

Expert Witness Statement – Heritage
for
Yarra Amendment C225 – 351-353 Church Street, Richmond



Figure 1: Aerial photograph - 351 Church Street, Richmond outlined in red (@nearmap, 4 April 2018)

Prepared for and under the instruction of Maddocks Lawyers on behalf of the City of Yarra by:

Jim Gard'ner | Director

20 June 2018

GJM Heritage

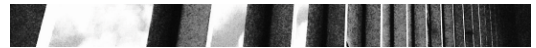
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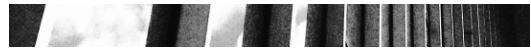
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1. INTRODUCTION

1.1 Name and address of expert

Jim Gard'ner, Director, GJM Heritage
Level 3, 124 Exhibition Street, Melbourne, VIC 3000

1.2 Expert's qualifications and experience

I hold a Bachelor of Building Science and an honours degree in Architecture from Victoria University of Wellington (New Zealand), and a post-graduate diploma in building conservation from the Architectural Association of London. I am registered with the Architects' Registration Board of Victoria (16044) and am a member of the Australian Institute of Architects, the Victorian Planning & Environmental Law Association and Australia ICOMOS (International Council on Monuments and Sites).

I have practiced as an architect on heritage buildings and new design projects in New Zealand and the United Kingdom and have specialised in heritage conservation since 1997. I have worked as project architect on commercial projects in the World Heritage Listed City of Bath and as a Historic Buildings Architect at English Heritage and have provided technical and regulatory advice on a diverse range of heritage places including Stonehenge, Bolsover Castle, Derbyshire and the Wellington Arch in London. At the National Trust of Australia (Victoria) I led the classification of heritage places on the National Trust Register and the development of responses to heritage and planning permit applications.

In my role as the Director, Strategy and Policy and then Executive Director at Heritage Victoria I developed and implemented heritage policy and guidance to assist in the interpretation of the provisions of the *Heritage Act 1995* including in relation to: the assessment of 'reasonable or economic use' under s73(1)(b) of the Heritage Act; Victoria's Framework of Historical Themes; The Victorian Heritage Register Criteria and Threshold Guidelines; and the Victorian Government Cultural Heritage Asset Management Principles. I previously Chaired the Royal Exhibition Building and Carlton Gardens World Heritage Steering Committee and have been a member of the Heritage Chairs and Officials of Australia and New Zealand. From 2012-15 I held the position of Executive Director, Statutory Planning and Heritage in the Victorian State Government where I administered the *Environment Effects Act 1978* (Vic) and advised the Minister for Planning on planning scheme amendments and permit decision making under the *Planning and Environment Act 1987* (Vic).

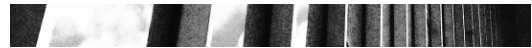
As an independent heritage consultant I have advised on heritage assessments, heritage management, and works to heritage places including private dwellings, places of worship, institutional and commercial buildings, and industrial properties. I continue to advise local and State Governments on statutory heritage approvals and strategic heritage matters and have undertaken place specific assessments and area heritage studies.

1.3 Statement identifying the Expert's areas of expertise to make this report

I am expert in the assessment of cultural heritage significance of historic heritage places, the administration of legislation to regulate and manage historic heritage places and objects, and in providing advice and preparing documentation to support conservation of, and modification to, heritage places.

I am an expert in the assessment of cultural heritage significance of places in both the Melbourne metropolitan area and throughout Victoria, with reference to current heritage assessment criteria established by the Heritage Council of Victoria and *Planning Practice Note 1: Applying the Heritage Overlay* (January 2018) and within the context of *Victoria's Framework of Historical Themes* (February 2009).

I have provided expert evidence to VCAT, Planning Panels Victoria and the Heritage Council of Victoria under the instruction of private property owners and local government.



1.4 Statement identifying any other significant contributors to the report

This report was prepared with the assistance of Renae Jarman, Director of GJM Heritage. The views expressed in this report are my own.

1.5 Instructions

I have been instructed by Maddocks Lawyers, on behalf of the City of Yarra (Council), to provide expert evidence on the appropriateness in heritage terms of the proposed redevelopment of 351-353 Church Street, Richmond (the subject land).

Specifically, I have also been requested to advise whether:

1. I support the proposed demolition;
2. I support the proposed built form envelope;
3. I support the proposed colour; and
4. I am of the opinion that the proposal accords with Clause 22.02 Development Guidelines for Sites Subject to the Heritage Overlay of the Yarra Planning Scheme.

In addition, I have been requested to respond to submissions relating to heritage matters received in response to the exhibited amendment.

In terms of the approach taken, I have considered Yarra Amendment C225 as if it were a development application being considered under Clause 43.01 of the Yarra Planning Scheme.

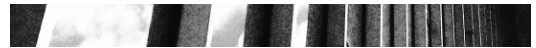
1.6 Site Inspections

I inspected the subject land on a number of occasions in the preparation of the memoranda of advice dated 29 November 2016 (draft), 3 July 2017 and 20 November 2017. The subject land was viewed from the public realm only.

1.7 Documents relied upon

I have considered the documents listed below in preparing this evidence:

- Amendment Documentation for Yarra Planning Scheme Amendment C225 (retrieved from Planning Schemes Online on 17 June 2018), namely:
 - Explanatory Report
 - Schedule to Clause 52.03 - Specific Sites and Exclusions
 - Schedule to Clause 81.01 - Table of Documents Incorporated in this Scheme
 - Incorporated Document entitled '351-353 Church Street, Richmond' (Draft, November 2017)
 - Architectural drawings entitled 'MECWACARE 351 Church Street, Richmond', Revision C - drawing numbers TP00 to TP44 (CHT Architects, 4 November 2017)
- Panel Hearing Booklet, Yarra Planning Scheme Amendment C225, 351-353 Church Street Richmond (CHT Architects, June 2018) (Panel Hearing Booklet)
- Heritage Appraisal: Richmond Hill Hotel, 351-353 Church Street, Richmond (Lovell Chen, October 2016) (Heritage Appraisal)
- Heritage Impact Statement: Richmond Hill Hotel, 351-353 Church Street, Richmond (Lovell Chen, May 2017) (HIS)
- Memorandum entitled '351 Church Street, Richmond' (Lovell Chen, 7 December 2017)
- Submissions received in respect of Amendment C225
- Draft Memorandum entitled 'Heritage Advice: Yarra Amendment C225 – 351-353 Church Street, Richmond' (GJM Heritage, 29 November 2016)



- Memorandum entitled 'Heritage Advice: Yarra Amendment C225 – 351-353 Church Street, Richmond' (GJM Heritage, 3 July 2017)
- Memorandum entitled 'Heritage Advice: Yarra Amendment C225 – 351-353 Church Street, Richmond' (GJM Heritage, 20 November 2017)
- Clauses 43.01 (Heritage Overlay), 15.03 (SPPF - Heritage), 21.05-1 (LPPF - Heritage), 22.02 (LPP - Development Guidelines for Sites Subject to the Heritage Overlay), 22.03 (LPP – Landmarks and Tall Structures) of the Yarra Planning Scheme. The relevant aspects of these provisions are provided at Annexure A.
- *Appendix 8: City of Yarra Review of Heritage Overlay Areas (2007, revised May 2017) (Appendix 8)*
- Victorian Heritage Database (VHD) entry for HO315 – Church Street Precinct (Hermes no. 73431)
- Planning Panels Victoria: Guide to Expert Evidence

1.8 Statement identifying the role the Expert had in preparing or overseeing the exhibited report(s)

GJM Heritage was engaged by Council to review documentation (and subsequent updates) associated with the redevelopment of the subject land. The scope of work included review of the Lovell Chen Heritage Appraisal and HIS. The full suite of documentation reviewed is contained within the memorandums appended to this evidence. Relevantly however, the documentation also included:

- Preliminary design, town planning and councillor briefing documentation prepared by CHT Architects
- Landscape Plans prepared by John Patrick
- Planning reports and responses prepared by Urbis

Advice on these matters were provided Renae Jarman and Jim Gard'ner, Directors of GJM Heritage in the following memoranda:

- Draft Memorandum entitled 'Heritage Advice: Yarra Amendment C225 – 351-353 Church Street, Richmond' (GJM Heritage, 29 November 2016) – Annexure B. Note: this memorandum was issued as 'draft for review' and was not finalised but informed the preparation of the subsequent two memoranda.
- Memorandum entitled 'Heritage Advice: Yarra Amendment C225 – 351-353 Church Street, Richmond' (GJM Heritage, 3 July 2017) – Annexure C
- Memorandum entitled 'Heritage Advice: Yarra Amendment C225 – 351-353 Church Street, Richmond' (GJM Heritage, 20 November 2017) – Annexure D.

1.9 Facts, matters and assumptions upon which statement proceeds

In the preparation of this report, it is assumed that all documents referred to above, including the exhibited amendment documents, are current and correct in the information they contain at the time of completion of this report.

1.10 Any questions falling outside the Expert's expertise

No questions in relation to the heritage matters that have been raised that fall outside my expertise. I have accepted advice provided by Council that there is a demonstrated need for aged care services in the locality as this assessment falls outside my area of expertise. I have considered this need in the context of the proposed amendment; however, beyond this consideration I have not had specific regard to the economic and social impacts of this amendment, as the assessment of these impacts falls outside my area of expertise.

1.11 Summary Opinion

It is my view that:

- The level of demolition proposed is acceptable but represents the maximum that can be considered appropriate in the context of the Yarra Planning Scheme.
- While the proposed redevelopment described in the architectural drawings contained within the Panel Hearing Booklet and exhibited amendment does not comply with Clause 22.02 of the Yarra Planning Scheme in terms of height and visibility, it nonetheless – on balance – is considered to be an acceptable heritage outcome in the context of the Yarra Planning Scheme.
- Of the three ‘Material Schedule Options’ provided on pages 38-43 of the Panel Hearing Booklet:
 - Option 1 is most appropriate outcome in heritage terms. This option utilises standing seam and perforated metal cladding in Colorbond™ ‘Basalt’ (mid-grey) and ‘Monument’ (dark grey).
 - Option 2 is the next most appropriate outcome in heritage terms. This option utilises standing seam and perforated metal cladding in Colorbond™ ‘Surfmist’ (off-white).
 - Option 3 is the least preferred outcome in heritage terms. This option utilises Colorbond™ ‘Surfmist’ standing seam metal cladding.

In addition to the above response to specific instructions provided by Maddocks, it is my view that:

- The Architectural drawings entitled ‘MECWACARE 351 Church Street, Richmond’, Revision C - drawing numbers TP00 to TP44 (CHT Architects, 4 November 2017) should be updated to reflect the changes made to the proposed development as described in Materials Schedule Option 1 in the Panel Hearing Booklet with the exception of the proposed glazed airlock structure, which should be deleted.
- Section 4.2.1 of the Incorporated Document should be amended to:
 - Refer to the amended architectural drawings
 - Require a material and finishes schedule for the new structures to the satisfaction of the Responsible Authority
 - Require that the colour scheme for all external elements (including the render, ironwork and joinery) of retained heritage buildings be based on paint analysis to the satisfaction of the Responsible Authority
 - Require that a schedule of conservation works be prepared by a suitably qualified heritage architect and that this be completed to the satisfaction of the Responsible Authority prior to an Occupancy Permit being issued under the *Building Act 1993*.
- Section 4.2.23 of the Incorporated Document should be amended to require that the Construction Management Plan must provide for the protection, temporary support, retention and/or reinstatement of the existing chimneys and roof form of the retained heritage buildings.

1.12 Statement identifying if the evidence is incomplete or inaccurate in any respect

To the best of my knowledge, nothing of significance has been omitted from this statement of evidence and is otherwise to the best of my knowledge completed and correct.

2. BACKGROUND TO THE AMENDMENT

2.1 Introduction

Yarra Planning Scheme Amendment C225 proposes to amend the schedules to Clause 52.03 - Specific Sites and Exclusions, and Clause 81.01 – ‘Documents Incorporated in this Scheme’ to incorporate the site-specific control entitled ‘351-353 Church Street, Richmond – Incorporated Document, November 2017’ to allow:

- the use of the subject land for the purposes of a residential aged care facility;
- partial demolition of the existing building subject to the HO315 – Church Street Precinct; and
- construction of a multi-storey residential aged care facility to the rear of the retained heritage fabric.

A site-specific amendment is required to enable buildings and works that exceed the mandatory maximum height of 9 metres (10 metres where the slope of the land exceeds a gradient of 2.5 degrees over an 8 metres section) within the Neighbourhood Residential Zone (NRZ), which applies to the subject land.

The proposed Incorporated Document includes a development described in architectural drawings prepared by CHT Architects. These drawings describe the proposed development to the level of detail expected through a planning permit application and have been assessed as such.

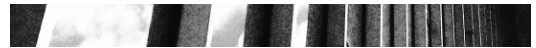
2.2 351-353 Church Street, Richmond

351-353 Church Street, Richmond (the subject site) is included within the Church Street Precinct, identified as HO315 in the Schedule to the Heritage Overlay of the Yarra Planning Scheme.



Figure 2: Heritage Overlay map – 351-353 Church Street, Richmond outlined in red (retrieved 19 June 2018)

The subject site comprises two, two-storey terrace buildings constructed in the early 1850s set within a landscaped front setback. The northern terrace is a double-fronted building while the southern building is a single-fronted building. The two terraces were consolidated in 1917 to provide accommodation for the Young Women’s Christian Association (YWCA). A more fulsome history of the site is provided in the HIS.



Appendix 8 identifies the terraces – described as ‘Doery House or Richmond Hill Hotel’ at 353-355 Church Street – as being ‘individually significant’ within the Church Street Precinct. It also dates these properties as being constructed during the period of 1870-90. The 1960s structures constructed for the YWCA at the rear of the site – also addressed as 353-355 Church Street – are identified in Appendix 8 as being ‘not contributory’; however, the HIS indicated that the ‘not contributory’ grading relates to the rear wings of the terraces.

2.3 HO315 – Church Street Precinct

HO315 – Church Street Precinct, Richmond selects ‘external paint controls’ but not ‘internal alteration controls’ or ‘tree controls’. An Incorporated Plan providing planning permit exemptions is included under Clause 43.01-2.

PS Map Ref	Heritage Place	External Paint Controls Apply?	Internal Alteration Controls Apply?	Tree Controls Apply?	Outbuildings or fences which are Not exempt under Clause 43.01-3?	Included on the Victorian Heritage Register under the Heritage Act 2017?	Prohibited uses may be permitted?	Name of Incorporated Plan under Clause 43.01-2	Aboriginal heritage place?
HO315	Church Street Precinct, Richmond	Yes	No	No	No	No	No	Incorporated Plan under the provisions of clause 43.01 Heritage Overlay, Planning permit exemptions, July 2014	No

Figure 3: Extract from the Schedule to the Heritage Overlay (Yarra Planning Scheme, retrieved 19 June 2018)

The Statement of Significance for the Church Street Precinct is as follows:

What is significant?

The Church Street Precinct, which comprises properties in Church Street, Darlington Parade, Dickmann Street, Elm Grove, George Street, Richmond Terrace and Waltham Place, Richmond is significant. Contributory elements include:

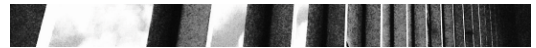
One and two-storey Victorian and Edwardian houses having typically:

- pitched gabled or hipped roofs, with some facade parapets; face brick (red, bi-chrome and polychrome) or stucco walls; corrugated iron, unglazed Marseilles pattern terra-cotta tiles, and slate roofing; chimneys of either stucco finish (with moulded caps) or of matching face brickwork with corbelled capping courses;
- typically with post-supported verandah elements facing the street;
- less than 40% of the street wall face comprised with openings such as windows and doors; and
- front gardens, originally bordered typically by timber picket front fences of around 1m height;

Shops and residences of the Victorian and Edwardian-eras, with:

- display windows and recessed entries;
- zero boundary setbacks;
- mainly one storey scale;
- attached rectilinear plan form, a parapeted roofline; and

Victorian-era ecclesiastical buildings with:



- free standing rectilinear form
- pitched roofs, some towers and spires positioned to be visible from a distance;
- fenced yards, with potential use of timber or iron pickets and a stone base for the frontage fence; - two storey and greater wall heights;
- stone, masonry or stuccoed masonry facades, slate or tiled roofs; and
- less than 40% of the street wall face comprised with openings such as windows and doors.

Contributory elements also include:

- Civic and institutional buildings such as the Richmond United Friendly Society Dispensary, the Hibernian Hall, and the Richmond RSL.
- Public infrastructure, expressive of the Victorian and Edwardian-eras such as stone pitched road paving, kerbs and channels, and asphalt paved footpaths; and
- Individually Significant buildings (e.g., HO241, HO242, Elmhurst Flats, and the St Ignatius complex) but nevertheless are contributory to the precinct.

How is it significant?

The Church Street precinct is historically, socially and aesthetically significant to the City of Yarra.

Why is it significant?

The precinct is historically significant as one of the first parts of Richmond to be subdivided and developed, as expressed by early buildings like Messenger House 333 Church Street, from the 1840s. It is also historically significant as the chosen site for a high number of important 19th and early 20th century ecclesiastical and civic buildings, and some Melbourne landmarks, as well as substantial residential buildings that were attracted to the area by its elevated topography, high amenity and proximity to churches. (Criterion A)

The precinct is also historically and socially significant, as the site of key civic or institutional buildings in Richmond from the 19th century through to the 1920s (i.e. The Richmond RSL Hall), and the commercial development extending up Church Street from the Swan Street and Bridge Road shopping areas with shops dating from the late 19th and early 20th centuries, as part of the cultural context of Victorian and Edwardian-era life on the hill. (Criterion A)

The precinct is aesthetically significant for its impressive collection of architecture from the late nineteenth and early twentieth century such as the William Wardell-designed St Ignatius Roman Catholic Church, which is a well- known and prominent landmark across the metropolitan area. (Criterion E)

3. HERITAGE ANALYSIS OF THE PROPOSED DEVELOPMENT

Yarra Amendment C225, if approved, would enable a non-complying development through the use of a site-specific control under Clause 52.03 - Specific Sites and Exclusions. The associated Incorporated Document would permit development that would not otherwise be allowed to be constructed within the NRZ.

In the preparation of this evidence I have considered a combination of the Panel Hearing Booklet and the Architectural drawings entitled 'MECWACARE 351 Church Street, Richmond', Revision C - drawing numbers TP00 to TP44 (CHT Architects, 4 November 2017), noting that the former document does not include any elevational drawings. Where there is an inconsistency between the two drawings – such as the notation concerning the retention of the chimneys – I have assumed that the Panel Hearing Booklet documentation describes the current version of the proposed development. Notwithstanding this, the heritage matters are largely consistent between the two sets of plans.

The following summary analysis of the proposal has been undertaken in light of the heritage provisions of the Yarra Planning Scheme and has been informed by the HIS and the GJM Heritage memoranda. The relevant sections of the Yarra Planning Scheme are contained in Annexure A of this report.

3.1 The Proposal

It is proposed that the two c1940s red brick wings and the rear of the 1850s terraces will be demolished and replaced with a three to five-storey aged care residential accommodation building with roof-top building services, a lower ground floor and one level of basement car parking. Internal fabric within the terraces will be demolished. The roof and chimneys of the terraces will be retained or reinstated where retention during works is not possible.

A single-storey structure to the south of the terraces (believed to date from the 1940s) is proposed to be demolished and replaced with a two-storey, predominantly glazed structure. Associated landscaping, fencing, services enclosure, electrical substation kiosk and signage is proposed.

3.2 Assessment of Proposed Demolition

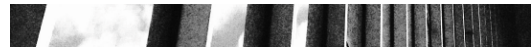
In my view, the 1850s terraces are appropriately identified as being 'individually significant' within the context of the Church Street Precinct (HO315).

The HIS appears to assume that the red-brick wings to the rear of the terraces is the fabric identified as 'not contributory' in earlier versions of Appendix 8; however, the current version of Appendix 8 indicates that the 'not contributory' status applies specifically to the 1960s/70s YWCA building at the rear of the subject site.

Notwithstanding the above, the rear wings post-date the original terraces and – when viewed from the street – appear to be of simple, utilitarian design. Given their age (c1940 and later) and their lack of architectural merit, it is considered that their demolition will not negatively affect the significance of the terraces or the Church Street Precinct and is therefore acceptable.

Similarly, while not specifically identified in Appendix 8, the simple, single-storey brick structure to the south of the terraces does not date from the original phase of the development of the site and does not make any architectural or historical contribution to the significance of the terraces or the Church Street Precinct. Its demolition is also considered to be acceptable in the context of the Church Street Precinct.

In relation to the proposed level of demolition within the terraces internal alteration controls are not selected within the Schedule to the Heritage Overlay, and therefore the removal of these elements does not trigger assessment under Clause 43.01.



In terms of the overall level of demolition sought, it is my view that this the proposal demonstrates the maximum that can be considered acceptable within the context of the Decision Guidelines of the Heritage Overlay (Clause 43.01) and with the policy provided at Clause 22.02-5.1 to:

Generally discourage the demolition of part of an individually significant ... building or removal of contributory elements unless:

- *That part of the heritage place has been changed beyond recognition of its original or subsequent contributory character(s).*

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

Provision within the Construction Management Plan should be made to ensure that the chimneys and roof form of the heritage building are protected, temporarily supported, retained and/or reinstated as appropriate.

3.3 Assessment of New Development

The proposed new works comprise:

- A new two-storey, predominantly glazed building to replace the single-storey brick structure to the south of the terraces.
- A three-storey development rising to a five-storeys with balconies to the rear of the terraces at levels 2, 3 and 4. The building has rooftop building services, a lower ground floor and one level of basement car parking.
- Construction of a new airlock structure on the front façade of the heritage buildings.
- A 1.5m high palisade fence, site services enclosure, electrical substation kiosk and signage.
- Associated landscaping.

I agree with the HIS where it notes that “...the proposed aged care facility does not comply [with the heritage provisions of the planning scheme] *in terms of height, scale and visibility.*” However, Clause 10.04 ‘Integrated Decision Making’ of the Victoria Planning Provisions seeks “...to balance conflicting objectives in favour of net community benefit and sustainable development for the benefit of present and future generations”. It is in the context of the broader community benefits that have been stated to flow from the redevelopment of the subject site as an aged care facility that I agree with the conclusion of the HIS and memorandum prepared in response to Council’s request for further information (Lovell Chen, 7 December 2017) that:

In some respects, the proposal challenges the expectations of the Planning Scheme. It will be a visible addition to an ‘individually significant’ heritage place. That said, as far as possible, the proposed facility has been designed to defer to the heritage buildings, through the use of a muted colour palette, simple, contemporary form and deep upper level setbacks. Critically, from a heritage perspective, the terraces will continue to be understood as mid-nineteenth century buildings in the Church Street streetscape with an appropriate landscape setting.

On balance, and having regard to the intended use of the building to provide an essential community service, it is considered that the approach adopted is acceptable from a heritage perspective.¹

While, on balance, the new development is acceptable in heritage terms, it is my view that some

¹ Heritage Impact Statement: Richmond Hill Hotel, 351-353 Church Street, Richmond (Lovell Chen, May 2017)

amendments to the proposed development or associated documentation are required and these are discussed further below.

The proposed new elements are considered in turn:

3.3.1 Alterations to the heritage buildings

The architectural drawings suggest that the retained heritage buildings will undergo little external change. However, drawing TP02 Rev D provided within the Panel Hearing Booklet shows a window converted to a door and a new glazed airlock structure constructed on the ground floor façade at the main entrance. The airlock structure is not shown on the version of drawing TP02 as exhibited (Rev C) and is not reflected on any of the elevational drawings or the three-dimensional renders provided to illustrate the Materials Schedule Options. I also note that this element is not addressed within the HIS.

While, if detailed sensitively, the proposed new door opening is acceptable in heritage terms, it is my view that the airlock element 'will adversely affect the significance, character or appearance of the heritage place' and does not adequately address the heritage policy at Clause 22.02. Therefore, this element should be deleted from the amended architectural drawings that form part of the Incorporated Document. An external airlock is unnecessary and this function can be accommodated internally without any adverse impact on the appearance of the heritage building and its presentation within the Church Street Precinct.

3.3.2 Two-storey building to the south of the terraces

The two-storey, predominantly glazed building to the south of the terraces is proposed to be set 1m behind the front wall of the neighbouring terraces. This siting is an improvement on the existing condition as the current building is set forward of the front wall of the terraces. Material Schedule Options 1 and 2 in the Panel Hearing Booklet show this structure to be finished in what appears to be a grey pre-cast concrete with vertically proportioned window openings generally reflecting the patterning of the fenestration of the terraces. Option 3 in the Panel Hearing Booklet appears to show this structure with what appears to be curtain glazing with a strong horizontal emphasis at first floor level; however, the details of this elevation are unclear.

I consider that the height, setback, form and simple, recessive detailing of this element shown in Options 1 and 2 are acceptable for the following reasons:

- The height and massing of the proposed new structure is recessive, being no higher than the eaves height of the heritage building.
- The use of solid wall panels with discrete vertically proportioned window openings refers in a contemporary manner to the solid to void ratio of the retained heritage façades.
- The siting of the new structure will ensure the 1850s terraces remain the prominent element in the streetscape.
- The reintroduction of an, albeit small, solid return of the southern wall will allow for a continued appreciation of the original form of the terraces.
- The visibility of the neighbouring 'individually significant' building at 357-359 Church Street is retained in more immediate oblique views as you move south down Church Street.

This element meets the following policy guidance within Clause 22.02-5.7.1 to:

- *Respect the pattern, rhythm, orientation to the street, spatial characteristics, fenestration, roof form, materials and heritage character of the surrounding historic streetscape.*
- *Be articulated and massed to correspond with the prevailing building form of the heritage place or contributory elements to the heritage place. Be visually recessive and not dominate the heritage place.*
- *Be distinguishable from the original historic fabric.*
- *Not remove, cover, damage or change original historic fabric.*

- *Not obscure views of principle façades.*
- *Consider the architectural integrity and context of the heritage place or contributory element.*

In particular the height of the proposed new structure meets the heritage policy at Clause 22.02-5.7.1:

Encourage similar façade heights to the adjoining contributory elements in the street. Where there are differing façade heights, the design should adopt the lesser height.

Option 3 in the Panel Hearing Booklet is insufficiently detailed for a full assessment of its heritage merits or impacts to be made, particularly in relation to materiality, façade treatment and articulation. The elevational drawings provided in ‘MECWACARE 351 Church Street, Richmond’, Revision C do not fully accord with any of three Material Schedule Options included within the Panel Hearing Booklet, and these should be updated in an amended Incorporated Plan.

3.3.3 Rear development

While not complying with the sight line guidance contained within Clause 22.02, the proposed height, massing and detailing of the new rear development will retain the terraces as the prominent element within the streetscape and is considered to be generally acceptable from a heritage perspective given:

- The taller built form is set back approximately 30m from the front property boundary.
- The fourth and fifth levels of the new built form are set back approximately 5m from the rear of the terraces and approximately 15m from the front wall of the terraces.
- The new, higher built form is angled away from the heritage fabric, reducing its visual bulk when viewed from the street.
- The materials proposed are visually lightweight, recessive in colour (in Materials Schedule Option 1) and contemporary in detailing.
- The surrounding built form context is highly variable and can accommodate contemporary form of this scale.

The rear development, through its siting, massing, form, material and articulation, does however respond to the following policies within Clause 22.02-5.7.1 to:

- *Be distinguishable from the original historic fabric.*
- *Not remove, cover, damage or change original historic fabric.*
- *Not obscure views of principle façades.*
- *Consider the architectural integrity and context of the heritage place or contributory element.*

and

Minimise the visibility of new additions by:

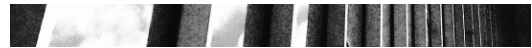
- *Locating ground level additions and any higher elements towards the rear of the site.*

The proposed materiality of the rear development is addressed in more detail in Section 4 of this report.

3.3.4 Landscaping, fencing, services and signage

The proposed landscaping, as detailed in plans prepared by John Patrick, are considered appropriate in the context of the heritage place.

It is noted that in the height of the front palisade fence has been reduced from 1.8m to 1.5m since the preparation of the GJM Heritage memoranda (dated 3 July and 20 November 2017). This revision is supported. A palisade fence of 1.5m in height is appropriate for this type of heritage place and will ensure visual permeability to the heritage fabric.



It is noted that signage details have not been provided in the Panel Hearing Booklet. Consistent with earlier advice, it is my view that the height and length of the signage should be the minimum necessary and located in a manner that allows for the heritage terraces to be viewed clearly from the public realm.

Likewise, the emergency and essential services enclosure to the northern end of the street boundary and the electrical substation kiosk structure should be limited in height to 1.5m and their length minimised. Consistent with the advice provided in the GJM Heritage memoranda, the length of the services enclosure should be no wider than one bay of the heritage buildings, that is the distance between verandah columns.

This is necessary to address the guidance at Clause 22.02-5.7.1 to:

- *Be visually recessive and not dominate the heritage place.*
- *Not remove, cover, damage or change original historic fabric.*
- *Not obscure views of principle façades.*

3.3.5 Conservation works

It would normally be anticipated that conservation (repair, restoration and reconstruction) works be identified as part of a development proposal of this scale. Such works would assist in a proposed development to meet the purposes of Clause 43.01, being to 'conserve and enhance heritage places of ... cultural significance'. Although, I have not undertaken a condition survey of the heritage building, it appears that it would be desirable for some or all of the following conservation works to be undertaken:

- Local repair of cracked or drummy render
- Local repair of decorative mouldings
- Repair of verandah floors
- Repair and redecoration of timber joinery
- Repair, rust treatment and redecoration of verandah ironwork
- Replacement and/or repair and redecoration of rainwater goods
- Repair of chimneys
- Repair and redecoration of verandah roof and soffit.

Although the HIS identifies that conservation works will be undertaken, it is my view that Section 4.2.1 of the Incorporated Document should be amended to specifically require that a schedule of conservation works be prepared by a suitably qualified heritage architect and that this be completed to the satisfaction of the Responsible Authority prior to an Occupancy Permit being issued under the *Building Act 1993*.

Such works would address the policy within Clause 22.02 'to encourage the preservation, maintenance, restoration and where appropriate, reconstruction of heritage places'.

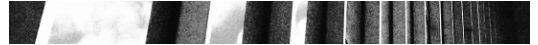
3.3.6 External paint colours

As the schedule to HO315 selects 'external paint controls' any development within the Heritage Overlay must specify the proposed paint colours. The HIS identifies that the redecoration of the retained heritage building will be informed by architectural paint analysis. To ensure that this occurs, Section 4.2.1 of the Incorporated Document should be amended to require that the colour scheme of all external elements of the heritage building including the render, ironwork and joinery of retained heritage building be specified based on to the architectural paint analysis satisfaction of the responsible authority.

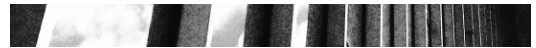
The render should be painted with a matt mineral based paint finish.

3.4 Conclusion

It is my view, which is consistent with that of the HIS, that the development does not comply with the policy within Clause 22.02 in relation to the visual concealment of rear development. However, noting the demonstrated need for aged care residential services as identified by Council and when considered against the other relevant policies within Clause 22.02 and the decision guidelines within Clause 43.01, it is my view



that, on balance (with the exception of the matters noted above) that the proposed demolition and redevelopment represents an acceptable outcome under the heritage provisions of the Yarra Planning Scheme.



4. Proposed Finishes for New Development

In addition to providing a view on the acceptability of the proposed extent of demolition and proposed development, I have been instructed to provide an opinion on the appropriateness, in heritage terms, of the proposed material, colour and finish of the proposed new development on the subject site.

The Panel Hearing Booklet identifies three 'Material Schedule Options' on pages 38-43.

It is my view that new additions to heritage buildings, particularly those that are designed to be read as separate buildings or discrete elements, should generally adopt a 'interpretative' rather than 'respectful' design approach. In this case, a contemporary design approach using visually lightweight materials that subtly contrast with the masonry form of the heritage building is appropriate for the new taller development at the rear. In this respect, the general design approach of each Material Schedule Option is broadly acceptable, however some achieve a better heritage outcome than others as discussed below.

4.1 Material Schedule Option 1

The finishes illustrated in Option 1 utilises standing seam and perforated metal cladding in Colorbond™ 'Basalt' (mid-grey) and 'Monument' (dark grey). The use of a grey colour palette will provide a subtle contrast with the painted rendered finish of the heritage building. This change in colour will help distinguish the new materials from the old as required by Clause 22.02-5.7.1 and the choice of mid-grey tones will provide a neutral and recessive backdrop to the retained heritage fabric. Combined with the sloping form of the rear development, the mid-grey tones will make the fourth and fifth floors appear as a roof form for the new development when viewed from the street. The use of grey is also more likely to blend into overcast skies typical of Melbourne and is less likely to produce glare in sunny conditions.

The mix of standing seam cladding and perforated screens provides some variety in the articulation of the new element which will help break down the apparent bulk of the development and reduce its visual scale as required by the policy to within Clause 22.02-5.7.1 to 'be visually recessive and not dominate the heritage place'.

4.2 Materials Schedule Option 2

Option 2 utilises standing seam and perforated metal cladding in the same manner as Option 1 but substitutes Colorbond™ 'Surfmist', an off-white colour, for the mid and dark grey colours used in Option 1. While the use of the mix of standing seam cladding and perforated screens provides some variety in the articulation of the new element – which will help break down the apparent bulk of the development and reduce its visual scale as described in Option 1 above – the use of an off-white colour will increase the visual prominence of the new rear development.

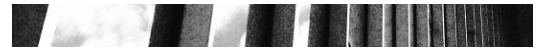
This colour choice is also more likely to compete with the light-coloured render finish of the heritage building as shown on the visualisations within the Panel Hearing Booklet. The white material is likely to create more glare than a mid-grey finish and will be visually more prominent against overcast skies.

This option is considered to be the second most appropriate outcome in heritage terms.

4.3 Materials Schedule Option 3

Option 3 utilises standing seam metal cladding in Colorbond™ 'Surfmist', but not perforated metal screening. The reduction in the variety of finishes will provide a new structure with less varied and articulated elevations. This will increase the visual bulk of the new building, increasing its apparent scale. As noted above, the use of an off-white colour for the Colorbond™ cladding will increase the visual prominence of the new rear development and is more likely to compete with the light-coloured render finish of the heritage building and create issues with glare.

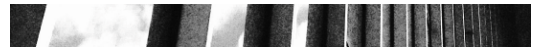
This option is the least preferred outcome in heritage terms.



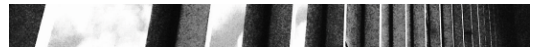
5. Response to Submissions

Maddocks Lawyers have instructed me to address the submissions relating to heritage matters received in response to the exhibition of Yarra Amendment C225. The following responses are provided.

No.	Submitter	Organisation	Summary of heritage issues raised	Response
1	Pasquale Vizzone	Property owner	Objection. The height exceeds the mandatory 9m NRZ height limit.	The non-compliance with the concealment guidance within Clause 22.02 is discussed in 3.3.3 above. Although the height makes the new building visible behind the retained heritage building, it is set back, massed and detailed to minimise its visual bulk and responds appropriately to other policy within Clause 22.02 and the decision guidelines within Clause 43.01.
2	Ron & Marion Carpenter	Property owner	Supports that part of the development proposal that seeks to retain the heritage building facades at the front of 351 Church Street. Objects to the proposed variation to the existing height limitation in the area. The height and bulk of the proposed new building will affect our property (on the South side of number 343) as it will dominate the outlook. The new building may compete with St Ignatius and detract from that building. Instead of this location being defined by the St Ignatius spire it will be dominated by this building or others which follow.	Support noted. Private amenity impacts are not a heritage matter. Refer to the response to Submission 1 for a discussion on height. The spire of St Ignatius Church is identified as a 'landmark' in Clause 22.03. The subject site is located approx. 80m south of, and on the opposite side of Church Street from, the tower and spire of St Ignatius Church. A review from Google Streetview suggests that the development will not diminish views of the spire or its role as a principal built form reference in the locality.
3	Anne Birsa	Property owner	Objection. Height is not in keeping with surrounding buildings.	Refer to the response to Submission 1.
4	Grant Divall	YWCA Housing	Objection. Visual bulk, height and mass of the proposed building.	Refer to the assessment of the proposal at 3.3, noting the recommended amendments to the Incorporated Document and associated architectural drawings.
5	Gaynor Taylor	Property owner	Objection. No heritage issues raised.	Noted



6	Adele Heinze	Property owner	<p>Objection.</p> <p>Due to the impact on the integrity of Richmond’s Heritage Overlay.</p> <p>The height exceeds the mandatory 9m NRZ height limit.</p>	<p>Refer to the assessment of the proposal at 3.3, noting the recommended amendments to the Incorporated Document and associated architectural drawings.</p> <p>Refer to the response to Submission 1.</p>
7	Erin Skurrie	Mecwacare	<p>Support.</p> <p>An architecturally considered built form outcome that, in addition to the community benefit.</p> <p>Will restore the existing heritage building and construct a new contemporary addition that responds to the site’s heritage sensitivities.</p> <p>The revised Incorporated Document includes the following additional item for amended plans (at 4.2.1): c) An updated finishes schedule which is to provide white or pale finishes to the elevations.</p>	<p>Refer to the assessment of the proposal at 3.3, noting the recommended amendments to the Incorporated Document and associated architectural drawings.</p> <p>Neither the Incorporated Document nor the architectural drawings identify a comprehensive program of conservation works. Refer to 3.3.5, noting the recommendation for a schedule of conservation works to be prepared and undertaken.</p> <p>The addition of a condition under section 4.2.1 of the Incorporated Document to require an updated schedules finishes is supported, however ‘white or pale finishes to elevations’ is not supported. Refer to Section 4 for discussion on the Materials Schedule Options.</p>



6. Declaration

I have made all the inquiries that I believe are desirable and appropriate and no matters of significance which I regard as relevant have to my knowledge been withheld from the Panel.

A handwritten signature in blue ink, appearing to read 'Jim Gardner', with a long horizontal flourish extending to the right.

Jim Gardner
Director, GJM Heritage

ANNEXURE A: Heritage Provisions of the Yarra Planning Scheme

The *Planning & Environment Act 1987* and the Victoria Planning Provisions (VPP) requires planning and responsible authorities to take a balanced approach to strategic and statutory planning functions that consider potentially competing objectives in an integrated manner to deliver a net community benefit for current and future generations. The objectives of planning in Victoria as set out in Section 4(1) of the *Planning and Environment Act* are:

- To provide for the fair, orderly, economic and sustainable use and development of land.
- To provide for the protection of natural and man-made resources and the maintenance of ecological processes and genetic diversity.
- To secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria.
- To conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value.
- To protect public utilities and other assets and enable the orderly provision and coordination of public utilities and other facilities for the benefit of the community.
- To facilitate development in accordance with the objectives set out in the points above.
- To balance the present and future interests of all Victorians.

In preparing this evidence I have considered the proposal against the following heritage-related provisions of the Yarra Planning Scheme:

- State Planning Policy Framework (SPPF) – Clause 10 (Operation of the State Planning Policy Framework)
- State Planning Policy Framework (SPPF) – Clause 15 (Built Environment and Heritage)
- Local Planning Policy Framework (LPPF) – Clause 21.05 (Built Form)
- Local Planning Policy (LPP) – Clause 22.02 (Development Guidelines for Sites Subject to the Heritage Overlay)
- Local Planning Policy (LPP) – Clause 22.10 (Built Form and Design Policy)
- Heritage Overlay – Clause 43.01

VPP – Clause 10 - Operation of the State Planning Policy Framework

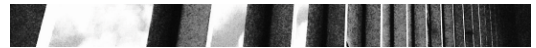
Clause 10.04 of the VPP addresses ‘integrated decision making’, and states:

Society has various needs and expectations such as land for settlement, protection of the environment, economic well-being, various social needs, proper management of resources and infrastructure. Planning aims to meet these by addressing aspects of economic, environmental and social well-being affected by land use and development.

Planning authorities and responsible authorities should endeavour to integrate the range of policies relevant to the issues to be determined and balance conflicting objectives in favour of net community benefit and sustainable development for the benefit of present and future generations.

SPPF – Clause 15 - Built Environment and Heritage

Clause 15 of the SPPF begins by noting that:



Planning should ensure all new land use and development appropriately responds to its landscape, valued built form and cultural context, and protect places and sites with significant heritage, architectural, aesthetic, scientific and cultural value.

The clause contains the overarching objectives that include:

Planning should achieve high quality urban design and architecture that:

- *Contributes positively to local urban character and sense of place.*
- *Reflects the particular characteristics, aspirations and cultural identity of the community.*

Clause 15.01-2 – Urban design principles includes the heritage related strategy:

- *New development should respect, but not simply copy, historic precedents and create a worthy legacy for future generations.*

Clause 15.03-1 of the SPPF contains the following specific objective:

To ensure the conservation of places of heritage significance.

A number of strategies have been developed to achieve this objective. These include:

Identify, assess and document places of natural and cultural heritage significance as a basis for their inclusion in the planning scheme.

Provide for the protection of natural heritage sites and man-made resources and the maintenance of ecological processes and biological diversity.

Provide for the conservation and enhancement of those places which are of, aesthetic, archaeological, architectural, cultural, scientific, or social significance, or otherwise of special cultural value.

Encourage appropriate development that respects places with identified heritage values and creates a worthy legacy for future generations.

Retain those elements that contribute to the importance of the heritage place.

Encourage the conservation and restoration of contributory elements.

Ensure an appropriate setting and context for heritage places is maintained or enhanced.

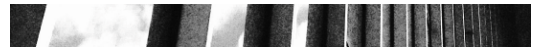
Support adaptive reuse of heritage buildings whose use has become redundant.

LPPF – Clause 21.05 – Built Form

Clause 21.05 contains the local policy objectives and strategies for ‘Built Form’. Clause 25.05-1 ‘Heritage’ includes Objective 14 - ‘to protect and enhance Yarra’s heritage places.’

The relevant strategies to deliver this objective include:

- Strategy 14.1 Conserve, protect and enhance identified sites and areas of heritage significance including pre-settlement ecological heritage.*
- Strategy 14.2 Support the restoration of heritage places.*
- Strategy 14.3 Protect the heritage skyline of heritage precincts.*
- Strategy 14.4 Protect the subdivision pattern within heritage places.*
- Strategy 14.5 Protect the significant landscape and heritage within streets, parks, gardens, waterways or other open spaces.*
- Strategy 14.6 Protect buildings, streetscapes and precincts of heritage significance from the visual intrusion of built form both within places and from adjoining areas.*
- Strategy 14.7 Protect sites of significance to Aboriginal people.*
- Strategy 14.8 Apply the Development Guidelines for sites subject to a Heritage Overlay policy at clause 22.02*



Strategy 14.9 Apply the Landmarks and Tall Structures policy at clause 22.03.

LPP – Clause 22.02 - Development Guidelines for Sites Subject to the Heritage Overlay

Clause 22.02 contains the ‘Development Guidelines for Sites Subject to the Heritage Overlay’. The relevant objectives are provided at clause 22.02-4 and include:

To conserve Yarra’s natural and cultural heritage.

To conserve the historic fabric and maintain the integrity of places of cultural heritage significance.

To retain significant view lines to, and vistas of, heritage places.

To preserve the scale and pattern of streetscapes in heritage places.

To encourage the preservation, maintenance, restoration and where appropriate, reconstruction of heritage places.

To ensure the adaptation of heritage places is consistent with the principles of good conservation practice.

To ensure that additions and new works to a heritage place respect the significance of the place.

To encourage the retention of ‘individually significant’ and ‘contributory’ heritage places.

To protect archaeological sites of cultural heritage significance.

Clause 22.02-5 contains policy to guide assessment of development proposals. Those relevant to this matter are analysed further below.

Clause 22.02-5.1 ‘Removal of Part of a Heritage Place or Contributory Elements’ states that it is policy to:

Generally discourage the demolition of part of an individually significant or contributory building or removal of contributory elements unless:

- *That part of the heritage place has been changed beyond recognition of its original or subsequent contributory character(s).*
- *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.*

Of the general guidance provided in Clause 22.02-5.7.1 – New Development, Alterations or Additions the following is relevant:

Encourage the design of new development and alterations and additions to a heritage place or a contributory element to a heritage place to:

- *Respect the pattern, rhythm, orientation to the street, spatial characteristics, fenestration, roof form, materials and heritage character of the surrounding historic streetscape.*
- *Be articulated and massed to correspond with the prevailing building form of the heritage place or contributory elements to the heritage place.*
- *Be visually recessive and not dominate the heritage place.*
- *Be distinguishable from the original historic fabric.*
- *Not remove, cover, damage or change original historic fabric.*
- *Not obscure views of principle façades.*

- *Consider the architectural integrity and context of the heritage place or contributory element.*

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.

Encourage similar façade heights to the adjoining contributory elements in the street. Where there are differing façade heights, the design should adopt the lesser height.

Minimise the visibility of new additions by:

- *Locating ground level additions and any higher elements towards the rear of the site.*
- *Encouraging ground level additions to contributory buildings to be sited within the 'envelope' created by projected sight lines (see Figure 1)*
- *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).*
- *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.*

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.

The Decision Guidelines provided at Clause 22.02-7 state that:

Before deciding on an application the responsible authority will consider:

- *Whether there should be an archival recording of the original building or fabric on the site.*
- *The heritage significance of the place or element as cited in the relevant Statement of Significance or Building Citation.*

LPP – Clause 22.03 – Landmarks and Tall Structures

It is policy at Clause 22.03-3 to:

- *Protect views to the silhouette and profile of Yarra's valued landmarks to ensure they remain as the principal built form reference.*

The design response for landmarks at Clause 22.03-4 requires that:

New buildings within the vicinity of the following landmarks should be designed to ensure the landmarks remain as the principal built reference:

- *Spire of St Ignatius Cathedral, Church Street, Richmond*

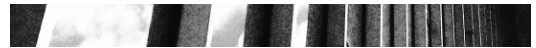
VPP – Clause 43.01 - Heritage Overlay

The purpose of the Heritage Overlay stated at Clause 43.01 is:

To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.

To conserve and enhance heritage places of natural or cultural significance.

To conserve and enhance those elements which contribute to the significance of heritage places.



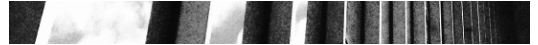
To ensure that development does not adversely affect the significance of heritage places.

To conserve specifically identified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably assist with the conservation of the significance of the heritage place.

Clause 43.01-1 provides that a permit is required to demolish a building or construct a building or carry out works including to externally alter a building affected by a Heritage Overlay.

The Decision Guidelines are contained within Clause 43.01-4. These state that before deciding on an application, in addition to the Decision Guidelines in Clause 65, the responsible authority must consider, a number of matters. Relevantly, these include:

- *The State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
- *The significance of the heritage place and whether the proposal will adversely affect the natural or cultural significance of the place.*
- *Any applicable statement of significance, heritage study and any applicable conservation policy.*
- *Whether the location, bulk, form or appearance of the proposed building will adversely affect the significance of the heritage place.*
- *Whether the location, bulk, form and appearance of the proposed building is in keeping with the character and appearance of adjacent buildings and the heritage place.*
- *Whether the demolition, removal or external alteration will adversely affect the significance of the heritage place.*
- *Whether the proposed works will adversely affect the significance, character or appearance of the heritage place.*
- *Whether the proposed subdivision will adversely affect the significance of the heritage place.*
- *Whether the proposed subdivision may result in development which will adversely affect the significance, character or appearance of the heritage place.*
- *Whether the proposed sign will adversely affect the significance, character or appearance of the heritage place.*
- *Whether the lopping or development will adversely affect the health, appearance or significance of the tree.*



ANNEXURE B: Draft Memorandum entitled 'Heritage Advice: Yarra Amendment C225 – 351-353 Church Street, Richmond' (GJM Heritage, 29 November 2016)



Heritage Advice

Heritage Advice: Yarra Amendment C225 – 351-353 Church Street, Richmond

Prepared for: City Strategy Branch, Yarra City Council

Date: 29 November 2016

Project Ref: 2016-098

1. Introduction

An application to amend the Yarra Planning Scheme has been lodged on behalf of *mecwacare*. The amendment seeks a site-specific control to allow the redevelopment of 351-353 Church Street, Richmond for a multi-level residential aged care facility.

You have requested that GJM Heritage:

1. Undertake a critical review of *Heritage Appraisal: Richmond Hill Hotel, 351-353 Church Street, Richmond (October 2016)* prepared by Lovell Chen Architects & Heritage Consultants for *mecwacare*.
2. Provide heritage advice and recommendations in response to the proposal.

The documents reviewed to inform this advice were:

- *Heritage Appraisal: Richmond Hill Hotel, 351-353 Church Street, Richmond (October 2016)*, Lovell Chen Architects & Heritage Consultants (Heritage Appraisal)
- *351 Church Street, Richmond: Proposed Planning Scheme Amendment – Town Planning Report (21 October 2016)*, Urbis (Town Planning Report)
- *16127 – Mecwacare: Urban Context Report – 351-353 Church Street, Richmond, 3121 (21st October 2016)*, CHT Architects (Urban Context Report)
- *16127 – 351 Church Street Richmond – Town Planning Set (A) – TP00-TP14, TP20-21, TP25-26, TP30-32 (21 October 2016)*, CHT Architects (TP Set)

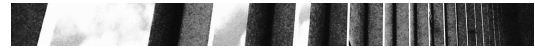
A visual inspection of the site from the public realm was completed on 23 November 2016.

2. The subject site

The subject site is included within the Church Street Precinct, identified as HO315 in the Schedule to the Heritage Overlay of the Yarra Planning Scheme. External paint controls are triggered for the precinct.

The subject site comprises two, two-storey terrace buildings constructed in the early 1850s and set within a landscaped front setback. The northern terrace is a double-fronted building while the southern building is a single-fronted building. The two terraces were consolidated in 1917 to provide accommodation for the YWCA.

The Incorporated Document *Appendix 8: City of Yarra Review of Heritage Overlay Areas* (2007, revised March 2011) (Appendix 8) identifies the terraces as being ‘individually significant’ within the Church Street



Precinct. 1960s-70s development at the rear of the site, identified as being within Property Number 191335, is identified in Appendix 8 as being 'not contributory'.

In summary, the Church Street Precinct is identified as being significant for the following reasons:

- *As one of the first parts of Richmond to be subdivided and developed, as expressed by early buildings like Messenger House, 333 Church Street, from the 1840s;*
- *As the chosen site for a number of individually significant 19th and early 20th century buildings set in grounds and including early ecclesiastical and civic buildings, and some Melbourne landmarks, as well as substantial residential buildings that were attracted to the area by its elevated topography, high amenity and proximity to churches;*
- *As the site of key civic or institutional buildings in Richmond from the 19th century through to the 1920s (i.e. The Richmond RSL Hall); and*
- *For its significant architecture such as the William Wardell designed St Ignatius Roman Catholic Church as a well-known and prominent landmark across the metropolitan area.*

3. The proposal

An amendment to the Yarra Planning Scheme has been requested to facilitate the redevelopment of the subject site.

It is proposed that the two non-contributory red brick wings to the rear of the 1850s terraces will be demolished and replaced with a three to five above-ground storey residential accommodation building.

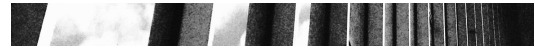
A single-storey structure to the south of the terraces (believed to date from the 1940s) is proposed to be demolished and replaced with a two-storey, curtain glazed structure that will form the entrance to the facility.

4. Submitted documentation

We note that the Heritage Appraisal, which is only an outline assessment of the proposal against the heritage provisions of the Yarra Planning Scheme, is based on undated 'preliminary documentation' that 'establishes the broad intent of the scheme'. The Heritage Appraisal notes that a full Heritage Impact Statement (HIS) will be prepared in response to Town Planning documentation (page 1). A full assessment of heritage impacts against the TP Set (dated 21 October 2016) has not been prepared and no HIS has been lodged in support of the amendment request. A HIS should be provided as the form and detail of the development considered as the basis of the Heritage Appraisal – and how it differs from the lodged TP Set – is unknown.

In particular, we note the following key inconsistencies or omissions evident between the Heritage Appraisal and the TP Set:

- The sightline diagram at Figure 11 of the Heritage Appraisal does not match that of TP25 in the TP Set. Figure 11 of the Heritage Appraisal provides a greater level of concealment of the rear built form than the TP Set, the latter of which is preferable from a heritage perspective.
- The Heritage Appraisal does not consider the heritage impacts of the proposed 1.8m high fencing at the front of the property, the car parking in the front setback, the approximately 2m high signage located in front of the northern terrace or the roof terrace on the new two-storey structure to the south of the terraces.
- Despite the Heritage Appraisal noting that conservation works will be undertaken to the heritage buildings, these are not indicated in the TP Set.



- The Heritage Appraisal does not fully assess the development against the heritage provisions of the Yarra Planning Scheme, and it is noted that this document is not intended to replace a full HIS.

In terms of the lodged TP Set, we also note the following inconsistencies or omissions:

- TP25 should show the sight lines to other salient points of the proposed development (including to the top of the five-storey structure and the top of the roof plant screen).
- The architectural drawings do not appear to closely relate to the 3D render on TP00 and provided within the Urban Context Report, which show a much more articulated façade with a folded or undulating form.
- The proposed materials and finishes are not clearly identified.

5. Heritage analysis of the proposed development

Demolition

In our view, the 1850s terraces are appropriately identified as being ‘individually significant’ within the context of the Church Street Precinct (HO315).

The Heritage Appraisal appears to assume that the red-brick wings to the rear of the terraces is the fabric identified as ‘not contributory’ in Appendix 8; however, this may not be the case. The ‘not contributory’ status may be intended to apply to 345 Church Street at the rear of 351-353 Church Street. Cross-checking of Property Number 191335 (as identified in Appendix 8) should occur to verify which parcel of land the ‘not contributory’ status applies to. If the rear wings form part of the ‘individually significant’ terraces, then the appropriateness of the demolition of these wings should be properly considered in a full HIS following a detailed inspection of the structures.

Notwithstanding the above, it is accepted that the rear wings post-date the original terraces and – when viewed from the street – appear to be of simple, functional design. Given their age (c1940 and later) and their lack of architectural merit, it is considered that their demolition will not negatively affect the significance of the Church Street Precinct and is therefore acceptable.

Similarly, while not specifically identified in Appendix 8, the simple, single-storey brick structure to the south of the terraces is not original and does not make any architectural or historical contribution to the significance of the Church Street Precinct. Its demolition is also considered to be acceptable in the context of the Church Street Precinct.

In terms of the level of demolition sought in the proposed development, it is our view that the proposal accords comfortably with the Decision Guidelines of the Heritage Overlay (Clause 43.01) and with the guidance provided at Clause 22.02 (Development Guidelines for sites subject to the Heritage Overlay).

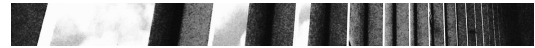
New works

The proposed works comprise:

- A new two-storey curtain glazed building with rooftop terrace to replace the single-storey brick structure to the south of the terraces.
- A three-storey development with rooftop terrace to the rear of the terraces, rising to a five-storey accommodation building with rooftop plant.
- Associated landscaping, fencing and signage.

These elements will be considered in turn.

- (i) *Two-storey glazed building*



The two-storey, predominantly curtain glazed “entrance” building is proposed to be set in line with the front wall of the neighbouring terraces. While this approach is considered an improvement on the existing condition by Lovell Chen, it is inconsistent with the guidelines at Clause 22.02, which notes that new additions to individually significant places should be set towards the rear of the site and should be concealed by existing heritage fabric when viewed from the street. We recommend that this structure be set further back behind the principal street frontage for the following reasons:

- It will allow for a continued appreciation of the original form of the terraces, including the southern return.
- It will ensure the visibility of the ‘individually significant’ building at 357-359 Church Street is retained in more immediate oblique views as you move south down Church Street, especially given the reduced setback of the proposed built form to the north of this property.
- It will ensure new development falls outside of the tree protection zone (TPZ) of the mature Oak, which should be retained if possible.

In terms of height, it is our view that the new structure should be no higher than the eaves of the terraces and that the roof terrace and balustrade should therefore be deleted.

(ii) Rear development

The massing of the new rear development is generally considered to be acceptable given the setback of the taller form from the terraces and the highly variable built surroundings, although the heights should accord with the envelopes contained in Figure 11 of the Heritage Appraisal rather than those in the TP Set.

It is recommended that the roof terrace planter and balustrading be set back further and that further detail be provided on the materials and finishes proposed for the roof terrace to ensure this appears as a recessive element when viewed from the west of Church Street.

Further detail is required to properly understand the proposed façade treatment. The architectural drawings appear to differ from the renders, and the renders are considered to be too highly articulated and “busy” - drawing attention away from the subtle decoration of the terrace facades.

Sight line diagrams are required to understand the visibility of the rooftop plant (as proposed in the TP Set) from west of Church Street. Roof top plant should be set back so that it is concealed from these views.

(iii) Landscaping, fencing and signage

As mentioned above, the Heritage Appraisal does not consider the heritage impacts of the proposed 1.8m high charcoal palisade fence at the front of the property, the car parking in the front setback (noting that some already exists in this location) and the approximately 2m high signage located in front of the northern terrace.

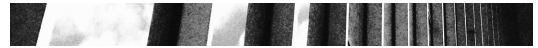
The form, height and colour of the front fence should be based on historical evidence for the property or should accord with the form, height and colour typical of the era and should not exceed 1.5m in height.

Consideration should be given to relocating the car parking spaces to the southern end of the site, in front of the new two-storey structure rather than the historic houses, if it can be accommodated around the oak.

New signage should be located in front of the new two-storey structure to allow clear views to the terraces.

6. Recommendations

Following review of the documents lodged in support of a request for Amendment C225 to the Yarra Planning Scheme, we make the following recommendations prior to considering this application further:

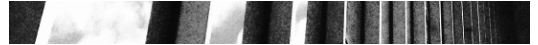


- a) Council request a full HIS against the TP Set to be lodged in support of the amendment request.
- b) The new two-storey element to the south of the terraces be set further back and the rooftop terrace deleted.
- c) Drawings with accurate sightlines be produced that show the visibility of each element of the new development.
- d) The rear roof top terrace planter and balustrade be set back at a distance to be informed by sight line analysis.
- e) Refinement of the façade detailing, and detail provided on materials and finishes.
- f) The rooftop plant be set further back (if required to ensure it is not visible from the western side of Church Street).
- g) A lower, more historically appropriate fence be incorporated in the design.
- h) The car parking in the front setback be relocated to the south.
- i) The signage be relocated to the south to avoid affecting the view of the historic houses.

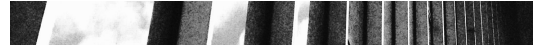
DRAFT

Renae Jarman & Jim Gard'ner | Directors
GJM Heritage

Draft for review



ANNEXURE C: GJM Memorandum 'Heritage Advice: Yarra Amendment C225 – 351-353 Church Street, Richmond', 3 July 2017



Heritage Advice

Heritage Advice: Yarra Amendment C225 – 351-353 Church Street, Richmond

Prepared for: Mr Peter Mollison, City Strategy Branch, Yarra City Council

Date: 3 July 2017

Project Ref: 2016-098

1. Introduction

Further to advice prepared by GJM Heritage (GJM) in November 2016 in relation to proposed Yarra Amendment C225, the City of Yarra (Council) has commissioned GJM to prepare a further memorandum reviewing the following documentation, including:

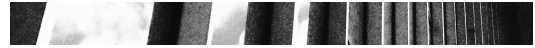
- Referral response from Urbis (dated 14 June 2017)
- Heritage Impact Statement entitled 'Richmond Hill Hotel' prepared by Lovell Chen (dated May 2017) (HIS)
- Preliminary design documentation prepared by CHT Architects (dated 18 May 2017)
- Landscape Plan prepared by John Patrick (dated May 2017)

2. Background

An application to amend the Yarra Planning Scheme (Amendment C225) has been lodged on behalf of *mecwacare*. The amendment seeks a site-specific control to allow the redevelopment of 351-353 Church Street, Richmond for a multi-level residential aged care facility.

In November 2016, GJM provided advice in relation to the *Heritage Appraisal: Richmond Hill Hotel, 351-353 Church Street, Richmond (October 2016)* prepared by Lovell Chen Architects & Heritage Consultants for *mecwacare* and made a number of recommendations in response to the proposal. The recommendations made were as follows:

- a) Council request a full HIS against the TP Set to be lodged in support of the amendment request.
- b) The new two-storey element to the south of the terraces be set further back and the rooftop terrace deleted.
- c) Drawings with accurate sightlines be produced that show the visibility of each element of the new development.
- d) The rear roof top terrace planter and balustrade be set back at a distance to be informed by sight line analysis.
- e) Refinement of the façade detailing, and detail provided on materials and finishes.
- f) The rooftop plant be set further back (if required to ensure it is not visible from the western side of Church Street).
- g) A lower, more historically appropriate fence be incorporated in the design.
- h) The car parking in the front setback be relocated to the south.
- i) The signage be relocated to the south to avoid affecting the view of the historic houses.



An analysis of the extent to which each of these recommendations has been addressed in the revised documentation is discussed below.

3. The subject site

351-353 Church Street, Richmond (the subject site) is included within the Church Street Precinct, identified as HO315 in the Schedule to the Heritage Overlay of the Yarra Planning Scheme. External paint controls are triggered for the precinct.

The subject site comprises two, two-storey terrace buildings constructed in the early 1850s set within a landscaped front setback. The northern terrace is a double-fronted building while the southern building is a single-fronted building. The two terraces were consolidated in 1917 to provide accommodation for the YWCA.

The Incorporated Document *Appendix 8: City of Yarra Review of Heritage Overlay Areas* (2007, revised March 2011) (Appendix 8) identifies the terraces as being 'individually significant' within the Church Street Precinct. It is our understanding that the 1960s-70s development at the rear of the site, identified as being within Property Number 191335, is identified in Appendix 8 as being 'not contributory'; however, the HIS indicated that the 'not contributory' grading relates to the rear wings of the terraces.

In summary, the Church Street Precinct is identified as being significant for the following reasons:

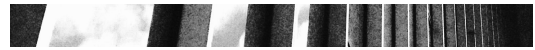
- *As one of the first parts of Richmond to be subdivided and developed, as expressed by early buildings like Messenger House, 333 Church Street, from the 1840s;*
- *As the chosen site for a number of individually significant 19th and early 20th century buildings set in grounds and including early ecclesiastical and civic buildings, and some Melbourne landmarks, as well as substantial residential buildings that were attracted to the area by its elevated topography, high amenity and proximity to churches;*
- *As the site of key civic or institutional buildings in Richmond from the 19th century through to the 1920s (i.e. The Richmond RSL Hall); and*
- *For its significant architecture such as the William Wardell designed St Ignatius Roman Catholic Church as a well-known and prominent landmark across the metropolitan area.*

4. The proposal

An amendment to the Yarra Planning Scheme has been requested to facilitate the redevelopment of the subject site as an aged care facility.

It is proposed that the two red brick wings to the rear of the 1850s terraces will be demolished and replaced with a three to five above-ground storey residential accommodation building with two levels of basement car parking.

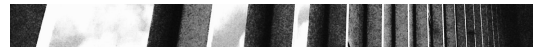
A single-storey structure to the south of the terraces (believed to date from the 1940s) is proposed to be demolished and replaced with a two-storey, curtain glazed structure that will form the main pedestrian entrance to the facility.



5. Referral Response from Urbis

The following provides commentary on the referral responses provided by Urbis on 14 June 2017.

Heritage Issue	Urbis Referral Response	GJM Comment
Council request a full HIS to be lodged in support of the amendment request	A HIS prepared by Lovell Chen is provided.	The HIS is comprehensive and thorough. Detailed review and comment is provided below.
The new two-storey element to the south of the terraces be set back and the rooftop terrace deleted	The new two-storey element has been set back 1m from the front building line of the terraces. The roof terrace has been reduced in size (refer to comment below).	A 1m setback would normally be considered inadequate but we note that the existing c1940s addition was set forward on the main house and the proposed setback represents an improvement on the current condition.
The rear roof top terrace planter and balustrade be set back a further metre	The provision of external private open space is important for the health of residents. To ensure the proposed roof top terrace has sufficient depth and area to provide a functional and accessible space, the roof top terrace has been retained in its current location.	Noted. The sightline analysis suggests that this balcony element will be partially concealed.
Refinement of the façade detailing	Further information regarding the proposed façade is provided in the revised plans and discussed in the HIS	The proposed façade treatment is appropriate and recessive in nature, although consideration should be given to a matt mid-grey finish to the metal cladding rather than white as proposed.
The rooftop plant be set further back (if required to ensure it is not visible from the west of Church Street)	The proposed rooftop plant is positioned to the rear of the building envelope to minimise views from Church Street.	Noted.
A lower, historically appropriate fence be incorporated in the design	The proposed 1.8m high fence is required to provide a secure outdoor space for the building's residents.	A 1.5m high fence should be used unless there is a demonstrated need for a higher fence.
The car parking in the front setback be relocated to the south (if appropriate)	Two external accessible spaces are required to accommodate the drop off needs of the building's residents.	Noted.
The signage be relocated to the south	The site signage has been retained in the current location to ensure the address is legible for vehicles entering the site.	As with the fence, the height – and also the length – of this element should be reduced to a maximum height of 1.5m so as not to obscure the building.



6. Review of the Heritage Impact Statement

6.1 Demolition

The HIS prepared by Lovell Chen provides an accurate physical description of the subject site, its recognised heritage significance and that of the broader Church Street Precinct (HO315). The HIS provides a comprehensive historical analysis of the subject site and the surrounding area. It notes that the development must meet the standards and requirements for the quality of care under the *Aged Care Act 1997* (Cmth). The Lovell Chen description of the proposal generally accords with our reading of the architectural drawings.

We note that the HIS identifies the rear wings to the terrace as being graded ‘not contributory’ in Appendix 8; however, as noted in section 3 above, it is our understanding that this grading relates to the 1960s/70s development to the rear. Notwithstanding this, we accept that the rear wings have been subject to substantial redevelopment over time and that their demolition is acceptable.

In relation to the proposed demolition works we agree with Lovell Chen’s assessment noting the degree of alteration and the lack of internal alteration controls within the schedule. Although not specifically mentioned in Lovell Chen’s analysis of the proposal, we consider that the extent of demolition of the eastern portion of the north elevation of the original house results in a poorly resolved relationship between new and heritage built form – refer Figure 1 which shows the proposed demolition. It is our view that this wall should be retained to the extent of the existing render finish, i.e. the end of the hipped roof form.

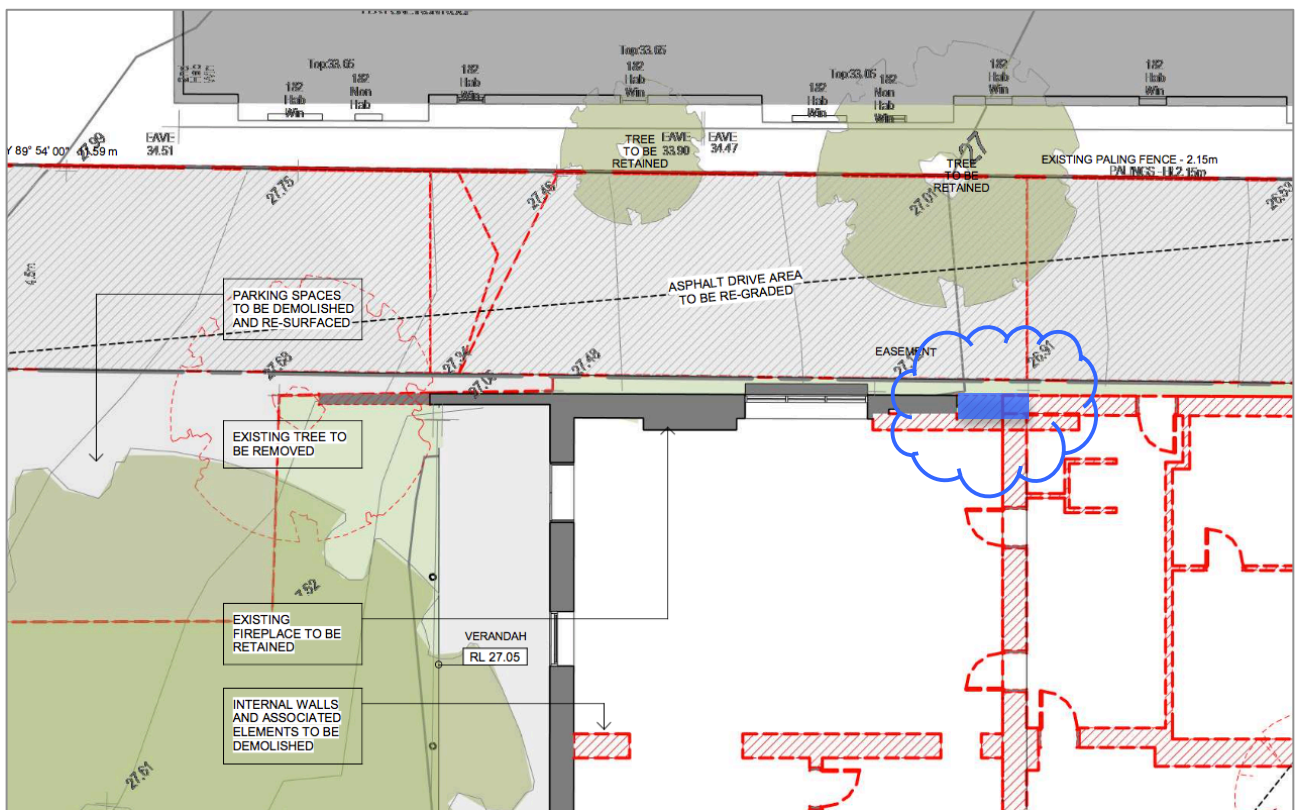
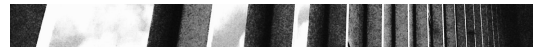


Figure 1: Extract of drawing TP04 - Demolition Plan Ground Floor – the additional length of original wall that should be retained is shaded in blue



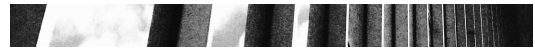
6.2 New Development

In relation to the new development, the HIS notes that the “...the proposed aged care facility does not comply [with the heritage provisions of the planning scheme] in terms of height, scale and visibility.” It goes on consider the proposal against Clause 10.04 ‘Integrated Decision Making’ of the Victoria Planning Provisions which seeks “...to balance conflicting objectives in favour of net community benefit and sustainable development for the benefit of present and future generations”. It is in the context of the broader community benefits that flow from the redevelopment of the subject site as an aged care facility that Lovell Chen concludes, on balance, that the development is acceptable in heritage terms.

Given the accepted non-compliance with the heritage provisions of the planning scheme, Council will need to ascertain whether a need for an aged care facility in this area exists. The following comments are predicated on the basis that a need exists, and considers whether the proposed new development is broadly appropriate in the context of the heritage significance of the site.

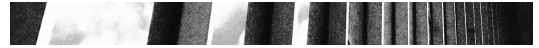
The following comments on the proposed development are based on the amended architectural drawings (prepared by CHT Architects), landscape plan (prepared by John Patrick) and HIS, and have been reviewed in the context of the advice provided by GJM in November 2016.

GJM issue identified in November 2016	Comment on current documentation
The new two-storey element to the south of the terraces be set further back and the rooftop terrace deleted.	<p>The 1m setback is not compliant with Figure 1 of Clause 22.02, however, it represents an improvement on both the previous scheme and the current condition where the c1940s addition is aligned with the front of the verandah. The setback and design of the new two-storey element allows the heritage form to remain prominent in the streetscape and is considered to be acceptable.</p> <p>The rooftop terrace remains but has been set back an appropriate distance to reduce its impact on the heritage building and is now considered to be acceptable.</p>
Drawings with accurate sightlines be produced that show the visibility of each element of the new development	<p>Additional sightline analysis has been provided in the amended sectional drawings. These sightlines appear to incorrectly be taken from the apex of the pediment on the parapet (as would be appropriate for a ‘contributory’ building – Figure 2 within Clause 22.02) rather than the flat upper surface of the parapet as is appropriate for an ‘individually significant’ building (Figure 3 within Clause 22.02). However, the amended drawings and sightlines allow the visibility of the proposed development to be understood.</p> <p>The two upper levels of the development have been brought further forward, however this is ameliorated by the sloped wall of the upper level which helps to diminish its visual impact, creating a roof-like form to the upper levels. While the new rear development is visible from the opposite side of Church Street, the amount of visible fabric (being approximately a third of the heritage form) is consistent with new rear development envelopes proposed further south of Church Street as part of the Swan Street Structure Plan. The depth of the setback and the amount of visible form allows the heritage form to remain prominent in the streetscape and is considered to be broadly acceptable, subject to a reconsideration of colour.</p>
The rear roof top terrace planter and balustrade be set back at a distance to be	The third floor roof terrace has not been altered although sightline analysis suggests that it will be at least partially concealed and this is



informed by sight line analysis	considered acceptable.
Refinement of the façade detailing, and detail provided on materials and finishes	<p>The façade articulation, fenestration patterns and materials are more defined and refined in the amended documentation. We concur with Lovell Chen’s assessment that the combination of grey coloured precast concrete for the basement and lower two residential levels and standing seam metal cladding is appropriate for the addition. The concrete references the rendered masonry finish of the heritage building and the visually lightweight metal cladding will provide an appropriate visual contrast and respect the primacy of the heritage building.</p> <p>We remain concerned that the proposed white metal cladding will be too strong visually and will fail to create a recessive form. A matt zinc grey finish is recommended as this will create an appearance of a roof-like form behind the heritage fabric.</p>
The rooftop plant be set further back (if required) to ensure it is not visible from the western side of Church Street	The sightline analysis now demonstrates that the roof plant and plant room screen will not be visible from the west side of Church Road.
A lower, more historically appropriate fence be incorporated in the design	The proposed metal palisade fence remains 1.8m tall, which may have an adverse impact on the setting of the heritage building and its contribution the streetscape. The policy at Clause 22.02 identifies that solid fences should be no more than 1.2m tall or 1.5m for those with at least 50% transparency (such as proposed here). Unless there is a compelling reason in relation to the standards required under the Aged Care Act or other applicable regulation, we recommend that the steel palisade fence should be no higher than 1.5m tall.
The car parking in the front setback be relocated to the south	The relationship between the vehicle access to the car park via the right-of-way means that the northern part of the front setback is the most appropriate location for providing two accessible car parking spaces and cycle parking. It avoids an additional cross-over in front of the property.
The signage be relocated to the south to avoid affecting the view of the historic houses	Having considered the relationship between the access to car parking and signage we consider that the proposed location of the signage is appropriate. However, at a length of approximately one and half terrace bay widths (around 5m) and a height of up to 1.83m, the combined signage and services element has a negative impact on the presentation of the heritage building to the streetscape. It is recommended that the fire services be located in an open manner within the garden setting and that the height of the signage be reduced to a maximum height of 1.2m and the length reduced to 1.8m. Water services should be relocated elsewhere within the site.

In addition to the matters identified in the review of the original amendment documentation, the revisions to the scheme have resulted in a less resolved relationship between the retained north elevation of the heritage building and the new development. Whereas the entire north elevation was to be retained in the October 2016 scheme, the current proposal requires the demolition of the eastern end of this wall and the insertion of two windows that span across the new and existing buildings. This detail unnecessarily compromises the integrity of the currently intact north elevation and creates an unsatisfactory relationship



between the new and heritage buildings (see Figures 2 and 3). The architectural detailing of the junctions between existing and contemporary fabric is important in achieving good heritage outcomes, and therefore the detailing and the fenestration pattern in this location should be reconsidered as part of developed design.

Conservation works identified in the HIS include:

- A new paint scheme, which will be informed by paint analysis, and
- A sympathetic landscape treatment that evokes an understanding of the front garden indicated in the mid-1850s Kearney Plan.

The restoration of a more historically accurate paint scheme and a garden design that has been informed by documentary evidence of the 1850s garden arrangement is beneficial to the heritage place.

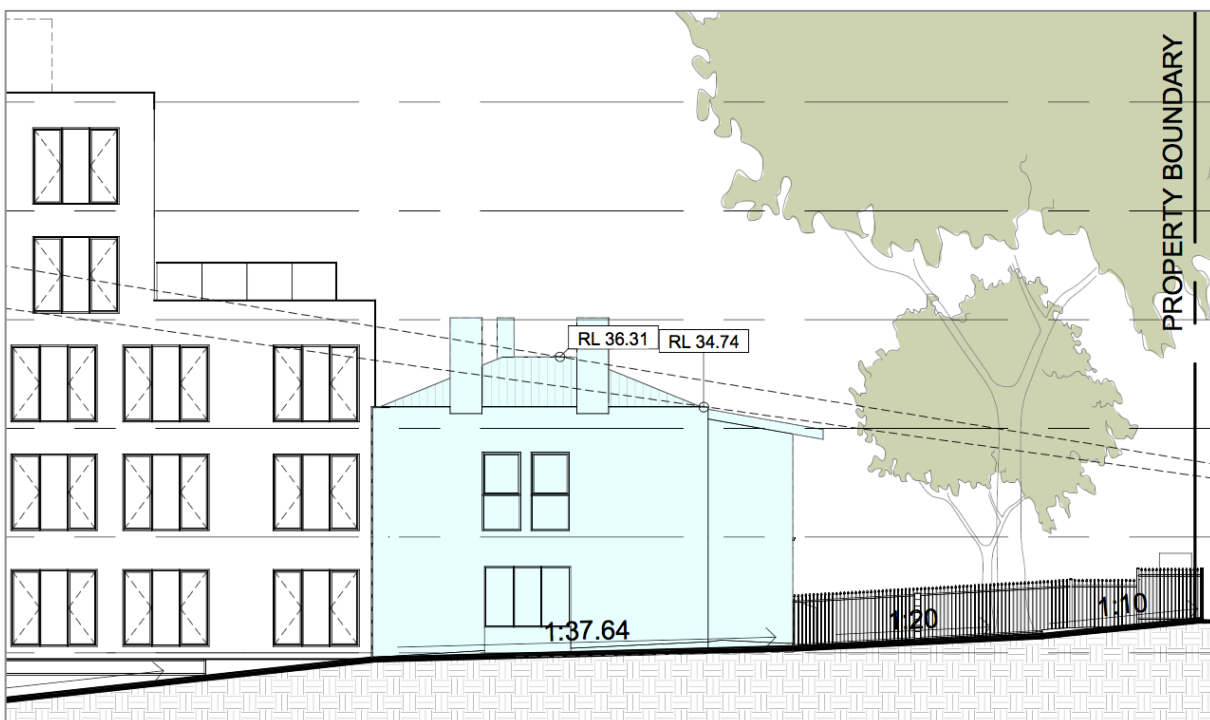


Figure 2: Extract of drawing TP21 (Oct 2016)

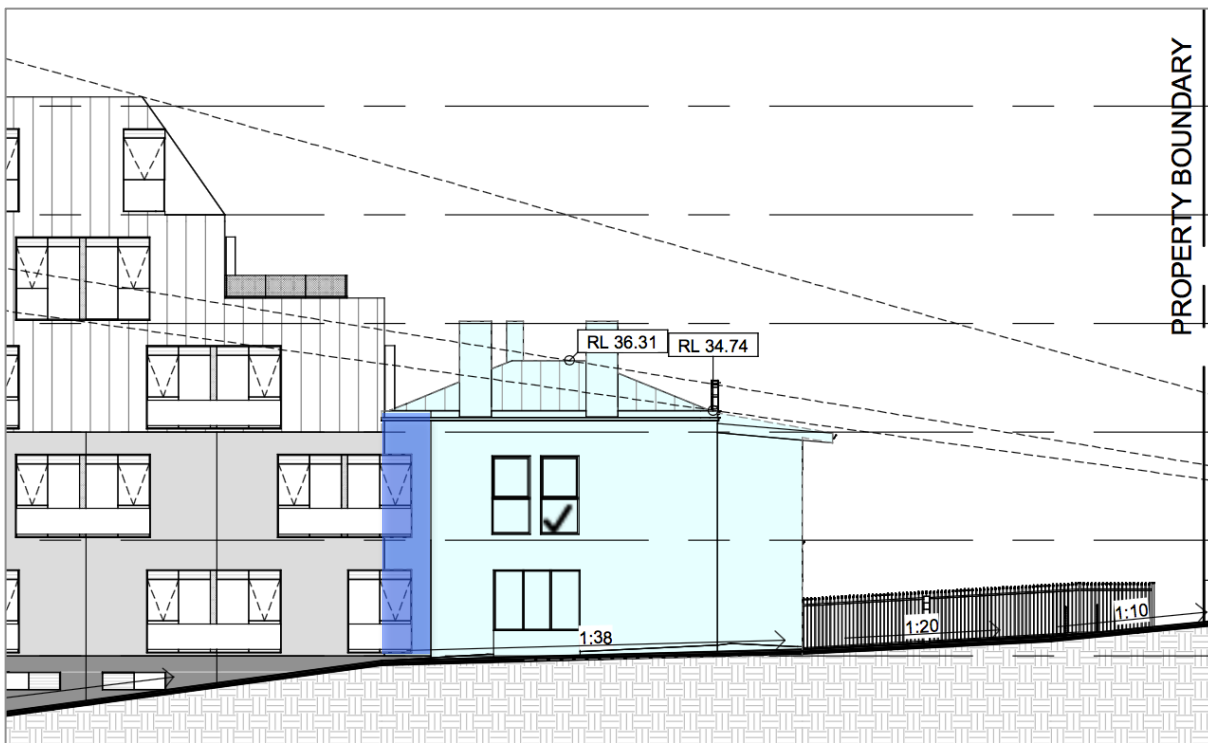
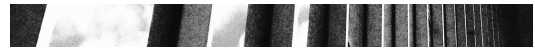


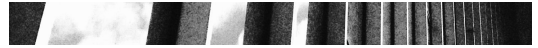
Figure 3: Extract of drawing TP20 (May 2016) – location of demolished wall shaded in blue.

7. Conclusion and Recommendations

The amended scheme represents an improvement on the previous iteration in terms of the siting of the addition to the south, the form of the five-storey addition and the architectural treatment of the new built form.

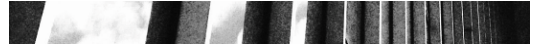
Although this proposal has come forward in the form of a Planning Scheme Amendment it proposes a highly defined built form, which has been described in architectural drawings to the level expected for a planning permit application. Given the detail provided it is possible to identify a number of issues that should be further addressed before Amendment C225 is progressed. GJM therefore recommends the following matters be raised with the proponent:

1. The proposed white colour of the metal cladding on the new upper level built form is likely to provide a stark contrast with the existing heritage fabric and the surrounding area. While we agree that standing seam metal cladding is appropriate, it is our view that a more recessive matt finish and zinc-grey colour be considered to reduce the visual prominence of the new built form.
2. The entire northern elevation of the heritage building should be retained (as proposed in the initial scheme) and contemporary window openings should not be introduced within this wall – refer to Figure 3 and discussion under 6.2 above for more detail. The detailing of the junction between the north elevation of the heritage building and the new built form will be critical for ensuring the historic form continues to be read as the primary element. This junction and the associated window placement requires better architectural resolution.
3. The height of the steel palisade fence and the height and length of the signage/services element should be reduced. Clarification should be sought if the Aged Care Act or other regulatory standard requires a fence of 1.8m. If there is no such requirement the fence should be limited to 1.5m high

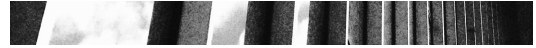


in accordance with the policy within Clause 22.02 of the Yarra Planning Scheme and the signage and services element should be limited to 1.2m high and 1.8m in length (see 6.2 above for further discussion).

Renae Jarman & Jim Gard'ner | Directors
GJM Heritage



ANNEXURE D: GJM Memorandum ‘Heritage Advice: Yarra Amendment C225 – 351-353 Church Street, Richmond’, 20 November 2017



Heritage Advice

Heritage Advice: Yarra Amendment C225 – 351-353 Church Street, Richmond

Prepared for: Mr Peter Mollison, City Strategy Branch, Yarra City Council

Date: 20 November 2017

Project Ref: 2016-098

1. Introduction

Further to advice prepared by GJM Heritage (GJM) in November 2016 and July 2017 in relation to proposed Yarra Amendment C225, the City of Yarra (Council) has commissioned GJM to undertake a review of further documentation provided by the proponent, including:

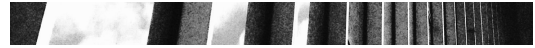
- Letter from Urbis (dated 8 November 2017)
- 351-353 Church Street, Richmond Amendment C225 Response To Referrals - 8 November 2017 (Update) - Urbis
- Councillor Presentation, 351-353 Church Street, Richmond – CHT Architects, October 2017
- Heritage Impact Statement entitled 'Richmond Hill Hotel' prepared by Lovell Chen (dated May 2017) (HIS)
- Town Planning Drawings, 351-353 Church Street, Richmond – CHT Architects, 3 November 2017

2. Background

An application to amend the Yarra Planning Scheme (Amendment C225) has been lodged on behalf of *mecwacare*. The amendment seeks a site-specific control to allow the redevelopment of 351-353 Church Street, Richmond for a multi-level residential aged care facility.

In November 2016, GJM provided advice in relation to the *Heritage Appraisal: Richmond Hill Hotel, 351-353 Church Street, Richmond (October 2016)* prepared by Lovell Chen Architects & Heritage Consultants for *mecwacare* and made a number of recommendations in response to the proposal. The recommendations made were as follows:

- a) *Council request a full HIS against the TP Set to be lodged in support of the amendment request.*
- b) *The new two-storey element to the south of the terraces be set further back and the rooftop terrace deleted.*
- c) *Drawings with accurate sightlines be produced that show the visibility of each element of the new development.*
- d) *The rear roof top terrace planter and balustrade be set back at a distance to be informed by sight line analysis.*
- e) *Refinement of the façade detailing, and detail provided on materials and finishes.*
- f) *The rooftop plant be set further back (if required to ensure it is not visible from the western side of Church Street).*
- g) *A lower, more historically appropriate fence be incorporated in the design.*
- h) *The car parking in the front setback be relocated to the south.*



- i) *The signage be relocated to the south to avoid affecting the view of the historic houses.*

Further advice was provided by GJM in July 2017 that recommended the following matters be raised with the proponent:

- a) *The proposed white colour of the metal cladding on the new upper level built form is likely to provide a stark contrast with the existing heritage fabric and the surrounding area. While we agree that standing seam metal cladding is appropriate, it is our view that a more recessive matt finish and zinc-grey colour be considered to reduce the visual prominence of the new built form.*
- b) *The entire northern elevation of the heritage building should be retained (as proposed in the initial scheme) and contemporary window openings should not be introduced within this wall ... The detailing of the junction between the north elevation of the heritage building and the new built form will be critical for ensuring the historic form continues to be read as the primary element. This junction and the associated window placement requires better architectural resolution.*
- c) *The height of the steel palisade fence and the height and length of the signage/services element should be reduced. Clarification should be sought if the Aged Care Act or other regulatory standard requires a fence of 1.8m. If there is no such requirement the fence should be limited to 1.5m high in accordance with the policy within Clause 22.02 of the Yarra Planning Scheme and the signage and services element should be limited to 1.2m high and 1.8m in length.*

An analysis of the extent to which each of these recommendations has been addressed in the revised documentation is discussed below.

3. The subject site

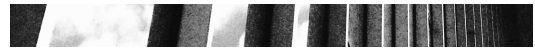
351-353 Church Street, Richmond (the subject site) is included within the Church Street Precinct, identified as HO315 in the Schedule to the Heritage Overlay of the Yarra Planning Scheme. External paint controls are triggered for the precinct.

The subject site comprises two, two-storey terrace buildings constructed in the early 1850s set within a landscaped front setback. The northern terrace is a double-fronted building while the southern building is a single-fronted building. The two terraces were consolidated in 1917 to provide accommodation for the YWCA.

The Incorporated Document *Appendix 8: City of Yarra Review of Heritage Overlay Areas* (2007, revised March 2011) (Appendix 8) identifies the terraces as being 'individually significant' within the Church Street Precinct. It is our understanding that the 1960s-70s development at the rear of the site, identified as being within Property Number 191335, is identified in Appendix 8 as being 'not contributory'; however, the HIS indicated that the 'not contributory' grading relates to the rear wings of the terraces.

In summary, the Church Street Precinct is identified as being significant for the following reasons:

- *As one of the first parts of Richmond to be subdivided and developed, as expressed by early buildings like Messenger House, 333 Church Street, from the 1840s;*
- *As the chosen site for a number of individually significant 19th and early 20th century buildings set in grounds and including early ecclesiastical and civic buildings, and some Melbourne landmarks, as well as substantial residential buildings that were attracted to the area by its elevated topography, high amenity and proximity to churches;*
- *As the site of key civic or institutional buildings in Richmond from the 19th century through to the 1920s (i.e. The Richmond RSL Hall); and*
- *For its significant architecture such as the William Wardell designed St Ignatius Roman Catholic Church as a well-known and prominent landmark across the metropolitan area.*



4. The proposal

An amendment to the Yarra Planning Scheme has been requested to facilitate the redevelopment of the subject site as an aged care facility.

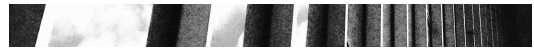
It is proposed that the two red brick wings to the rear of the 1850s terraces will be demolished and replaced with a three to five above-ground storey residential accommodation building with two levels of basement car parking.

A single-storey structure to the south of the terraces (believed to date from the 1940s) is proposed to be demolished and replaced with a two-storey structure that will form the main pedestrian entrance to the facility.

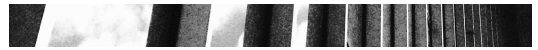
5. Heritage issues and proponent response

The following table details the heritage issues raised by GJM previously (November 2016 and July 2017) with commentary on the responses provided by Urbis on 8 November 2017.

Heritage Issue	Proponent Response (8 Nov 2017)	GJM Comment
Council request a full HIS to be lodged in support of the amendment request.	A HIS prepared by Lovell Chen provided.	The HIS is comprehensive and thorough.
The new two-storey element to the south of the terraces be set back and the rooftop terrace deleted.	The new two-storey element has been set back 1m from the front building line of the terraces. The roof terrace has been reduced in size.	A 1m setback would normally be considered inadequate but we note that the existing c1940s addition was set forward on the main house and the proposed setback represents an improvement on the current condition. The projecting 'fins' proposed to the façade of the new addition in the latest plans reduce the apparent setback to approx. 500mm. (refer architectural drawings TP09 and TP10). It is recommended that a revised façade detail be used to avoid reducing the setback to less than 1m.
The rear roof top terrace planter and balustrade be set back a further metre.	The provision of external private open space is important for the health of residents. To ensure the proposed roof top terrace has sufficient depth and area to provide a functional and accessible space, the roof top terrace has been retained in its current location.	Noted and accepted. The sightline analysis suggests that this balcony element will be partially concealed. The revised sightline analysis on TP20 shows a slight increase in the visibility of the balcony since the latest plans, but this does not affect the acceptability of the proposal as a whole.
Refinement of the façade detailing including amending the colour to a more recessive matt finish and zinc-grey colour to reduce the visual prominence of the new built form.	An alternative colour scheme for the new building's upper levels is proposed, incorporating grey perforated metal cladding to the west and south upper level facades, and grey metal cladding to the north and west facades.	The amended proposal includes grey metal cladding to the lower two-storeys and perforated grey metal cladding to the three upper levels and the plant room screen. This is likely to be more visually recessive and should result in an acceptable outcome.



<p>The rooftop plant be set further back (if required to ensure it is not visible from the west of Church Street).</p>	<p>The proposed rooftop plant is positioned to the rear of the building envelope to minimise views from Church Street.</p>	<p>Noted and accepted.</p>
<p>The height of the steel palisade fence and the height and length of the signage/services element should be reduced. Clarification should be sought if the Aged Care Act or other regulatory standard requires a fence of 1.8m. If there is no such requirement the fence should be limited to 1.5m high in accordance with the policy within Clause 22.02 of the Yarra Planning Scheme and the signage and services element should be limited to 1.2m high and 1.8m in length.</p> <p>The signage be relocated to the south.</p>	<p>Consistent with the <i>Aged Care Act 1997</i>, Mecwacare is obliged to deliver aged care facilities that meet Residential Aged Care Accreditation Standards as set out in the Quality of Care Principles 2014. A key consideration under the Accreditation Standards is the delivery of a safe and secure environment for residents and staff. A fence height of 1.8m is considered necessary as a means of deterring residents, particularly those suffering from cognitive impairment, from causing unintentional self-harm as a result of seeking to leave the premises.</p> <p>The site signage has been retained in the current location to ensure the address is legible for vehicles entering the site.</p> <p>The signs and service structure have been reduced in height from 1.83m to approximately 1.5m, and set back approximately 1m from the front boundary. This will minimise the appearance of the structure, whilst retaining the functionality of the fire booster and water metres, noting the fire booster must be in an accessible location to meet Metropolitan Fire Brigade requirements.</p>	<p>The regulatory environment resulting in a 1.8m fence is noted and accepted.</p> <p>We note that drawings TP09, TP10, TP14 and TP20 show a 1.8m high fence the east-west section on drawing TP25 appears to show a 1.6m high fence.</p> <p>The 1.5m height of the signage and service structures is acceptable. However, neither the signage or services structure is dimensioned on the drawings. The signage shown on TP25 appears to only be approx. 100m lower than the height of the fence – refer Figure 3 below. The drawings should be amended to dimension the 1.5m signage and services structure height.</p> <p>The length of the signage and services structure remains too long and is currently longer than a bay width of the terraced dwelling. The length of this element must be reduced. It is preferable for this element to be reduced to approximately 1.8m (reflecting the dimensions of the fence). As a minimum it should be reduced to less than the bay width of the terraced house and be sited so that each bay can be discerned when standing directly opposite the dwelling.</p>
<p>The car parking in the front setback be relocated to the south (if appropriate)</p>	<p>Two external accessible spaces are required to accommodate the drop off needs of the building’s residents.</p>	<p>Noted and accepted.</p>
<p>The entire northern elevation of the heritage building should be retained and contemporary window openings should not be introduced within this wall. The detailing of the junction between the north elevation of the heritage building and the new built form will be critical for ensuring the historic form continues to be read as the primary element. This junction and the associated</p>	<p>The plans have been modified to retain the north-east wall section of the heritage building.</p>	<p>Although the response from Urbis states that the eastern end of the north wall of the heritage building is being retained the architectural drawings do not consistently show this.</p> <p>While the north elevation on TP20 shows the deletion of the windows that previously spanned across the heritage building and the new structure, this is not shown</p>



<p>window placement requires better architectural resolution.</p>		<p>consistently on other drawings. Demolition plans TP04 and TP05 still show what appears to be unnecessary demolition and appear largely unchanged from the versions reviewed in July 2017 – refer Figure 1. Likewise the east-west section on TP25 shows a line of new construction and new dashed openings in the heritage fabric – Refer Figure 2.</p>
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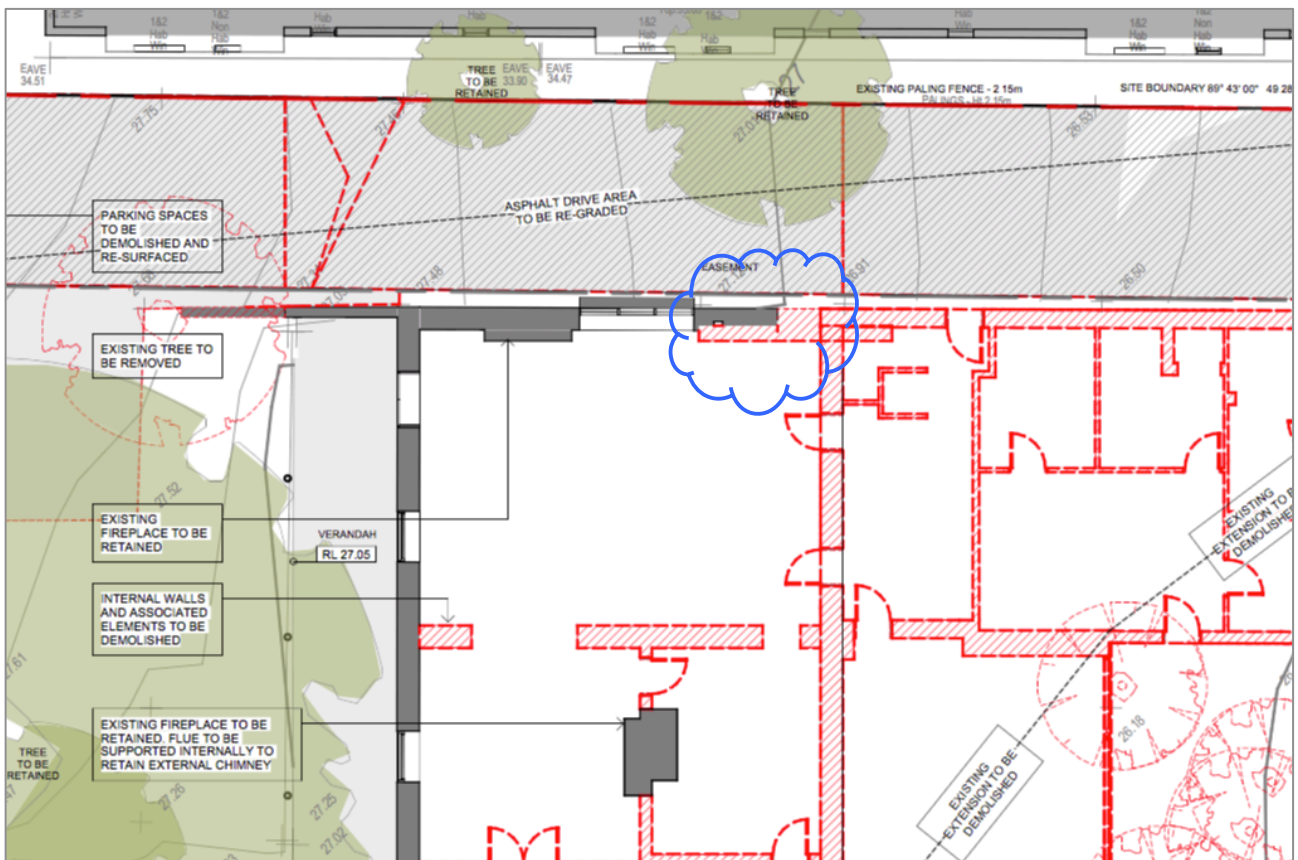


Figure 1: Extract of drawing TP04 - Demolition Plan Ground Floor – area of original wall still identified as being demolished shown within the blue cloud.

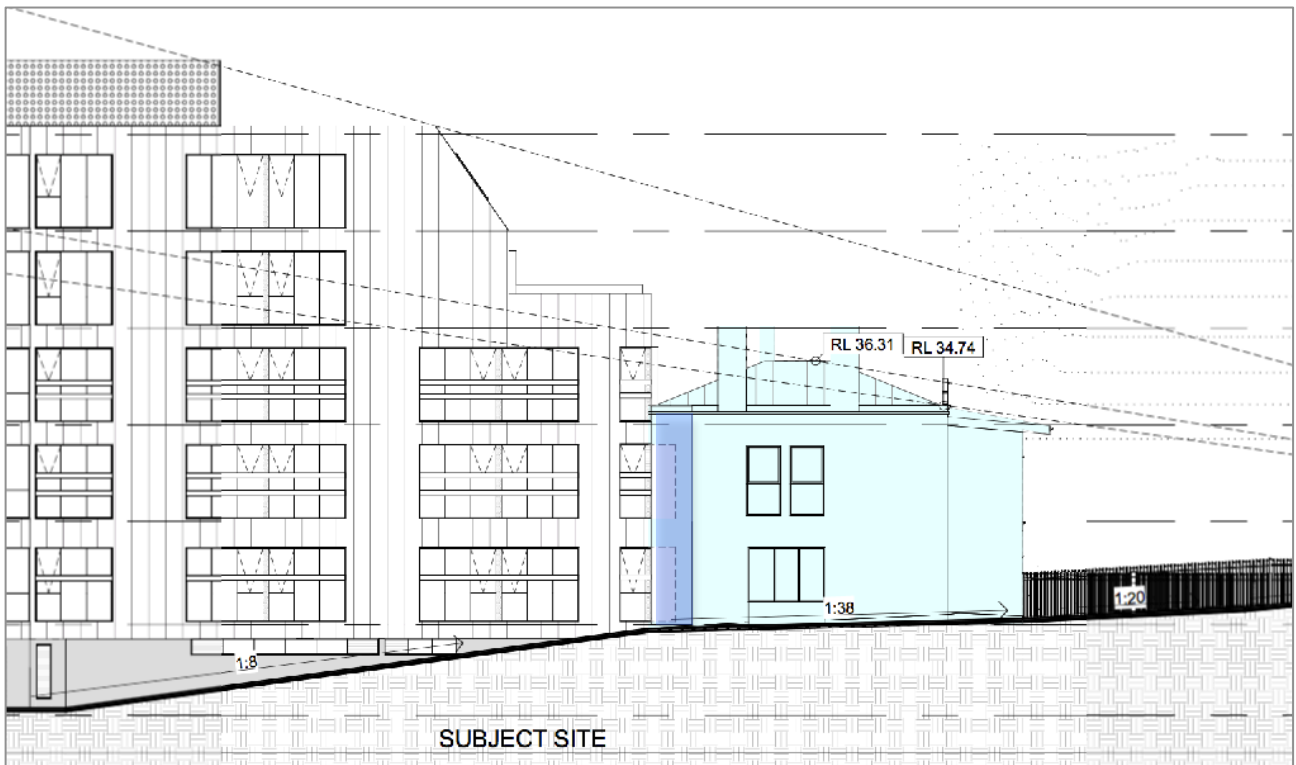
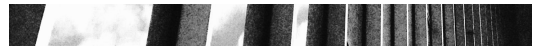


Figure 2: Extract of drawing TP25 – Streetscape Elevation / Context Section – area of original wall still identified as being demolished shaded in blue – note possible window openings dashed

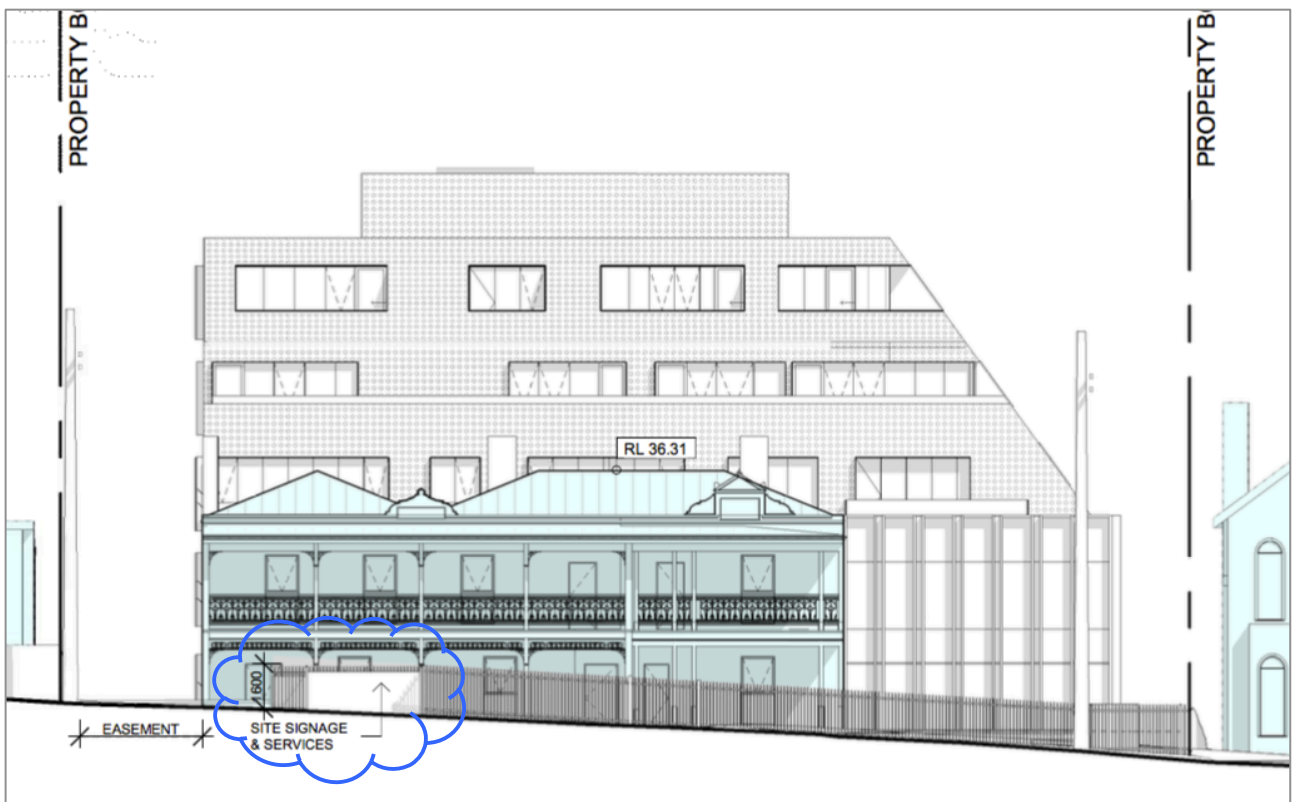
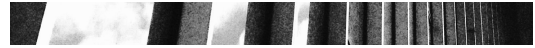


Figure 3: Extract of drawing TP25 – Streetscape Elevation / Context Section – fence height and signage/services structure shown within blue cloud.



6. Conclusion and Recommendations

The refinement of the design continues to improve the heritage outcome for the place. The solid and perforated grey metal cladding is likely to result in a more recessive design outcome and an adequate response has been provided in relation to the operational need for a 1.8m high fence.

The outstanding issues are now limited to matters of detail, inconsistencies between architectural drawings and a continued lack of clarity regarding the extent of demolition at the eastern end of the north elevation of the heritage building. GJM therefore recommends the following matters be raised with the proponent, and that these be resolved prior to the amendment documentation being finalised:

1. The projecting 'fins' proposed to the façade of the new southern addition reduces the apparent setback of the new element to approximately 500mm. Revised façade detail should be used to avoid reducing the setback to less than 1m.
2. Architectural drawings TP09, TP10, TP14 and TP20 show a 1.8m high fence palisade fence to the front of the property while the east-west section on drawing TP25 appears to show a 1.6m high fence.
3. While a 1.5m height is acceptable in heritage terms for the signage and service structure at the front boundary (noting that the architectural drawings should be amended to dimension the height), the length of the structure must be reduced. This structure is currently longer than a bay width of the terraced dwelling. It is preferable for this element to be reduced to approximately 1.8m (reflecting the dimensions of the fence). As a minimum it should be reduced to less than the bay width of the terraced house and be sited so that each bay can be clearly discerned when standing directly opposite the dwelling.
4. The entire northern elevation of the heritage building should be retained. While the north elevation on TP20 shows the deletion of the windows that previously spanned across the heritage building and the new structure, this is not shown consistently on other drawings. Demolition plans TP04 and TP05 still show what appears to be unnecessary demolition and appear largely unchanged from the drawings issued in May 2017. These drawings should be amended to show the retention of the full length of the northern elevation of the heritage building and remove reference to the dashed openings or line of new construction shown on drawing TP25.

Renae Jarman & Jim Gard'ner | Directors
GJM Heritage