here helps soften the impact of the development within its residential context.

3.4 Specialist processing plants

These multi-faceted sites contain a series of industrial buildings or structures in which specialist manufacturing or processing occurred. They are often comprised of a range of separate buildings or structures of different forms (silos and towers as well as more typical factory buildings) on the one site. Such sites include breweries, distilleries, tanneries, gasworks, freezing works, rope works and flour mills. The nature of these industries often meant they were located outside residential areas or were near main roads and/or the Yarra River. They also commonly included tall multi-storey structures as part of their function e.g. silos, chimney stacks and brew towers etc.

Due to their complexity, and the often-unique nature of the manufacturing equipment and process involved it is recommended that a Conservation Management Plan be prepared prior to their redevelopment to ensure the important heritage components are retained and managed appropriately. Where this typology has been successfully redeveloped, the different elements of the site remain legible and a variety of new built form responses have been applied to the different historic components.



Byfas Ltd Factory – 8-16 Trenerry Crescent, Abbotsford (HO314 – Yarra Falls Precinct) *Note: land surrounding the art deco building is not within the HO

Positive features:

- The volume of the original factory building is maintained.
- Door and window openings in the original factory building are retained and the facades have been conserved.
- The chimney has been retained and conserved.
- Redevelopment of the site has occurred in discrete built form envelopes rather than a single large structure. This reflects the history and nature of the site as a complex of individual buildings, rather than a single form.
- New built form reads as a clearly separate element to the historic form.
- The new buildings within the complex are sensitive in terms of scale and massing to the heritage building.
- The fenestration pattern of the new roof top addition and new residential component fronting Turner Street references the patterning and solid to void proportions of the historic form.
- The roof top addition is subservient in scale to the heritage building and is visually lightweight.
- New elements such as the balconies continue the industrial aesthetic of the heritage building.

Negative features:

- The profile of the brick chimney has been lost against the sky by the construction of the apartment building.

Policy considerations:

- Redevelopment of large industrial complexes should be guided by a Conservation Management Plan.



- Development within larger complexes should be broken down into smaller building envelopes to reflect the historical arrangement of the site.
- Discrete heritage structures within the complex should be retained, conserved and reused where their reuse is appropriate.
- Remnant industrial features such as chimney, towers, silos and remnant machinery should be retained, incorporated into the redevelopment, and interpreted.
- Historically prominent features such as chimneys and silos should remain prominent within the redeveloped site and within the wider streetscape or precinct.
- New built form should respect and reflect the scale and architectural language of the heritage buildings and should reflect the industrial aesthetic of the place.



Malt House Complex – Abinger Street, Richmond (HO424)

Positive features:

- The volume of the original factory building and to a lesser degree the silos has been maintained.
- Door and window openings in the original factory building are maintained and the facades have been conserved.
- The roof form of the factory building has been maintained within simple roof lights added.
- The new additions read as clearly separate elements to the historic form.
- The new buildings within the complex and additions to existing buildings are sensitive in terms of scale and massing with the heritage building.
- The fenestration pattern of the new addition references the patterning and solid to void proportions of the historic form.
- The adaptive reuse of the silos is incorporated into an innovative contemporary design.
- New elements such as the balconies reference the industrial aesthetic of the complex through the use of materials such as off-form concrete and Corten™ steel.

Negative features:

- The nautical imagery of the 'Ark' apartments in the silos (ships bow and porthole-like windows) is incongruous both in an industrial and inland suburban context.

Policy considerations:

- See Byfas Ltd Factory discussed above.



Former Victoria (Aitken's) Distillery – Northumberland Street, Collingwood (HO116)

Positive features:

- The original distillery buildings and silos within the complex have been retained, conserved and reused.
- The original industrial complex remains legible and the site has been subtly interpreted through the naming/identification of the different buildings within the complex.
- Door and window openings in the original factory buildings are maintained.
- The roof form of the buildings has been maintained within simple roof lights added.
- The new buildings and additions read as clearly separate elements to the historic form, but strongly reflect the industrial aesthetic of the site.
- The new buildings within the complex and additions to existing buildings are sensitive in terms of scale, massing and materials.
- Remnant distillery plant and equipment has been incorporated into the new public spaces created.

Negative features:

- A good heritage outcome although some new windows have been insensitively located and detailed.

Policy considerations:

- See Ltd Factory discussed above



4. Existing and proposed policy guidance

Industrial heritage places are specifically addressed within the Kingston and Maribyrnong heritage policy of their respective planning schemes. The City of Melbourne has exhibited updated heritage policies as part of Planning Scheme Amendment C258, the Planning Panel Report into which has been released. While not specifically referencing industrial heritage, the updated policies provide useful guidance for this class of place. The Heritage Council of Victoria has also produced guidance on the adaptive reuse of industrial heritage places. These policies are discussed in detail below.

4.1 City of Kingston

Kingston's Heritage Policy at Clause 22.16 of the Kingston Planning Scheme addresses, albeit briefly, new building and additions to industrial and commercial heritage places. The Kingston policy provides guidance aimed at retaining contributory fabric and ensuring that new development protects key views of the heritage building and respects its scale through the sensitive massing of form.

The policy states:

New buildings and works and additions: industrial and commercial heritage places

- *To promote sensitively designed new development to industrial and commercial heritage places that:*
 - *Maintain and respect the unique character of significant industrial and commercial heritage places;*
 - *Preserve the existing roof line, chimney and contributory architectural features that are essential components to the architectural character of the heritage place;*
 - *Are articulated and massed to correspond with the prevailing building form;*
 - *Respect the scale of the existing heritage place by graduating building form of adjacent new development in a stepped effect away from the place to minimise the visual dominance of adjacent new works;*
 - *Do not obscure principal viewlines to existing significant signage;*
 - *Do not negatively impact upon the significance or architectural character of the place.*

4.2 City of Maribyrnong

Maribyrnong's Heritage Policy at Clause 22.01-16 of the Maribyrnong Planning Scheme includes specific guidance on industrial heritage. The guidance on the redevelopment of industrial places sets out a sound policy basis based on the municipality's industrial past. It also provides decision guidelines that recognise the reality of dealing with heritage places that may have issues that make the retention of heritage fabric difficult or impossible, such as high levels of contamination. The policy recognises the value of preparing a Conservation Management Plan for major industrial sites or complexes, which are common in the City of Maribyrnong. The interpretation of industrial sites is also encouraged as is the retention of redundant equipment where this can aid the understanding of the heritage place. However, the emphasis of the policy is on retaining places in an industrial usage, which is likely to be less relevant in the context of the City of Yarra, and does not apply to sites that have already been fully converted to non-industrial uses.

The policy states:

22.01-16 Industrial Heritage Policy

Where the policy applies

This policy applies to scheduled Heritage Overlay sites within an Industrial 1, Industrial 3, Business 3 or various other zones, which have been developed and are being used for industrial purposes or for a utility installation.

This policy does not apply to former industrial sites which have been fully converted to non-industrial uses.

Policy basis

A dominant theme in the development of Maribyrnong since the mid-nineteenth century has been the development of industry and some of Victoria's most significant industrial heritage is now found within the city. Meat and meat product processing, engineering, munitions and armaments, have been dominant industries in Maribyrnong over long periods of time.

The Maribyrnong Heritage Review 2001 has identified a wealth of industrial heritage in the area, which includes places that are no longer used for their original purpose and have been redeveloped such as the former Barnett Glass Rubber Factory, to complexes such as Sugar Australia which continue processes which originally commenced more than a century ago. Conservation policy and practice is needed to protect and promote industrial heritage in a context of rapid change occurring at industrial sites throughout the municipality.

The conservation of industrial heritage places presents specific management issues. It is often the use of the site for the same purpose over a long period that is of the primary historical significance. While fabric such as buildings or plant may contribute to the significance of industrial heritage places by illustrating the development of the place over time, the ongoing replacement and upgrading of this fabric is often an integral part of the operation of the use. 'Conservation by use' is an important heritage principle and on this basis, there may be circumstances where it may be appropriate to permit the removal or alteration of fabric if it will facilitate the historic use of a site and ensure future viability.

Objectives

The objectives of this policy are:

- *To conserve industrial heritage places as an integral part of the City's heritage fabric and in a manner which is supportive of ongoing industrial activity.*
- *To encourage development to be undertaken in accordance with the accepted conservation standards of the ICOMOS Burra Charter.*
- *To encourage conservation and other works including maintenance, restoration, reconstruction and adaptation.*
- *To ensure that industrial heritage places continue to be used and conserved, and that replacement and renewal occur where necessary for the continuation of an historic industrial use.*
- *To ensure that the conservation of industrial places is balanced against other policies and objectives which may have a bearing upon the ongoing use and development of land.*
- *To conserve infrastructure associated with industrial sites including railways, pipelines, roads, wharves and the like where this is practically achievable and will not unreasonably impact, physically or economically, upon the re-development of the site for a continued or new industrial use.*

Policy

It is policy that:

- *Preference will be given to applications for development that:*
 - *Support the continued viability of the historic industrial use of the site.*
 - *Seek to achieve a balance between the achievement of conservation objectives and other relevant planning scheme policies, and objectives in relation to economic viability and occupational health and safety.*
 - *Where possible, conserve fabric considered to be of primary significance unless the fabric has been made redundant and must be replaced by new buildings, plant or equipment associated with an ongoing or new industrial use, or its retention is outweighed by other more important policy outcomes.*
 - *Retains redundant fabric of primary significance in-situ if there is no immediate need to remove or relocate it.*
- *A Conservation Management Plan (CMP) be prepared for major industrial sites prior to works being undertaken to inform the development application.*

- *An appropriate record be made of any significant fabric that is proposed to be removed or demolished. This may include a photographic survey and measured floor plans and elevations. All recordings must be of archival quality.*
- *When a use is discontinued and a site redeveloped, preference will be given to applications for new development that:*
 - *Retains as much significant fabric as possible;*
 - *Creatively interprets the history of the heritage place through the design or layout of new development including buildings, subdivision, landscaping, movement systems and public art; and*
 - *Incorporates interpretation of the heritage place, and the place within its context. This may include interpretative signage that outlines the history of the site and may include text, images or maps.*

Policy

It is policy that before deciding on an application, in addition to the decision guidelines elsewhere in this policy and the Scheme, the responsible authority should also consider when relevant:

- *Whether the proposed buildings, works or demolition will advance policies and objectives of the planning scheme in terms of the ongoing use and development of land for industrial or port-related purposes.*
- *Whether the proposed buildings, works or demolition will support the continuation of the historic industrial use carried out on the site.*
- *Whether the proposed buildings, works or demolition will support the viability of a new industrial use on the site.*
- *Whether demolition will, when balanced against other policies and objectives, achieve a net community benefit.*
- *Whether the demonstrated level of contamination prevents, or makes prohibitive, the repair, adaptation or re-use of a significant building or place.*
- *Whether there is an opportunity for redundant equipment to remain in-situ as historic evidence or for interpretation.*
- *Whether, when balanced against other planning policies and objectives, the historic use of the site is able to be properly recognised by interpretation.*
- *Whether any proposed interpretation will provide adequate information about the historic use and development of the site, including any significant links with other related industrial, commercial or residential places.*
- *Any framework or strategy relating to the land that is included as a reference or incorporated document in the Scheme.*

4.3 City of Melbourne

The Melbourne Planning Scheme Amendment C258 – Heritage Policies Review proposes, amongst other things, new heritage policies within and outside the Capital City Zone. Melbourne City Council’s expert witness, Ms Jordan, recommended that ‘Clause 22.04 Heritage Places within the Capital City Zone’ and ‘Clause 22.05 Heritage Places outside the Capital City Zone’ be combined into one policy, ‘Clause 22.05 Heritage Policy’. In contrast, the Panel Report (dated 15 May 2019) recommended that the separate policies be retained. The new policy (which still undergoing review) includes the following clauses that are of relevance to the matters considered in this review.

The clauses of particular relevance are bolded:

22.05-7 Demolition

It is policy that:

- *The demolition of a non-contributory place will generally be permitted.*
- ***Full demolition of significant or contributory buildings will not generally be permitted.***

- ***Partial demolition in the case of significant buildings, and of significant elements or the front or principal part of contributory buildings will not generally be permitted.***
- ***Retention of the three dimensional form is encouraged; facadism is discouraged.***
- ***The adaptive reuse of a heritage place is encouraged as an alternative to demolition.***
- ***The poor structural or aesthetic condition of a significant or contributory building will not be considered justification for permitting demolition.***
- *A demolition permit should not be granted until the proposed replacement building or works have been approved.*
- *The demolition of fences and outbuildings which contribute to the cultural significance of the heritage place is discouraged.*

Before deciding on an application for full or partial demolition, the responsible authority will consider, as appropriate:

- ***The assessed significance of the heritage place or building.***
- ***The character and appearance of the building or works and its contribution to the historic, social and architectural values, character and appearance of the heritage place, and the streetscape.***
- ***The significance of the fabric or part of the building, and the degree to which it contributes to the three-dimensional form of the building, regardless of whether it is visible.***
- ***Whether the demolition or removal of any part of the building contributes to the long-term conservation of the significant fabric of the building.***
- ***Whether the demolition is detrimental to the conservation of the heritage place***
- ***Whether there are any exceptional circumstances.***

Where approval is granted for full demolition of a significant building, a recording program including, but not limited to, archival photographic recording and/or measured drawings may be required prior to demolition, to the satisfaction of the Responsible Authority.

22.05-8 Alterations

It is policy that:

- ***External fabric which contributes to the cultural significance of the heritage place, on any part of a significant building, and on any visible part of a contributory building, should be preserved.***
- *Alterations to non-contributory buildings and fabric are respectful of, and do not detract from the assessed cultural significance of the heritage precinct.*
- *Sandblasting of render, masonry or timber surfaces and painting of previously unpainted surfaces will not generally be permitted.*

Before deciding on an application to alter the fabric of a significant or contributory building, the responsible authority will consider, as appropriate:

- ***The assessed cultural significance of the building and heritage place.***
- ***The degree to which the works would detract from the significance, character and appearance of the building and heritage place.***
- ***Its structural condition.***
- ***The character and appearance of the proposed replacement materials.***
- ***Whether the works can be reversed without loss of fabric which contributes to significance.***

Removal of paint from originally unpainted masonry or other surfaces is encouraged providing this can be undertaken without damage to the heritage fabric.

The introduction of awnings and verandahs to ground floor façades and shopfronts may be permitted where:

- *The works reconstruct an original awning or verandah, based on evidence of the original form, detailing and materials; or*
- *The awning is an appropriate contextual design response, compatibly placed in relation to the building, and can be removed without loss of fabric which contributes to cultural significance.*

22.05-9 Additions

It is policy that additions to buildings in a heritage precinct are respectful of and in keeping with:

- ***Identified ‘key attributes’ of the heritage precinct.***
- ***Precinct characteristics including building height, massing and form; style and architectural expression; details; materials; front and side setbacks; and orientation.***
- ***Character and appearance of nearby significant and contributory buildings.***

Where abutting a lane, additions are to be respectful of the scale and form of heritage fabric to the lane.

Additions to significant or contributory buildings:

- ***are respectful of the building’s character and appearance, scale, materials, style and architectural expression.***
- ***do not visually dominate or visually disrupt the appreciation of the building as it presents to the streetscape(s).***
- ***maintain the prominence of the building by setting back the addition behind the front or principal part of the building, and from other visible parts and moderating height.***
- ***do not build over or extend into the air space directly above the front or principal part of the significant or contributory building.***
- ***retain significant roof form within the setback from the building façade together with any chimneys or similar roof elements of original fabric. Not obscure views of façades or elevations associated with the front or principal part of the building.***
- ***be distinguishable from the original fabric of the building.***

The design of additions is to:

- *Adopt high quality and respectful contextual design.*
- *Avoid direct reproduction of the form of historic fabric.*
- *Adopt an interpretive design approach to other details such as verandahs, fences, and shopfronts.*

22.05-10 New Buildings

It is policy that new buildings are respectful of and do not detract from the assessed cultural significance of the heritage place.

New buildings:

- ***Are to be in keeping with:***
 - ***‘Key attributes’ of the heritage precinct such as:***
 - ***Building height, massing and form; style and architectural expression; details; materials; front and side setbacks; and orientation and fencing.***
 - ***Prevailing streetscape height and scale.***
- ***Do not obscure views from the street(s) and public parks of the front or principal part of adjoining significant or contributory places or buildings.***
- ***Do not visually dominate or visually disrupt the appreciation of the heritage place by:***

- ***maintaining a façade height which is consistent with that of adjoining significant or contributory buildings, whichever is the lesser, and***
- ***setting back higher rear building components.***
- *Do not adopt a façade height which is significantly lower than prevailing heights in the streetscape.*
- *Are neither positioned forward of the façade of adjoining significant or contributory heritage places or buildings, or set back significantly behind the prevailing building line in the streetscape. For land within the CCZ, new buildings should be positioned in line with the prevailing building line in the streetscape.*
- ***Do not build over or extend into the air space directly above the front or principal part of an adjoining significant or contributory building or place.***
- *Where abutting a lane, are respectful of the scale and form of historic fabric of heritage places abutting the lane.*
- *Do not impact adversely on the aboriginal cultural heritage values, as indicated in an archaeologist's report, for any site known to contain aboriginal archaeological relics.*

The design of new buildings are to:

- ***Adopt high quality and respectful contextual design.***
- *Adopt an interpretive design approach to other details such as verandahs, fences and shopfronts.*

...

22.05-12 Subdivision

It is policy that subdivision of a heritage place:

- *Reflect the pattern of development in the streetscape or precinct, whichever is most relevant to the place.*
- *Ensure that appropriate settings and contexts for significant and contributory heritage buildings and places are maintained including the retention or any original garden areas, large trees and other features which contribute to the significance of the heritage place.*
- *Not provide for future development which will visually disrupt the setting and impact on the presentation of the significant or contributory building.*
- *Provide for three dimensional building envelopes for future built form to each lot proposed.*

Subdivision of airspace above heritage buildings, to provide for future development, is discouraged.

...

22.05-18 Signage

It is policy that new signage associated with heritage places meet the following standards:

- ***Minimise visual clutter.***
- ***Not conceal architectural features or details which contribute to the significance of the heritage place.***
- ***Not damage the fabric of the heritage place.***
- ***Be in keeping with historical signage in terms of size and proportion in relation to the heritage place.***
- ***Be readily removable.***
- *Address all relevant performance standards of Clause 22.07 – Advertising Signage*

Advertising signs may be placed in locations where they were traditionally placed.

The historical use of signage may be justification for new or replacement signage.

Existing signage that is deemed to have heritage value should be retained, and not altered or obscured, including historic painted signage.

This aim of the policy appears primarily to inform development behind the front or principal form of domestic dwellings (of which terraced houses are a common type within the City of Melbourne as they are in the City of Yarra). Its application to industrial buildings (beyond residential-scaled industry/workshops in residential areas) is potentially limited.

While not specifically addressing industrial places, many of the above policies could reasonably be applied to this class of place as they seek to retain important heritage fabric including significant roof forms and signage, and require that new development be setback from facades to ensure that new development does not dominate the heritage form. Of most relevance to current issues within the City of Yarra is the performance standard that seeks to retain the “...perception of the three-dimensional form and depth of the building” including from secondary elevations. Planning Scheme Amendment C258 also seeks to establish policy discouraging building over the front or principal part of a heritage place or its air space above.

4.4 Heritage Council of Victoria

In 2013 the Heritage Council Victoria produced *Adaptive Reuse of Industrial Heritage: Opportunities and Challenges* along with a number of case studies in Victoria and elsewhere in Australia. These examples demonstrate a range of appropriate design responses and development outcomes across different industrial place types. While the examples provided all involve adaption and reuse they do not involve the development of larger scale new built form. The accompanying issues paper sets out a range of issues and establishes a policy basis for the retention of heritage places but it does not provide examples of policy or decision guidelines for assessing proposals for the redevelopment of industrial places.

4.5 Industrial places within large precinct Heritage Overlays

In Yarra, industrial sites are often included within broad precinct-based Heritage Overlays and individual Statements of Significance haven't been prepared and tailored provisions (such as internal alteration controls) have not been applied. These large-scale precincts are commonly residential in character and it is these values, rather than their industrial heritage that are recognised within the Statement of Significance. Where these industrial buildings are located within a predominantly residential precinct, their scale, form and architectural expression is often contrary to the character of that context. In these cases, consideration should be given to introducing individual overlays within the residential precinct to recognise the heritage values of the industrial building or complex that may be inconsistent with those of the surrounding Heritage Overlay precinct or alternatively preparing a Statement of Significance that recognises the specific heritage values of the industrial site.

Larger and more complex industrial sites, such as mills, breweries and distilleries, would benefit from the preparation of Conservation Management Plans to inform future adaptive reuse and redevelopment prior to the development of proposals.

4.6 Application of policy for places graded 'Individually Significant' or 'Contributory'

The grading of individual buildings within heritage studies has been a practice applied by heritage consultants since the earliest heritage studies of the late 1970s and early 1980s. Over this 40-year period inconsistencies in the application of letter gradings (A, B, C and D or A1, A2, B etc.) or 'Individually Significant' / 'Contributory' have become apparent across a number of inner-urban municipalities including the City of Yarra. Planning Practice Note 1: *Applying the Heritage Overlay* (August 2018) (PPN1) provides the following guidance:

The thresholds to be applied in the assessment of significance shall be 'State Significance' and 'Local Significance'. 'Local Significance' includes those places that are important to a particular community or locality. Letter gradings (for example, 'A', 'B', 'C') should not be used.

PPN1 does not suggest any further hierarchy be applied within the threshold of 'local significance,' such as 'individually significant' or 'contributory'. The practice note identifies that those elements that contribute to the heritage significance of a precinct Heritage Overlay be graded 'contributory' within the Statement of Significance.

Melbourne Amendment C258 sought to translate the existing letter gradings applied within the Heritage Places Inventory (an Incorporated Document to the Melbourne Planning Scheme) into a 'significant' / 'contributory' / 'non-contributory' hierarchy. This approach closely aligns to that used in the City of Yarra's Appendix 8 (of the *City of Yarra Review of Heritage Overlay Areas 2007* (Graeme Butler & Associates)), which is a frequently-updated Incorporated Document that grades buildings 'individually significant', 'contributory' or 'not-contributory'.

The Panel considering Melbourne C258 concluded that 'significant' and 'contributory' gradings should not be used within that municipality's heritage inventory, but that all buildings that make a contribution to the values of the precinct should be graded 'contributory'. It recommended that "...where the property is located outside a precinct or where it is a place of heritage value situated amongst precinct properties, but it does not share the values of the precinct" it should be identified in the Heritage Places Inventory as an 'Individual Heritage Place'. This definition would apply to a number of industrial buildings that have heritage values but are located within precincts that have not been identified for their industrial characteristics.

The Panel, in considering the Clauses 22.04 and 22.05 of the Melbourne Planning Scheme, recommended removal of any differentiation between the application of heritage policy for 'significant' and 'contributory', which only occurred three times within each policy (i.e. 22.0X-6 'Demolition', 22.0X-7 'Alterations' and 22.0X-10 'Restoration and Reconstruction'). This Panel recommendation, if implemented, effectively removes the implicit hierarchy of importance that a 'significant' / 'contributory' grading system creates.

The Panel Report into Yarra Amendment C220 also recommended that levels of significance (and therefore grading) do not in themselves justify the use of different built form controls. In particular, the Panel stated:

The Panel does not agree that less significant sections [of Johnston Street] warrant a different treatment. Less significant areas equally deserve to exhibit the overall urban design outcome: a strong street wall with a distinct setback to the mid level form.

Both the Panel reports into Yarra C220 and Melbourne C258 concluded that different controls should not be applied based on the level of significance or grading of the heritage fabric, and therefore it is recommended that the same policy objectives and built form controls should apply for places subject to the Heritage Overlay irrespective of their grading in Appendix 8.

In the absence of any material difference between the controls or policies applied to places based on their grading there appears to be little value in retaining the differentiation in Appendix 8 between 'individually significant' and 'contributory' buildings within Heritage Overlay precincts.

5. Recommended Industrial Heritage Policy

Drawing on the above case studies and the analysis of existing policies, a number of additional heritage-related policies are recommended for inclusion within the Yarra Planning Scheme.

The introduction of specific provisions within the Yarra Planning Scheme to encourage the retention and appropriate redevelopment of industrial heritage sites should include new clauses within both the Local Planning Policy Framework at Clause 21.05 – ‘Built Form’ and Local Planning Policy at Clause 22.02 – ‘Development Guidelines For Sites Subject To The Heritage Overlay’. These will need to be translated into the new Planning Policy Framework format when the new heritage policy is introduced at Clause 15.03-1L.

Many of the policies recommended below will apply to all heritage places, while some are specific to industrial sites. Consideration will need to be given to the format of the policy to avoid unnecessary repetition, but to ensure that all relevant policies are applied to a consideration of applications for development of industrial heritage buildings and sites.

5.1 Local Planning Policy Framework

It is recommended that additional commentary be added to Clause 21.05-1 ‘Heritage’ to recognise the importance of the municipality’s industrial past. The suggested new text is identified below in **bold** typeface.

With over half of the municipality having heritage protection, heritage features, including buildings, subdivision patterns, open spaces, and streetscapes, underpin Yarra's valued character.

*Factors that contribute to the heritage character of particular neighbourhoods include the period of development and pattern of subdivision, predominant land uses, and the original socio-economic structure of the population. This has created unique neighbourhoods, retail activity centres and **industrial complexes** which are identified in Yarra’s Heritage Overlays. These factors must be considered when understanding a site’s significance. The cultural significance of heritage places must not be compromised by new development.*

*In conserving areas of heritage significance there is also a need to provide for adaptive reuse and change of buildings **especially those that are no longer in their original use such as former industrial buildings and sites.***

5.2 Local Planning Policy

It is recommended that a number of policies be added under Clause 22.02 – ‘Development Guidelines for Sites subject to the Heritage Overlay’ or its successor policy at Clause 15.01-3L.

The recommended policies are made within the context of the existing Clause 22.02. The recommended new policy is identified in bold. Where the new policy has been drawn directly from another policy this is noted in brackets. Where a sub-clause has not been identified it is considered appropriate in the context of managing industrial heritage places or is not relevant. The policy in relation to residential buildings has not been reviewed as part of this project and therefore no changes have been identified.

These recommendations will need to be translated into the new format required by VC148 which introduced Clause 15.03-1S and 15.03-1L.

5.2.1 Clause 22.02 -5.1 ‘Demolition – Full Demolition or Removal of a Building’

Add the following policy:

- a) **Where approval is granted for full demolition of a heritage place, a recording program including, but not limited to, archival photographic recording and/or measured drawings may be required prior to demolition, to the satisfaction of the Responsible Authority** (modified from Melbourne C258 – replaced ‘significant building’ with ‘heritage place’).

5.2.2 Clause 22.02 -5.1 'Demolition - Removal of Part of a Heritage Place or Contributory Elements'

- a) Encourage the removal of inappropriate alterations, additions and works that detract from the cultural significance of the place.
- b) **Encourage the retention and conservation of significant fabric, such as principal elevations, chimneys, visible roof forms and architectural features.**
- c) Generally discourage the demolition of part of an individually significant or contributory building or removal of contributory elements unless:
 - (i) That part of the heritage place has been changed beyond recognition of its original or subsequent contributory character(s).
 - (ii) For a contributory building:
 - o that part is not visible from the street frontage (other than a laneway), abutting park or public open space, and the main building form including roof form is maintained; or
 - o the removal of the part would not adversely affect the contribution of the building to the heritage place.
 - (iii) For individually significant building or works, it can be demonstrated that the removal of part of the building or works does not negatively affect the significance of the place.
- d) **Before deciding on an application for partial demolition or removal, the responsible authority will consider, as appropriate:**
 - (i) **The significance of the place and the degree to which the fabric or part of the building proposed to be removed contributes to the significance of the place.**
 - (ii) **The significance of the fabric or part of the building, and the degree to which it contributes to the perception of the three-dimensional form and depth of the building (Melbourne C258).**

5.2.3 Clause 22.02 -5.4 'Painting and Surface Treatments'

Add the following policy:

- a) **For additions and new built form, recessive colours and materials should be used and dramatically contrasting patterns should be avoided.**

5.2.4 Clause 22.02-5.6 'Subdivision'

- a) Support the subdivision of sites which do not detract from the heritage value of the place or contributory element.
- b) Where appropriate, use a building envelope plan to protect the heritage values of the place. The building envelope plans should:
 - (i) Reflect the original rhythm of the streetscape.
 - (ii) **Maintain an appropriate setting to the heritage place (Melbourne C258).**
 - (iii) **Not provide for future development which will visually disrupt the setting and impact on the presentation of the heritage place (Melbourne C258).**
 - (iv) **For former industrial complexes, reflect or interpret the historical arrangement of heritage buildings and processes within the complex.**

5.2.5 Clause 22.02-5.7.1 'New Development, Alterations or Additions - General'

- a) Encourage the design of new development and alterations and additions to a heritage place or a contributory element to a heritage place to:
 - (i) Respect or interpret the pattern, rhythm, orientation to the street, spatial characteristics, fenestration, roof form, materials and heritage character of the surrounding historic streetscape.
 - (ii) Be articulated and massed to correspond with the prevailing building form of the heritage place or contributory elements to the heritage place.
 - (iii) Be visually recessive and not dominate the heritage place.
 - (iv) Be distinguishable from the original historic fabric **and adopt a high quality and respectful contextual design response** (Melbourne C258).
 - (v) Not remove, cover, damage or change original historic fabric.
 - (vi) **Not build over or extend into the air space above the front or principal part of a heritage place** (Melbourne C258).
 - (vii) Not obscure views of principle façades.
 - (viii) **Not employ external column/structural supports through the front or principal part of the building** (Melbourne C258).
 - (ix) Consider the architectural integrity and context of the heritage place or contributory element.
 - (x) **Maintain the perception of the three-dimensional form and depth of the building by setting back the addition behind the front or principal part of the building, and from visible secondary elevation(s)** (Melbourne C258).
 - (xi) **Retain significant roof forms within the setback from the building façade particularly where this is visible from the public realm** (Melbourne C258).
 - (xii) **Maintain the inter-floor height of existing buildings and avoid new floor plates and walls cutting through window openings.**
 - (xiii) **For additions, interpret historic façade patterning, including fenestration patterns and proportions, the relationship between solid and void and the module of structural bays.**
 - (xiv) **Discourage the use of highly reflective glazing in both historic openings and new built form. Unarticulated curtain glazing should be avoided.**
- b) Encourage setbacks from the principal street frontage to be similar to those of adjoining contributory buildings; where there are differing adjoining setbacks, the greater setback will apply.
- c) Encourage similar façade heights to the adjoining **significant or** contributory elements in the street. Where there are differing façade heights, the design should adopt the lesser height.
- d) **Encourage visually lightweight additions and linking elements to transition between historic and new built form.**
- e) Minimise the visibility of new additions **in residential areas** by:
 - (i) Locating ground level additions and any higher elements towards the rear of the site.
 - (ii) Encouraging ground level additions to contributory buildings to be sited within the 'envelope' created by projected sight lines (see Figure 1)

- (iii) Encouraging upper level additions to heritage places to be sited within the 'envelope' created by projected sight lines (for Contributory buildings refer to Figure 2 and for Individually significant buildings refer to Figure 3).
- (iv) Encouraging additions to individually significant places to, as far as possible, be concealed by existing heritage fabric when viewed from the front street and to read as secondary elements when viewed from any other adjoining street.
- f) Discourage elements which detract from the heritage fabric or are not contemporary with the era of the building such as unroofed or open upper level decks or balconies, reflective glass, glass balustrades and pedestrian entrance canopies.

5.2.6 Clause 22.02-5.7.2 'New Development, Alterations or Additions – Specific Requirements: Industrial, Commercial and Retail Heritage Place or Contributory Elements'

- a) Encourage new upper level additions and works to:
 - ~~Respect the scale and form of the existing heritage place or contributory elements to the heritage place by being set back from the lower built form elements. Each higher element should be set further back from lower heritage built forms.~~
 - Incorporate treatments which make them less apparent.
- b) **Require the preparation of a Conservation Management Plan to guide the redevelopment of industrial complexes containing a number of heritage buildings and other elements** (adapted from Kingston 22.01).
- c) **Encourage the retention of features such as chimneys, silos and towers within industrial sites that serve as local landmarks and communicate the historic function of these heritage places. Ensure these features remain visually prominent in any redevelopment proposal.**
- d) **Encourage the retention of remnant historic signage where it can help interpret the previous uses and history of the place.**
- e) **Encourage the interpretation of significant industrial sites and complexes including the retention of redundant equipment where this can aid the understanding of the heritage place** (Kingston 22.01).
- f) **Roof forms that contribute to the significance of the building should be retained, particularly where these are visible from the public realm or incorporate features such as lanterns, skylights, vents or chimneys.**
- g) **Side elevations visible from the public realm should normally be retained. Where a side elevation has been substantially altered or makes a minor contribution to the significance of the building, the depth of one or more structural bays should normally be retained to ensure the three-dimensional form of the building is retained.**
- h) **Encourage new built form to adopt a subtly contrasting approach that respects the scale and industrial character of the place but is recessive against the heritage fabric.**
- i) **Encourage visually lightweight one to two-storey rooftop additions on medium-rise (three or more storey) industrial buildings where the additions are set back a minimum of one structural bay from the principal façade/s.**
- j) **Encourage new upper-level development behind one and two-storey industrial facades to be setback a minimum depth of two structural bays. New built form – as visible from the street – should not generally exceed the same volume of the historic form.**
- k) **Encourage taller new built form on large industrial site to be broken up into separate tower forms rather than a single mass.**

- l) Encourage upper-level development to be setback from secondary elevations to ensure the three-dimensional form of the heritage building is retained.**
- m) Avoid new openings or the widening of existing openings in highly intact facades.**
- n) Encourage fencing and landscape treatments that reflect the industrial character of the heritage place.**

APPENDIX A – EXTRACT FROM *NORTHERN SUBURBS FACTORY STUDY*

Northern Suburbs Factory Study (1992), Gary Vines and Matthew Churchward, Pages 133 - 136

Categories of building types

1. Residential scale industry

This type of factory is characterised by its domestic scale and appearance. In some cases it could be mistaken for a large but plain terrace house or parish hall. The examples are only one or two storeys with narrow frontages dictated by the size of the residential blocks and with window and door proportions similar to the surrounding houses. They can usually be distinguished by their almost complete coverage of the block and lack of out buildings. They generally date from the 1860s to 1890s and were intended for light manufacturing such as clothing and footwear. Examples in the study area include, Spicer's boot factory in Bell St. Lewis & Whitty's blacking factory in Charles St. the Phoenix Chemical Co. Napier St. and Ferguson's Mantle factory, Wood St. all in Fitzroy, Yates boot factory in Page St. Clifton Hill and Peatt's boot factory in Langridge St. Collingwood.

Many inner suburban factories which date from the mid to late nineteenth century are built in a form which mirrors the domestic architecture in which they are situated. Before the 1920s there was little concerted effort to segregate industrial uses from the commercial and residential districts except where the trade was so offensive as to cause an immediate public outcry. In fact, the reverse was often the case, where industry amidst housing was seen as desirable in an age when the workforce had to be within walking distance from their place of work. The style of building reflected the domestic architecture probably for two reasons. This style was in keeping with the environment and so reduced opposition to industry. It was also the predominant form of building, familiar to the carpenters, bricklayers and stonemasons who designed and erected the bulk of buildings in Melbourne, before the trade of architect became common.

2. Specialist processing plants

A number of industries which turned traditional craft skills into mass production required purpose built processing plants to take the large scale equipment and handle bulk raw materials. Breweries, distilleries, tanneries, gasworks, freezing works, rope works, flour mills, etc. were dictated in their form by the actual process. The plant and equipment of these works, such as malting floors, brewing vats, distillation tanks, tan pits, gas retorts, freezing chambers, rope walks, etc., comprised the major part of the factory, often with the building simply forming a skin around equipment suspended in a framework to which the walls were attached. Because of the level of capitalisation required to get some of these industries off the ground, the buildings were often elaborately finished. The Yorkshire Brewery is the most prominent example.

This type of building is often the most exciting in terms of industrial heritage, because even when the equipment has been replaced or removed, the building itself can clearly demonstrate how the process was carried out. Other good examples of this factory type in the study area are the Vauxhall and Victoria distilleries, Victoria brewery, Thompson's tannery in Rokeby St. Collingwood, Miller's and Sampson's ropeworks in Brunswick, the Brunswick gas works in Hope St. Dight's flour mill on the Yarra, Reilly's flour mills in Brunswick Street Fitzroy and Benalla, Hoffman's brickworks, Coop's shot tower, the Leeds Dyeworks and the Fitzroy Freezing Works, sadly under demolition as this study was being prepared. Within this group are a few examples of bluestone industrial architecture more often seen in the Footscray-Williamstown area. They include Nettleton's woolworks and the Vauxhall Distillery. Early bluestone industrial buildings utilised locally obtained stone to solve practical construction problems of strength and cost. Their early date and substantial

nature were the deciding factors in choice of the appropriate building material since brickmaking had not reached the standard required for such massive building works.

3. Workshops

A minor type of building both in its role in industry and the form of the building is the once ubiquitous small, single storey workshop, employed for a variety of manufacturing purposes including carriage building, blacksmiths, foundries, engineers, joineries, furniture makers, etc. These buildings are almost universally single storey with gable roofs and in the case of the blacksmiths, farriers, carriage builders, motor engineers, and other transport related works, they have a central vehicle entrance flanked by windows. Because these were often the result of a single tradesman or partner's efforts who may employ between one and a dozen hands, their size is remarkably consistent. Examples include Lawson & Paterson Gore St., Bull's coachbuilding works, Fitzroy St., The Fitzroy ironworks, Greeves St., Federal Truck and Trolley Co. in George St., Lancaster's Farrier in Napier St. and Abrahams' Jute works in Young St.

4. Classical commercial

A far more elaborate form of factory developed as part of the boom of the 1880s and reflected the architectural fashions of the period as well as the wealth and status of the companies which built them. Moderate sized firms such as R.J. Henderson, Henry Hooper & Co. The United Shoe Machinery Co. and Moran & Cato employed simple forms of neo-classical architecture for their facades. Even some smaller boot factories such as Spry's and Burston and Treleaven had elaborate classical detailing echoing the styles of the inner city terrace housing. Some larger firms such as Denton's Hats and the Foster Lager Brewing Co. applied very imposing classical facades to their very large works. The fashion was taken to extremes by some manufacturers, particularly the brewers, with the Yorkshire Brewery being the most elaborate example. The style for flamboyant factory facades appears to have faded by the early twentieth century.

5. Multi-storey factories

By the early twentieth century, the cost of land and shortage of space for factories close to the city sent many manufacturers upward in their quest for factory expansion. Coupled with these considerations, the improvements in building technology allowed higher buildings to be erected without excessive cost, while certain industries benefited from the speedy transfer of part processed items between operators and levels in a compact factory. The earliest multi-storey factories (ie. those with three or more floors) appeared in the footwear industry around 1910. Earlier examples of multi-storey factories are found in a few specific industries where the process demanded 3 or more storeys such as flour mills, distilleries and brew towers. A very few particularly large general manufacturers reached three storeys in the nineteenth century. The Phoenix Clothing Factory in King St. Melbourne and Denton's Hats in Abbotsford are rare examples of such factories.

By the 1930s multi-storey factories had become commonplace, particularly in textile and footwear industries. Shoe factories such as Trescowthick's Clifton Hill factory, Llewellyn's and William's boot factories changed the face of that industry in Collingwood. MacRobertson's built progressively higher as it expanded its Fitzroy confectionery works, culminating in the seven storey 'Old Gold' factory. Clothing factories such as Staley and Staley in Brunswick and Austral Hats in Abbotsford demonstrated the scale of manufacture being carried out by the 1930s, while Rawleigh's Brunswick factory demonstrates another use for the building form.

Initially built in brick, these works were some of the earliest to adopt new materials such as reinforced concrete for window and door lintels, and for reinforcing bands in the brickwork as well as asbestos cement sheeting, steel framing and total reinforced concrete construction.

6. The shed principal

The 'shed principle', was a term used in England, and promoted by William Fairbairn, which referred to a single storey factory illuminated by sawtooth roof lights facing north in the northern hemisphere, but turned around to the south in Australia to ensure indirect light flooded the entire workplace. The building type was first applied to the woollen mills and had become common in England by the 1870s. Its use in Australia was also connected with woollen mills in Geelong and Melbourne's western suburbs in the 1860s and 1870s and the top showroom floor of many woolstores.

The single storey sawtooth roof factories of the outer industrial areas can be seen as the antithesis of the multi-storey factories in the inner suburbs. The principle requirement of these new factories was a large, unobstructed, single level for production-line operations at a mass-production scale. Cheap land on the fringes of Melbourne allowed the factories to sprawl. The best examples are Lincoln Mills, and Hilton in Coburg. An unusual example of a very large sawtooth roof factory in the inner suburbs is Yarra Falls in Abbotsford, which was able to take advantage of a large, unoccupied site near the Yarra River in Abbotsford.

These factories have timber or steel frames and are clad in corrugated iron, the more substantial having brick walls to the street frontages and sometimes all external walls. The sawtooth roof factory had become the standard form of large industrial building by the 1940s and has only recently been displaced in the last decade, by steel clearspan and prefabricated, prestressed concrete construction.

7. 'Moderne' facades

Within the range of sawtooth factories built in the 1930s are those smaller buildings which gave the utilitarian sawtooth roof shed slightly greater prestige by adding a facade in the then fashionable 'Streamlined Moderne' style. This was executed in brick, often rendered and can be instantly distinguished by the horizontal lines set into the brick or stucco and the vertical motif of turrets or fins over the main office entrance and sometimes other entrances. Curved walls and curved sections of parapet are very common. The architecture is usually pedestrian using standard features rather than demonstrating any architectural excellence. Lygon Street Brunswick, seems to have a disproportionate number of such factories which usually started life as textile mills. These include Red Robin at numbers 162, 236 & 240, G. Burgin at 260, and Castle Knitwear at 326. Latoof & Callil in Brunswick Road and the Union Knitting Mills in Coburg are other typical examples. The Streamlined Moderne style was also used by more proficient industrial architects, but this is covered in the next style.

8. Elaborate and distinctive

Several large factories were executed in a very self-consciously stylish manner to designs by prominent and fashionable architects in particularly avant-garde styles. The Avon Butter Factory in Nicholson St. has a Moorish or Spanish Mission character with unusual detail in coloured glazed bricks and wrought iron. The old Brunswick Market Henderson Boxes in Ballarat St. is the only other example of such an elaborate Spanish Mission factory. William Pitt reinterpreted the Edwardian decorative treatment for his designs for Foy & Gibson's factories in Oxford and Cambridge Streets, Collingwood.

As noted above, the Streamlined Moderne was favoured for factories of the 30s as it expressed the up-to-date and progressive attitude of the new firms which had been established following the depression. Birmacley margarine in Scotchmer St., Handley & Tilley in Abbotsford and Truemould Tyres in Clifton Hill are all fine examples of the style. The unique style of Walter Burley Griffin's Melbourne architectural office is expressed in the Joseph Lyddy building in Fitzroy St, Fitzroy. while the Art Deco which inspired Griffin can also be seen in the severe Byfas/Yarra Falls building in Trennery Crescent, Abbotsford. Another popular style of the later part of our study period is the International or Dutch Modernist seen in such large and imposing

factories as the Oakley & Parkes designed Spicer's Paper mills, A.R. Butler's additions to Lincoln Mills and the Tip Top bakery in Brunswick.

9. Edwardian and Inter-war

The distinctive style of the period from about 1910 to the late 30s warrants a classification of its own as this appears to have been a time of considerable expansion in manufacturing and the adoption of new construction techniques in a remarkably consistent group of factories. Brick pilastered facades often gable ended with stuccoed decoration to the sills, lintels and bands in the brickwork, large steel hopper sash windows, and the beginnings of the extensive use of concrete and steel for window and door lintels, characterise this style. The single storey gable ended factory of this type is ubiquitous, some examples being the Ideal Box Factory in Rokeby St., Davis pickle factory in Rupert St. and Trescowthick's Hoddle St. boot factory.

10. Functional severe

The 1930s produced a particularly plain and functional group of factories which are clearly expressive of their period. Basic materials of brick, concrete and steel are used without any embellishment, G.N. Raymond's last factory in Easy St. Collingwood. The Gordon Slipper Co., Anderson & Ritchie, and Romar Knitwear in Fitzroy are a few of the many small factories of the period to eschew decoration altogether, while the bulk and repetitive pattern of the British United Shoe Machinery Co. in Alexandra Parade demonstrates that this sort of treatment can still result in an impressive structure.

11. Uncharacteristic

A small number of factories do not fit easily in any of the above categories because they were built outside of any industrial tradition. Sometimes, as in the case of Bates Cocoa Mills which began life as a Common School, the building was erected for another purpose, and adapted to manufacture with minimal alteration. Others like the Lane Shirt Factory in Union St. Brunswick, were factory extensions to shopfront retail outlets, and so are more indicative of the trends in commercial building architecture.