

Victoria Street and Bridge Road Built Form Review Heritage Analysis & Recommendations

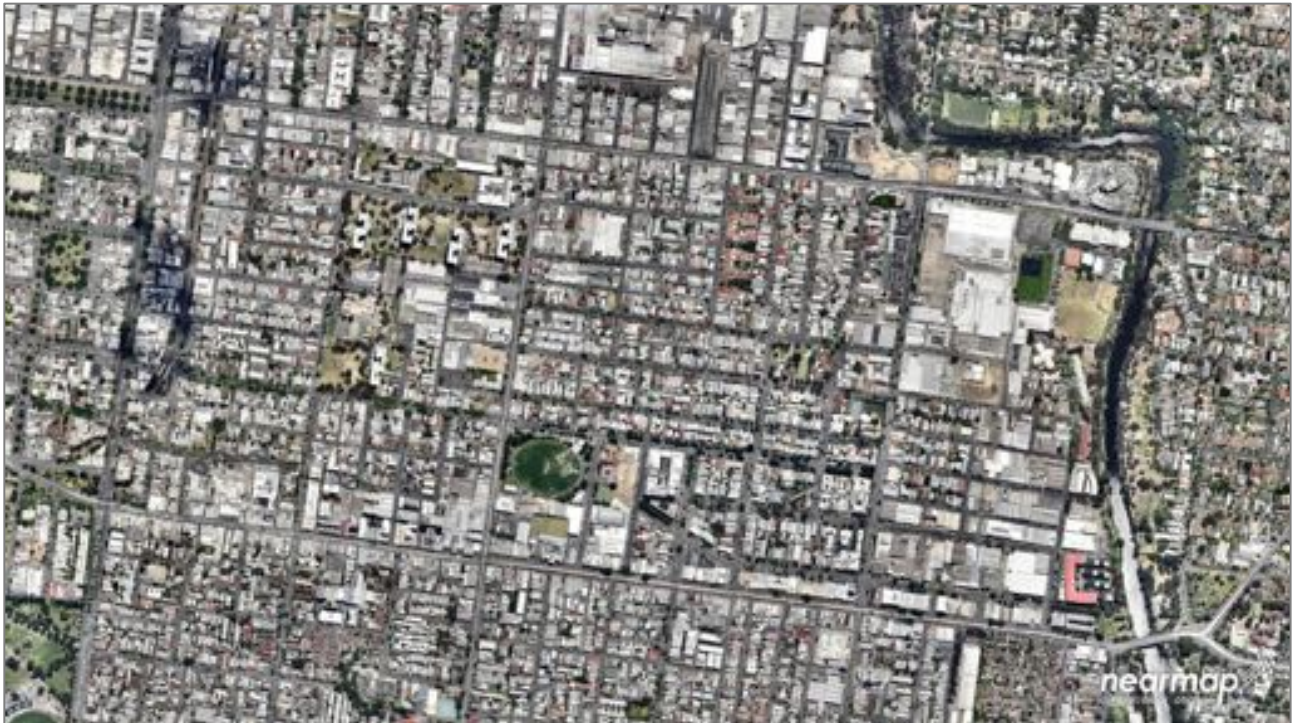


Figure 1. Aerial photograph of the study area (©nearmap, 23 Nov 2017)

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Prepared for the City of Yarra

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Executive Summary

Victoria Street and Bridge Road are two of the most important commercial corridors within the City of Yarra. Both of these streets were laid out in 1837, and each retains lengths of traditional nineteenth century high streets as well as individual heritage buildings. Victoria Street forms the northern boundary of the suburb of Richmond while Bridge Road bisects the centre of the suburb. As well as the two high streets the study area includes 11 mixed use pockets many of which include historic industrial buildings and complexes that form an important part of the City of Yarra's history.

Today the commercially zoned land along the two commercial corridors and the mixed use zoned pockets are subject to more intensive development. This is particularly evident on the northern side of Bridge Road between Punt Road and Church Street where a number of multi-storey mixed use developments have been constructed to date.

David Lock Associates, on behalf of the City of Yarra (Council), is completing a Built Form Framework of Victoria Street and Bridge Road (the Built Form Framework) to determine where and how new development can occur. The desired built form outcomes will be translated into Design and Development Overlay (DDO) controls for the study area.

This heritage advice will help ensure that the Built Form Framework and the subsequent DDO appropriately responds to the heritage fabric and values of the study area, leading to fully integrated decision-making when considering new development opportunities.

This heritage advice analyses the existing heritage values and qualities along Victoria Street, Richmond and Abbotsford and Bridge Road, Richmond and the surrounding mixed use / commercial areas. It identifies gaps, inconsistencies and inaccuracies with the current heritage controls and provides recommendations for addressing these issues, which are detailed in the separate Heritage Assessments report (GJM Heritage, June 2018).

The advice then considers the built form parameters that are needed to ensure the heritage values of the area are appropriately managed and protected, and that good heritage outcomes are being achieved for development. This includes a consideration of whether mandatory or discretionary controls are appropriate to achieve greater certainty in heritage outcomes.

Presentation of the Report

This Heritage Report is presented in three parts:

Part I: The Project and Planning Framework

Part I introduces the project, the methodology applied to the project and the planning framework in which the project is occurring.

Part II: Heritage Analysis

Part II contains a heritage analysis of each precinct within the Study Area. It details the heritage qualities and values of each precinct, identifies any gaps or issues with the existing heritage framework and provides recommendations for appropriately managing heritage places within the study area.

Part III: Heritage Recommendations

Part III contains specific built form recommendations to ensure heritage places and values are appropriately managed within a changing Activity Centre. The specific recommendations are informed by modelling prepared by David Lock Associates.

Part I: The Project and the Study Area

1. Introduction

1.1 Yarra's High Streets

The City of Yarra (Council) is endowed with one of the largest and most highly intact collections of turn of the century 'High Streets' in the State of Victoria. These High Streets include the Major Activity Centres of Swan Street and Bridge Road in Richmond, Brunswick Street in Fitzroy, Smith Street straddling the suburbs of Fitzroy and Collingwood and Victoria Street, Abbotsford and Richmond. They also include a number of Neighbourhood Activity Centres, including Rathdowne Street and Nicholson Street in Carlton North, St Georges Road in Fitzroy North, Queens Parade in Fitzroy North/Clifton Hill, Gertrude Street in Fitzroy, and Johnston Street in Fitzroy and Collingwood.

This collection of High Streets is unique to Melbourne and helps to define the character of the municipality. Their value to the community is recognised by their inclusion in the Heritage Overlay of the Yarra Planning Scheme. However, the Activity Centre status of these High Streets presents a challenge: how do we balance the retention of these highly valued streets with the need to ensure the long-term sustainability of these centres and meet the growth objectives of the Yarra Planning Scheme?

1.1.1 Brief History of Victoria Street

The following brief history is drawn from the citation for HO408 Victoria Street Precinct, the 1998 *City of Yarra Thematic History* (Allom Lovell & Associates) and supplemented with additional research.

Simpson's Road (now Victoria Street) was created as a road reserve in Robert Hoddle's Crown Allotment survey of 1837 and would form the boundary between the municipalities of Collingwood and Richmond. Although the name Victoria Street had been adopted by the 1850s, references to Simpson's Road continued through the 19th century and into the early part of the 20th century.

Victoria Street began to develop a commercial character in the mid 19th century, particularly at its western extent near Hoddle Street, closest to Melbourne. By the end of the 1860s this area was occupied by mixed shops and services. Small industries developed at the eastern extent of the street, where noxious trades built on the Yarra River which provided water supply and waste disposal. Buildings illustrating this early development are the corner shop at 511 Victoria Street (1860) and Nettleton's Fellmongery at no. 663 (1861; later Alma Woolworks).

The prosperous 1870s and 1880s boom period saw a significant increase in commercial development along Victoria Street, in response to the increased residential development in the surrounding areas, and by the 1880s the street was a consolidated commercial strip. During this decade, many of the simple structures of the earlier decades were replaced with more substantial and decorated premises. Buildings of this period were predominantly one or two-storey shops, with residences to the first floor or to the rear, and often built in rows with no front or side boundary setbacks. A representative example near Hoddle Street is the strip of rendered masonry and brick commercial buildings on the south side of Victoria Street between Shelley and Lennox streets (c1850-c1910). Notable buildings constructed during the Victorian period are the Savings Bank at no. 231 (1884), the former National Bank of Australia at no. 261 (1887), Lambeth Buildings at no. 275-77 (1886) and shops at nos. 297-301 (1880), nos. 371-377 (1890) and nos. 459-465 (1890).

The Victoria Street Bridge, connecting Richmond and Collingwood with Hawthorn and Kew was constructed in the early 1880s (and again in 1916), allowing Victoria Street to become a major east-west thoroughfare. Its construction encouraged the subdivision of 150 allotments fronting Victoria Street, east of Church Street. Victoria Street was serviced by cable trams from 1886, and electric trams from the late 1920s, which made the commercial strip accessible to a wider clientele.

The 1890s depression caused development in Abbotsford and Richmond, and wider Melbourne, to virtually cease for a decade. Victoria Street continued as a local retail and service precinct into the twentieth century. Some commercial development occurred during the Edwardian period, with a small number of simple examples remaining at 74-76, 112 and 118-120 Victoria Street. Interwar development along the street is evident in such buildings as the former Simpson's Glove Factory at 488-496 Victoria Street (1920), Terminus Hotel at no. 605

(1866 as Brickmakers Arms, 1930s), the Handley & Tilley Building at no. 655 (1929) and the associated Crusader Plate Building at no. 651-653 (1937). Victoria Street has been home to 'little Audrey' of the Skipping Girl sign since 1936. A reproduction of the Skipping Girl sign is erected on top of 651-653 Victoria Street (since 1970); the original sign was located on the Skipping Girl Vinegar Factory at 627 Victoria Street from 1936 to 1968. It is believed to have been the first animated neon sign in Melbourne.

In the post-war period, the demographics of the area underwent a transformation with the arrival of European migrants, and later migrants from South-East Asia. This change in demographics was reflected in the commercial character of Victoria Street, with a shift to cake shops, delicatessens, confectioners and hairdressers operated by and catering for the new European arrivals. In the 1970s, many South East Asian refugees settled in the area and subsequently made Victoria Street their own. Victoria Street has since transformed into Melbourne's centre for Vietnamese grocery stores, green grocers and restaurants, drawing customers from all over Melbourne. The street has seen a large amount of modern development, comprising both small commercial premises and large-scale residential and commercial developments, the latter concentrated at the eastern extent of the street.

1.1.2 Brief History of Bridge Road

The following brief history is drawn from the Statement of Significance for HO310 Bridge Road Precinct and supplemented with additional research.

Bridge Road was created as a road reserve in Robert Hoddle's Crown Allotment survey of 1837. It was one of the first roads laid out in Richmond, along with Swan and Church streets. At its east end, the first bridge connection from Melbourne to Hawthorn was constructed in 1855. It became a principle thoroughfare from Melbourne to the eastern suburbs by the mid 1850s, with retail and service trades first concentrated at the west end near Hoddle Street. Traders included butchers, drapers, a shoemaker, fruiterers, tailors, hairdressers, grocers, Egan's steam sawmill and several hotels. The north side of this end of Bridge Road was less developed, occupied by the villa gardens of Joseph Bosisto and William Highett. By 1858 several hotels had established along Bridge Road; those which remain today are The Vine (no. 254), Morgan's Spreadeagle (no. 372) and the Australia Hotel (no. 194).

From its inception, Bridge Road was intended to be the civic centre of the district. This was established near Church Street when the Richmond Town Hall (no. 333), which incorporated a courthouse and post office, was constructed on the courthouse reserve in 1869-71, designed by Charles Vickers. Separate post office (demolished) and police station buildings were added in 1871; the Town Hall was remodelled in 1934-36 in an Egyptian-influenced Moderne style. The civic centre soon became the site for other public buildings – a market, Crystal Palace Skating Rink, a bowling green, baths and the Metropolitan Gas Company's Richmond gasometer.

By 1864 there was there was a proliferation of shops and small businesses along Bridge Road, serving local residents. The west end, closer to central Melbourne, was more developed than the east. In the 1870s the eastern end of Bridge Road (east of Church Street) was widened and first called Campbell Parade. The 1860s and '70s were a period of consolidation, and the simple structures of the early decades were replaced with more substantial premises. During the prosperous 1870s and 1880s boom period, many earlier buildings were also replaced with rows of shops. Victorian buildings along Bridge Road were predominantly one and two-storey Victorian shops, with residences to the first floor or to the rear, and often built in rows with no front or side boundary setbacks. The main commercial strips of Richmond, Swan Street and Bridge Road, had both luxury and cheap department stores that drew shoppers from all over Melbourne. The advent of horse drawn omnibuses brought more shoppers to the area. These were replaced by cable trams in 1885 and an electrified tram service in 1916. Each new mode of transport improved access to the shops and residences lining Bridge Road.

Today the Bridge Road streetscape has a strong presence of Victorian-era buildings dating from the 1870s and 1880s. Notable buildings constructed during this period are the highly ornate Italianate shops at Nos. 108-112 (c1885), the rows of two-storey Victorian shops on the north side of Bridge Road between Coppin Street and Hose Street, including Stanford Block at Nos. 314-328 (1870-1890), and the shops and offices at 289-307 Bridge Road (built between 1870-1890).

The 1890s depression caused development in Richmond, and Melbourne, to virtually cease for a decade. It wasn't until c1900 that commercial development along Bridge Road recommenced, and extended eastwards. Exemplar Edwardian commercial buildings are the shops at nos. 162-164 (built between 1900-1915), the Flemish Baroque styled Theobald's Buildings (nos. 294-296; 1909) and Wustermann's Buildings at 138-144 Bridge Road (1901). The Victorian and Edwardian periods created the prevailing architectural character which is evident on Bridge Road today.

Following the development of the Edwardian period, the early to mid-20th century witnessed the decline of the great 19th century commercial streets due to a combination of factors, including the expansion of the outer suburbs, establishment of suburban shopping centres and expanding public transport networks. Yet the commercial street sustained and an Interwar architectural presence developed along Bridge Road, sympathetic in scale to the Victorian and Edwardian streetscape. Prime examples of Interwar development are the pair of shops 'Lipari' and 'St Bartolomeo' at nos. 486 and 488 (1917 and 1924), the Royal Oak Hotel (no. 529-533; 1923), and the former Commonwealth Saving Bank of Australia (1939) at 267 Bridge Road.

World War II that was an integral turning point for the social and economic recovery of the working class suburb and trade along Bridge Road. Since that date, Post-war and modern development has seen some erosion of the 19th century streetscape at its eastern extent. However, the diverse styles of single and two-storey shops remain remarkably intact along the remainder of Bridge Road.

1.1.3 Brief Description of the Victoria Street and Bridge Road Study Area

The Victoria Street and Bridge Road Study Area (the study area) is generally bound by the Yarra River and Mollison Street to the north; Rowena Parade, The Vaucluse, Brougham, Wall, Boyd, Manton and Bellevue Streets to the south; Hoddle Street to the west; and the Yarra River to the east. The study area includes the lengths of Victoria Street and Bridge Road between Hoddle Street and the Yarra River as well as a number of 'mixed use / commercial pockets' where future development is anticipated.

The land specifically considered in this report is subject to either a commercial (C1Z and C2Z) or mixed use (MUZ) zone within the study area.

Part II of this report describes the study area in greater detail.



Figure 2. Victoria Street and Bridge Road study area (©David Lock Associates)

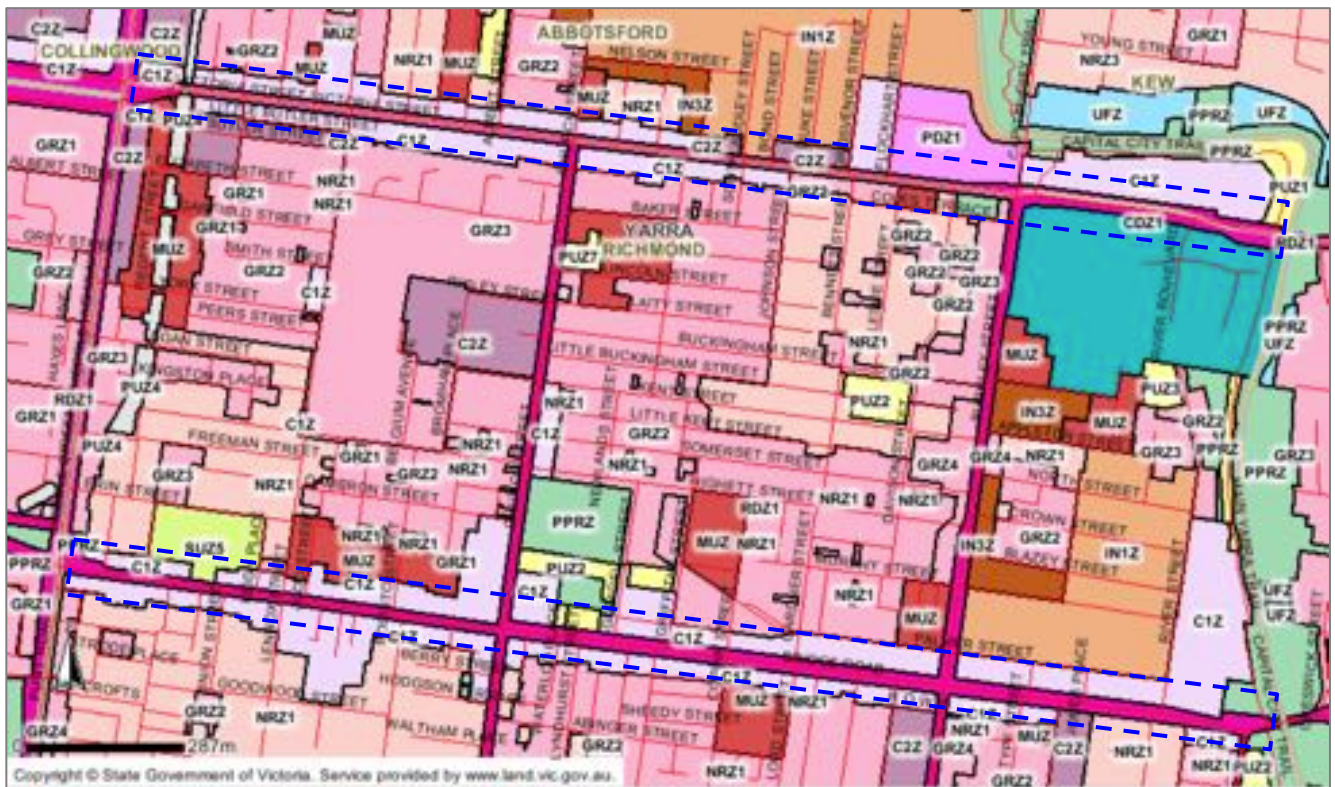


Figure 3. Zoning map – approximate extent of Victoria Street and Bridge Road High Streets dashed in blue (Planning Maps Online, accessed 20 Nov 2017)

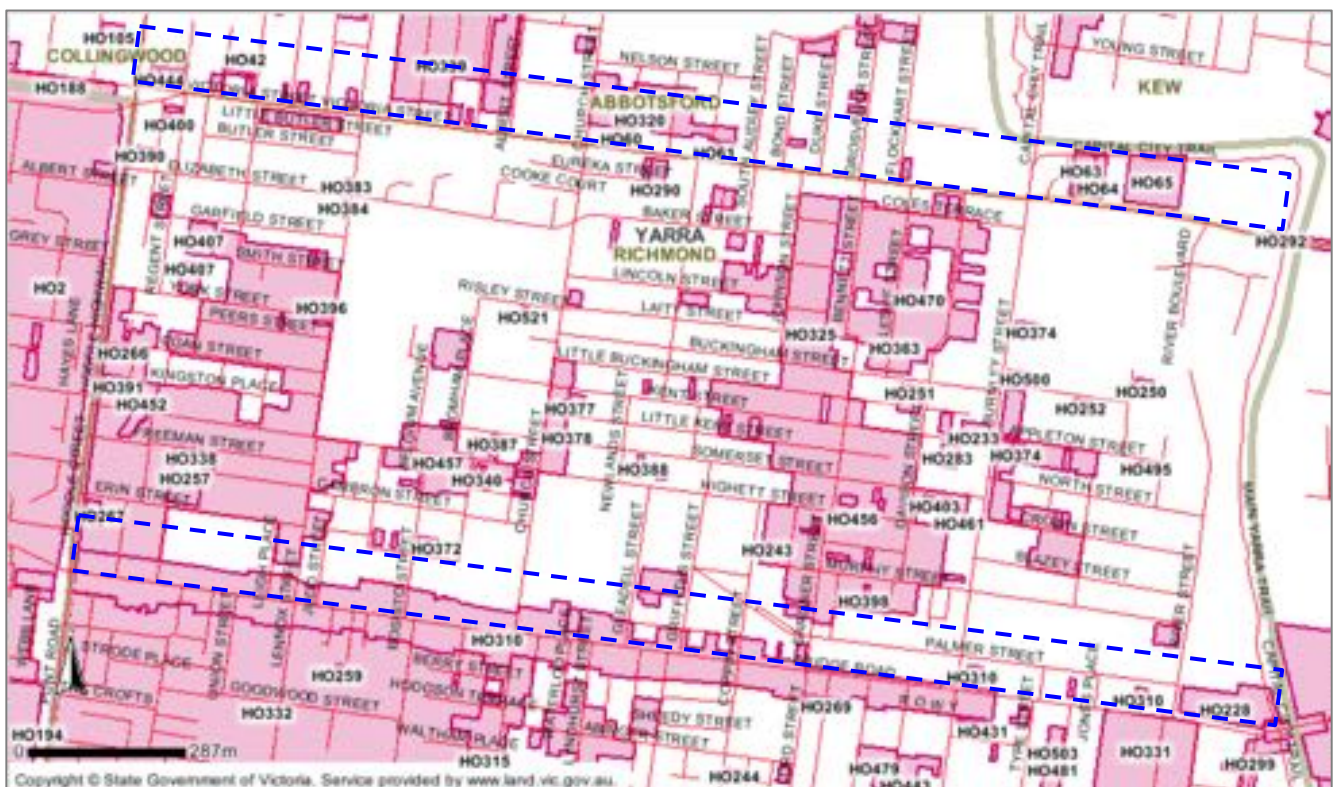


Figure 4. Heritage Overlay map – approximate extent of Victoria Street and Bridge Road High Streets dashed in blue (Planning Maps Online, accessed 20 Nov 2017)

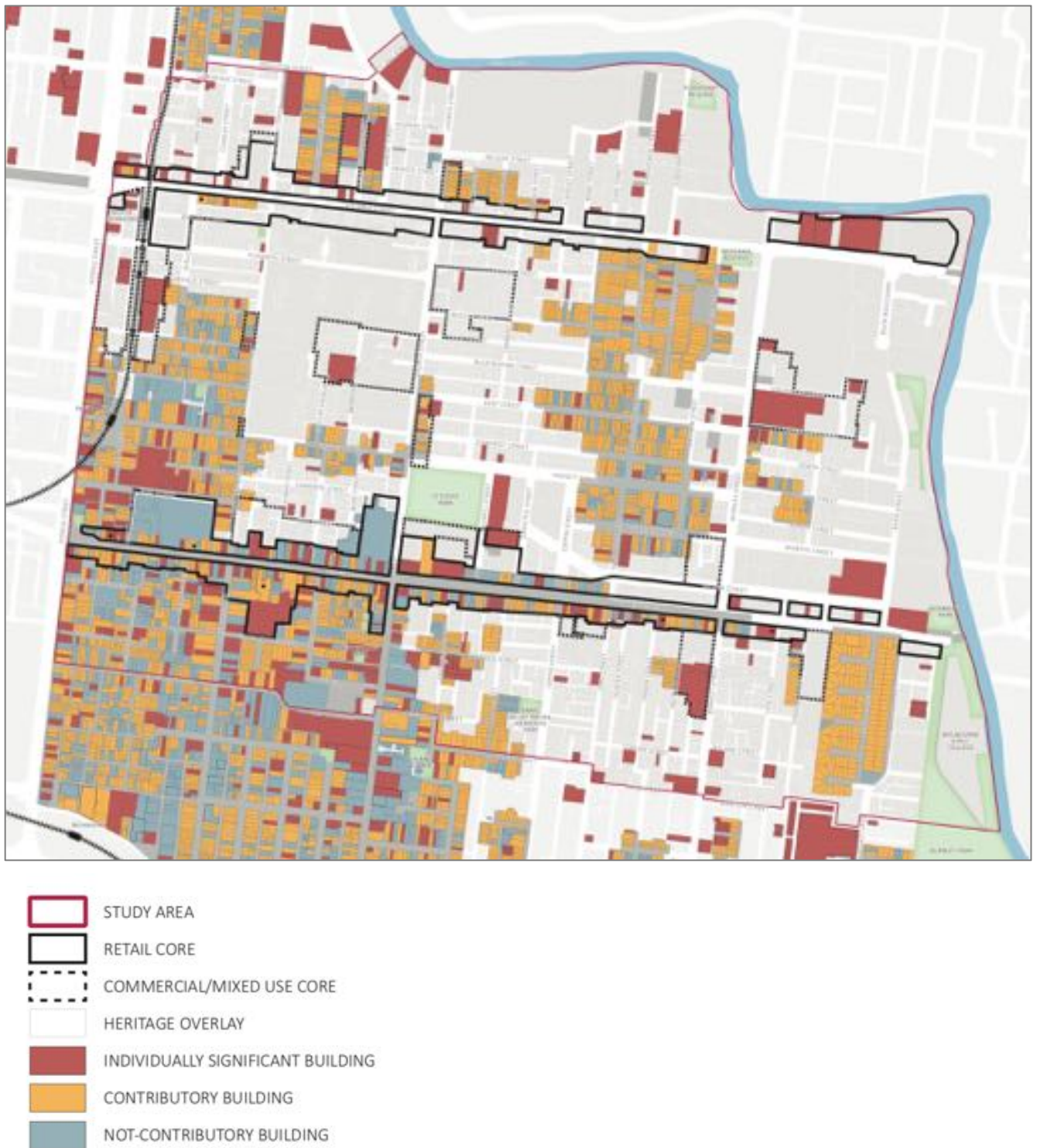


Figure 5. Heritage gradings map (©David Lock Associates)

1.2 Scope of the Heritage Analysis & Recommendations Report

In February 2017 GJM Heritage was commissioned to provide a detailed analysis of the heritage considerations for the Victoria Street and Bridge Road commercial corridors between Hoddle Street and the Yarra River, as well as the surrounding mixed use and commercial areas, and to detail recommendations for the future management of these areas in the context of new development.

The purpose of our advice is to ensure that DDO controls arising from the Built Form Framework take proper account of the heritage values of the precincts and individual buildings within the study area, leading to fully integrated decision-making when considering new development within the Victoria Street and Bridge Road corridors and surrounding mixed use areas.

The analysis within this report considers:

- The suitability of the extent of the Heritage Overlays for places and precincts within the Victoria Street and Bridge Road corridors and surrounding mixed use areas.
- The heritage grading of each property within the Heritage Overlay in the *City of Yarra: Review of Heritage Overlay Areas 2007 – Appendix 8, Revised May 2017* (Appendix 8).
- The currency of the existing Statements of Significance for places and/or precincts to ensure they provide adequate guidance for the management of important heritage features.
- Places not currently included in the Heritage Overlay but which warrant further consideration for inclusion in the Heritage Overlay.
- Identification of important groups of buildings which form significant streetscapes.
- Built form parameters necessary to appropriately manage increased commercial and residential development within the context of the existing heritage place and/or precinct.

1.3 Methodology

The key background documents on which the heritage analysis is based are:

- Yarra Planning Scheme Heritage Overlay Maps 6HO, 7HO, 8HO and 9HO
- Relevant Statements of Significance for heritage places and precincts within the study area and associated heritage studies
- Appendix 8.

The above documents have been reviewed in the context of the following clauses from the Yarra Planning Scheme and the relevant Planning Practice Notes (PPNs) published by the Department of Environment, Land, Water and Planning:

- The relevant provisions of the Yarra Planning Scheme in particular:
 - Clause 15.03 'Heritage'
 - Clause 21.05-1 'Heritage'
 - Clause 22.02 'Development Guidelines for Sites Subject to the Heritage Overlay'
 - Clause 22.03 'Landmarks and Tall Structures'
 - Clause 43.01 'Heritage Overlay'
 - Clause 43.01 'Schedule to the Heritage Overlay'
 - Clause 55.07 'Apartment Developments'
- PPN 1: *Applying the Heritage Overlay* (January 2018) (PPN1)
- PPN 59: *The role of mandatory provisions in the planning schemes* (June 2015) (PPN59)
- PPN 60: *Height and setback controls for activity centres* (June 2015) (PPN60).

The following Planning Panels Victoria (Panel) reports are relevant to the implementation of the Built Form Review as they consider the appropriateness of DDOs (containing both mandatory and discretionary provisions) within activity centres (or in the case of Melbourne Amendment C240, the Capital City Zone) that are also subject, in part, to the Heritage Overlay:

- Boroondara C108 'Neighbourhood Centres and Commercial Corridors' (26 February 2014)
- Banyule Planning Scheme Amendment C93 'Implementation of the Ivanhoe Structure Plan' (1 July 2014)
- Moreland Planning Scheme Amendment C134 'Brunswick Activity Centre' (15 May 2015)
- Melbourne Planning Scheme Amendment C240 'Bourke Hill' (4 May 2015)
- Bayside Planning Scheme Amendments C113, C114 and C115 'Mandatory provisions for the Sandringham Village, Bay Street and Church Street Activity Centres' (14 January 2015)

- Whitehorse Planning Scheme Amendment C175 'Box Hill Metropolitan Activity Centre' (6 October 2017).

These Panel reports are discussed further in Section 3 of this report.

We have approached the preparation of this analysis as follows:

1. Completion of a desktop review of the above listed documents, Panel Reports, heritage mapping and grading information, and the Statements of Significance for heritage precincts and individually significant buildings, including those places registered on the Victorian Heritage Register (VHR). The extent of the Heritage Overlays were cross-checked against Google Streetview. This preliminary review familiarised the project team with the heritage fabric of the study area prior to fieldwork being undertaken.
2. Completion of fieldwork by Jim Gard'ner, Renae Jarman and Ros Coleman. All buildings and structures within the study area were inspected from the public realm with particular attention paid to the presentation of heritage buildings to Victoria Street and Bridge Road. The rear and side interfaces to the neighbouring residential areas subject to the Heritage Overlay were also considered. The purpose of the fieldwork was to:
 - Review the suitability of the extent of the existing Heritage Overlays and to identify if gaps existed.
 - Review the suitability of the existing Statements of Significance for heritage places and precincts against the extant heritage fabric and to identify where the statements required updating for the purposes of properly considering built form recommendations.
 - Review the extant heritage fabric against the heritage gradings contained within Appendix 8 and to identify any inconsistencies and inaccuracies.
 - Identify those continuous length of streetscapes that could be considered 'significant' because of their high degree of consistency in terms of scale, setbacks, street wall height, architectural form and style, and construction period.
 - Identify rows of buildings such as terraced shop/residences that were built as a single group to the same or very similar design and remained highly intact.
 - Review the heritage buildings and streetscapes within the study area to identify the architectural and streetscape heritage features (e.g. parapets, roof forms, view lines, corner sites) that are relevant to a consideration of built form recommendations.
3. Participation in workshops with Council and David Lock Associates. The workshops:
 - Reviewed the proposed 'precincts' within the study area, driven by existing built form characteristics.
 - Identified the desired future character of the study area precincts against heritage analysis and state and local planning policy drivers.
 - Reviewed the key views of landmarks identified in Clause 22.03 – Landmarks and Tall Structures policy and were informed by the report 'Landmarks & Views Assessment', Ethos Urban, March 2018.
 - Tested built form parameters for new development against the existing heritage fabric of Victoria Street and Bridge Road, including key landmarks, through modelling prepared by David Lock Associates.
4. Finalisation of heritage recommendations for new built form parameters having considered the above.

2. Analysis of the Planning Context

2.1 Activity Centre Planning and Heritage

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.*

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.

Activity Centres that are also subject to extensive Heritage Overlay controls (like Bridge Road and parts of Victoria Street) are examples of where the tension between competing planning objectives must be resolved in a balanced way. Victoria Street and Bridge Road have excellent public transport connections, vibrant retail, commercial and hospitality uses and a high demand for housing choice. The streets also contain highly intact, predominantly turn of the century commercial precincts containing heritage fabric that is highly valued by the local community. A balance between the demand for more intensive development with the protection of the heritage buildings and precincts is therefore required. To achieve this, it is considered necessary that the DDO – and the background work that underpins it – specifically includes heritage considerations which frames the design objectives.

2.2 Yarra Planning Scheme – Heritage Provisions

Council has well-established heritage provisions within its planning scheme at Clauses 21.05-1 and 22.02. Also of relevance to the protection of the heritage values of the study area is Clause 22.03, which includes policy to protect the visual prominence of several landmarks within the study area, in addition to other landmarks within the municipality.

2.2.1 Heritage policy

The relevant objective within Clause 21.05-1 'Heritage' of the Municipal Strategic Statement (MSS) is *Objective 14: To protect and enhance Yarra's heritage places*. The relevant strategies to implement this objective are:

- *Strategy 14.1 - Conserve, protect and enhance identified sites and areas of heritage significance including*

pre-settlement ecological heritage.

- *Strategy 14.3 - Protect the heritage skyline of heritage precincts.*
- *Strategy 14.4 - Protect the subdivision pattern within heritage places.*
- *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.*

Objective 14 and its associated strategies are considered to be generally compatible with appropriately sited and scaled higher density development on Victoria Street and Bridge Road. Strategy 14.3 to 'Protect the heritage skyline of heritage precincts' would not be achieved unless new upper level development was to be of such low scale that it was fully concealed when viewed from the opposite side of the street as defined by the sightline tests described in Figures 2 and 3 of Clause 22.02 (refer Appendix 1). Avoiding any new visible built form above the parapets of buildings within the Heritage Overlay - although achieving the 'best' heritage outcome - would not enable the level of development that may reasonably be expected to be achieved on these commercial high streets nor meet other strategic directions of the Yarra Planning Scheme. A balance therefore needs to be struck between achieving the outcome sought by Strategy 14.3 and meeting the development objectives of the City of Yarra. An acceptable heritage outcome would be one where, although new built fabric is visible above the parapets, roofline or chimneys of these buildings the development was of a scale, set back and massed to retain the primacy of the heritage streetscape and avoids visually dominating the existing buildings.

Clause 22.02 'Development Guidelines for Sites Subject to the Heritage Overlay' provides detailed guidance within the Local Planning Policy Framework (LPPF) on development within the Heritage Overlay, including demolition. The relevant objectives of Clause 22.02 are:

- *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.*

Again, these objectives do not preclude higher density development along Victoria Street and Bridge Road with the possible exception of 'To preserve the scale ... of streetscapes in heritage places'.

The demolition policy provided at Clause 22.02-5.1 encourages the retention of 'individually significant' and 'contributory' buildings within a heritage precinct. Removal of part of a heritage place or contributory element is contemplated if (in general terms) it can be demonstrated that the removal of the part will not adversely affect the significance of the building, or – for a contributory building – the part is not visible from the street, abutting a park or public open space.

Given that the significance of most heritage places along Victoria Street and Bridge Road lies predominantly in their streetscape presentation, facade detailing and fine-grained pattern of subdivision, it is considered that a certain amount of rear demolition and redevelopment can be contemplated under the existing heritage policy.

Further, with the exception of those heritage places included on the VHR – and therefore regulated under the *Heritage Act 2017* – internal controls do not apply to heritage places within the study area.

In most circumstances, the planning scheme effectively limits the control of heritage fabric within the study area to that which is visible from the public realm, including street facades, rear laneway views (where they exist) and visible roof and chimney elements.

In relation to 'New Development, Alterations and Additions', Clause 22.02-5.7.1 sets out the following policy:

General

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.

To achieve a reasonable level of development capacity, discretion would need to be applied in relation to the requirements for the full or partial concealment of rear additions described in Figures 2 and 3 of Clause 22.02 (refer Appendix 1). Although a greater level of concealment would generally provide a better heritage outcome, this specific sightline-based guidance in the heritage policy is designed to preserve and enhance the character and appearance of predominantly one and two-storey dwellings within more typical narrow residential streets and cannot be readily applied to multi-storey development within a major Activity Centre without unreasonably constraining development.

Likewise, the policy to ‘Discourage elements which ... 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’ may not achieve appropriate urban design and architectural outcomes in areas such as Victoria Street and Bridge Road. In such areas, a ‘contrasting’ or ‘interpretative’ design approach for new taller development above the heritage building is likely to be more recessive than a ‘respectful’ or ‘historicism’ one that would lead to the new additions inappropriately mimicking the historic form and potentially being more visually intrusive.

Clause 22.02-5.7.2 provides the following specific policy that applies to buildings within the Commercial Zone along Victoria Street and Bridge Road that are subject to the Heritage Overlay:

Corner Sites and Sites with Dual Frontages

Encourage new building and additions on a site with frontages to two streets, being either a corner site

or a site with dual street frontages, to respect the built form and character of the heritage place and adjoining or adjacent contributory elements to the heritage place.

Encourage new buildings on corner sites to reflect the setbacks of buildings that occupy other corners of the intersection.

...

Industrial, Commercial and Retail Heritage Place or Contributory Elements

Encourage new upper level additions and works to:

- *Respect the scale and form of the existing heritage place or contributory elements to the heritage place by being set back from the lower built form elements. Each higher element should be set further back from lower heritage built forms.*
- *Incorporate treatments which make them less apparent.*

The above two specific policies will help to effectively inform development proposals and statutory planning decision-making to ensure that the heritage values along Victoria Street and Bridge Road are maintained while accommodating more intensive levels of development.

2.2.2 Landmarks and Tall Structures

Clause 22.03 – ‘Landmarks and Tall Structures’ identifies a number of landmark buildings and advertising signs to which views should be protected. The clock tower of the Richmond Town Hall, the spire of St Ignatius Cathedral, the Pelaco sign and the Skipping Girl Vinegar sign are four landmarks that fall within the study area. The identification of key views has been informed by the ‘Landmarks & Views Assessment’ report (Ethos Urban, March 2018).

The relevant policies include:

- *Maintain the prominence of Yarra’s valued landmark signs.*
- *Protect views to the silhouette and profile of Yarra’s valued landmarks to ensure they remain as the principal built form reference.*
- *Ensure the profile and silhouette of new tall structures adds to the interest of Yarra’s urban form and skyline.*

The policy seeks to ensure new buildings within the vicinity of the Richmond Town Hall, St Ignatius Catholic Church and the Pelaco and Skipping Girl Vinegar signs are designed so that these buildings or structures remain the principal built form reference in the area.

We consider that it is desirable to retain a clear sky silhouette of the whole of the clock tower of the Richmond Town Hall; however, as a minimum, the key elements of the clock tower which should remain visible and prominent include the flag pole, pyramidal roof, clock stage, and entablature and iron balustrade. To ensure that the clock tower is read as a prominent stand-alone object, any development should not appear to be closer to the tower than it is wide (refer Figure 6).

Although St Ignatius Church is located immediately south of the study area, key views of this building are provided from within the study area. Clause 22.03 only identifies views of the spire of the church, however we consider that it is appropriate that views of the belfry and spire in combination should be considered (refer Figure 7). The belfry provides a visual anchor to the spire of the church and the keys views of St Ignatius Church should include both the belfry and the spire. The key views to be managed within the study area are identified in the analysis for each study area precinct in this report.

Both the Pelaco (Figure 8) and Skipping Girl Vinegar (Figure 9) signs are included on the VHR, which means the heritage values of the fabric of the signs and development within their extents of registered land is managed through the *Heritage Act 2017*. The provisions of Clause 22.03 are necessary to protect the longer views to the illuminated signs, which were designed to be viewed from a distance and from major thoroughfares.

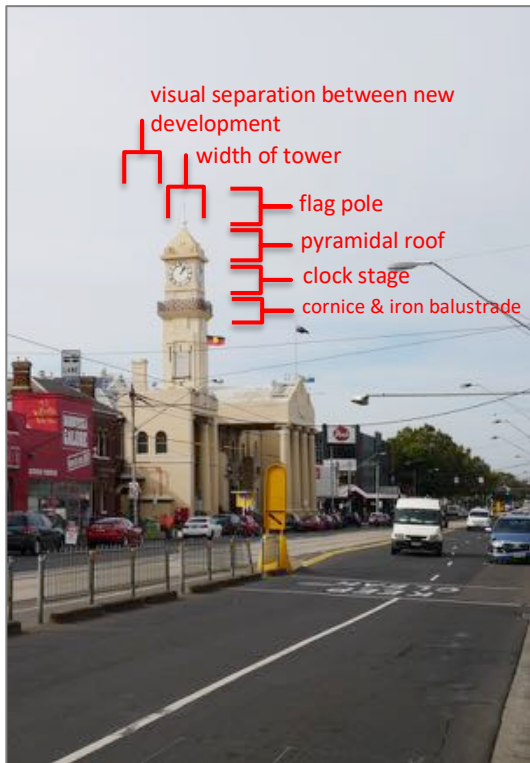


Figure 6. Richmond Town Hall, Bridge Road, Richmond

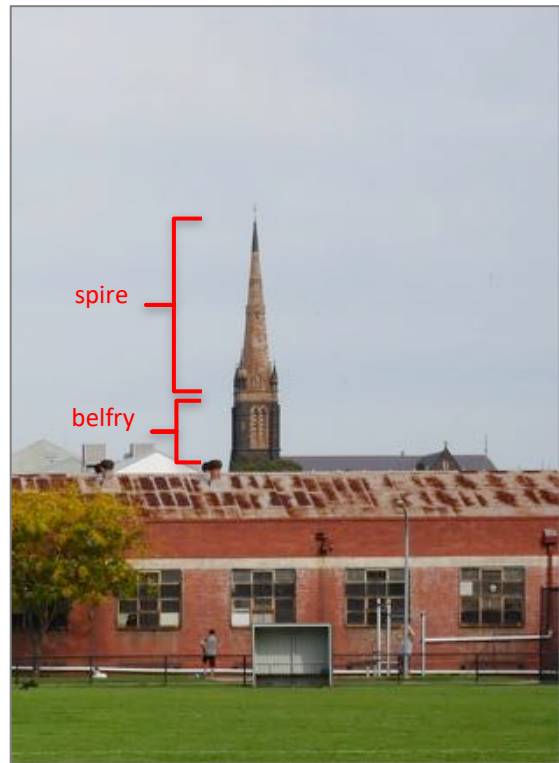


Figure 7. St Ignatius Church, Richmond from Citizens Park on Highett Street



Figure 8. Pelaco sign visible above the shops on Bridge Road viewed from outside the Richmond Town Hall.



Figure 9. Skipping Girl Vinegar sign from the intersection of Victoria and Burnley Streets (©google, Jan 2010)

2.2.3 Heritage Overlay

The head heritage provision of the VPP, Clause 43.01 'Heritage Overlay', has the following purpose:

- *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 43.01-4 sets out decision guidelines - in addition to those included in Clause 65 - that the Responsible Authority must consider before determining a permit application. These are:

- *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.*

While some of these considerations are not obviously consistent with the addition of higher density development behind heritage buildings, the first purpose and first decision guideline encompasses the whole SPPF and LPPF (integrated decision-making). Therefore a balance must be struck between achieving the objectives of the Heritage Overlay and meeting the objectives of other parts of the VPPs including Activity Centre policy and commercial zoning. It is noted that new rear development can often be accommodated behind heritage buildings in commercial precincts without substantially compromising the identified significant values of these heritage places.

2.3 Significant Streetscapes

After completing a detailed heritage review of the Victoria Street and Bridge Road High Streets, along with other High Streets within the City of Yarra, it has become evident that the heritage significance of parts of the study area extends beyond being a collection of ‘individually significant’ and ‘contributory’ buildings, but that the significance was more fine-grained than a precinct-wide consideration. In effect, within specific sections of Yarra’s high streets, the significance of those sections is greater than the sum of their parts.

This is not true of the entire length of these commercial corridors, but rather those highly intact streetscapes in which there is homogenous built form, high quality architectural design and a consistent period of development generally spanning over more than two blocks.

2.3.1 Planning Practice Note 1: Applying the Heritage Overlay

Planning Practice Note 1: *Applying the Heritage Overlay* (January 2018) does not contain guidance with respect to significant streetscapes, nor does it provide guidance on the grading of individual buildings within a precinct.

2.3.2 Melbourne Planning Scheme – Clause 22.05 - Heritage Places Outside the Capital City Zone

The City of Melbourne utilises a streetscape grading that is proposed to be simplified through Melbourne Amendment C258, and this may have some utility in considering the significance of Yarra’s historically significant High Streets.

In addition to grading individual buildings within the Heritage Overlay, the City of Melbourne has long defined the quality of streetscape to inform the application of its Heritage Policy outside the Capital City Zone contained at Clause 22.05.

The current Clause 22.05 defines the Streetscape Gradings as:

Grading of Buildings and Streetscape Levels

Every building of cultural significance has been assessed and graded according to its importance. Streetscapes, that is complete collections of buildings along a street frontage, have also been graded for planning control purposes. The individual buildings are grade A to D, the streetscapes from Level 1 to 3, both in descending order of significance. The grade of every building and streetscape is identified in the incorporated document Heritage Places Inventory 2000.

...

Level 1 Streetscapes

Level 1 streetscapes are collections of buildings outstanding either because they are a particularly well preserved group from a similar period or style, or because they are highly significant buildings in their own right.

Level 2 Streetscapes

Level 2 streetscapes are of significance either because they still retain the predominant character and scale of a similar period or style, or because they contain individually significant buildings.

Level 3 Streetscapes

Level 3 streetscapes may contain significant buildings, but they will be from diverse periods or styles, and of low individual significance or integrity.

The grading of streetscapes appears alongside the building grading for each property within the Heritage Overlay in the City of Melbourne's *Heritage Places Inventory*, an incorporated document pursuant to Clause 81 of the Melbourne Planning Scheme.

Currently the City of Melbourne use the streetscape gradings to inform the application of the policy at Clause 22.05 - Heritage Places Outside the Capital City Zone; it is not used within the Capital City Zone (as per Clause 22.04). The application of the streetscape grading is limited to applying the policy in regard to:

1. Whether a 'respectful' rather than 'interpretative' design approach is taken - the presence of a Level 1 or 2 streetscape gradings encourages the more restrictive 'respectful' approach to architectural design, in particular building shape, facade pattern and colours:

Form

The external shape of a new building, and of an addition to an existing building, should be respectful in a Level 1 or 2 streetscape, or interpretive in a Level 3 streetscape.

Facade Pattern and Colours

The facade pattern and colours of a new building, and of an addition or alteration to an existing building, should be respectful where visible in a Level 1 streetscape, and interpretive elsewhere.

2. The degree of concealment of new development visible above the retained heritage building – within a level 1 streetscapes it is policy that there be total concealment and for lower-graded streetscapes, partial concealment:

Concealment Of Higher Rear Parts (Including Additions)

Higher rear parts of a new building, and of an addition to an existing graded building, should be concealed in a Level 1 streetscape, and partly concealed in a Level 2 and 3 streetscape.

3. The façade height and setback of new development adjacent to heritage buildings:

Facade Height and Setback (New Buildings)

The facade height and position should not dominate an adjoining outstanding building in any streetscape, or an adjoining contributory building in a Level 1 or 2 streetscape. Generally, this means that the building should neither exceed in height, nor be positioned forward of, the specified adjoining building. Conversely, the height of the facade should not be significantly lower than typical heights in the streetscape. The facade should also not be set back significantly behind typical building lines in the streetscape.

2.3.3 Melbourne Planning Scheme Amendment C258

The new heritage policy proposed to be introduced through Melbourne Amendment C258 (which has been recently referred to Panel) simplifies the current 'Level 1', 'Level 2' and 'Level 3' streetscape grading to a single designation of 'Significant streetscape'. In practice, Melbourne Amendment C258 appears to primarily be translating 'Level 1' streetscapes to the 'Significant' grading, and by omission defining all other streetscapes within the Heritage Overlay as 'un-graded' although this is not explicitly stated the amended version of the City of Melbourne Heritage Places Inventory as exhibited.

Melbourne Amendment C258 includes amended heritage policies for places within the Capital City Zone (Clause 22.04) and outside the Capital City Zone (Clause 22.05) which defines a "Streetscape" as:

A streetscape is a collection of buildings along a street frontage. When referred to in relation to a precinct, a streetscape typically contains a majority of buildings which are graded significant or contributory.

A “Significant streetscape” is defined as:

Significant streetscapes are collections of buildings outstanding either because they are a particularly well preserved group from a similar period or style, or because they are highly significant buildings in their own right.

Clause 22.04 - Heritage Places Within the Capital City Zone makes reference to and provides a definition of significant streetscapes but does not apply any additional controls or policy in relation to that designation.

Like the existing version, the revised Clause 22.05 uses streetscape grading to apply policy in regard to the level of concealment of new development. Within significant streetscapes total concealment of 'additions' and 'higher rear parts' to heritage buildings is sought through the policy:

Additions to a significant or contributory building should be concealed in significant streetscapes.

In other streetscapes, additions to significant buildings should always be concealed, and to contributory buildings should be partly concealed.

The amended policy at Clause 22.05 no longer includes additional policy considerations specific to significant streetscapes relating to the height and setback of new development adjacent to heritage buildings or the whether a ‘respectful’ or ‘interpretative’ design approach should be taken.

We note that the City of Melbourne’s policy doesn't consider the different zoning contexts, for instance residential verses commercial or mixed-use zoning.

2.3.4 Possible Application to the City of Yarra

The long term use of streetscape grading in the City of Melbourne to refine the application of heritage policy suggests that ‘significant streetscapes’ could have application in the City of Yarra, particularly in its historic commercial high streets.

In the City of Yarra, a similarly high threshold for identifying what would constitute a ‘significant streetscape’ should be applied and emphasis should be placed on streetscapes that provide a continuous and consistently high-quality heritage experience when viewed from the public realm. They should generally extend over more than two blocks and will read as a coherent and largely consistent streetscape.

The following criteria has been applied to identify significant streetscapes within the City of Yarra’s historic high streets:

- The vast majority of buildings are ‘contributory’ or ‘individually significant’ with few ‘not-contributory’ buildings or intrusive developments.
- There is a high degree of consistency in terms of:
 - scale
 - setbacks
 - street wall height
 - architectural form and style.
- The streetscape consists of development from a similar construction period.
- The streetscape demonstrates a high level of intactness.
- Where ‘not-contributory’ buildings exist, these are generally not intrusive elements in the streetscape.
- There is a high level of architectural/aesthetic significance and/or architectural quality.
- The significant streetscape generally extends over more than two (2) complete blocks and reads as a coherent and largely consistent streetscape.

To retain the consistency of streetscape over longer lengths it is acknowledged that some individual blocks within a streetscape identified as ‘significant’ may not meet all the criteria identified above.

While highly desirable, we do not consider it necessary for a ‘streetscape’ designation to be identified in Council’s Heritage Policy or Appendix 8 (as occurs in the City of Melbourne Heritage Places Inventory). In our

view, it is appropriate for the significant streetscapes to be identified in the broader relevant precinct Statement of Significance and for built form controls proposed through the DDO to specifically address these considerations.

2.3.5 Addressing 'Significant Streetscapes' in Victoria Street and Bridge Road

In our view, it is appropriate for the significant streetscapes to be identified in the broader relevant precinct Statement of Significance and for built form controls proposed through the DDO to specifically address these considerations. It would also be highly desirable for the 'streetscape' designation to be identified in Council's Heritage Policy or Appendix 8 (as occurs in the City of Melbourne).

Having completed the detailed heritage analysis of Victoria Street and Bridge Road, it is considered that significant streetscapes exist along the south side of Bridge Road and these are discussed in greater detail within the precinct-by-precinct analysis in Part II of this report.

2.3.6 Specific controls for Significant Streetscapes

Those lengths of Bridge Road that are identified as being 'significant streetscapes' are more intact, extend over several blocks and therefore sensitive to change. It is our view that used sparingly, and applying an appropriately high threshold, 'significant streetscapes' justify the application of mandatory street wall height and upper level setback controls as the majority of proposals not in accordance with the mandatory provision are likely to have an unacceptable impact on the character and appearance of the heritage place and the quality of the streetscape meets the 'exceptional' test within PPN60.

3. Heritage in Design and Development Overlays – Panel Findings

Planning Panels Victoria has recently considered eight Planning Scheme Amendments that are of relevance to this project: Banyule Amendment C93, Bayside Amendments C113, C114 and C115, Boroondara C108, Moreland Amendment C134, Melbourne Amendment C240 and Whitehorse Amendment C175.

These amendments considered the appropriateness of mandatory controls in the context of PPN59 and provide guidance in which circumstances they should be applied. In response to submissions they also considered the issue of whether or not the DDO control should include objectives to protect heritage or whether this should be the sole domain of the Heritage Overlay provisions.

These reports provide useful guidance on the form and wording of DDO controls. In summary, Panel has concluded that:

- The Heritage Overlay identifies what is significant within an Activity Centre.
- Heritage is an appropriate issue for DDOs to provide guidance on to inform future development.
- Mandatory controls should be used in exceptional circumstances and their application should be guided by PPN59 and PPN60.
- Formulae defining the proportion of new built form that can be viewed above the street wall is an appropriate mechanism for informing the design and massing of new built form.

The approach taken in the formulation of the built form controls to manage development affecting heritage places is to complement existing policy. Clause 22.02 - 'Development Guidelines for Sites Subject to the Heritage Overlay' and relevant parts of Clause 22.10 – 'Built Form and Design Policy' have been taken as the starting point for the development of these complementary controls and policy.

Where existing policy is considered to be satisfactory, no additional policy has been recommended; however, where additional policy is considered appropriate to inform appropriate development outcomes, these have been identified. Specific policy has been recommended where it is considered necessary to provide guidance to recognise the current role of these commercial strips and mixed use pockets and enable their future development while protecting their heritage values and streetscape character.

A discussion of the most relevant of these Panel reports – Moreland Amendment C134, Boroondara Amendment C108 and Whitehorse Amendment C175 – is provided below.

3.1 Moreland Amendment C134

Sydney Road, Brunswick is a Major Activity Centre with highly intact, predominantly Victorian streetscapes covered by the Heritage Overlay. Sydney Road, Victoria Street and Bridge Road Activity Centres share common traits within their commercial cores including a tram route, a similar mix of historic and current uses, similar historic built form (predominantly two-storey Victorian-era or early twentieth-century commercial buildings), a high proportion of 'contributory' and 'individually significant' buildings with a high level of integrity, and similar existing street wall heights (generally between 8m and 11m). Sydney Road and Bridge Road have similar extents of heritage fabric.

The Statement of Significance for Moreland HO149 – Sydney Road Precinct¹ notes the precinct is of historical, architectural and social significance to the City of Moreland. It includes a number of close similarities with the Statement of Significance for HO310 – Bridge Road Precinct, including:

- Importance as a predominantly intact late 19th and early 20th century retail and commercial strip;
- Reflecting the considerable expansion and growth of the streets, and the suburbs as a whole, during the 19th century Boom period; and

¹ Retrieved from Victorian Heritage Database, 16 June 2017
(<http://vhd.heritagecouncil.vic.gov.au/places/56076#sthash.7LcbbSIM.dpuf>)

- Largely intact upper floor facades of the shops.

Gazetted on 11 August 2016, Moreland Amendment C134 introduced DDO18, DDO19 and DDO20. DDO18 set mandatory street wall heights on Sydney Road north of Brunswick Road of between 8m and 11m, which would be an appropriate precedent for the Bridge Road Activity Centre and parts of the Victoria Street Activity Centre given the similarities in their architectural form.

DDO18 also provides a preferred minimum 5m setback for development above the street wall and to establish a preferred ratio of $\frac{3}{4}$: $\frac{1}{4}$ street wall to new built form through the following design objective:

- *Be designed to ensure that it occupies no more than one quarter of the vertical angle defined by the whole building in the view from an eye-level of 1.7 metres on the opposite side of the street, as illustrated in Figure 1 below.*

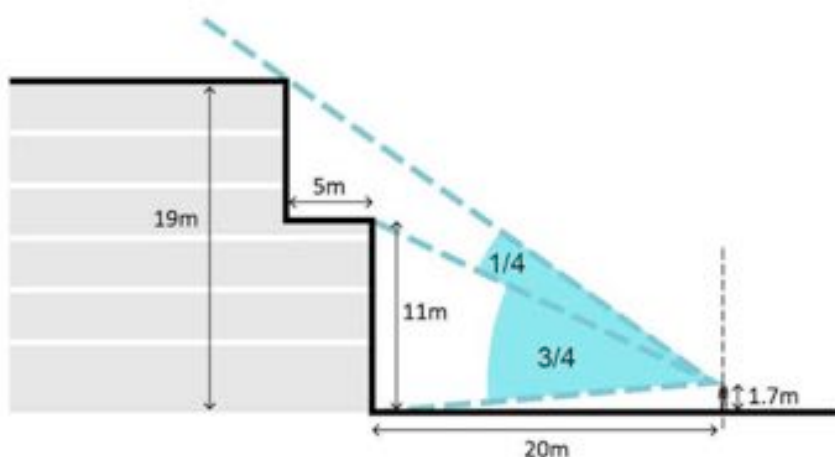


Figure 10. Upper level setbacks along Sydney Road (Figure 1 in Moreland DDO18, retrieved 2 June 2017).

DDO18 also provides a useful model for dealing with upper level development where the existing heritage building has a street wall height of less than the 11m street wall height provided in that control:

- *Where an existing building with a street wall height of less than 11 metres is to be retained for heritage reasons new development may occupy more than one quarter of the vertical angle defined by the whole building outlined in Figure 1 above.*

A similar approach can be adopted in the Victoria Street and Bridge Road contexts, which will allow for a greater degree of visibility of new built form above single-storey heritage buildings. This will provide an appropriate balance between heritage retention and the creation of a reasonable development envelope.

3.2 Boroondara Amendment C108

The Panel considering Boroondara Amendment C108 discussed the use of mandatory street wall height, upper level setbacks and overall heights across 31 Neighbourhood Activity Centres and three commercial corridors (Camberwell Road/Burwood Road and Canterbury Road).

In its report dated 26 February 2014 Panel noted its strong support for the protection of heritage assets in Boroondara and recommended reinstatement of policy in the exhibited Amendment that encouraged new development on or adjoining a heritage place to be moderated. In particular, the Panel recommended that policy guidance be included that:

The combination of the height, setbacks and design treatment of new buildings should ensure a heritage place on or adjoining the site is not overwhelmed or dominated.

The Panel also considered the use of mandatory height and setback controls, and recognised that the version of *Plan Melbourne* at that time foreshadowed stronger policy support for the use of mandatory provisions in neighbourhood centres (and residential areas) to increase planning certainty.

The Panel report recognised that mandatory provisions that prescribed standards without a capacity for departures have been supported in areas of consistently high heritage value with consistent character. While acknowledging the heritage values and 'main street' character of the Neighbourhood Activity Centres subject to C108, the Panel also recognised that new development will be visible behind the retained façades – particularly from oblique views – and that invisibility of upper level development is either unreasonable or not necessary to achieve the primacy of the street wall.

In conclusion, the Panel accepted some use of mandatory controls within Boroondara's neighbourhood centres, but not in the commercial corridors:

The Panel recognises that Plan Melbourne foreshadows stronger policy support for the use of mandatory provisions in neighbourhood centres (and residential areas) to increase certainty. The Panel considers the combination of the street wall and upper level setbacks is critical in neighbourhood centres to maintain the established main street character and in these situations mandatory controls can be justified. However, we consider development with elements that exceed the nominated height and/or adopt alternative setbacks should not be precluded as they may produce better outcomes in some circumstances. The overall maximum height limits should therefore remain discretionary to allow for such circumstances.

It was the Panel's conclusion that mandatory street wall heights which reflected the dominant character of the neighbourhood centres were acceptable (either 8m or 11m, depending on the context). It also found that if mandatory upper level setbacks were to be adopted, they should be sufficient to ensure that in most cases the upper storey will be clearly distinguishable from the street wall of the heritage building and be a recessive element in neighbourhood centre streetscapes. To achieve this Panel identified 5m as being an appropriate mandatory minimum setback for upper level development in the context of Boroondara's neighbourhood activity centres.

3.3 Whitehorse Amendment C175

Whitehorse Planning Scheme Amendment C175 sought to implement the *Box Hill Metropolitan Activity Centre Built Form Guidelines* (Hansen Partnership, 2016) by rezoning land, introducing the Built Form Guidelines as a reference document and applying a new DDO Schedule to introduce built form controls. In its consideration of this amendment the Panel Report dated 6 October 2017 stated:

The Panel would have benefited from a more sophisticated analysis of the heritage precinct that utilised three-dimensional modelling, sight lines and view-sheds to help understand the rationale for the proposed heritage related controls. Without this basic information, it is difficult to determine whether the proposed controls are appropriate...

and concluded that in the absence of this modelling:

- *The Built Form Responses regarding Heritage should not proceed in their current form.*

The absence of three-dimensional modelling, and sight line and view-shed analysis in relation to those areas of the Box Hill Activity Centre that are subject to the Heritage Overlay appears to have been critical in Panel recommending that the proposed built form controls not be applied to address heritage.

4. Mandatory and Discretionary Height and Setback Controls

PPN59 notes that the VPPs are predominantly performance-based and that mandatory provisions are the exception. The PPN sets out a series of five criteria against which to test proposed mandatory provisions, being:

- Is the mandatory provision strategically supported?
- Is the mandatory provision appropriate to the majority of proposals?
- Does the mandatory provision provide for the preferred outcome?
- Will the majority of proposals not in accordance with the mandatory provision be clearly unacceptable?
- Will the mandatory provision reduce administrative costs?

While the Study Area is zoned C1Z and C2Z rather than Activity Centre Zone (ACZ), PPN60 still provides useful guidance on the application of height and setback controls within the Victoria Street and Bridge Road corridors and particularly the use of discretionary and mandatory controls. PPN60 establishes a threshold of ‘exceptional circumstances’ that may justify the use of mandatory height and setback controls, and notes that a number of Panels have confirmed that discretionary is the preferred form of control in an Activity Centre. The PPN identifies that:

When appropriate maximum and minimum height and setback controls are identified, they should be included in the relevant planning scheme as discretionary controls with clear design objectives.

Mandatory height and setback controls (that is, controls that cannot be exceeded under any circumstance) will only be considered in exceptional circumstances.

PPN60 identifies the following criteria for ‘exceptional circumstances’ that “...may be identified for individual locations or specific and confined precincts”. These are (as relevant):

- *significant heritage places where other controls are demonstrated to be inadequate to protect unique heritage values*
- *sites of recognised State significance where building heights can be shown to add to the significance of the place, for example views to the Shrine of Remembrance...*

The Panels that considered Moreland Amendment C134 and Boroondara C108, provide further guidance on the application of mandatory street wall height and upper level setback controls along Victoria Street and Bridge Road. The Panels concluded that mandatory controls were appropriate for street wall heights along Sydney Road and in 31 neighbourhood centres in Boroondara and that mandatory upper level setbacks were appropriate in many of Boroondara’s neighbourhood centres. It is our view that Sydney Road in particular shares similarities with the intact sections of Victoria Street and Bridge Road in terms of heritage fabric and streetscape characteristics.

The following policy settings have been applied to the application of mandatory and discretionary built form controls:

- For all buildings subject to the Heritage Overlay and within a *significant streetscape* and *individually significant buildings* outside of a significant streetscape it is proposed to apply:
 - Mandatory street wall setback
 - Mandatory upper level setback from front and side boundaries on key corner sites (to retain 3D form of heritage fabric)
 - Mandatory street wall height
 - Preferred upper level setback from a minor or side street elevation.
- For *contributory buildings* or *non-contributory buildings* subject the Heritage Overlay but outside of a significant streetscape it is proposed to apply:
 - Preferred street wall setback
 - Preferred upper level setback (to retain 3D form of heritage fabric)

- Preferred street wall height
- Preferred upper level setback from a minor or side street elevation.
- For buildings that are not subject to the Heritage Overlay but are immediately adjacent to *individually significant* buildings or a *significant streetscape* it is proposed to apply:
 - Preferred street wall setback
 - Preferred upper level setback (to retain the visual prominence of the individually significant building or significant streetscape)
 - Preferred street wall height.

Further discussion around where mandatory and discretionary controls are considered appropriate in the context of the study area can be found in Part II and Part III of this report.

Part II: Heritage Analysis

5. Heritage Analysis

5.1 Precinct Boundaries

For the purposes of this project, the study area has been divided into seven (7) precincts (shaded in green with solid outline) and a series of 'mixed use / commercial pockets' (shaded in tan and bounded by dotted lines):

Victoria Street

Precinct 1: Victoria Street – West

Precinct 2: Victoria Street – Central

Precinct 3: Victoria Street – East

Precinct 4: Skipping Girl Vinegar

Bridge Road

Precinct 1: Bridge Road Heritage Streetscape

Precinct 2: Town Hall

Precinct 3: Bridge Road North East/East of Burnley

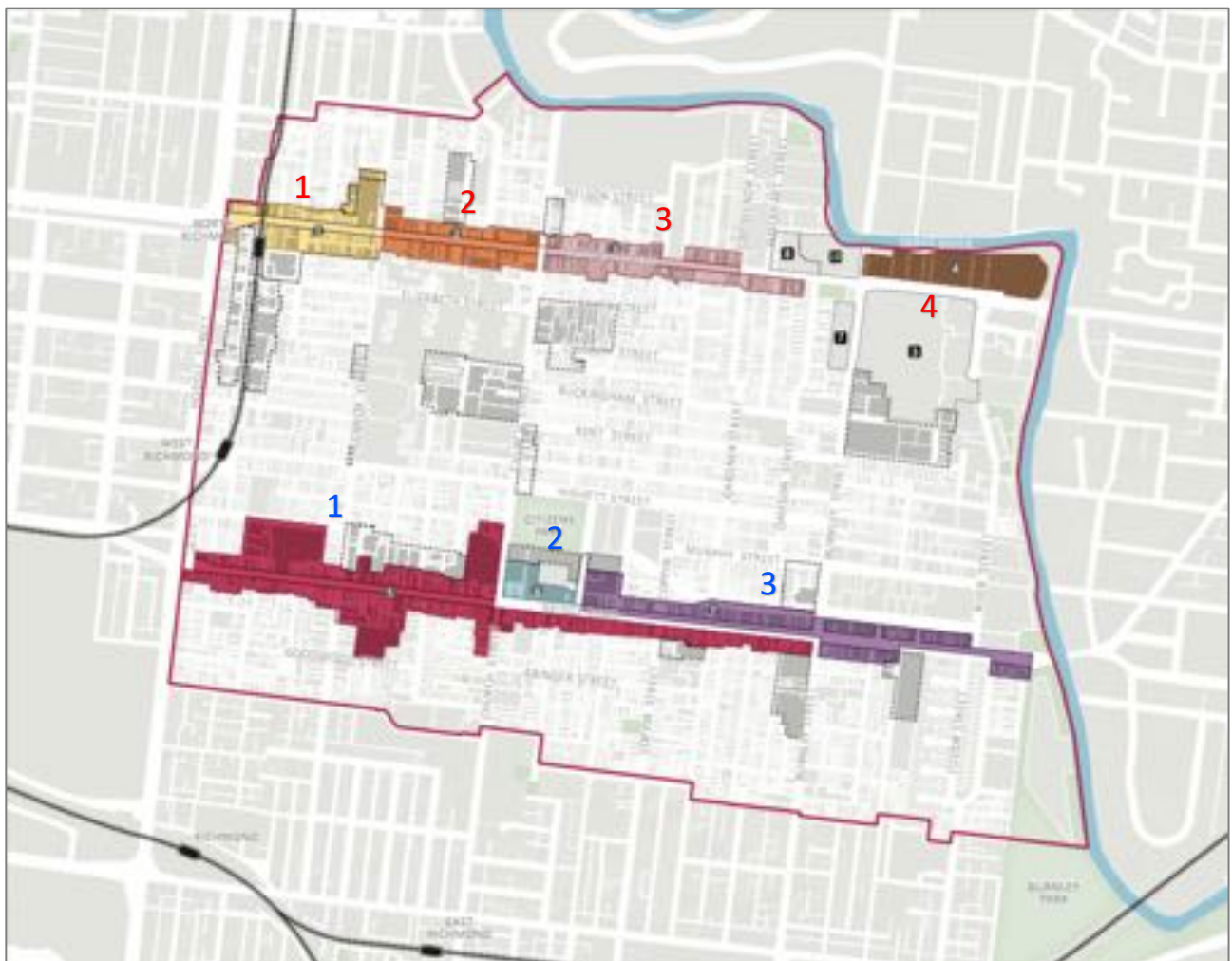


Figure 11. Precinct boundaries (©David Lock Associates, 12 May 2017)

Victoria Street precincts numbered in red.

Bridge Road precincts numbered in blue.

Following is an analysis of the heritage components and qualities of each of the 'High Street' study area precincts, including significant views and streetscapes found within the precincts. An analysis of future built form character considerations has been provided along with recommended built form parameters to appropriately manage heritage values.

The 'mixed-use pockets' are described and analysed separately under section 13 of this report.

5.2 Heritage Characteristics

Two storey shop / residence buildings are common to the City of Yarra's historic high streets and make up the majority of the streetscapes included within the Heritage Overlay along Victoria Street and Bridge Road. These buildings share the same typical characteristics across the precincts and mixed-use pockets, which include:

- Attached terraced construction
- Masonry construction with less than 40% of the upper level street wall face comprised with openings such as windows and doors
- Painted render or face brick façades
- Parapeted front facades with solid parapets, open balustrades or more elaborate gables
- No setback from the street boundary
- Early or altered shop fronts taking up the majority of the ground floor
- Verandahs or later canopies, particularly on the south side of the street
- Visible chimneys normally set back between 3m and 4m from the front of the building.

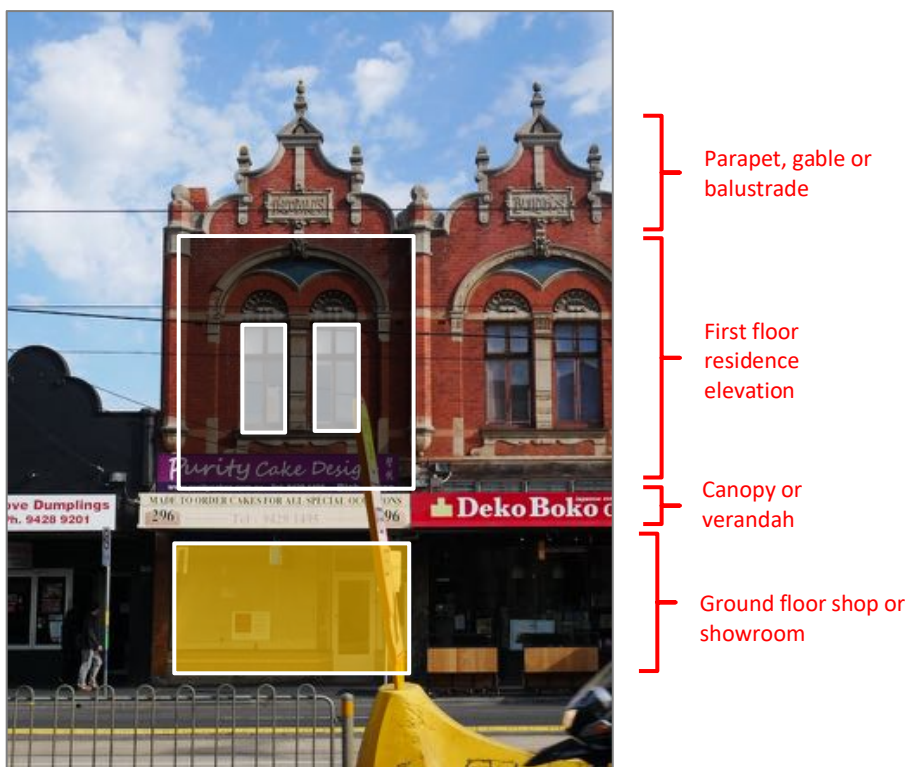


Figure 12. Two-storey shop/residence showing the typical relationship between solid (walls) and void (windows) on the front façade. The grey shaded area is the first-floor façade wall with light grey shaded windows making up less than 40% of the wall area parapet (excluding the parapet, gable or balustrade), and the yellow shaded shopfront glazing and entrance door occupies the majority of the ground floor façade.

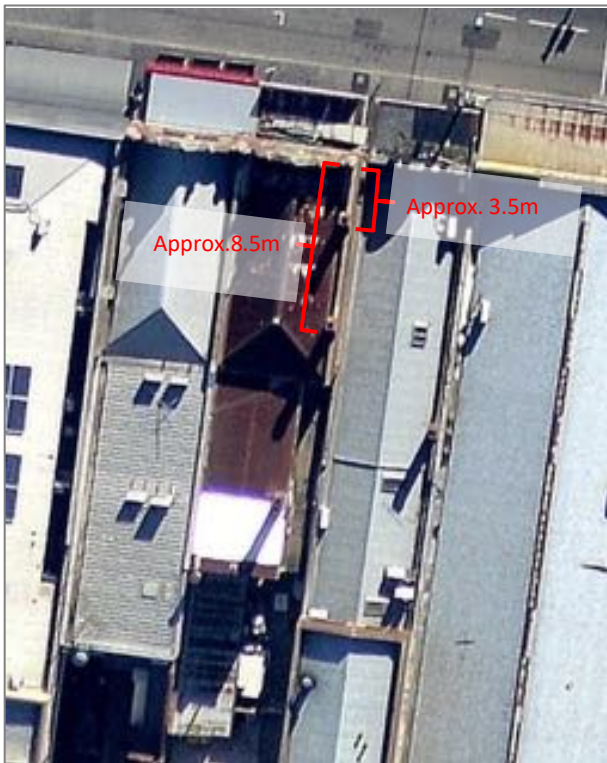


Figure 13. Roof plan (©nearmap, 9 Aug 2017) showing the typical location of chimneys at the centre of each of the front two rooms on the party wall i.e. approx. 3.5m and 8.5m back from the front façade



Visible chimneys

Visible roof

Parapet with pediment or balustrade

Masonry (brick or render) upper walls with windows making up less than 40% of the wall area

Verandah or canopy

Glazed shopfront

Splayed corner

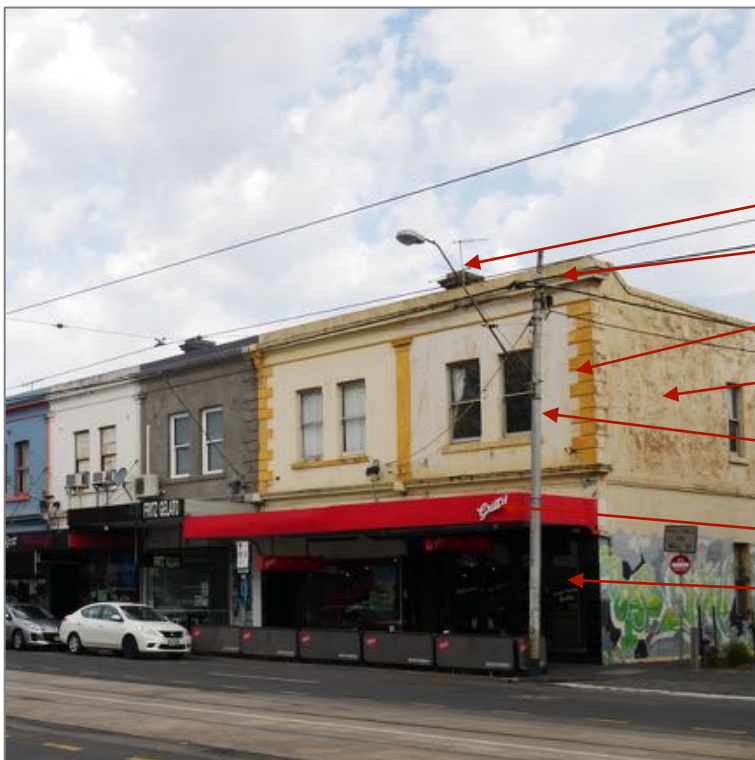
Return façade

Figure 14. Two-storey shop/residence with return façade on a major intersection



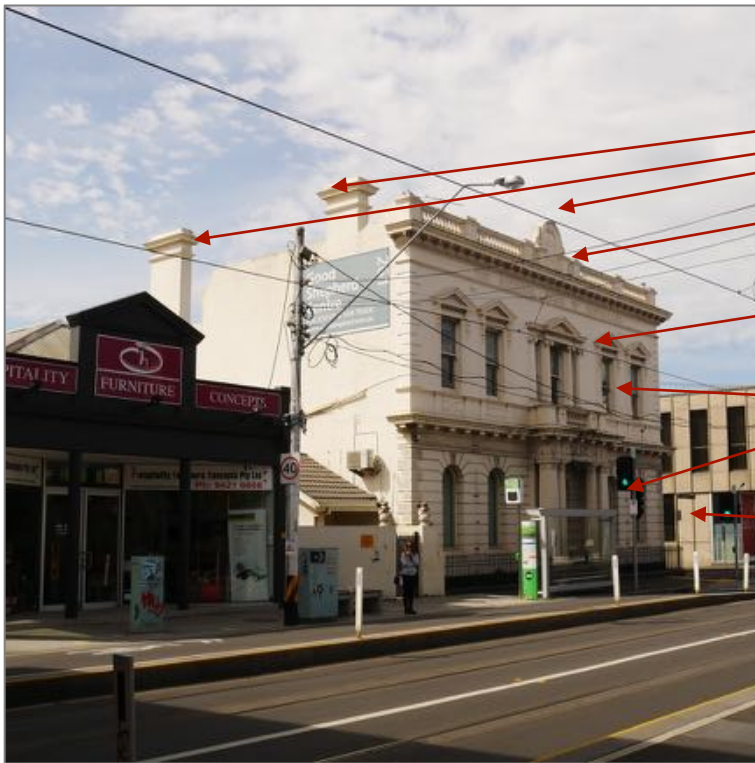
- Visible chimney
- Elaborate parapet with balustrading and pediments
- Elaborate architectural detail and window surrounds
- Masonry (brick or render) upper walls with windows making up less than 40% of the ...
- Verandah or canopy
- Glazed shopfront

Figure 15. Grand shop/residence



- Visible chimney
- Simple parapet
- Simple detailing
- Plain elevation to side street
- Masonry (brick or render) upper walls with windows making up less than 40% of the wall area
- Verandah or canopy
- Glazed shopfront

Figure 16. Simple (modest) shop / residence



Visible chimneys

Elaborate parapet with balustrading and pediments

Elaborate architectural detail and window surrounds

Masonry (brick or render) ground floor and upper walls with windows making up less than 40% of the wall area

Corner location

Figure 17. Major commercial buildings (bank or hotel)



Visible roof

Gables or stepped or flat parapet

Limited decoration

Masonry (brick or render) upper walls with windows making up less than 40% of the wall area

Large inter-floor height

Large openings to ground floor

Figure 18. Industrial buildings

Victoria Street, Abbotsford/Richmond

6. Precinct 1 – Victoria Street – West

6.1 Description

Precinct 1 (Victoria Street – West) runs along Victoria Street between Hoddle Street to the west and Lennox and Nicholson Streets to the east. It is an exclusively commercial precinct and is bisected by the railway overpass and North Richmond Station at the precinct's western end. The precinct is made up predominantly of two-storey shops with residences over dating from the late nineteenth century to the mid-twentieth century and a small number of single-storey shops dating from the same period. Architecturally these rendered or face-brick buildings are generally modest and less elaborately decorated than the commercial buildings associated with other Yarra High Streets such as Brunswick Street, Swan Street, Bridge Road or Smith Street. The only substantial contemporary development is the four-storey mixed use 'The Hive' complex at the corner of Victoria and Nicholson Streets, which extends north up Nicholson Street.

To the south of Victoria Street, between Butler Street and Little Butler Street and west of Shelley Street, are one and two-storey factory and warehouse buildings dating from the late nineteenth to late twentieth centuries. Generally of brick construction with profiled steel roofing, some have a typical industrial saw-tooth roof forms.

The typical 20m wide carriageway of Victoria Street (including the footpaths) widens significantly west of the railway overpass and measures approx. 50m in width at the intersection of Victoria and Hoddle Streets and approx. 30m at the intersection of Victoria and Regent Street. The large Victoria Street Gateway arch and associated sculpture erected in 2014 to commemorate Vietnamese immigrants is located within the traffic island disrupting some views across the street.

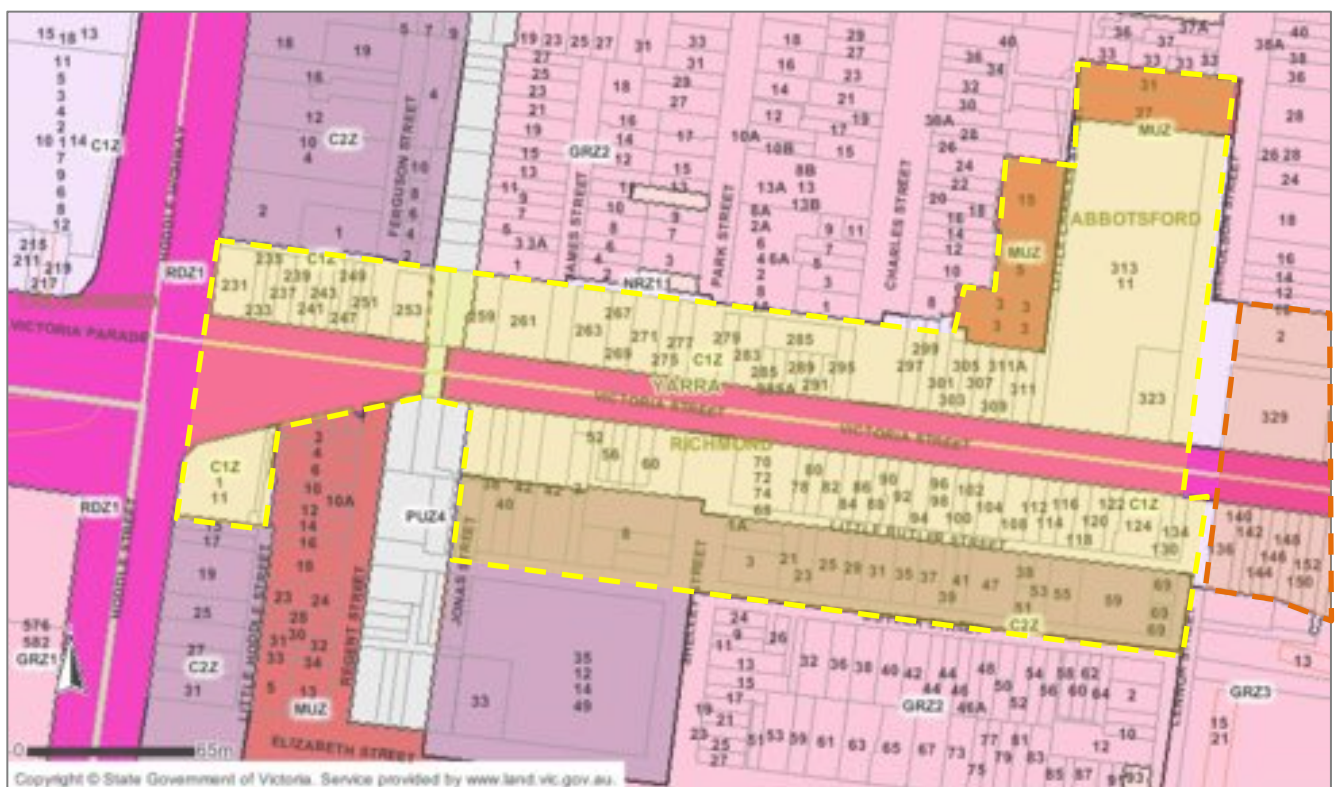


Figure 19. Zoning map – Victoria Street between Hoddle Street and Lennox and Nicholson Streets – Precinct 1 outlined in yellow (Planning Maps Online, accessed 20 Nov 2017)

6.2 Heritage Status

6.2.1 Existing Conditions

Precinct 1 includes two reasonably intact rows of shop residences: numbers 233-251 on the north side of Victoria Street (HO444), and numbers 68-120 on the south side of Victoria Street (HO408). The precinct also includes a number of 'individually significant' buildings including former hotels and banks of the Victorian and Edwardian eras. The buildings within the Heritage Overlay generally demonstrate the following characteristics:

- Attached or terraced construction
- Masonry construction with less than 40% of the first floor street wall face comprised with openings such as windows and doors
- Painted render or face brick façades
- Parapeted front facades with some pitched and hipped roofs to single-storey buildings
- No setback from Victoria Street
- Early or altered shop fronts to the ground floor
- Verandahs or later canopies on the south side of Victoria Street
- Visible chimneys.

There are few, if any, buildings that are not included on the Heritage Overlay within Precinct 1 which are recognisable to their late nineteenth or early twentieth century forms.

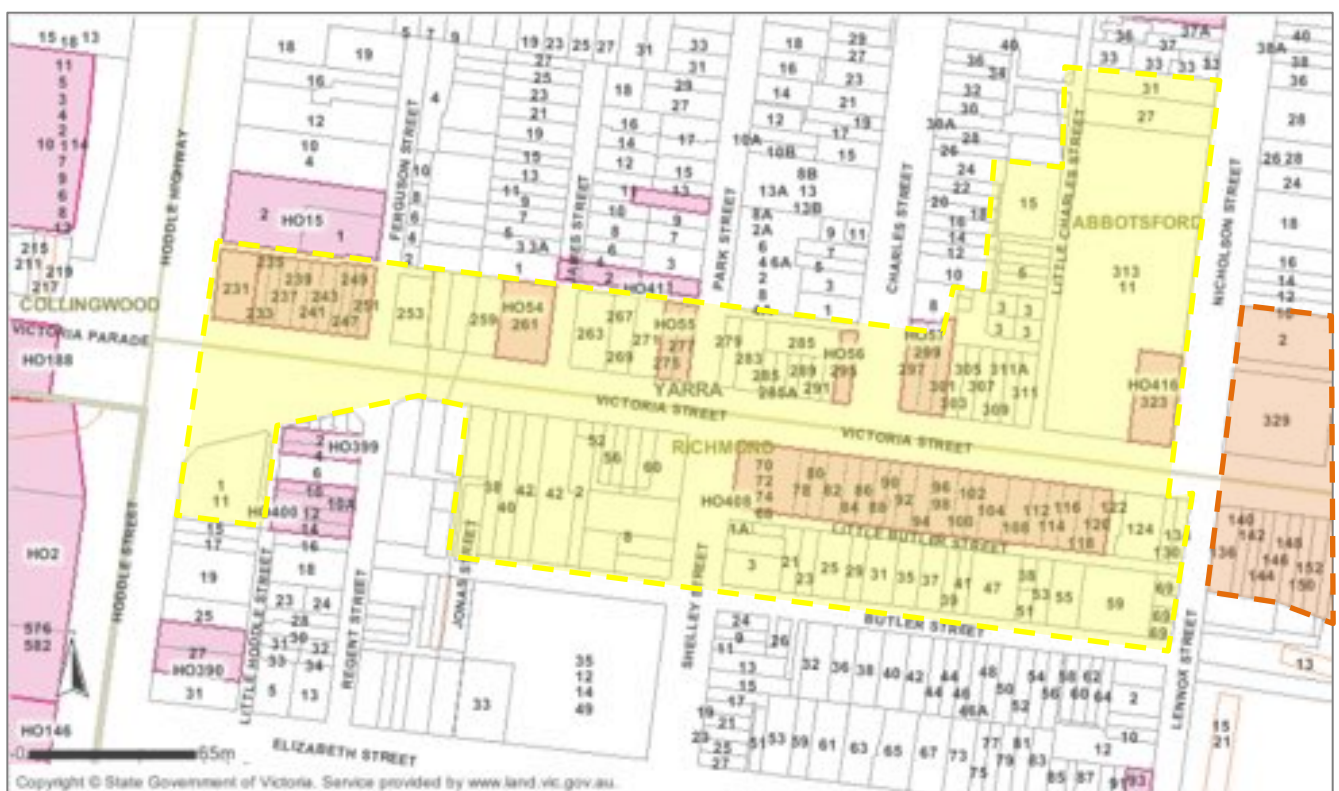


Figure 20. Heritage Overlay map – Victoria Street between Hoddle Street and Lennox and Nicholson Streets – Precinct 1 outlined in yellow (Planning Maps Online, accessed 20 Nov 2017)



Figure 21. North side of Victoria Street (nos 231-251 -within HO444)



Figure 22. North side of Victoria Street (the former National Bank, 261 Victoria Street (HO54) in the centre of the image)



Figure 23. South side of Victoria Street (HO408 commencing at 68 Victoria Street at the right of the image)

In summary, the existing heritage status for Precinct 1 is:

Victorian Heritage Register				
None				
Individual Heritage Overlays				
Heritage Overlay	Name	Address	Appendix 8 grading	Date
HO53	Former State Saving Bank	231 Victoria Street	Individually significant	1884
HO54	Former National Bank	261 Victoria Street	Individually significant	1887
HO55	Shops	275-277 Victoria Street	Individually significant	1886
HO56	Shop	295 Victoria Street	Individually significant	1865
HO57	Shops	297-301 Victoria Street	Individually significant	1880

HO416	Quint Café (former Duke of Albany Hotel)	323-325 Victoria Street	Individually significant	1880-1930
Precinct Heritage Overlays				
<i>Heritage Overlay</i>	<i>Name</i>	<i>Address</i>	<i>Appendix 8 grading</i>	<i>Date</i>
HO408	Victoria Street Precinct	68-120 Victoria Street	Contributory except: No. 70 and 82 - not contributory Nos. 92-94 - individually significant	1850-1915
HO444	Victoria Street West Precinct	233-251 Victoria Street	All contributory	1875-1885

6.2.2 Recommended Changes

There are no changes recommended to the heritage controls for Precinct 1. However, it is recommended that the Statement of Significance for the precinct and site-specific Heritage Overlays be updated to accurately capture the important heritage features of the various places. Refer to the Heritage Assessments report (GJM Heritage, June 2018) for the further detail.

for further detail), namely:

- Victoria Street Precinct, 68-120 Victoria Street (HO408)
- Victoria Street West Precinct, 233-251 Victoria Street (HO444)
- Savings Bank, 231 Victoria Street, Abbotsford (HO53)
- National Bank of Australasia, 261 Victoria Street, Abbotsford (HO54)
- Lambeth Buildings, 275-277 Victoria Street, Abbotsford (HO55)
- 295 Victoria Street, Abbotsford (HO56)
- 297-301 Victoria Street, Abbotsford (HO57)
- Quint Café/Former Duke of Albany Hotel, 323-325 Victoria Street, Abbotsford (HO416)

6.3 Zoning

6.3.1 Existing Conditions

The land within Precinct 1 is included within the C1Z, C2Z, MUZ, Public Use Zone – Transport (PUZ4) and Road Zone – Category 1 (RDZ1).

6.3.2 Recommended Changes

There are no changes recommended to the zoning within Precinct 1.

6.4 Key views

There are no key views of landmarks, tall structures or advertising signs identified within Clause 22.03 of the Yarra Planning Scheme that fall within Precinct 1.

6.5 Significant Streetscapes

Due to the relatively short lengths of streetscape subject to the Heritage Overlay within Precinct 1 no streetscapes are considered to be 'significant'.

6.6 Potential Future Character Considerations

Precinct 1 contains two lengths of highly intact and consistent two-storey Victorian/early Edwardian-era commercial streetscapes, and six individually significant buildings or small rows of 'individually significant' shop/residences. The Heritage Overlay will ensure the retention of all 'contributory' and 'individually significant' buildings. Within the land subject to the Heritage Overlay, new infill development opportunities are limited to two 'not-contributory' sites at numbers 70 and 82 Victoria Street. Infill development on these two sites should reflect the existing consistent street wall with new built form constructed to the street boundary with a street wall height no higher than the predominant two (Victorian-era) storeys. Single-storey development should be discouraged. Infill facades should respect the materiality and relationship between solid and void established by the 'contributory' and 'individually significant' buildings.

Any new upper-level development within the Heritage Overlay should be set back from the street wall to retain the low-scale, High Street character of the commercial strip and to retain the prominence of the heritage fabric in the streetscape. New upper-level development should be designed so as not to dominate the façades of the heritage buildings when viewed from the opposite side of Victoria Street.

The significant widening of Victoria Street between Hoddle Street to the west and the railway overpass to the east will result in increased visibility of upper level development at 231-251 Victoria Street, although the large Victoria Street Gateway arch partially disrupts this view, particularly towards the intersection with Hoddle Street. In response to the increased width of the street in this location it should be accepted that a higher proportion of upper level development will be visible than would be anticipated in the more typical 20m wide sections of Victoria Street.

Development on sites immediately adjacent to heritage properties on Victoria Street (i.e. properties that are not subject to the Heritage Overlay themselves) should respect the existing height of the neighbouring 'contributory' or 'individually significant' building façade, and upper level development should be set back to retain the prominence of the adjacent heritage street wall.

6.7 Recommended Built Form Parameters

A DDO should apply to those parts of Precinct 1 that are subject to, or immediately abut, the Heritage Overlay to ensure heritage fabric is appropriately managed and new built form is respectful of the heritage context.

The DDO applied to properties within the Heritage Overlay should ensure new built form protects the existing two-storey character of the High Street, and particularly the highly intact rows of commercial terraces within HO408 and HO444. These controls should also apply to HO15 - Former Robert Reid Clothing Factory (2 Hoddle Street, Abbotsford) as this 'individually significant' building facing Hoddle Street forms part of the intact group that includes HO53 and HO444.

The DDO should:

- Adopt a street wall height for infill development that reflects the established two (Victorian-era) storey scale of the precinct and discourages single-storey infill development.
- Ensure zero setback from the Victoria Street boundary for infill development.
- Ensure that the heritage buildings remain prominent within the Victoria Street streetscape and retain their three-dimensional form as viewed from the public realm to avoid 'facadism'. This will require new upper-level development to be set back from the street wall and for redevelopment to respect the existing inter-floor heights of the heritage fabric.
- Retain the visual prominence of the return façades of buildings that address both Victoria Street and Hoddle, Ferguson, James, Park, Shelley, Charles and Nicholson Streets.
- Retain chimneys visible from the public realm.
- Ensure that new development within the Heritage Overlay does not visually dominate the existing heritage fabric on Victoria Street by requiring that new upper-level built form occupies no more than one quarter of the visible built form when viewed from the opposite side of Victoria Street (except for 231-251 Victoria Street)

- Ensure that new development within the Heritage Overlay does not visually dominate the existing heritage fabric by requiring that new upper-level built form at 231-251 Victoria Street occupies no more than one third of the visible built form when viewed from the south side of Victoria Street.
- Ensure that any upper-level or infill development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality.

A DDO should be applied to land in Precinct 1 immediately adjacent to properties on the Heritage Overlay. The DDO should:

- Encourage street wall and upper-level setbacks to match those of the adjacent heritage place from the Victoria Street boundary.
- Encourages the street wall height to not exceed that of the façade of the adjacent heritage building.
- Ensures appropriate transitions to the two-storey adjacent heritage fabric of HO41 (Phillips House, 1 Park Street, Abbotsford) and HO503 (former Commercial Stables and Hitching Posts, 2 James Street, Abbotsford).

7. Precinct 2 – Victoria Street – Central

7.1 Description

Precinct 2 (Victoria Street – Central) runs along Victoria Street between Lennox and Nicholson Streets to the west and Church Street to the east. Like Precinct 1, Precinct 2 is an exclusively commercial precinct. The precinct is made up predominantly of single and two-storey commercial buildings dating from the late nineteenth century to the mid-twentieth century along with an at-grade car park on the corner of Victoria and Nicholson Street.

The periods and style of the buildings within this precinct vary greatly with a large complex dating from the 1980s in a Post-modern style dominating the southern side of Victoria Street. There is less consistency in the street wall height with a higher proportion of single-storey retail buildings, some with tall parapets. No building within Precinct 2 currently exceeds two-storeys in height, however a planning permit has been issued for the construction of an eight-storey building at the northwest corner of the intersection of Victoria and Nicholson Streets (329 Victoria Street).

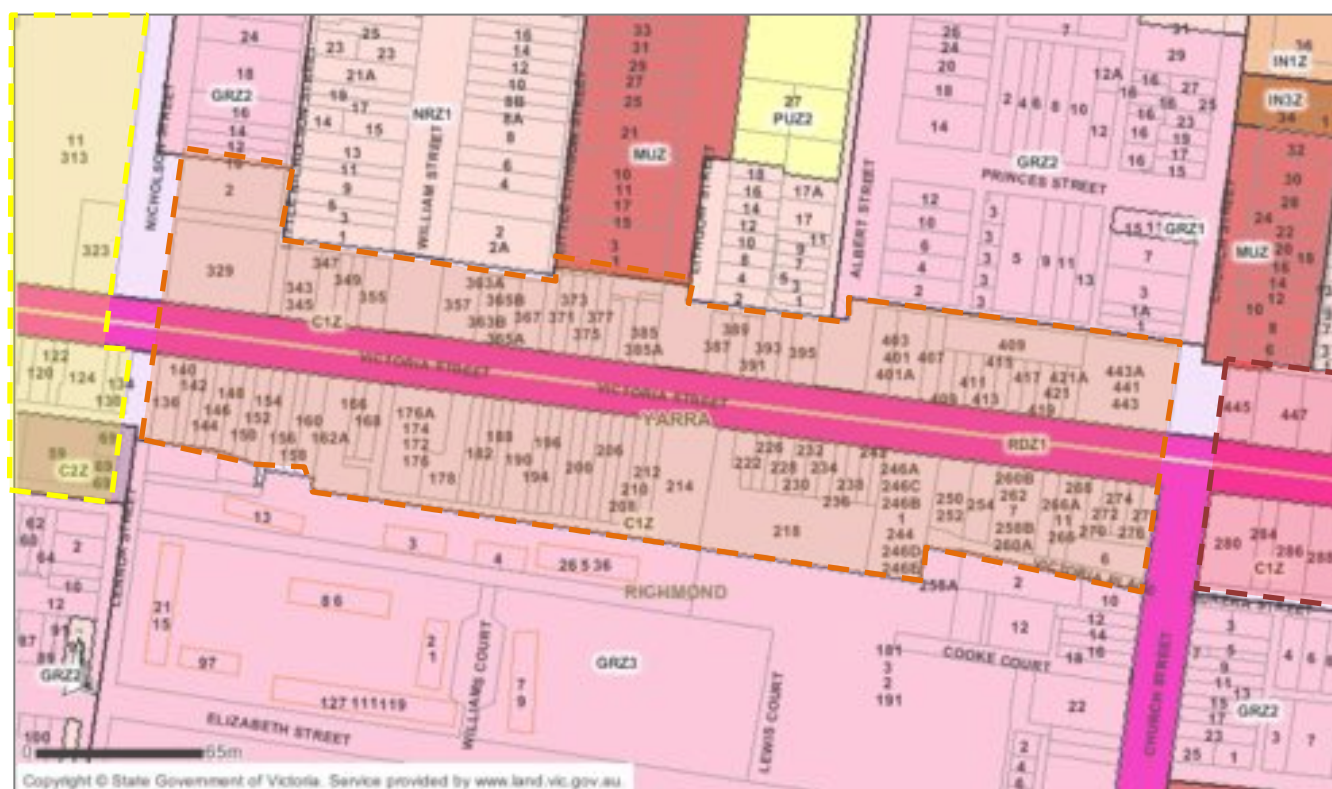


Figure 24. Zoning map – Victoria Street between Lennox / Nicholson Streets and Church Street – Precinct 2 outlined in orange (Planning Maps Online, accessed 20 Nov 2017)

7.2 Heritage Status

7.2.1 Existing Conditions

Precinct 2 includes a short row of four late-Victorian terraced shop/residences at 371-377 Victoria Street (HO58) and the former Collingwood East Hotel at 385 Victoria Street (HO59) that are included on the Heritage Overlay. All these buildings are identified as being ‘individually significant’.

These buildings generally demonstrate the following characteristics:

- Attached or terraced construction
- Masonry construction with less than 40% of the street wall face comprised with openings such as windows and doors

- Painted render or face brick façades
- Parapeted front facades with some pitched and hipped roofs to single-storey buildings
- No setback from Victoria Street
- Early or altered shop fronts to the ground floor
- Visible chimneys.



Figure 25. Heritage Overlay map – Victoria Street between Lennox / Nicholson Streets and Church Street – Precinct 2 outlined in orange (Planning Maps Online, accessed 20 Nov 2017)



Figure 26. 371-377 Victoria Street (HO58)



Figure 27. 385 Victoria Street (HO59)

In summary, the existing heritage status for Precinct 2 is:

Victorian Heritage Register				
None				
Individual Heritage Overlays				
<i>Heritage Overlay</i>	<i>Name</i>	<i>Address</i>	<i>Appendix 8 grading</i>	<i>Date</i>
HO58	Shops	371-377 Victoria Street	Individually significant	1890
HO59	Former Collingwood East Hotel	385 Victoria Street	Individually significant	1873
Precinct Heritage Overlays				
<i>Heritage Overlay</i>	<i>Name</i>	<i>Address</i>	<i>Appendix 8 grading</i>	<i>Date</i>
None	-	-	-	-

7.2.2 Recommended Changes

There are no changes recommended to the heritage controls for Precinct 2. However, it is recommended that the Statement of Significance for the two Heritage Overlays (371-377 Victoria Street, Abbotsford (HO58) and the Former East Collingwood Hotel, 385 Victoria Street, Abbotsford (HO59)) be updated to accurately capture the important heritage features of the places. Refer to the Heritage Assessments report for further detail.

7.3 Zoning

7.3.1 Existing Conditions

The land within Precinct 2 is included within the C1Z and RDZ1.

7.3.2 Recommended Changes

There are no changes recommended to the zoning within Precinct 2.

7.4 Key views

Immediately east of Precinct 2 a primary view of the belfry and spire of St Ignatius Church is provided from the tram stop immediately south of the intersection of Victoria and Church Streets. This view is protected by the road reserve.



Figure 28. View south down Church Street from the tram stop at the intersection of Church and Victoria Streets (© City of Yarra, Dec 2017).

7.5 Significant Streetscapes

There are no continuous lengths of streetscape covered by the Heritage Overlay and therefore there are no streetscapes that could be considered 'significant'.

7.6 Potential Future Character Considerations

Precinct 2 contains two Heritage Overlays: one covering a short row of identical shop/terraces at 371-377 Victoria Street, and the other covering the former Collingwood East Hotel at 385 Victoria Street. Both these Heritage Overlays are within the same block between Little Lithgow Street in the west and Lithgow Street in the east. The heavily altered single-storey warehouse/showroom at 379-381 Victoria Street located between the two Heritage Overlays is the only site that may potentially have an impact on these two Heritage Overlays. New development on this site should not exceed the street wall height established by the parapet of 371-377 Victoria Street (approx. 10.5m).²

Any new upper-level development within the two Heritage Overlays or on the adjoining infill site should be set back from the street wall to retain the prominence of the heritage fabric in the streetscape. New upper-level development should be designed so as not to dominate the façades of the Victorian-era buildings when viewed from the opposite side of Victoria Street.

Development on the north side of Victoria Street between Little Nicholson and Albert Streets (343 to 395 Victoria Street) that immediately adjoins HO339 (William Street Precinct, Abbotsford) will need to be massed to provide a sensitive transition to the predominantly single-storey character of this abutting residential precinct.

Development on the remainder of Precinct 2 will not have any impact on heritage places.

7.7 Recommended Built Form Parameters

A DDO should apply to the land between Little Lithgow Street and Lithgow Street, fronting Victoria Street. The DDO should ensure new built form protects the existing two-storey heritage character of the block by:

- Adopting a street wall height for infill development at 379-381 Victoria Street that reflects the established two (Victorian-era) storey scale of the adjacent buildings and discourages single-storey infill development.
- Ensuring zero setback from the Victoria Street boundary for infill development.
- Ensuring that the heritage buildings remain prominent within the Victoria Street streetscape and that they retain their three-dimensional form as viewed from the public realm to avoid 'facadism'. This will

² Building heights estimated from Google Earth Pro.

require new upper-level development to be set back from the street wall and for redevelopment of the heritage buildings to respect the existing inter-floor heights of the heritage fabric.

- Retaining the visual prominence of the return façade of the former Collingwood East Hotel that addresses both Victoria Street and Lithgow Street.
- Retaining chimneys visible from the public realm.
- Ensuring that new development within the Heritage Overlay does not visually dominate the existing heritage fabric by requiring that new upper-level built form occupies no more than one quarter of the visible built form when viewed from the opposite side of Victoria Street.
- Ensuring that any upper level or infill development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality.

A DDO should apply to land on the north side of Victoria Street between Nicholson and Albert Streets (numbers 329 and 395) and on 2 Nicholson Street that:

- Ensures appropriate transitions to the predominantly single-storey adjacent heritage fabric of HO339 (William Street Precinct).

8. Precinct 3 – Victoria Street – East

8.1 Description

On the northern side of Victoria Street, Precinct 3 (Victoria Street – East) runs between Church Street to the west and Grosvenor Street to the east. On the southern side of Victoria Street, Precinct 3 runs between Church Street to the west and to the extent of the commercial and mixed use zoned land to the east (see Figure 29). Although Precinct 3 is predominantly occupied by commercial properties, it becomes increasingly residential in character at the eastern end. The precinct is made up of a wide range of building types – including late-nineteenth century single-storey shops and two-storey shop residences, twentieth century commercial buildings, former factories and warehousing, multi-storey apartment buildings, Victorian and Edwardian-era terraced and detached housing, and late twentieth century townhouses. The periods and styles of the buildings within this precinct vary greatly from Victorian and Edwardian architectural styles to utilitarian and Functionalist buildings of the twentieth century, Post-modern-style townhouse development, and contemporary multi-storey development at the eastern end. Like Precinct 2, there is less consistency in the street wall height with a higher proportion of single-storey commercial buildings. Building heights range from single-storey to six-storeys (486 Victoria Street). A number of sites have at-grade car parking addressing Victoria Street.

The western end of the precinct has some fine-grained retail and commercial buildings as well a row of former residences at 314-326 Victoria Street. Larger sites with former industrial and warehouse uses are found on the northern side of Victoria Street. On the south side of Victoria Street, east of Johnson Street, the building stock is a mixture of detached and semi-detached houses with more recent townhouse development. Opposite the eastern end of Precinct 4 are recent mixed-use developments of up to eleven-storeys in height.

The land to the north of Precinct 3 is a mixture of low-scale residential development and industrial buildings, which are dominated by the large Carlton and United Brewery Complex. The land south of Precinct 3 is low-scale residential in character.

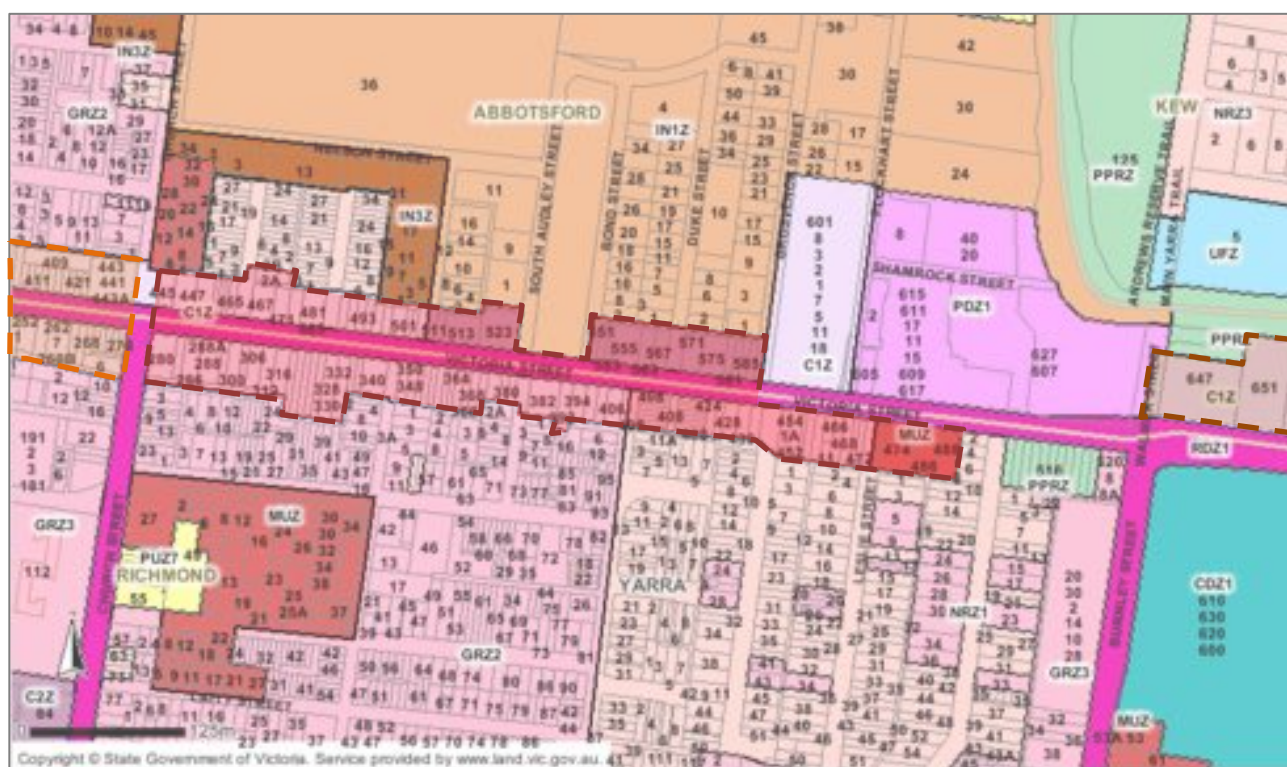


Figure 29. Zoning map – Victoria Street between Church and Burnley Streets – Precinct 3 outlined in red (Planning Maps Online, accessed 20 Nov 2017)

8.2 Heritage Status

8.2.1 Existing Conditions

Precinct 3 includes the short row of four late-Victorian terraced shop/residences at 459-465 Victoria Street (HO60) and the five terraced houses that make up Byrne's Arcade Terrace, 318-326 Victoria Street (HO290). The other properties subject to the Heritage Overlay within Precinct 3 are individual buildings: a house immediately adjacent to Byrne's Terrace Arcade at 316 Victoria Street (HO289); a shop at 511 Victoria Street (HO61); the Terminus Hotel, 605 Victoria Street (HO62); and the former Simpson's Glove Factory at 488-496 Victoria Street (HO291). All these buildings are identified as 'individually significant'.

These commercial buildings generally demonstrate the following characteristics:

- Attached or terraced construction
- Masonry construction with less than 40% of the street wall face comprised with openings such as windows and doors
- Painted render or face brick façades
- Parapeted front facades with hipped roofs
- No setback from Victoria Street
- Early or altered shop fronts to the ground floor (to shop/residences at 371-377 Victoria Street)
- Visible chimneys.

The residential buildings generally demonstrate the following characteristics:

- Attached or terraced construction with no side setbacks
- Masonry construction with less than 40% of the street wall face comprised with openings such as windows and doors
- Painted render or face brick façades
- Parapeted front facades with some pitched and hipped roofs to single-storey buildings
- Two-storey verandahs
- Consistent small setback from Victoria Street of approx. 6m-6.5 with gardens
- Visible chimneys.



Figure 30. Heritage Overlay map – Victoria Street between Church and Burnley Streets – Precinct 3 outlined in red (Planning Maps Online, accessed 20 Nov 2017)



Figure 31. 316 Victoria Street (HO289)



Figure 32. 318-326 Victoria Street (HO290)



Figure 33. 459-465 Victoria Street (HO60)

In summary, the existing heritage status for Precinct 3 is:

Victorian Heritage Register				
None				
Individual Heritage Overlays				
<i>Heritage Overlay</i>	<i>Name</i>	<i>Address</i>	<i>Appendix 8 grading</i>	<i>Date</i>
HO60	Shops	459-465 Victoria Street	Individually significant	1890
HO61	Shop	511 Victoria Street	Individually significant	1860
HO62	Terminus Hotel, former Bricklayers Arms Hotel	605 Victoria Street	Individually significant	1866, 1830s
HO289	House	316 Victoria Street	Individually significant	1885
HO290	Byrne's Arcade Terrace	318-326 Victoria Street	Individually significant	1879
HO291	Former Simpson's Glove Factory	488-496 Victoria Street	Individually significant	1920
Precinct Heritage Overlays				
<i>Heritage Overlay</i>	<i>Name</i>	<i>Address</i>	<i>Appendix 8 grading</i>	<i>Date</i>
None	-	-	-	-

8.2.2 Recommended Changes

There are no changes recommended to the heritage controls for Precinct 3. However, it is recommended that the Statement of Significance for the Heritage Overlays be updated to accurately capture the important heritage features of the places (refer to the Heritage Assessments report for further detail), namely:

- 459-465 Victoria Street, Abbotsford (HO60)
- 511 Victoria Street, Abbotsford (HO61)
- Former Brickmakers Arms Hotel, 605 Victoria Street, Abbotsford (HO62)
- 316 Victoria Street, Richmond (HO289)
- Byrne's Arcade Terrace, 318 Victoria Street, Richmond (HO290)
- Simpson's Glove Factory, 488-496 Victoria Street, Richmond (HO291)

8.3 Zoning

8.3.1 Existing Conditions

The land within Precinct 3 is included within the C1Z, C2Z, MUZ, General Residential Zone – Schedule 2 (GRZ2) and RDZ1.

8.3.2 Recommended Changes

There are no changes recommended to the zoning within Precinct 3.

8.4 Key views

Immediately west of Precinct 3 a primary view of the belfry and spire of St Ignatius Church is provided from the tram stop immediately south of the intersection of Victoria and Church Streets. This view is protected by the road reserve (see Figure 28).

A primary view of the Skipping Girl Vinegar sign is provided from the southern side of the intersection of Leslie and Victoria Streets towards the eastern end of Precinct 3. This view is protected by the road reserve, which widens east of Davison Street.



Figure 34. View of the Skipping Girl Sign from the intersection of Leslie and Victoria Streets (© Ethos Urban).

8.5 Significant Streetscapes

There are no continuous lengths of streetscape covered by the Heritage Overlay and therefore there are no streetscapes that could be considered ‘significant’.

8.6 Potential Future Character Considerations

Precinct 3 contains isolated Heritage Overlays with no sense of heritage ‘streetscape’.

Any new upper-level development behind retained front sections of buildings within the Heritage Overlay should be set back from the street wall (or from the primary facade in the case of the residential terraces at 316-326 Victoria Street) to retain the prominence of the heritage fabric in the streetscape. New upper-level development should be designed so as not to dominate the façades of the heritage buildings when viewed from the opposite side of Victoria Street.

Development on sites immediately adjacent to properties on Victoria Street that are subject to the Heritage Overlay should respect the existing height of the neighbouring ‘individually significant’ building’s façade, and upper-level development should be set back to retain the prominence of the heritage street wall.

Development that immediately adjoins HO3 (former Grosvenor Common School, 2-4 Bond Street, Abbotsford (VHR H0654), HO320 (Fairchild Street Precinct, Abbotsford), HO325 (Kennedy Street Precinct, Richmond),

HO363 (Cole's Paddock Estate, Richmond) and HO459 (Wells Street Precinct, Richmond) will need to be massed to provide a sensitive transition to the predominantly single-storey character of these precincts.

Development on the remainder of Precinct 3 will not have any impact on heritage places. The land within Precinct 3 on the south side of Victoria Street between Johnson and Lesley Streets is zoned GRZ and therefore development will be limited to a height of 9m in accordance with Schedule 2 to the GRZ. Development of this scale will not adversely affect the heritage values of either HO325 (Kennedy Street Precinct, Richmond) or HO363 (Cole's Paddock Estate, Richmond).

8.7 Recommended Built Form Parameters

A DDO should apply to those parts of Precinct 3 subject to the Heritage Overlay. The DDO should:

- Ensure that the heritage buildings remain prominent within the Victoria Street streetscape and retain their three-dimensional form as viewed from the public realm to avoid 'facadism'. This will require new upper-level development to be set back from the street wall or facade and for redevelopment to respect the existing inter-floor heights of the heritage fabric.
- Retain the visual prominence of the return façades of heritage buildings at the intersection of Victoria Street with Fairchild, Flockhart and Thompson Streets.
- Retain chimneys visible from the public realm and ensure development is set back behind these.
- Ensure that new development within the Heritage Overlay does not visually dominate the existing heritage fabric by requiring that new upper-level built form occupies no more than one quarter of the visible built form when viewed from the opposite side of Victoria Street.
- Ensures that any upper level or infill development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality.
- Recognises the low-scale, fine grain heritage form of HO320 (Fairchild Street Precinct, Abbotsford), HO325 (Kennedy Street Precinct, Richmond) and HO363 (Cole's Paddock Estate, Richmond) and ensures appropriate transitions from development of adjacent buildings on the Heritage Overlay to the predominantly single-storey adjacent heritage fabric.

A DDO should be applied to land in Precinct 3 that is immediately adjacent to properties on the Heritage Overlay which:

- Encourages street wall/façade setbacks to match those of the adjacent heritage place from the Victoria Street boundary.
- Encourages the street wall height to not exceed that of the adjacent heritage building on Victoria Street.
- Recognises the low-scale, fine grain heritage character of HO320 (Fairchild Street Precinct, Abbotsford), HO325 (Kennedy Street Precinct, Richmond), HO363 (Cole's Paddock Estate, Richmond) and HO459 (Wells Street Precinct, Richmond) and ensures appropriate transitions to the predominantly single-storey adjacent heritage fabric.

9. Precinct 4 – Skipping Girl Vinegar

9.1 Description

Precinct 4 (Skipping Girl Vinegar) runs along the north side of Victoria Street between Burnley Street to the west and the Yarra River Trail to the east. Precinct 4 is occupied by a small number of buildings and current development sites ranging from the former Alma Woolworks Complex dating to the 1860s, Interwar period factory buildings, to a contemporary twelve-storey apartment complex (Acacia Place) at 677 Victoria Street. The precinct does not display any consistency of built form, architectural style or period of construction. A number of sites have at-grade car parking addressing Victoria Street.

Opposite this precinct is the Victorian Gardens retail and entertainment complex.

A ten-storey building is currently being developed at 647-649 Victoria Street (PLN15/0643). The precinct includes 675 Victoria Street and the rear of 651, 655 and 661 Victoria Street, which are included on the Heritage Overlay in full or in part.

West of Precinct 4 (but not included within the extent of Precinct 3) there are large sites on the north side of Victoria Street between Flockhart Street to the west and Waltham Street to the east. The nine-storey Yarra Gardens development at 609-617 Victoria Street has been constructed, and the eleven-storey Park House development at 627 Victoria Street has been approved (DP1500043). The developments at 627 and 647-649 Victoria Street that are still to be constructed may have an impact on key views to the Skipping Girl Vinegar sign, but information has not been provided to allow this to be fully assessed.



9.2 Heritage Status

9.2.1 Existing Conditions

Precinct 4 includes the Skipping Girl Vinegar neon sign which is included on the VHR (H2083), as well as a number of buildings with individual Heritage Overlays – the largest of which is the former Alma Woolworks Complex (HO63).

The commercial/former industrial buildings generally demonstrate the following characteristics:

- Masonry construction with less than 40% of the street wall face comprised with openings such as windows and doors
- Face brick façades with rendered Moderne detailing
- Parapeted front facades with flat, hipped or sawtooth roofs
- No setback from Victoria Street.

The mid-nineteenth century residence and woolstore within the former Alma Woolworks Complex that are visible from Victoria Street demonstrate the following characteristics:

- Freestanding structures
- Masonry construction with less than 40% of the street wall face comprised with openings such as windows and doors
- Bluestone walls with stucco render to the former dwelling
- Hipped roofs of corrugated steel or slate
- Wraparound verandah to the former dwelling
- Former dwelling set back from Victoria Street
- Former woolstore built to the Victoria Street boundary
- Visible chimneys.

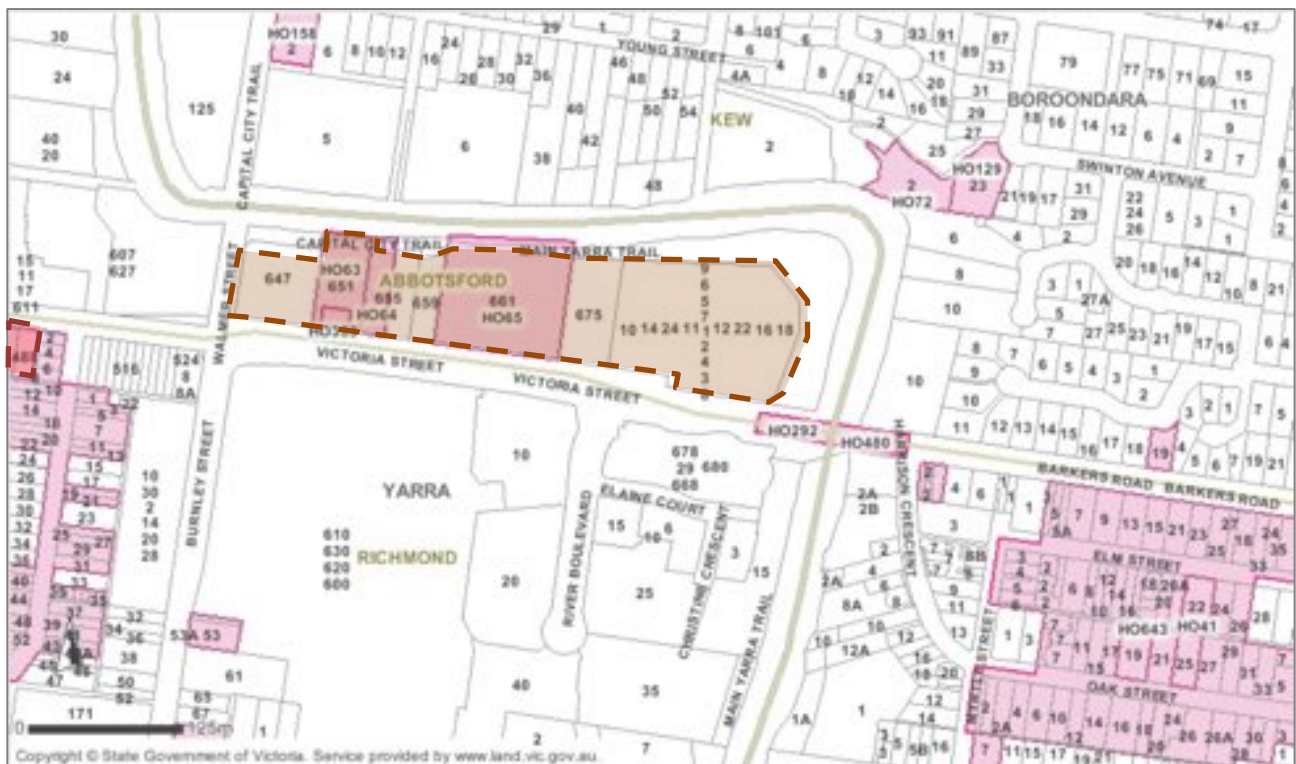


Figure 36. Heritage Overlay map – Victoria Street between Burnley Street and the Yarra River – Precinct 4 outlined in brown (Planning Maps Online, accessed 20 Nov 2017)



Figure 37. Former Alma Woolworks Complex, 661 Victoria Street (HO65)

In summary, the existing heritage status for Precinct 4 is:

Victorian Heritage Register				
<i>VHR No.</i>	<i>Name</i>	<i>Address</i>	<i>Heritage Overlay</i>	<i>Date</i>
H2083	Skipping Girl Neon Sign	651-653 Victoria Street	HO353	1970
Individual Heritage Overlays				
<i>Heritage Overlay</i>	<i>Name</i>	<i>Address</i>	<i>Appendix 8 grading</i>	<i>Date</i>
HO63	Former Crusader Plate Building	651-653 Victoria Street	Individually significant	1937
HO64	Former Handley & Tilley Building	655 Victoria Street	Individually significant	1929
HO65	Former Alma Woolworks Complex	661 Victoria Street	Individually significant	1861 onwards
Precinct Heritage Overlays				
None				

9.2.2 Recommended Changes

Former Handley & Tilley Building, 655-657 Victoria Street & Former Crusader Plate Building, 651 Victoria Street (Figure 38)

The building occupying the land at 657 Victoria Street is the eastern wing of the Moderne former Handley & Tilley Building. The central part of the building (at 655 Victoria Street) is included in the Heritage Overlay as HO64 while the western wing of the building is mapped within the extent of HO63 (former Crusader Plate Building).

The Statement of Significance for the former Handley & Tilley Building refers to the central three-storey section and both flanking two-storey wings (Building Citation, 1998). These wings are clearly integral to the heritage values of the place. It is recommended that the boundaries of HO63 and HO64 are amended to appropriately capture the heritage fabric of the two separate buildings. Refer to the Heritage Assessments report for further detail.



Figure 38. 651-657 Victoria Street (©google, Feb 2017)

In addition, it is recommended that the Statement of Significance for the former Handley & Tilley (HO63), the former Crusader Plate Building (HO64) and the Former Alma Woolworks Complex, 661-663 Victoria Street (HO65) are updated to accurately capture the important heritage features of these locally significant places (refer to the Heritage Assessments report for further detail).

9.3 Zoning

9.3.1 Existing Conditions

The land within Precinct 4 is included within the C1Z.

9.3.2 Recommended Changes

There are no changes recommended to the zoning within Precinct 4.

9.4 Key views

Primary views of the Skipping Girl Vinegar sign are afforded from the south side of the intersection of Burnley and Victoria Streets from the west (Figure 40) and from the south side of Victoria Bridge (VHR H0374) at the entrance to the City of Yarra from the east (Figure 41). A secondary view is provided from the intersection of River Boulevard and Victoria Street (Figure 42).

Development on the former Handley & Tilley site could adversely affect key views of the Skipping Girl Vinegar sign.



Figure 39. Aerial photograph showing the Skipping Girl Vinegar sign (red star) with primary views in solid red arrows and a secondary view in open red arrow (©nearmap, 10 October 2017)



Figures 40 & 41. Left: Skipping Girl Vinegar sign from the intersection of Victoria and Burnley Streets
Right: Skipping Girl Vinegar sign from the entrance to the City of Yarra (Victoria Bridge)
(©City of Yarra, Dec 2017)

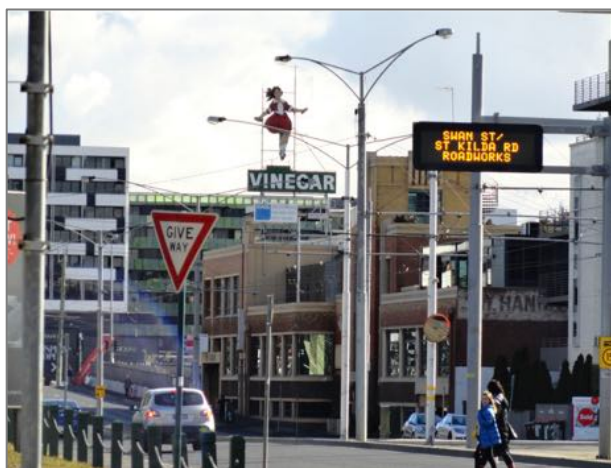


Figure 42. Secondary view of the Skipping Girl Vinegar sign from the intersection of River Boulevard and Victoria Street (© Ethos Urban)

9.5 Significant Streetscapes

There are no continuous lengths of streetscape covered by the Heritage Overlay and therefore there are no streetscapes that could be considered 'significant'.

9.6 Potential Future Character Considerations

Precinct 4 contains a small group of Interwar factory buildings, one on which the Skipping Girl Vinegar sign is located. The precinct also contains the former Alma Woolworks Complex dating back to the 1860s. The remainder of the precinct is made up of contemporary buildings of up to 12-storeys or current and future development sites.

Any new upper-level development behind retained front sections of buildings on the Heritage Overlay should be set back from the street wall to retain the prominence of the heritage fabric in the streetscape. New upper-level development should be designed so as not to dominate the façades of the nineteenth century and Interwar period buildings when viewed from the opposite side of Victoria Street. All development within the precinct, particularly that on the former Handley & Tilley site, should consider the impact on views of the Skipping Girl Vinegar sign. New development within the former Alma Woolworks Complex should enable the heritage buildings to be read as freestanding elements and be adequately setback from these buildings.

9.7 Recommended Built Form Parameters

Consideration should be given to applying a DDO to the Former Crusader Plate Building (HO63) and the Former Handley & Tilley Building (HO64) that:

- Ensures the heritage buildings remain prominent within the streetscape and retain their three-dimensional form as viewed from the public realm to avoid 'facadism'. This will require new upper-level development to be set back from the street wall and for redevelopment to respect the existing inter-floor heights of the heritage fabric.
- Ensures that new development within the Heritage Overlay does not visually dominate the existing heritage fabric by requiring that new upper-level built form occupies no more than one half of the visible built form when viewed from the opposite side of Victoria Street.
- Ensures that any upper-level development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality.

Consideration should be given to applying a DDO to the former Alma Woolworks Complex (HO65) that:

- Requires the retention of roofs and chimneys on the dwelling within the former Alma Woolworks buildings where visible from the public realm.

- Encourages new development within the Alma Woolworks complex to be set back from the heritage buildings and structures so that the heritage buildings read as freestanding structures.
- Ensures that infill development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality.

Consideration should be given to applying a DDO to all land in Precinct 4 which:

- Requires that new development does not reduce the visibility of the Skipping Girl Vinegar sign when viewed from the key viewing points identified from the west (south side of the intersection of Burnley and Victoria Streets) and east (entrance to the City of Yarra on the south side of Victoria Bridge).

Bridge Road, Richmond

10. Precinct 1 – Bridge Road – Heritage Streetscape

10.1 Description

Precinct 1 (Bridge Road – Heritage Streetscape) runs along Bridge Road between Hoddle Street/Punt Road to the west, and Church Street on the northern side of Bridge Road and Burnley Street on the southern side to the east. It is an exclusively commercial precinct. The precinct is made up predominantly of two-storey buildings with shops on the ground floor and residences on the upper level(s) dating from the late nineteenth century to the mid-twentieth century, as well as a smaller number of single-storey shops dating from the same period. The facades of these buildings are generally rendered or face-brick buildings with parapets. These are interspersed with a small number of single-storey warehouse/showroom buildings on wider blocks.

East of Church Street the carriageway of Bridge Road widens from approx. 20m wide to approx. 30m wide.

The precinct includes five major intersections: Hoddle Street at the western end, Lennox Street, Church Street, Coppin Street and Burnley Street at the east end. The ‘individually significant’ two-storey Napier Hotel occupies the southeast corner of the intersection of Bridge Road and Hoddle Street. The intersection of Bridge Road and Lennox Street has ‘individually significant’ buildings on the northwest, southwest and southeast corners including the Toole’s Building – the three-storey scale of which is unusual in the context of Bridge Road. Similarly, the intersection of Bridge Road and Church Street has ‘individually significant’ buildings on three corners (the northeast, southwest and southeast corners) which are of a consistent two-storey scale. At the southeast corner of the intersection of Bridge Road and Coppin Street is the ‘individually significant’ Morans Spread Eagle Hotel. The northeast and southwest corners of the intersection are occupied by ‘contributory’ two-storey early twentieth century buildings. The intersection of Bridge Road and Burnley Street is predominantly located within Precinct 3 with a single storey ‘contributory’ building at the southwest corner of this intersection.

The tallest Victorian-era buildings are no more than three-storeys in height (numbers 37-41, 132 and 194 Bridge Road) with two-storey buildings generally ranging in height (to the flat upper surface of the parapet or balustrade) from approximately 8m to 11m³, with the average street wall height being around the mid-point of this range. Decorative features generally extend from between 300mm (for a small urn) to over 1500mm (for a large pediment) above the height of the parapet.

There has been little recent or higher rise development on the southern side of Bridge Road. On the north side, the Epworth Hospital Complex dominates the western end of the street. A new six-storey development is located behind the ‘contributory’ single storey facades at 123-125 Bridge Road. A major 14-storey development with a three-storey podium on the site of the demolished Nation Picture Theatre is under construction at 153-177 Bridge Road.

Other recent development includes:

- A ten-storey development at 183-189 Bridge Road that has a three-storey infill podium and upper-level development of a further seven-storeys
- A seven-storey development behind the retained heritage buildings at 209-211 Bridge Road
- A seven-storey development at 229-231 Bridge Road that retains the main form of the heritage building
- A new development at 243-247 Bridge Road, which has a three-storey podium development rising to 11-storeys.

The depth of these sites has generally enabled upper-level development to be set well back from the Bridge Road frontage so that the new form is read as a separate building behind the Bridge Road heritage buildings. It

³ Estimated from Google Earth Pro.

has also enabled the retention of the primary form of the heritage building – and not simply the street façade – in a number of cases.

A number of buildings, including the Stanford Block buildings at 314-328 Bridge Road, retain highly intact rear wings and brick outbuildings that are visible from the side street or rear laneway.

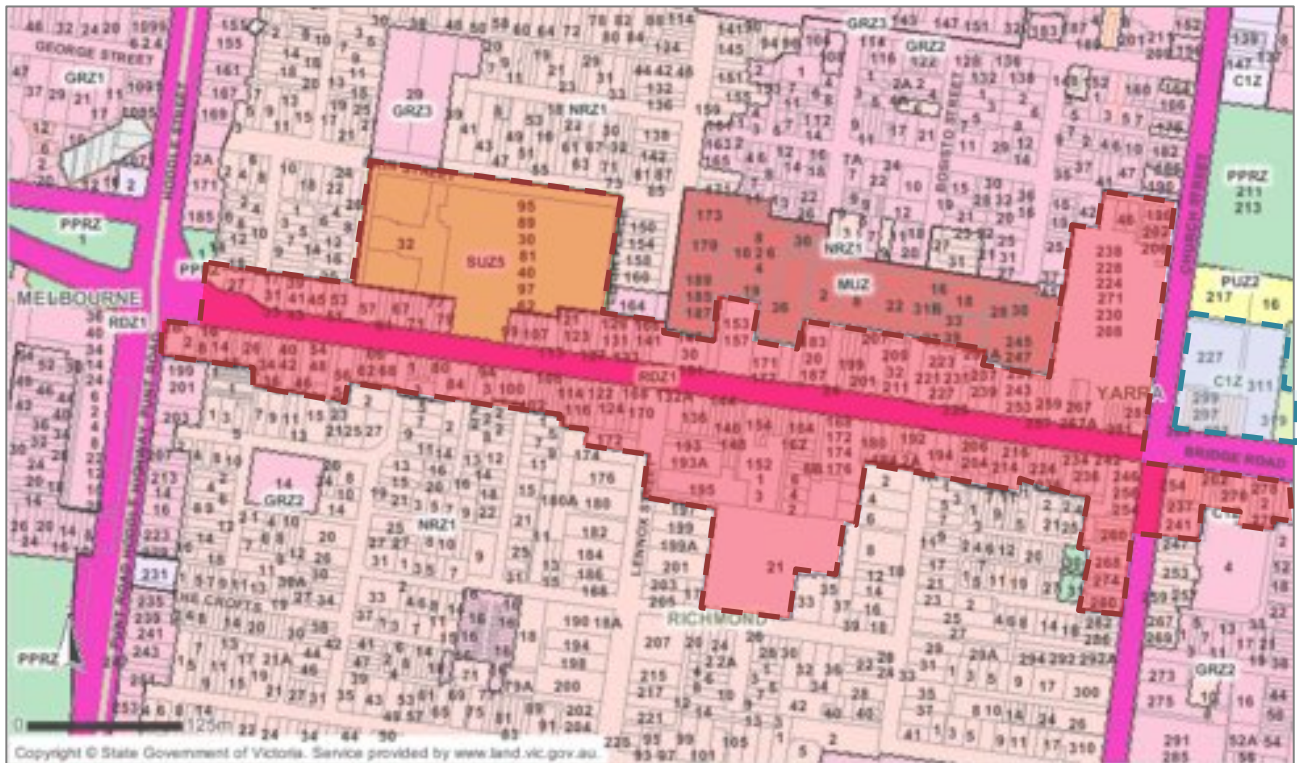


Figure 43. Zoning map – Bridge Road between Hoddle and Church Streets – Precinct 1 outlined in red (Planning Maps Online, accessed 20 Nov 2017)



Figure 44. Zoning map – Bridge Road between Church and Burnley Streets – Precinct 1 outlined in red (Planning Maps Online, accessed 20 Nov 2017)

10.2 Heritage Status

10.2.1 Existing Conditions

The majority of Precinct 1 is subject to HO310 (Bridge Road Precinct), along with adjacent sections of HO315 (Church Street Precinct) and HO332 (Richmond Hill Precinct) that are commercially zoned. The Pelaco Sign at 21-31 Goodwood Street and is included on the VHR (H1149) and falls within Precinct 1. The precinct also includes a number of 'individually significant' buildings including former hotels and banks of the Victorian and Edwardian eras.

The buildings within the Heritage Overlay generally demonstrate the following characteristics:

- Attached or terraced construction with no side setback
- Masonry construction with less than 40% of the street wall comprised with openings such as windows and doors
- Painted render or face brick façades
- Parapeted front facades with some pitched and hipped roofs to single-storey buildings
- No setback from Bridge Road or side streets.
- Early or altered shop fronts to the ground floor
- Verandahs or later canopies to Bridge Road
- Visible chimneys
- Some intact rear wings and outbuildings.

With the exception of the Epworth Hospital Complex and a small number of properties on Church Street (including the Coles Supermarket/Richmond Plaza), the entirety of Precinct 1 is included within the Heritage Overlay. It is noted that five non-contributory buildings at 268-274 and 278-280 Church Street are excluded from the extent of what would otherwise be a contiguous Heritage Overlay (Church Street Precinct, HO315). Normally such properties would still be included within the extent of the Heritage Overlay – although identified as being 'not contributory'.

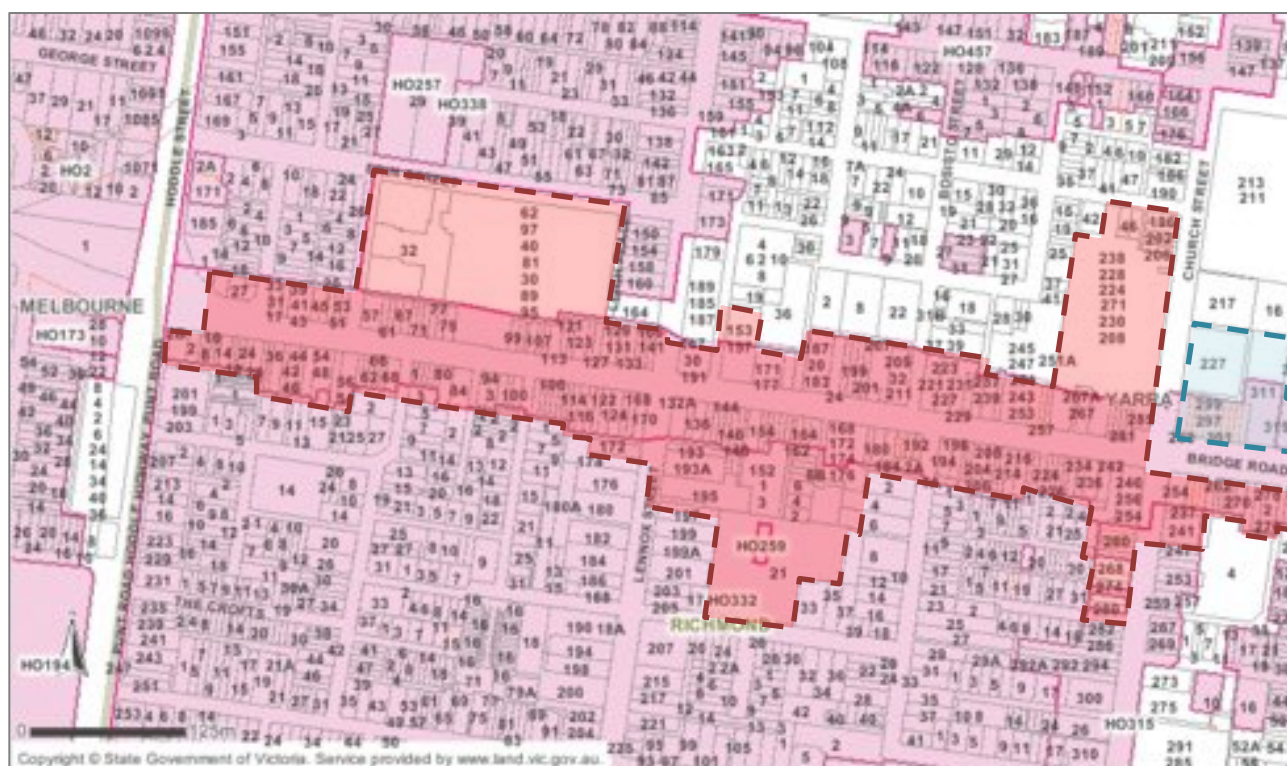


Figure 45. Heritage Overlay map – Bridge Road between Hoddle and Church Streets – Precinct 1 outlined in red (Planning Maps Online, accessed 20 Nov 2017)



Figure 46. South side of Bridge Road (22 Bridge Road on the right) (HO310)



Figure 47. South side of Bridge Road (112 Bridge Road on the right) (HO310)

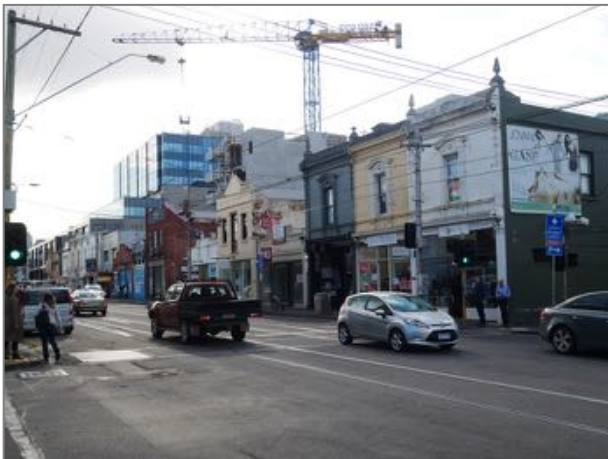


Figure 48. North side of Bridge Road from the intersection with Lennox St (141 Bridge Road on the right) (HO310)



Figure 49. South side of Bridge Road (192 Bridge Road on the left) (HO310)



Figure 50. Southwest corner of the intersection of Bridge Road and Church Street Building (HO310)



Figure 51. Southeast corner of the intersection of Bridge and Church Street (HO310)



Figure 52. Heritage Overlay map – Bridge Road between Church and Burnley Streets – Precinct 1 outlined in red (Planning Maps Online, accessed 20 Nov 2017)



Figure 53. South side of Bridge Road (Stanford Block Building, 314-328 Bridge Road on the left) (HO310)



Figure 54. South side of Bridge Road from the intersection with Burnley Street (494 Bridge Road on the left) (HO310)

In summary, the existing heritage status for Precinct 1 is:

Victorian Heritage Register				
<i>VHR No.</i>	<i>Name</i>	<i>Address</i>	<i>Heritage Overlay</i>	<i>Date</i>
H1149	Pelaco Sign	21-31 Goodwood Street	HO259	1939
Individual Heritage Overlays				
None				
Precinct Heritage Overlays				
<i>Heritage Overlay</i>	<i>Name</i>	<i>Address</i>	<i>Appendix 8 grading</i>	<i>Date</i>
HO310	Bridge Road Precinct	Various	Various	1860s onwards
HO315	Church Street Precinct	Various	Various	1850s onwards
HO332	Richmond Hill Precinct	Various	Various	1850s onwards

10.2.2 Recommended Changes

Hall's Building, 202-206 Church Street

The Hall's Building is not currently included within the Heritage Overlay but has been assessed as meeting the threshold for cultural heritage significance at a local level.

This row of three terraced shop/residences at 202-206 Church Street dates from 1886 is highly intact at first floor level. Each building is identical and numbers 202 and 206 retain original or early shop fronts. The buildings have had their verandahs removed but retain a high level of integrity. The 2009 *City of Yarra Heritage Gaps Study – Stage 2* (Graeme Butler & Associates) identified the Hall's Buildings as aesthetically and historically significant to the City of Yarra (Graeme Butler & Associates, 2009: 381). The Hall's Building has been assessed as meeting the threshold for cultural heritage significance at a local level and is recommended for inclusion on Heritage Overlay as an 'individually significant' place (refer to the Heritage Assessments report for further detail).



Figure 55. 202-206 Church Street

Recommended changes to grading

The following buildings have been identified as warranting an amended grading within Appendix 8:

Address	Current Grading	Recommended Grading	Comments
77 Bridge Road	Contributory	Not-contributory	Building demolished and redeveloped (PL05/581)
177 Bridge Road (Former Nation Picture Theatre)	Individually significant	Not-contributory	Building demolished as part of a new development at 153-177 Bridge Road (PLN14/0861)

Further discussion of these properties is provided in the Heritage Assessments report.

Statement of Significance for HO310 – Bridge Road Precinct

In addition, it is recommended that the Statement of Significance for HO310 (Bridge Road Precinct) be updated to accurately capture the important heritage features of the locally significant precinct.

To ensure that ‘individually significant’ buildings within HO310 that display atypical built form are appropriately managed in any redevelopment proposal it is recommended that Statements of Significance for the following buildings within HO310 be prepared (refer to the Heritage Assessments report for further detail):

- Former Melbourne Savings Bank, 182-184 Bridge Road
- Former Commonwealth Savings Bank of Australia, 267 Bridge Road.

10.3 Zoning**10.3.1 Existing Conditions**

The land within Precinct 1 generally included within the C1Z. The Epworth Hospital Complex is included within the Special Use Zone – Schedule 5 and the carriageway of Bridge Road itself is zoned RDZ1.

10.3.2 Recommended Changes

There are no recommended changes to the zoning of land within Precinct 5.

10.4 Key views

Precinct 1 and its immediate vicinity provides primary views of Richmond Town Hall, the belfry and spire of St Ignatius Church and the Pelaco Sign all of which are identified within Clause 22.03 of the Yarra Planning Scheme (refer to Figure 56).



Figure 56. Key views within Precinct 1 (@nearmap, 10 October 2017)

Richmond Town Hall (green star, primary views shown with solid green arrow, secondary view with open green arrow)

St Ignatius Church (blue star, primary views shown with solid blue arrow)

Pelaco Sign (red star, primary views shown with solid red arrow, secondary views with open red arrow)

Richmond Town Hall

Primary views of the clock tower of the Richmond Town Hall are provided from the south side of Bridge Road, at the intersection with Lennox Street in the west, and Burnley Street to the east. A primary view of the clock tower of the Town Hall is also provided from the entrances to and within Citizens Park over the roofline of existing buildings, particularly near the intersection of Church and Highett Streets and the central entrance to the park.

A secondary view of the clock tower of the Richmond Town Hall is provided from the intersection of Mary Street and Bridge Road.



Figure 57. The clock tower of Richmond Town Hall from intersection of Lennox Street and Bridge Road (©City of Yarra, Dec 2017)



Figure 58. The clock tower of Richmond Town Hall from the intersection of Burnley Street and Bridge Road (©Ethos Urban)



Figure 59. The clock tower of Richmond Town Hall from the Citizens Park (©Ethos Urban)

St Ignatius Church

The belfry and spire of St Ignatius Church is visible along the length of the eastern side of Church Street, with primary views from the northeast corner of the Bridge Road and Church Street intersection, from Citizens Park over the roofline of existing buildings (particularly near the intersection of Church and Highett Streets), and the central entrance to the park off Highett Street.



Figure 60. St Ignatius Church from the intersection of Bridge and Church Streets (@City of Yarra, Dec 2017)



Figure 61. St Ignatius Church from Citizens Park (@Ethos Urban)

Pelaco Sign

The Pelaco Sign is visible from the residential streets in the immediately vicinity of the sign including Goodwood Street; however, the primary views are provided from major thoroughfares such as Bridge Road or in the distance from Yarra Park and the neighbouring suburb of East Melbourne. The Pelaco Sign is visible above the rooflines of existing buildings from the western end of the precinct at the northwest corner of the intersection of Bridge Road and Hoddle Street and from along Wellington Parade (particularly from Tram Stop 13). The forecourt of the Richmond Town Hall provides a primary view of the Pelaco Sign from the east.

Secondary views of the sign are provided from the Hodgson Terrace and Church Street intersection and the Lord and Abinger Street intersection.

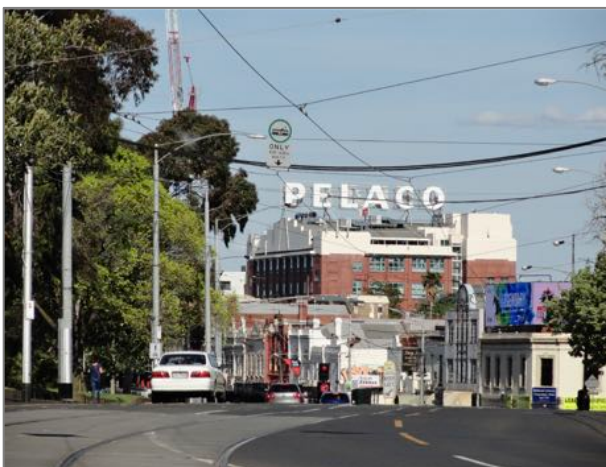


Figure 62. The Pelaco Sign from Tram Stop 13 on Wellington Parade (@City of Yarra, Dec 2017)



Figure 63. The Pelaco Sign from the northwest corner of the intersection of Punt Road and Wellington Parade (@Ethos Urban)

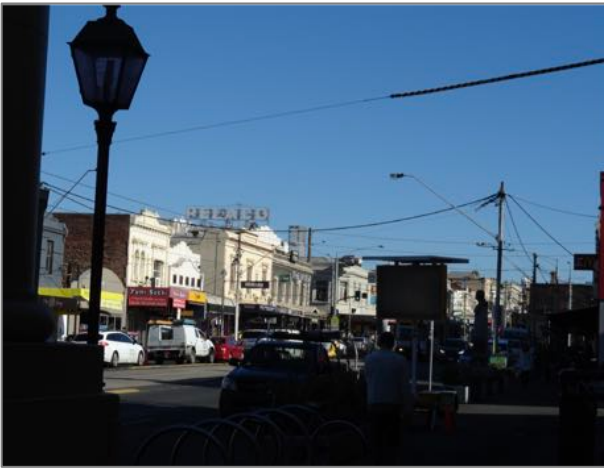


Figure 64. The Pelaco Sign from the forecourt of Richmond Town Hall (©Ethos Urban)

10.5 Significant Streetscapes

The southern side of Bridge Road, Richmond between Punt Road and Burnley Street is considered to have 'significant' streetscape value:



Figure 65. Bridge Road, Richmond – significant streetscape dashed in red, Precinct 1 shaded in blue ©google

..... 'significant' street scapes

This streetscape:

- Consists predominantly of buildings graded 'individually significant' or 'contributory' in Appendix 8 with few 'not-contributory' buildings or intrusive developments.
- Has a high degree of consistency in terms of its:
 - Overall scale
 - Zero street setback
 - Predominantly (Victorian and early Edwardian) two-storey street wall height
 - Predominantly Victorian and early Edwardian architectural form and style.
- Dates predominantly from the Victorian and early Edwardian period with few later infill developments.
- Demonstrates a high level of integrity to its key period of construction.
- Is recognised for its architectural and aesthetic significance in the existing Statement of Significance for HO310 as follows:

- *For the architectural continuity and high integrity of upper level facades to their construction date.*
- *For some well-preserved early shopfronts from the Victorian to the inter-war period.*
- *For the good and distinctive examples of Victorian and Edwardian-era architectural styles and ornamentation as evocative of the street's premier role in Richmond.*
- *For the examples of shop buildings from the 1920s and 1930s that relate well to the dominant Victorian-era and Edwardian-era scale and character.*
- *For traditional street elements such as bluestone kerbs, pitched crossings, gutters and asphalt footpaths.*

As a result, this streetscape is considered to satisfy the test for being 'significant streetscapes'.

10.6 Potential Future Character Considerations

Precinct 1 contains one of the most intact late nineteenth and early twentieth century High Streets within the City of Yarra. Particularly on the south side, Bridge Road retains high quality shop/residences and other commercial buildings with a highly consistent two-storey form. Between Hoddle Street and Burnley Street, Bridge Road contains a large number of highly intact and consistent two-storey Victorian and Edwardian-era buildings with some important Interwar development. The more consistent and intact sections of Bridge Road are considered to be 'significant streetscapes' within the context of the City of Yarra. The intact rear wings and outbuildings, such as those visible on the Stanford Block, 314-328 Bridge Road, contribute to the historical understanding of the precinct.

The Bridge Road carriageway widens from approx. 20m west of Church Street to approx. 30m east of this intersection. This means that any development above the street wall east of this intersection will be inherently more visible than if the same development was to occur west of Church Street.

The Heritage Overlay should ensure the retention of all 'contributory' and 'individually significant' buildings. Within the land subject to precinct-based Heritage Overlays there are a number of sites identified in Appendix 8 as being 'not contributory' that offer infill development opportunities. In these locations the potential future character should reflect the consistent existing streetscape with new built form constructed to the street boundary with a street wall height no higher than the predominant two (Victorian-era) storeys. Single-storey development should be discouraged. Infill facades should respect the materiality and relationship between solid and void established by the 'individually significant' and 'contributory' buildings.

Any new upper-level development – either behind retained heritage forms or new infill – should be set back from the street wall to retain the low-scale, turn-of-the-century High Street character of the commercial strip and to retain the prominence of the heritage fabric in the streetscape. New upper-level development should be designed so as not to dominate the façades of the heritage buildings when viewed from the opposite side of Bridge Road, as well as on the oblique angle when moving along the opposite footpath. The new upper-level development on the northern side of Bridge Road is generally set back in excess of 9m from the street wall allowing the heritage form to retain its visual prominence and ensuring new built form is read independently of the heritage building. These setbacks should be continued for new development.

Development above the street wall on the north side of Bridge Road should be setback to retain existing views of the clock tower of Richmond Town Hall, particularly when viewed from the intersection with Waltham Street to the west.

Development on the south side of Bridge Road should be massed to retain existing views of the Pelaco Sign over the rooftops and parapets from the important views from Wellington Parade in East Melbourne, including from Tram Stop 13 and the intersection of Bridge Road and Punt Road. To the east, development should be massed to retain of existing views offered of the Pelaco Sign from the Civic Precinct that includes the Richmond Town Hall and former Police Station to the west. Development on the commercially zoned land within HO332 (Richmond Hill Precinct) to the south of Bridge Road should be moderated in height to avoid obstructing key views that surround the Pelaco Sign. The residential zoning (NRZ and GRZ) of the majority of the land within

HO332 will largely protect secondary views to the Pelaco Sign due to the mandatory height controls within these zones.

Development above the street wall on the west side of Church Street, Bridge Road, particularly that within HO315 (Church Street Precinct) should be massed to protect views of the belfry and spire of St Ignatius Church when viewed from the north, along Church Street. Development on the eastern side of Church Street, south of Bridge Road will have no impact on the key views to the church tower and spire.

10.7 Recommended Built Form Parameters

A DDO should apply to Bridge Road – Precinct 1 to inform development both in terms of new infill development and upper-level additions behind retained heritage fabric. The DDO should ensure new built form protects the existing predominantly two-storey character of the highly intact rows of commercial terraces within HO310 and HO315. The DDO should:

- Adopt a street wall height for infill development that reflects the established two (Victorian and Edwardian-era) storey scale of the precinct and discourages single-storey infill development.
- Encourage the street wall height of any new infill development to not exceed the height of the flat upper surface of the parapet of the adjacent ‘individually significant’ or ‘contributory’ heritage building.
- Ensure zero setback from the Bridge Road and Church Street boundary for infill development.
- Ensure that the heritage buildings remain prominent within the Bridge Road and Church Street streetscapes and retain their three-dimensional form as viewed from the public realm to avoid ‘facadism’. This will require new upper-level development to be set back from the street wall and for redevelopment to respect the existing inter-floor heights of the heritage fabric.
- Retain the visual prominence of the return façades of buildings that address Bridge Road and (from west to east) Hoddle Street, Normanby Place, Rotherwood, Verity, Union, Lennox, Bosisto, Waltham, Church, Lyndhurst, Hosie, Mary, Coppin, Lord, Hunter, Fraser, and Neptune Streets.
- Retain chimneys visible from the public realm and ensure new development is set back behind these.
- Ensure that new development within the Heritage Overlay does not visually dominate the existing heritage fabric by requiring that:
 - new upper-level built form occupies no more than one quarter of the visible built form when viewed from the opposite side of Bridge Road west of Church Street.
 - new upper-level built form occupies no more than one quarter of the visible built form when viewed from the opposite side of Church Street.
 - new upper-level built form occupies no more than one third of the visible built form when viewed from the opposite side of Bridge Road east of Church Street where the street widens to 30m.
- Ensure that any upper-level or infill development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality.
- Ensure appropriate transitions to the single and two-storey adjacent heritage buildings within HO269 (4-6 Hunter Street), HO315 (Church Street Precinct), HO332 (Richmond Hill Precinct) and HO338 (West Richmond Precinct).
- Encourage upper-level development behind rows of identical or similar shop/residences (such as 314-328 Bridge Road) to be consistent in form, massing and façade treatment as existing upper-level development (where this exists).
- Retain views of the clock tower of Richmond Town Hall from the east and west when viewed from the south side of Bridge Road.
- Retain views of the belfry and spire of St Ignatius Church when viewed from the north along Church Street particularly from the western side of the intersection of Bridge Road and Church Street.
- Retain views of the Pelaco Sign when viewed over the parapets and rooflines from Tram Stop 13 on Wellington Parade in East Melbourne, the north western side of the intersection of Bridge Road and Hoddle Street and from the west from the forecourt of Richmond Town Hall.

A DDO should be applied to land in Bridge Road – Precinct 1 adjacent to properties on the Heritage Overlay, including 268-274 and 278-280 Church Street, which:

- Encourages setbacks to match those of the adjacent heritage place from the street boundary.
- Encourages the street wall height to not exceed that of the adjacent heritage building.
- Ensures upper-level development is set back to retain the prominence of the established street wall.

11. Precinct 2 – Bridge Road – Town Hall

11.1 Description

Precinct 2 (Bridge Road – Town Hall) is a small precinct on the northern side of Bridge Road between Church Street to the west and Gleadell Street to the east, which is centred around the Richmond Town Hall and the neighbouring former Richmond Police Station (HO230). The precinct comprises these two civic buildings, a highly intact terraced row of two-storey shop/residences at 289-307 Bridge Road identified as ‘individually significant’ in Appendix 8, and the former Richmond Cinema/Ice-skating rink at 311-317 which is identified as ‘contributory’ and has been heavily remodelled where it addresses Bridge Road for its current use as a retail show room.

Visually the Richmond Town Hall dominates this precinct in its scale, grand portico entrance and landmark clock tower. It is physically separated from neighbouring buildings and is significantly taller than its single and two-storey neighbours.

The remaining ‘non-contributory’ buildings in Precinct 2 are the single-storey late twentieth century commercial building at 335 Bridge Road and the single-storey, domestic scaled McDonald’s restaurant set within a car park. Immediately north of Precinct 2 is the Richmond Police Station (217 Church Street), the Richmond Union Bowling Club and the new Richmond High School. North of this is Citizens Park from which views of the clock tower of the Richmond Town Hall and the belfry and spire of St Ignatius Church are visible over rooftops.

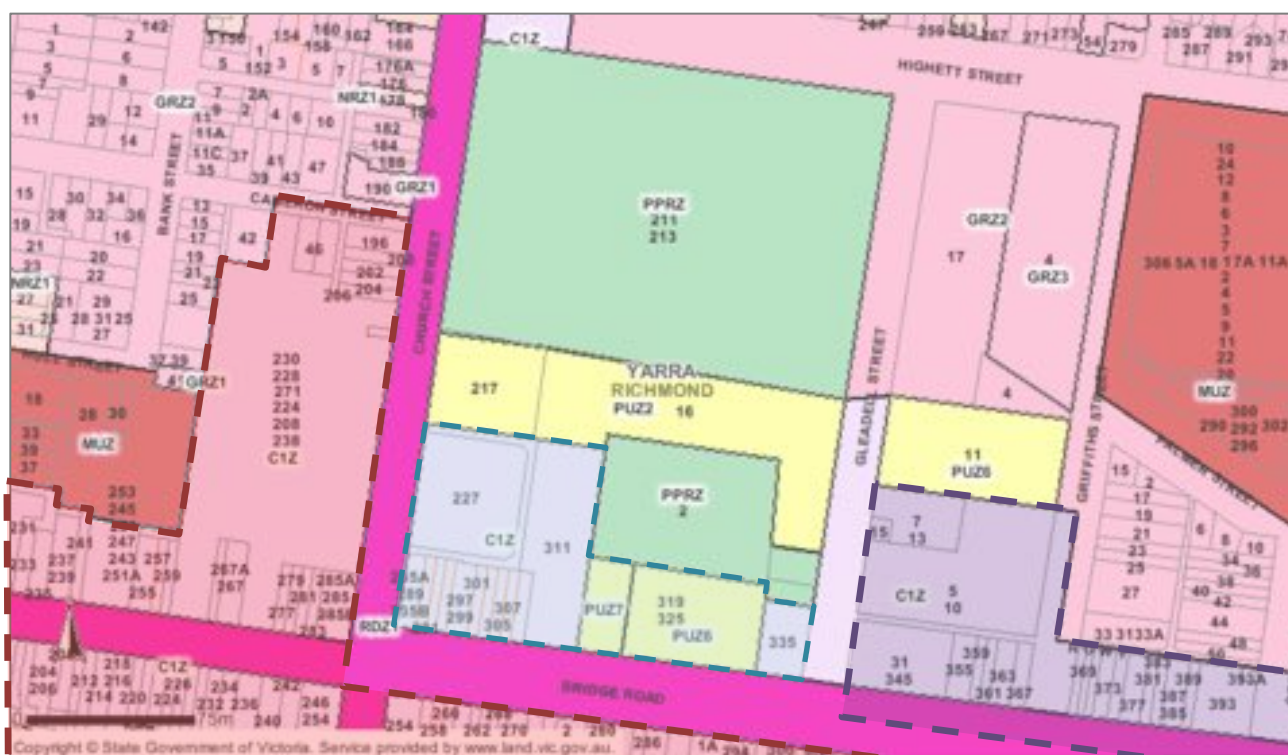


Figure 66. Zoning map – Bridge Road between Church and Gleadell Streets – Precinct 2 outlined in teal (Planning Maps Online, accessed 4 December 2017)

11.2 Heritage Status

11.2.1 Existing Conditions

The majority of Precinct 2 is subject to HO310 (Bridge Road Precinct) with the former Richmond Police Station included in an individual Heritage Overlay (HO230). The McDonald’s restaurant (227 Church Street) and the rear of the former Richmond Cinema (311-317 Bridge Road) fall outside of HO310.

The terraced row of two-storey shop/residences at 289-307 Bridge Road demonstrate the following characteristics:

- Terraced construction
- Masonry construction with less than 40% of the street wall face comprised with openings such as windows and doors
- Painted render façades
- Parapeted front facades
- No setback from Bridge Road Street
- Altered shop fronts to the ground floor of the shop/residences
- Verandahs to the shop/residences on Bridge Road
- Retained rear brick wings and outbuildings
- Visible chimneys.

The former Richmond Cinema/Ice-skating rink is located next to the terrace of shop/residences at 311-317 Bridge Road. Although identified as 'contributory' in Appendix 8, the former Richmond Cinema – now Barbeques Galore – is unrecognisable as an early twentieth century former cinema and ice-skating rink and presents to the street as late twentieth century big-box retail showroom. The large shed-like form of the cinema hall / ice-skating rink is recognisable at the rear of the site, but this element falls largely outside the extent of HO310.

The former Richmond Police Station (HO230) is made up of three freestanding buildings, including an earlier bluestone lockup, which has been linked to the station building by later additions. The main police station building was constructed in 1877 and is set back a short distance from Bridge Road. It is a two-storey symmetrical Italianate building constructed of polychromatic brickwork with a hipped slate roof and tall chimneys at either end.

The Richmond Town Hall is a grand two-storey nineteenth century town hall and courthouse that was extensively remodelled internally and externally in 1934-1936. Originally constructed in 1869-71 the polychromatic brick building formed the centre of the civic precinct with the adjacent police station and (now demolished) post office. The original Italianate elevations are visible behind the mid-1930s front section. The remodelled Bridge Street façade, portico and clock tower is rendered with an unusual and distinctive Egyptian-revival detailing.

The post office now occupies a late twentieth century single-storey commercial building at 335-341 Bridge Road.

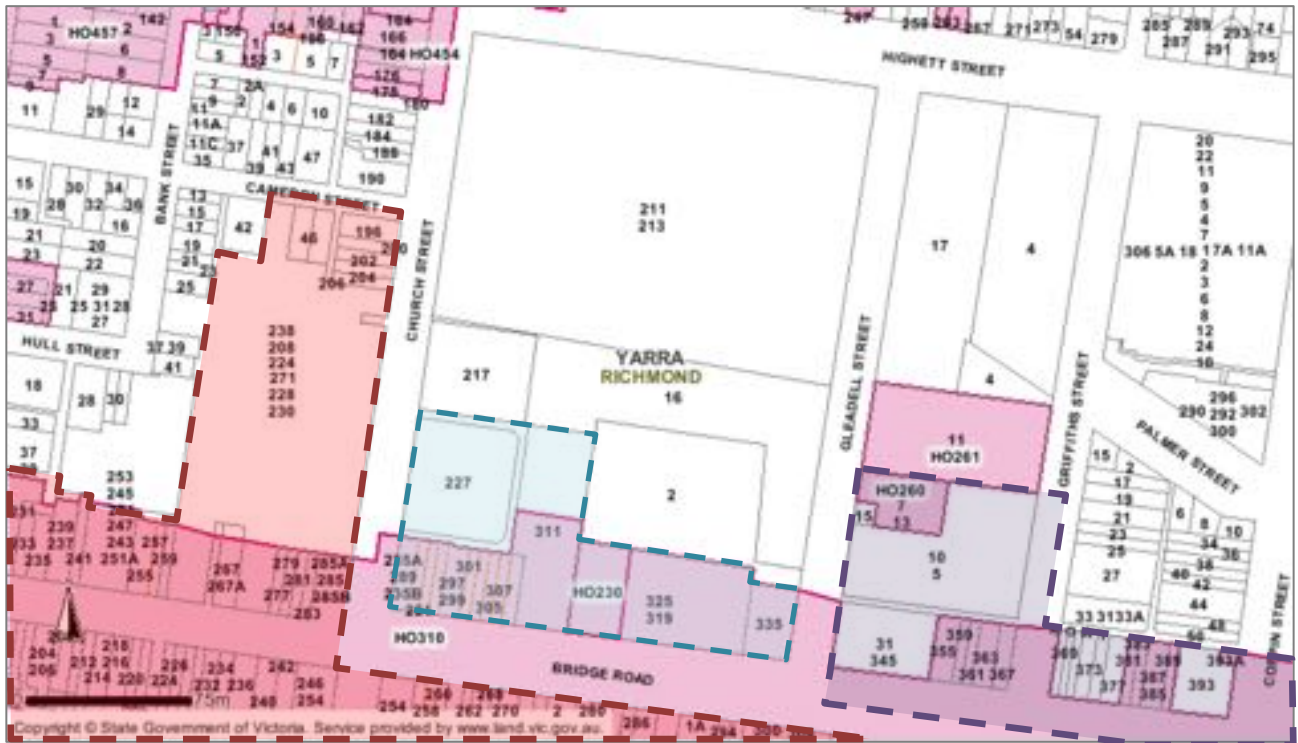


Figure 67. Heritage Overlay map – Bridge Road between Church and Gleadell Streets – Precinct 2 outlined in teal (Planning Maps Online, accessed 20 Nov 2017)



Figure 68: Town Hall Precinct from the intersection of Bridge Road and Church Street (HO310)



Figure 69. Richmond Town Hall (HO310)



Figure 70. Former Richmond Police Station (HO230)



Figure 71. Town Hall Precinct from the east (HO310)

In summary, the existing heritage status for Bridge Road – Precinct 2 is:

Victorian Heritage Register				
None				
Individual Heritage Overlays				
Heritage Overlay	Name	Address	Appendix 8 grading	Date
HO230	[former] Richmond Police Station	333 Bridge Road	individually significant	1877
Precinct Heritage Overlays				
Heritage Overlay	Name	Address	Appendix 8 grading	Date
HO310	Bridge Road Precinct	Various	Various	1860s onwards

11.2.2 Recommended Changes

Richmond Town Hall, 325 Bridge Road

Given the particular historical, architectural and aesthetic significance of the Richmond Town Hall – as well as the landmark qualities of the clock tower – it is recommended that a site-specific Heritage Overlay be applied to the site (refer to the Heritage Assessments report for proposed Heritage Citation).

Former Richmond Cinema, 311-317 Bridge Road

It is noted that the extent of HO310 – as it applies to the former Richmond Cinema at 311-317 Bridge Road – does not extend to the rear of the site, which is where the heritage element of the site is located. The entry in Appendix 8 for 311-317 Bridge Road reads “former part rear, later Hoyts (now Showroom), former Crystal Palace Skating Rink”. It is recommended that the boundary of HO310 be extended to included the whole of the cadastral block to capture the rear of the building to ensure the remnant heritage fabric is appropriately managed. Refer to the Heritage Assessments report for further detail.



Figure 72. 311-317 Bridge Road (HO310)



Figure 73. Rear of 311-317 Bridge Road (part HO310)

Statement of Significance for HO310 – Bridge Road Precinct

It is recommended that the Statement of Significance for HO310 (Bridge Road Precinct) be updated to accurately capture the important heritage features of the locally significant precinct including identifying the value of the views to the landmark Town Hall clock tower and the contribution that intact rear wings and outbuildings, such as those visible on the buildings at 289-307 Bridge Road, make to the precinct.

11.3 Zoning

11.3.1 Existing Conditions

The land within Precinct 2 is generally zoned C1Z with the former Richmond Police Station zoned Public Use Zone – Schedule 7 (Other public use) (PUZ7) and the Richmond Town Hall zoned Public Use Zone – Schedule 6 (Local Government).

11.3.2 Recommended Changes

There are no recommended changes to the zoning of land within Precinct 2.

11.4 Key views

Primary views of the Richmond Town Hall clock tower, the St Ignatius Church belfry and spire, and the Pelaco Sign occur from within – and through – Precinct 2 (refer to Figure 56). Although outside the study area, development on the Richmond Bowls Club site would have the potential to impact views of the tower of the Richmond Town Hall when viewed from Citizens Park.

Richmond Town Hall

Redevelopment of the site currently occupied by Australia Post and a NAB branch at 335-341 Bridge Road has the potential to impact on primary and secondary views of the clock tower of the Richmond Town Hall when viewed from the east, and development on the site of the former Richmond Cinema and above the terrace of shop/residences at 289-307 Bridge Road has the potential to impact on key views from the west.

St Ignatius Church

The belfry and spire of St Ignatius Church is clearly visible from the entrances to and within Citizens Park over the roofline of existing buildings within Precinct 2. These views may be adversely affected by development on the land at the western end of Precinct 2 and land currently outside both Precinct 2 and the Heritage Overlay between the southern boundary of Citizens Park and Bridge Road.



Figure 74. The clock tower of Richmond Town Hall and the tower and spire of St Ignatius Church from within Citizens Park near the centre entrance to Highett Street.

Pelaco Sign

The Pelaco Sign is visible above the rooflines of existing buildings from within Precinct 2 from east of Church Street to the intersections of Bridge Road and Gleadell Street. A primary view is provided from the forecourt of the Richmond Town Hall and former Police Station. No properties within Precinct 2 have the potential to impact on these views.



Figure 75. The Pelaco Sign from the forecourt to the Richmond Town Hall

11.5 Significant Streetscapes

There are no long lengths of consistent streetscape within Precinct 2 and therefore none that are considered to have 'significant' streetscape value. However, the southern side of Bridge Road opposite Precinct 2 is considered to have 'significant' streetscape value as discussed in Section 10 above.

11.6 Potential Future Character Considerations

Precinct 2 is a small precinct with a diverse range of civic and commercial buildings, which occurs at the point in Bridge Road where the carriageway widens from approx. 20m (west of Church Street) to approx. 30m (east of Church Street). This means that any development above the street wall will be inherently more visible than the if the same development was to occur west of Church Street.

The row of two-storey Victorian-era shop/residences at 289-307 Bridge Road are the only buildings that are typical to HO310 and any future development behind retained fabric should be set back from the street wall to retain the low-scale, High Street character of the commercial strip and the prominence of the heritage fabric in the streetscape. New upper-level development should be designed so as not to dominate the façades of the Victorian-era buildings when viewed from the opposite side of Bridge Road or Church Street. The intact rear wings and outbuildings of 314-328 Bridge Road make a contribution to HO310 and their retention should be encouraged.

The precinct is dominated by the Richmond Town Hall, in which new development opportunities are limited. Likewise, the former Richmond Police Station only offers limited opportunity for additional development considering the significance of the police station and bluestone lockup.

Although graded 'contributory' in Appendix 8, the former Richmond Cinema/Ice-skating rink at 311-317 Bridge Road provides an opportunity for more substantial development. If redevelopment of both this site and 335 Bridge Road (on the corner of Gleadell Street) is proposed, new development should reflect the consistent two (Victorian-era) storeys street wall height of the broader streetscape. Single-storey development should be discouraged. Infill facades should respect the materiality and relationship between solid and void established by the 'individually significant' buildings.

Any new upper-level development – either behind retained heritage buildings or new infill – should be set back from the street wall to retain the low-scale, High Street character of the strip and to retain the prominence of the heritage fabric in the streetscape. Within Precinct 2, new upper-level development should be scaled and massed so as not to diminish the prominence of Richmond Town Hall or its clock tower within the broader streetscape or key public realm views of its clock tower.

The height of development within Precinct 2 and the PUZ zoned land immediately north of it should be moderated to avoid obscuring views of the clock tower of Richmond Town Hall and the belfry and spire of St Ignatius Church afforded from the entrances to, and within, Citizens Park.

11.7 Recommended Built Form Parameters

A DDO should apply to Bridge Road - Precinct 2 to inform development both in terms of new infill development and upper-level development behind retained heritage fabric. The DDO should ensure new built form protects the prominence of Richmond Town Hall and views of its clock tower and the St Ignatius Church belfry and spire, as well as the existing two-storey character of the highly intact row of shop/residences within HO310. The DDO should:

- Adopt a street wall height for infill development that reflects the established two (Victorian-era) storey scale of the HO310 and discourages single-storey infill development.
- Encourage a zero setback from the Bridge Road boundary for infill development noting that larger setbacks may be appropriate given the existing 6.5m setback of the former Richmond Police Station from Bridge Street.
- Ensure that the scale and massing of new development around the Town Hall retains the visual prominence of Richmond Town Hall within the broader context of Bridge Road.
- Retain key views of the clock tower of the Richmond Town Hall and the belfry and spire of St Ignatius Church when viewed from the east and west on the south side of Bridge Road and from the north from Citizens Park.
- Retain the visual separation and openness between the Richmond Town Hall and other buildings within the precinct to allow visibility of late nineteenth and early twentieth century fabric.
- Retain the three-dimensional form including the roof, chimneys and views of the eastern wall of the former Richmond Police Station and lockup.
- Ensure that the row of shop/residences at 289-307 Bridge Road remain prominent within the streetscape and retain their three-dimensional form as viewed from the public realm to avoid 'facadism'. This will require new upper-level development to be set back from the street wall and for redevelopment to respect the existing inter-floor heights of the heritage fabric.

- Encourage upper level development behind 289-307 Bridge Road to be consistent in form, massing and façade treatment as existing upper level development (where this exists).
- Retain the visual prominence of the return façade of 289 Bridge Road that addresses Bridge Road and Church Street.
- Retain chimneys visible from the public realm and ensure development is set back behind these.
- Ensure that new development within the Heritage Overlay does not visually dominate the existing heritage fabric by requiring that new upper level built form occupies no more than one third of the visible built form when viewed from the opposite side of Bridge Road or Church Street.
- Ensures that any upper-level or infill development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality.

12. Precinct 3 – Bridge Road – North East / East of Burnley

12.1 Description

Precinct 3 (Bridge Road – North East / East of Burnley) runs along Bridge Road between Gleadell Street to the west and River Street to the east on the northern side of Bridge Road. On the south side of Bridge Road Precinct 3 runs between Burnley Street and Stawell Street, and between Westbank Terrace and Yarra Boulevard. It is a primarily commercial precinct with some more recent mixed use development. The precinct is made up of a mix of two-storey shops with residences over dating from the late nineteenth century, single and two-storey factories, warehouses and showrooms dating from the early to mid-twentieth century, as well as hotels and service stations. The late twentieth and early twenty-first century development includes office buildings and mixed-use apartment developments of up to seven-storeys. There is little consistency of form or architectural style with the majority of twentieth century development being utilitarian in nature. A number of sites have at-grade car parking or service station-type forecourts addressing Bridge Road.

Immediately east of the precinct on the north side of Bridge Road is the six-storey Amora Riverwalk Hotel which incorporates the façade of the Melbourne Tramway & Omnibus Co. Ltd Cable Tram Depot (HO228). The gap in Precinct 3 on the south side of Bridge Road between Stawell Street and Westbank Terrace is occupied by a potential development site at 566 Bridge Road (currently an Officeworks with at-grade car parking facing the street) and housing that forms the northern part of the Racecourse Precinct (HO331).



Figure 76. Zoning map – Bridge Road between Church and Burnley Streets – Precinct 3 outlined in purple (Planning Maps Online, accessed 20 Nov 2017)

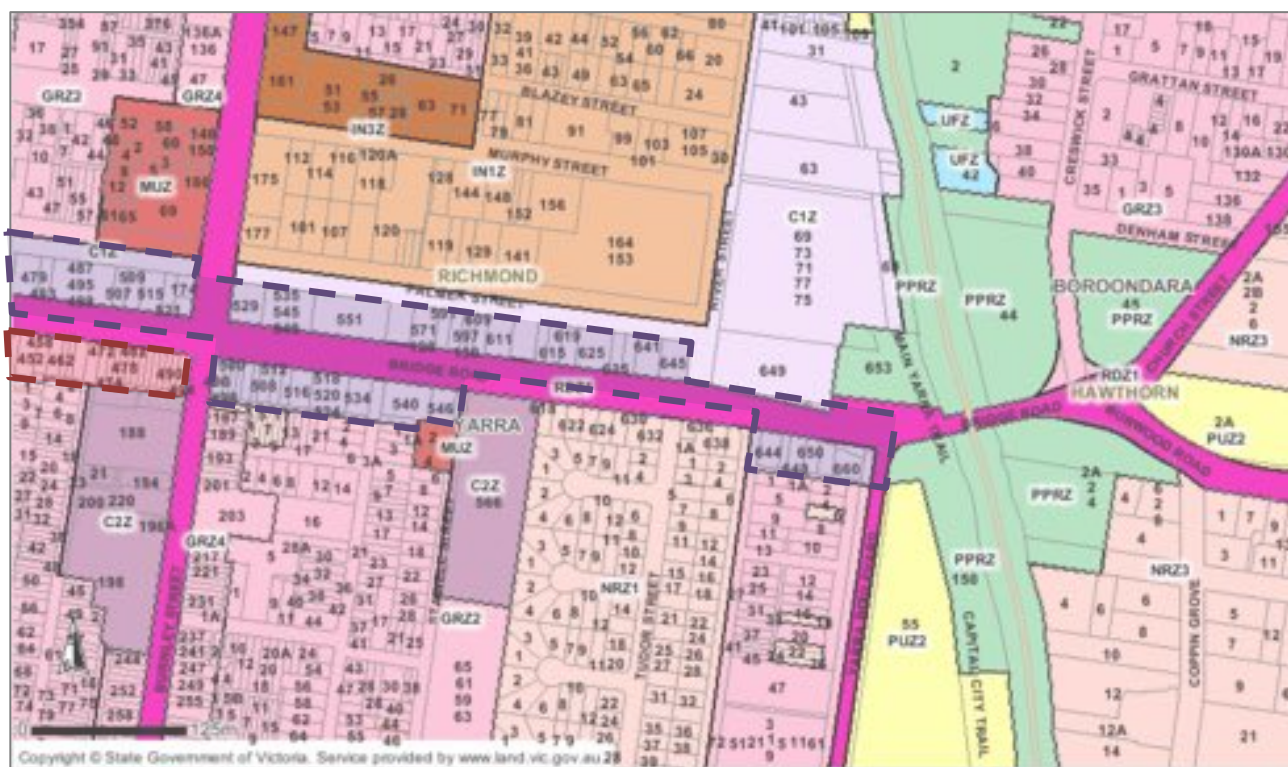


Figure 77. Zoning map – Bridge Road between Burnley Streets and the Yarra River – Precinct 3 outlined in purple (Planning Maps Online, accessed 20 Nov 2017)

12.2 Heritage Status

12.2.1 Existing Conditions

Parts of Precinct 3 are subject to HO310 (Bridge Road Precinct) with gaps on the north side of Bridge Road between ‘contributory’ or ‘individually significant’ buildings.

HO310 also includes non-contiguous buildings including the:

- ‘Individually significant’ Royal Oak Hotel at 529-533 Bridge Road
- ‘Individually significant’ Former Flour Mill & Grain Store Complex at 534-534A Bridge Road
- ‘Individually significant’ pair of shop/residences at 597-599 Bridge Road
- ‘Individually significant’ John Boland’s Shop and Residence at 635 Bridge Road
- ‘Individually significant’ pair of shop/residences at 637-639 Bridge Road.

The former Gas Inspector’s Residence at 7 Gleadell Street is included on the VHR (H1610). A small corner of HO299 (The Boulevard, Burnley) is captured at the eastern end of Precinct 3.

The majority of the buildings within the Heritage Overlay generally demonstrate the following characteristics:

- Attached or terraced construction with no side setbacks
- Masonry construction with less than 40% of the street wall face comprised with openings such as windows and doors
- Painted render or face brick façades
- Parapeted front facades with some pitched and hipped roofs to single-storey buildings
- No setback from Bridge Road
- Early or altered shop fronts to the ground floor
- Verandahs or later canopies to Bridge Road
- Visible chimneys.



Figure 78. Heritage Overlay map – Bridge Road between Church and Burnley Streets – Precinct 3 outlined in purple (Planning Maps Online, accessed 20 Nov 2017)



Figure 79. Heritage Overlay map – Bridge Road between Burnley Street and the Yarra River – Precinct 3 shaded in purple (Planning Maps Online, accessed 20 Nov 2017)



Figure 80. north side of Bridge Road (381-389 Bridge Road) (HO310)



Figure 81. Northeast corner of the intersection of Bridge Road and Burnley Street (Royal Oak Hotel, 527 Bridge Road) (HO310)

In summary, the existing heritage status for Precinct 3 is:

Victorian Heritage Register				
VHR No.	Name	Address	Heritage Overlay	Date
H1610	Former Gas Inspector's Residence	7 Gleadell Street	HO260	1883
Individual Heritage Overlays				
Heritage Overlay	Name	Address	Appendix 8 grading	Date
HO299	The Boulevard, Burnley	The Boulevard Parklands	Individually significant	1838-1930s
Precinct Heritage Overlays				
Heritage Overlay	Name	Address	Appendix 8 grading	Date
HO310	Bridge Road Precinct	Various	Various	1860s onwards

12.2.2 Recommended Changes

The application of HO310 east of Church Street is relatively unorthodox with non-contributory properties excluded from the extent of an otherwise contiguous Heritage Overlay. Normally properties that are assessed as 'not-contributory' within an otherwise contiguous heritage precinct would still be included within the extent of the Heritage Overlay.

At its eastern-most extent, HO310 also includes a number of properties (noted in 12.2.1) that are physically separated from the rest of the precinct Heritage Overlay. Normally, these properties, where they meet the threshold of 'individually significant' as defined by Clause 22.02 of the Yarra Planning Scheme, would be included in a site-specific Heritage Overlays.

It is recommended that site-specific Heritage Overlays are applied to the isolated buildings within HO310 that are not contiguous with the main precinct, namely:

- Royal Oak Hotel, 529-533 Victoria Street
- Flour Mill & Grain Store Complex (Former), 534-534A Victoria Street

- Whipps Terrace, 597-599 Bridge Road, Richmond
- Boland's Shop and Residence, 635 Bridge Road, Richmond
- Shop Residences, 637-639 Bridge Road, Richmond

Refer to the Heritage Assessments report for the heritage citations prepared to support the recommendations for these buildings.

12.3 Zoning

12.3.1 Existing Conditions

The land within Precinct 3 is included within the C1Z, with the exception of parts of the carriageway of Bridge Road which is zoned RDZ1.

12.3.2 Recommended Changes

There are no recommended changes to the zoning of land within Precinct 3.

12.4 Key views

Precinct 3 provides a primary view of the Richmond Town Hall clock tower from the southeast corner of the Burnley Street and Bridge Road intersection – refer to Figure 58.

12.5 Significant Streetscapes

There are no continuous, substantially intact or homogenous heritage streetscapes within Precinct 3, and therefore no streetscapes that could be considered 'significant'.

12.6 Potential Future Character Considerations

Precinct 3 contains a wide range of building types, periods, scales and architectural detail and form. Particularly on the north side of Bridge Road at the precinct's eastern end, Precinct 3 lacks any consistent street wall height or set back. New development up to seven-storeys in height has been constructed within Precinct 3.

There are a number of infill sites within the otherwise contiguous section of HO310 and sites that adjoin the more isolated 'individually significant' buildings that are currently included within HO310. In these locations the potential future character should reflect the heritage fabric with new built form constructed to reflect the street wall height and setbacks of adjacent heritage fabric. Infill development should respect the materiality and relationship between solid and void established by the 'contributory' and 'individually significant' buildings.

Any new upper-level development, either behind retained heritage fabric or on adjacent sites, should be set back from the street wall to retain the prominence of the heritage fabric in the streetscape. New upper-level development should be designed so as not to dominate the façades of the heritage buildings when viewed from the opposite side of Bridge Road.

Development above the street wall on the north side of Bridge Road should be setback to retain existing views of the clock tower of Richmond Town Hall.

12.7 Recommended Built Form Parameters

A DDO should apply to Precinct 3 to inform development both in terms of new development adjacent to heritage places and upper-level additions behind retained heritage fabric. The DDO should:

- Encourage a street wall height for development adjacent to heritage places that reflects the height of the adjacent heritage place and discourages single-storey infill development.
- Encourage a street wall setback for development adjacent to heritage places that reflects the setback of the adjacent heritage place.

- Ensure that the heritage buildings remain prominent within the Bridge Road streetscape and retain their three-dimensional form as viewed from the public realm to avoid 'facadism'. This will require new upper-level development to be set back from the street wall and for redevelopment to respect the existing inter-floor heights of the heritage fabric.
- Ensure upper-level development on sites adjacent to heritage places is set back to retain the prominence of heritage fabric in the streetscape.
- Retain the visual prominence of the return façades of buildings that address Bridge Road and Coppin and Burnley Streets.
- Retain chimneys visible from the public realm and ensure development is set back behind these.
- Ensure that new development within the Heritage Overlay does not visually dominate the existing heritage fabric by requiring that new upper-level built form occupies no more than one third of the visible built form when viewed from the opposite side of Bridge Road.
- Ensure that any upper-level or infill development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality.
- Ensure appropriate transitions to the generally single and two-storey adjacent heritage buildings within HO261 (Richmond Baths, 11 Gleadell Street), HO269 (4-6 Hunter Street), HO284 (Fincham Organ Factory, 2 Stawell Street), HO331 (Racecourse Precinct), HO426 (185 Burnley Street) and HO431 (1-11 Dickens Street), VHR H1610 (former Gas Inspector's Residence, 7 Gleadell Street).
- Retain views of the clock tower of Richmond Town Hall from the east when viewed from the south side of Bridge Road.

13. Mixed Use / Commercial Pockets

A total of 11 mixed use / commercial pockets have been identified within the Victoria Street and Bridge Road study area, these are:

1. North Richmond Station
2. Lithgow Street
3. Church Street (north)
4. Baker and Lincoln Street*
5. Doonside Street*
6. Bromham Place*
7. Church Street (south)*
8. Bridge Street (west)
9. Civic / Community*
10. Burnley Street*
11. Stawell Street

* The 'Potential Future Character Considerations' and 'Recommended Built Form Parameters' have not been considered for Mixed Use Pockets 4, 5, 6, 7, 9 and 10 at this stage as these are subject to further investigation.

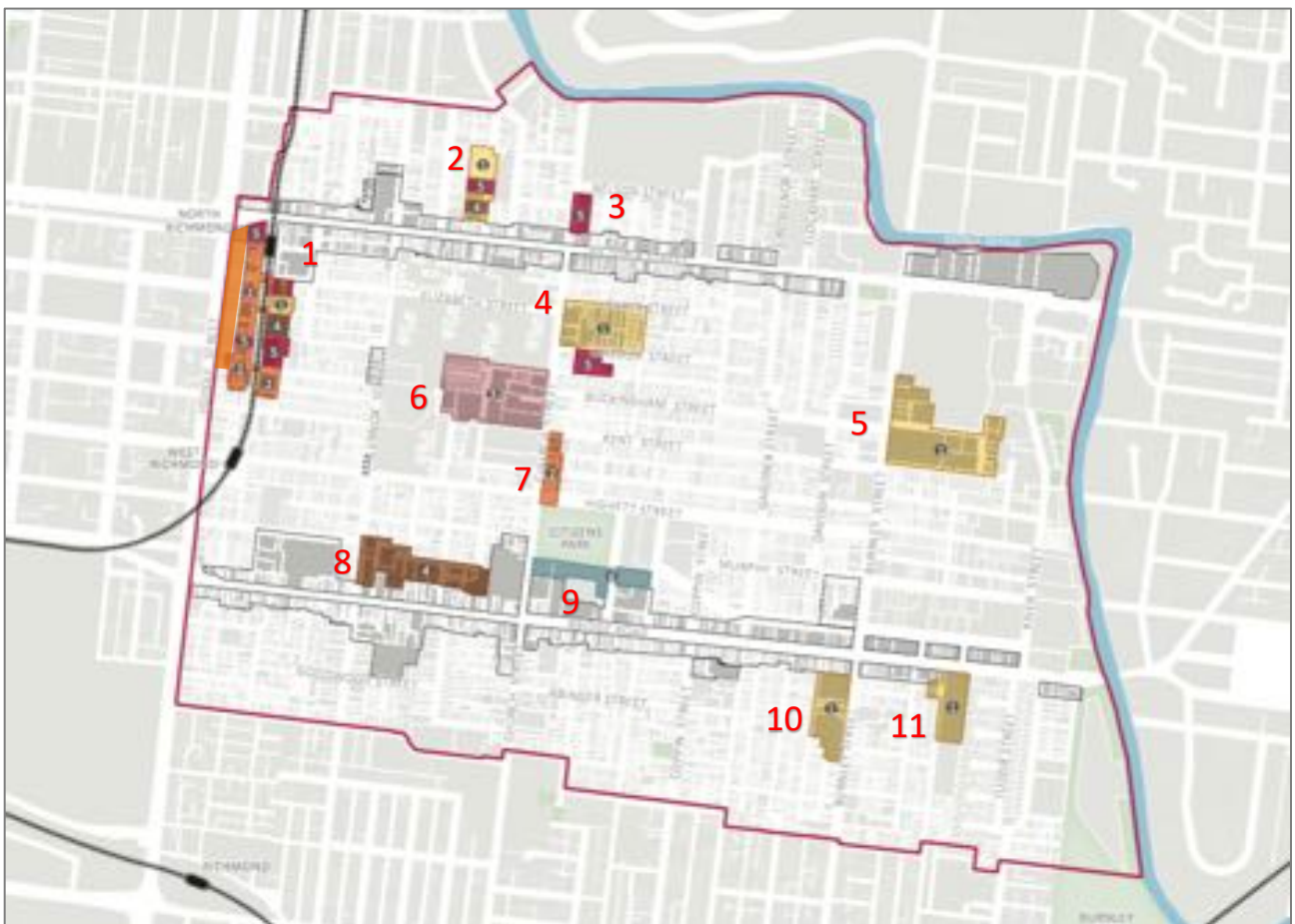


Figure 82. Victoria Street and Bridge Road High Streets shown in grey with mixed use / commercial pockets coloured (©David Lock Associates, 12 May 2017)

13.1 Pocket 1 - North Richmond Station

13.1.1 Description

The mixed use / commercial area extends south of North Richmond Station towards West Richmond Station along both sides of the railway corridor generally to the depth of one property. The precinct finishes immediately north of the residential properties addressing Egan Street.

This pocket includes single and two storey warehousing and commercial buildings, small scale residential buildings and more recent apartment development with a range of more recent commercial buildings and open forecourts facing Hoddle Street.



Figure 83. Zoning map – Pocket 1 – North Richmond Station outlined in blue (Planning Maps Online, accessed 6 Feb 2018)

13.1.2 Heritage Status

The North Richmond Station Pocket includes five site-specific Heritage Overlays and no heritage precincts. The heritage places range from modest single-storey terraced houses on Regent Street opposite North Richmond Station, the former Walter's house, warehouse and stables on Hoddle Street to one, two and three-storey brick former warehouse factory buildings at the southern end of the pocket.

In summary, the existing heritage status for Pocket 1 is:

Victorian Heritage Register				
None				
Individual Heritage Overlays				
Heritage Overlay	Name	Address	Appendix 8 grading	Date
HO390	Walters' House, Warehouse and Stables Complex	27-29 Hoddle Street	Individually significant	1900-1910

HO399	Houses (2)	2-4 Regent Street		1850-1890
HO400	Houses (4)	10-14 Regent Street	Individually significant	1900-1915
HO407	Marchants Aerated Waters and Cordials Pty Ltd (factory and stables)	8-14 Garfield Street and 21-31 York Street	Individually significant	1900-1925
HO450	Henry Walters' Boot Factory (Paragon Shoes)	35-39 Little Hoddle Street and 38-50 Regent Street	Individually significant	1890-1915
Precinct Heritage Overlays				
None				

There are no changes recommended to the heritage controls for Pocket 1.



Figure 84 Heritage Overlay map – Pocket 1 – North Richmond Station outlined in blue (Planning Maps Online, accessed 6 Feb 2018)



Figure 85. 2-4 Regent Street (HO399)



Figure 86. Marchants Aerated Waters and Cordials Pty Ltd factory, 21-31 York Street (HO407)



Figure 87. 10-14 Regent Street (HO400)



Figures 88 & 89: Henry Walters' Boot Factory (Paragon Shoes) (HO450)
Left: 38-50 Regent Street
Right: 35-39 Little Hoddle Street



Figure 90: Walters' House, Warehouse and Stables Complex, 27-29 Hoddle Street

13.1.3 Zoning

The land within the North Richmond Station Pocket is included within the C1Z, C2Z and MUZ. There are no changes recommended to the zoning.

13.1.4 Key views

There are no key views of landmarks, tall structures or advertising signs identified within Clause 22.03 of the Yarra Planning Scheme that fall within Pocket 1.

13.1.5 Significant Streetscapes

There are no precinct Heritage Overlays within Pocket 1 and no streetscapes that could be considered significant.

13.1.6 Potential Future Character Considerations

The heritage properties within the North Richmond Station Pocket vary greatly in character from larger scale industrial buildings to modest single-storey terraced houses. The heritage places within Pocket 1 are generally isolated from each other and there is no consistent character created by the buildings included on the Heritage Overlay. Development at the rear of the two short rows of houses on Regent Street subject to the Heritage Overlay (2-4 and 10-14 Regent Street) should reflect the small-scale residential character of these buildings. Likewise, the development behind the two-storey house and single storey parapeted warehouse/stables building at 27-29 Hoddle Street should retain the visual prominence of these two buildings when viewed from the opposite side of the street, noting that Hoddle Street is 40m wide.

The industrial buildings are larger in scale than their residential context. It is noted that the Marchants Aerated Waters and Cordials Pty Ltd (HO407) has already been developed and is unlikely to undergo further change. The pocket's southern end abuts the predominantly single and two-storey West Richmond Precinct (HO338), and development within the MUZ should consider the impact on this Heritage Overlay precinct.

13.1.7 Recommended Built Form Parameters

A DDO should apply to places within the Heritage Overlay in the North Richmond Station Pocket to ensure heritage fabric is appropriately managed and new built form is respectful of the individual heritage buildings.

No additional controls are likely to be required to the former Marchants Aerated Waters and Cordials Pty Ltd (factory and stables) at 8-14 Garfield Street and 21-31 York Street as this complex has been recently redeveloped.

In relation to the former Henry Walters' Boot Factory (Paragon Shoes) at 35-39 Little Hoddle Street and 38-50 Regent Street the DDO should:

- Ensure that the heritage buildings retain their three-dimensional form as viewed from the public realm to avoid 'facadism'. This will require new development to be set back from the street wall and for redevelopment to respect the existing inter-floor heights of the heritage fabric.

- Ensure that new development does not visually dominate the existing heritage fabric by requiring that new upper-level built form occupies no more than one half of the visible built form when viewed from the opposite side of the street.
- Ensure that any upper-level or infill development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality.

To protect the 'individually significant' buildings at 27-29 Hoddle Street a DDO should apply to:

- Ensure that the heritage buildings retain their three-dimensional form as viewed from the public realm to avoid 'facadism'. This will require new development to be set back from the street to enable the gablet on the residential building is retained; a setback of this distance would also retain the three-dimensional form of the former warehouse building.
- Ensure that new development does not visually dominate the existing heritage fabric by requiring that new upper-level built form occupies no more than one third of the visible built form when viewed from the opposite side of the street.
- Ensure that any upper-level or infill development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality

In relation to the single-storey houses at 2-4 and 10-14 Regent Street, a DDO should apply that introduces height and setback controls consistent with the application of the Heritage Policy at Clause 22.02 and the intent of the residential zones to ensure the heritage fabric is appropriately managed.

A DDO should be applied to land in the North Richmond Station Pocket adjacent to properties on the Heritage Overlay which:

- Ensures appropriate transitions to the single and two-storey adjacent heritage fabric of HO338 (West Richmond Precinct), HO399 (Houses, 2-4 Regent Street) and HO400 (Houses, 10-14 Regent Street).

13.2 Pocket 2 - Lithgow Street

13.2.1 Description

The Lithgow Street mixed use / commercial area is located immediately north of the Victoria Street corridor between Little Lithgow Street to the west and Lithgow Street to the east. Of the land included within this pocket, 1-17 Lithgow Street is not included within the Heritage Overlay and 21-39 Lithgow Street is included within the William Street Precinct (HO339). Adjacent to the mixed use / commercial area, the western side of Little Lithgow Street is occupied by the rear yards of single-storey houses within HO339 that face William Street, on the eastern side of Lithgow Street is the 'individually significant' Abbotsford Primary School (HO28) and single-storey houses within HO339.

This pocket includes single and two storey warehousing and commercial buildings, small scale residential buildings and more recent apartment development.



Figure 91. Zoning map – Pocket 2 – Lithgow Street outlined in blue (Planning Maps Online, accessed 6 Feb 2018)

13.2.2 Heritage Status

Numbers 1 to 17 Lithgow Street are not included within the extent of HO339. 21-23 Lithgow Street is a non-contributory two-storey factory building, 25 Lithgow Street is a single-storey early twentieth century house graded 'individually significant' within Appendix 8 and numbers 27, 29, 31 and 33 are two pairs of semi-detached single-storey Victoria villas that are graded 'contributory'. 35-47 Lithgow Street is occupied by the two-storey 'individually significant' former cordial factory.

In summary, the existing heritage status for Pocket 2 is:

Victorian Heritage Register
None
Individual Heritage Overlays
None
Precinct Heritage Overlays

Heritage Overlay	Name	Address	Appendix 8 grading	Date
HO339	William Street Precinct, Abbotsford	Various	Various	Various

At the southern end of HO339, 21-23 Lithgow Street is occupied by a non-contributory building. It is therefore recommended that the extent of HO339 and Appendix 8 be amended to exclude this property. See Heritage Assessments report for further details.



Figure 92. Heritage Overlay map – Pocket 2 – Lithgow Street outlined in blue (Planning Maps Online, accessed 6 Feb 2018)



Figure 93. 25-33 Lithgow Street (HO339)



Figure 94. former cordial factory, 35-47 Lithgow Street (HO339)

13.2.3 Zoning

The land within the Lithgow Street Pocket is included within the MUZ. There are no changes recommended to the zoning.

13.2.4 Key views

There are no key views of landmarks, tall structures or advertising signs identified within Clause 22.03 of the Yarra Planning Scheme that fall within Pocket 2.

13.2.5 Significant Streetscapes

The built form of this part of HO339 is varied and lacks the architectural consistency to be considered significant.

13.2.6 Potential Future Character Considerations

Development at the rear of the five late-nineteenth/early twentieth century houses at 25-33 Lithgow Street should reflect the resident character of these properties. Although the former cordial factory is more robust in form and scale, there are a number of features of this building such as the visible roof form that need to be appropriately responded to in any new development.

New development that abuts the single-storey William Street Precinct (HO339) should consider the impact on this Heritage Overlay precinct.

13.2.7 Recommended Built Form Parameters

A DDO should apply to land within the Heritage Overlay in the Lithgow Street Pocket to ensure heritage fabric is appropriately managed and new built form is respectful of the heritage buildings.

In relation to the former cordial factory at 35-47 Lithgow Street, the DDO should:

- Ensure that the heritage building retains its three-dimensional form as viewed from the public realm to avoid 'facadism'. This will require new development to be set back from the street facades of the building and for redevelopment to respect the existing inter-floor heights of the heritage fabric.
- Ensure that new development does not visually dominate the existing heritage fabric by requiring that new upper-level built form occupies no more than one half of the visible built form when viewed from the opposite side of Lithgow Street.
- Ensure that new development does not visually dominate the existing single-storey dwellings on the east side of William Street.
- Ensure that any upper-level or infill development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality.

The redevelopment on the site of the non-contributory building at 21-23 Lithgow Street should ensure an appropriate transition to the single-storey heritage buildings at 25-33 Lithgow Street.

In relation to the single-storey houses at 25-33 Lithgow Street, a DDO should apply that introduces height and setback controls consistent with the application of the Heritage Policy at Clause 22.02 and the intent of the residential zones to ensure the heritage fabric is appropriately managed.

A DDO should be applied to land in the Lithgow Street Pocket adjacent to properties on the Heritage Overlay which:

- Ensures appropriate transitions to the single and two-storey adjacent heritage fabric of HO339 (William Street Precinct).

13.3 Pocket 3 - Church Street (North)

13.3.1 Description

The Church Street (North) Pocket is located on the eastern side of Church Street between Nelson Street to the north and Victoria Street to the south. The pocket is one property deep. With the exception of the twentieth century two-storey office building at 34 Church Street, all the buildings within this pocket (4-32 Church Street) are single and two-storey detached or terraced houses dating from the late nineteenth and early twentieth centuries and are covered by Fairchild Street Precinct (HO320).

To the north of Nelson Street is the large Carlton and United Brewery Complex. The west side of Church Street is single-storey residential in character and is zoned GRZ. East of the Church Street (North) Pocket are the single and two-storey houses that comprise HO320.

This pocket includes small and medium scale residential buildings.

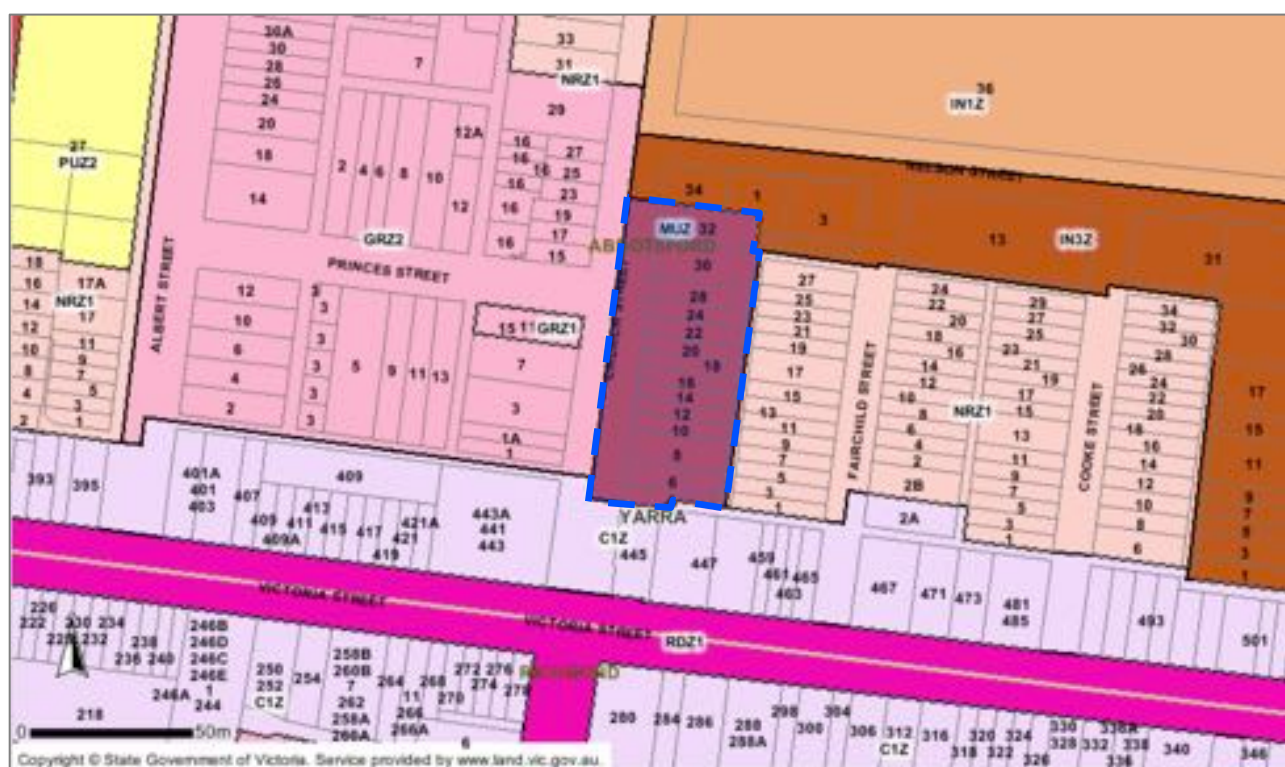


Figure 95. Zoning map – Pocket 3 – Church Street (North) outlined in blue (Planning Maps Online, accessed 6 Feb 2018)

13.3.2 Heritage Status

All the properties, with the exception of the office building at 34 Church Street, are located within HO320. Of these, all are identified as ‘contributory’ except the house at 28 Church Street which is identified in Appendix 8 as ‘not contributory’.

In summary, the existing heritage status for Pocket 3 is:

Victorian Heritage Register
None
Individual Heritage Overlays
None
Precinct Heritage Overlays

<i>Heritage Overlay</i>	<i>Name</i>	<i>Address</i>	<i>Appendix 8 grading</i>	<i>Date</i>
HO320	Fairchild Street Precinct, Abbotsford	Various	Various	Various

No changes are recommended to the Heritage Overlay within Pocket 3.

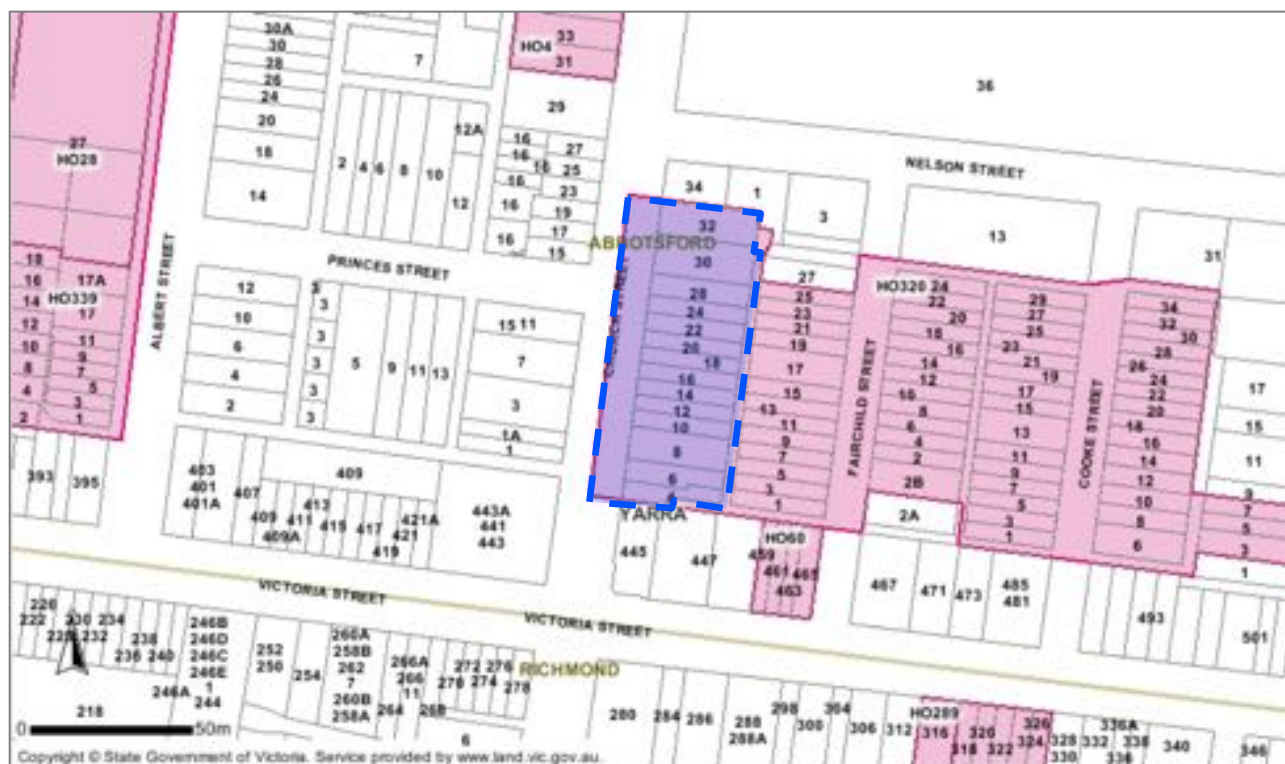


Figure 96. Heritage Overlay map – Pocket 3 – Church Street (North) outlined in blue (Planning Maps Online, accessed 6 Feb 2018)



Figure 97. East side of Church Street (12 Church Street on the right (HO320))



Figure 98. East side of Church Street (20 Church Street on the right (HO339))

13.3.3 Zoning

The land within the Church Street (North) Pocket is either zoned MUZ (4- 32 Church Street) or Industrial 2 Zone (IN2Z) (34 Church Street).

The current zoning of the residential properties is inconsistent with their historic use and form and does not reflect the zoning of the similar residential properties on the west side of Church Street (GRZ) or within the

remainder of HO320 to the east (NRZ). It is recommended that 4-32 Church Street be rezoned GRZ or NRZ, or alternatively a DDO could be applied to replicate these built form controls to ensure appropriate heritage outcomes.

13.3.4 Key views

There are no key views of landmarks, tall structures or advertising signs identified within Clause 22.03 of the Yarra Planning Scheme from within Pocket 3, however distant views are afforded of the spire and belfry of St Ignatius Church.

13.3.5 Significant Streetscapes

The built form of this part of the Church Street is varied and lacks the architectural consistency to be considered significant/.

13.3.6 Potential Future Character Considerations

Development at the rear of the residential buildings at 4-32 Church Street should be reflect their late nineteenth and early twentieth century residential character. The two-storey office building at 34 Church Street falls outside the Heritage Overlay and the redevelopment of this site should consider the impact on HO320.

13.3.7 Recommended Built Form Parameters

Should the residential properties within the Church Street (North) pocket be rezoned GRZ or NRZ, a DDO is not considered necessary for 4-32 Church Street. Their development would instead be guided by Clause 22.02 of the Yarra Planning Scheme and the underlying zoning.

If it is not considered appropriate to rezone 4-32 Church Street, a DDO should apply to land within the Heritage Overlay to ensure heritage fabric is appropriately managed and new built form is respectful of the heritage values of HO320. The DDO should introduce height and setback controls consistent with the application of the Heritage Policy at Clause 22.02 and the intent of the residential zones to ensure the heritage fabric is appropriately managed.

A DDO should be applied to 34 Church Street which:

- Ensures appropriate transitions to the single and two-storey adjacent heritage fabric of HO320 (Fairchild Street Precinct).

13.4 Pocket 4 - Baker and Lincoln Street

13.4.1 Description

The Baker and Lincoln Street Pocket is a mixed use / commercial area bound by Baker Street in the north, Church Street to the west, Lambert Street to the east and Lincoln Street to the south. It extends south of Lincoln Street to pick up a recent three-storey townhouse development (6-22A Lincoln Street and 5-21A Laity Street), a single-storey warehouse/factory building (23 Laity Street) and a small weatherboard house (27 Laity Street).

The block bound by Baker, Church, Lambert and Lincoln Streets is occupied by a mix of one and two-storey factory, warehouse and office buildings with the Richmond Fire Station occupying the southwest corner of the block. An isolated late nineteenth century single-storey house is located at 6 Baker Street.

This pocket includes single and two storey warehousing and commercial buildings, small scale residential buildings and more recent apartment development.



Figure 99. Zoning map – Pocket 4 – Baker and Lincoln Street outlined in blue (Planning Maps Online, accessed 6 Feb 2018)

13.4.2 Heritage Status

The single-storey polychromatic brick villa dating from 1880-1890 at 6 Baker Street (HO223) is the only building included in the Heritage Overlay within the Baker and Lincoln Street Pocket. This pocket does not immediately adjoin any Heritage Overlay precincts.

In summary, the existing heritage status for Pocket 4 is:

Victorian Heritage Register				
None				
Individual Heritage Overlays				
Heritage Overlay	Name	Address	Appendix 8 grading	Date
HO223	House	6 Baker Street	Individually significant	1880-1890

Precinct Heritage Overlays
None

No changes are recommended to the extent of the Heritage Overlay within Pocket 4.



Figure 100. Heritage Overlay map – Pocket 4 – Baker and Lincoln Street outlined in blue (Planning Maps Online, accessed 6 Feb 2018)



Figure 101. 6 Baker Street (HO223)

13.4.3 Zoning

The land within the Baker and Lincoln Street Pocket is included within the MUZ, with the exception of the Richmond Fire Station which is zoned Public Use – Other Public Use (PUZ7). There are no changes recommended to the zoning.

13.4.4 Key views

There are no key views of landmarks, tall structures or advertising signs identified within Clause 22.03 of the Yarra Planning Scheme that fall within Pocket 4. Incidental views are afforded of St Ignatius Church from the Church Street edge of the pocket.

13.4.5 Significant Streetscapes

There is only one isolated heritage place within Pocket 4 and as a result there are no streetscapes that could be considered significant.

13.4.6 Potential Future Character Considerations

Subject to further investigation.

13.4.7 Recommended Built Form Parameters

Subject to further investigation.

13.5 Pocket 5 - Doonside Street

13.5.1 Description

The Doonside Street Pocket is a mixed use / commercial and former industrial area centred around Doonside Street, Richmond. It is bound by the southern extent of Victoria Gardens Comprehensive Development Zone (CDZ1) to the north, Burnley Street to the west, the rear of the properties addressing David Street to the east, and Appleton Street to the south.

The Doonside Street Pocket is made up of single and two-storey former factories and warehouses, some of which have been reused as retail or commercial showrooms or are awaiting development. A large proportion of the land within the pocket is made up of hard standing. The exception to this typology is the two-storey former Loyal Studley Hotel at 53 Burnley Street (HO374).

This pocket is predominantly includes single and two storey warehousing and commercial buildings.

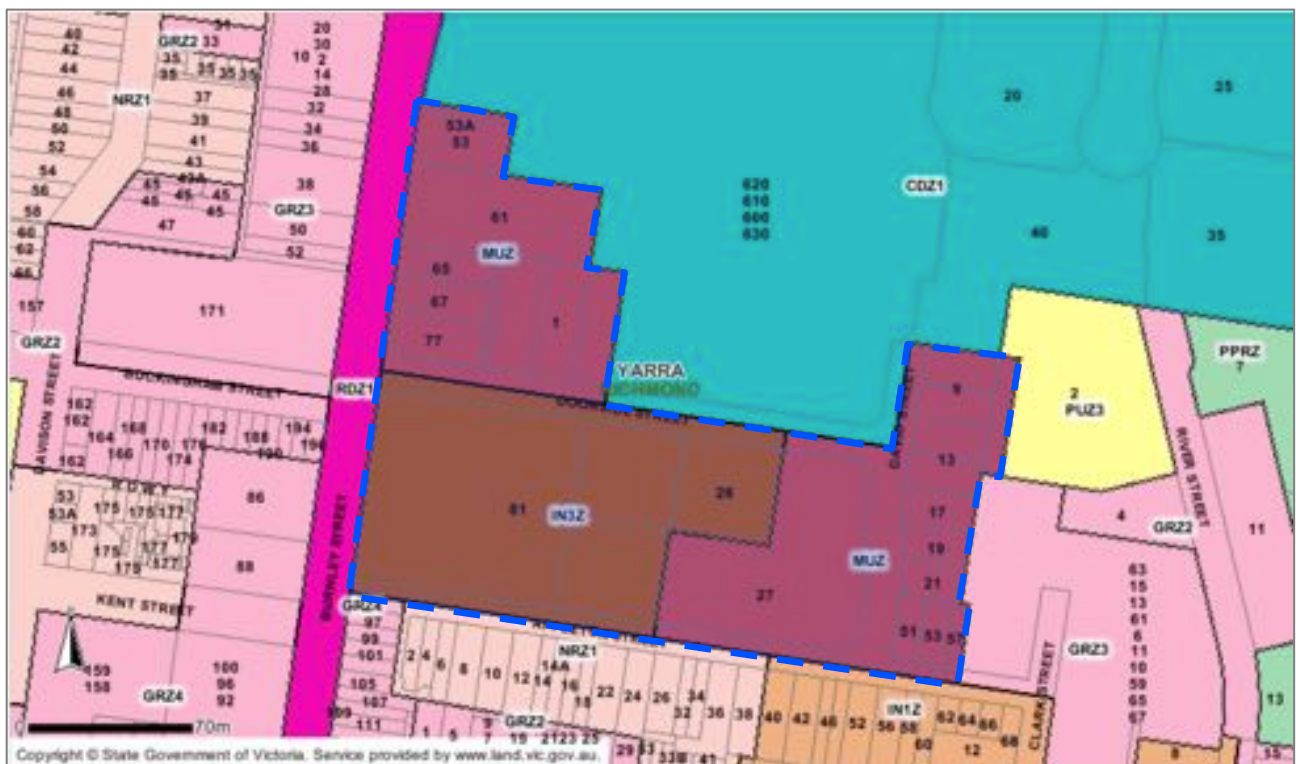


Figure 102. Planning map – Pocket 5 – Doonside Street outlined in blue (Planning Maps Online, accessed 6 Feb 2018)

13.5.2 Heritage Status

Three early twentieth century industrial buildings and one former hotel within the Doonside Street Pocket are included in the Heritage Overlay.

In summary, the existing heritage status for Pocket 5 is:

Victorian Heritage Register				
None				
Individual Heritage Overlays				
Heritage Overlay	Name	Address	Appendix 8 grading	Date
HO250	Former Builders Steel Form Supply Co.	9-11 David Street	Individually significant	1938

HO252	Former Repco Offices	26-34 Doonside Street	Individually significant	1939
HO374	Former Loyal Studley Hotel	53 Burnley Street	Individually significant	1891
HO375	Former Russell Manufacturing Company Pty Ltd, later Repco	81-95 Burnley Street (part)	Individually significant	1937
Precinct Heritage Overlays				
None				

No changes are recommended to the extent of the Heritage Overlay within Pocket 5.

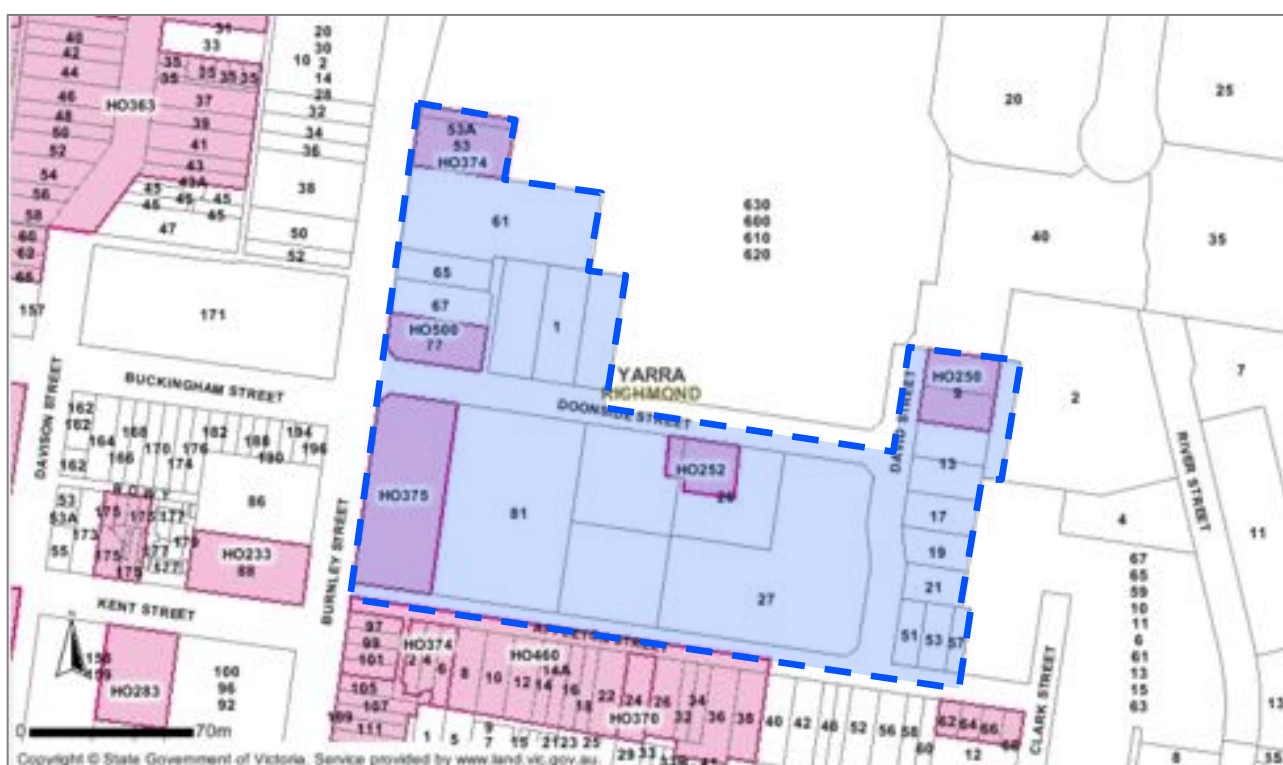


Figure 103. Heritage Overlay map – Pocket 5 – Doonside Street outlined in blue (Planning Maps Online, accessed 6 Feb 2018). Note: HO500 is an interim control that has lapsed and therefore no Heritage Overlay applies to 77 Burnley Street.



Figure 104. Former Loyal Studley Hotel, 53 Burnley Street Ltd, (HO374)



Figure 105. Former Russell Manufacturing Company Pty later Repco, 81-95 Burnley Street (HO375) (March 2017)



Figure 106. Former Repco Offices, 26-34 Doonside Street (HO252) (March 2017)



Figure 107. retained façade of the former Builders Steel Form Supply Co, 9-11 David Street (HO250) (March 2017)

13.5.3 Zoning

The land within the Doonside Street Pocket is included within the MUZ, with the exception of the former Repco site at 81-95 Burnley Street and 26-34 Doonside Street which is currently zoned Industrial 3 Zone (IN3Z). It is noted that it is proposed to rezone this site to MUZ through Planning Scheme Amendment C223. There are no changes recommended to the zoning.

13.5.4 Key views

There are no key views of landmarks, tall structures or advertising signs identified within Clause 22.03 of the Yarra Planning Scheme that fall within Pocket 5.

13.5.5 Significant Streetscapes

There are only isolated heritage places within Pocket 5 and as a result there are no streetscapes that could be considered significant.

13.5.6 Potential Future Character Considerations

Subject to further investigation.

13.5.7 Recommended Built Form Parameters

Subject to further investigation.

13.6 Pocket 6 - Bromham Place

13.6.1 Description

This commercial precinct – centred on Bromham Place – is zoned C2Z. It is bound by Risley Street and the Richmond Housing Commission flats to the north, Vere Street to the west, Church Street to the east, and Belgium Avenue and Tweedie Place to the south. The Bromham Place Pocket includes commercial buildings ranging from single-storey to recent multi-storey office development on the corner of Church and Tweedie Streets. An electrical substation occupies the centre of the pocket on Bromham Place.

This pocket includes commercial buildings of up to four storeys in scale.

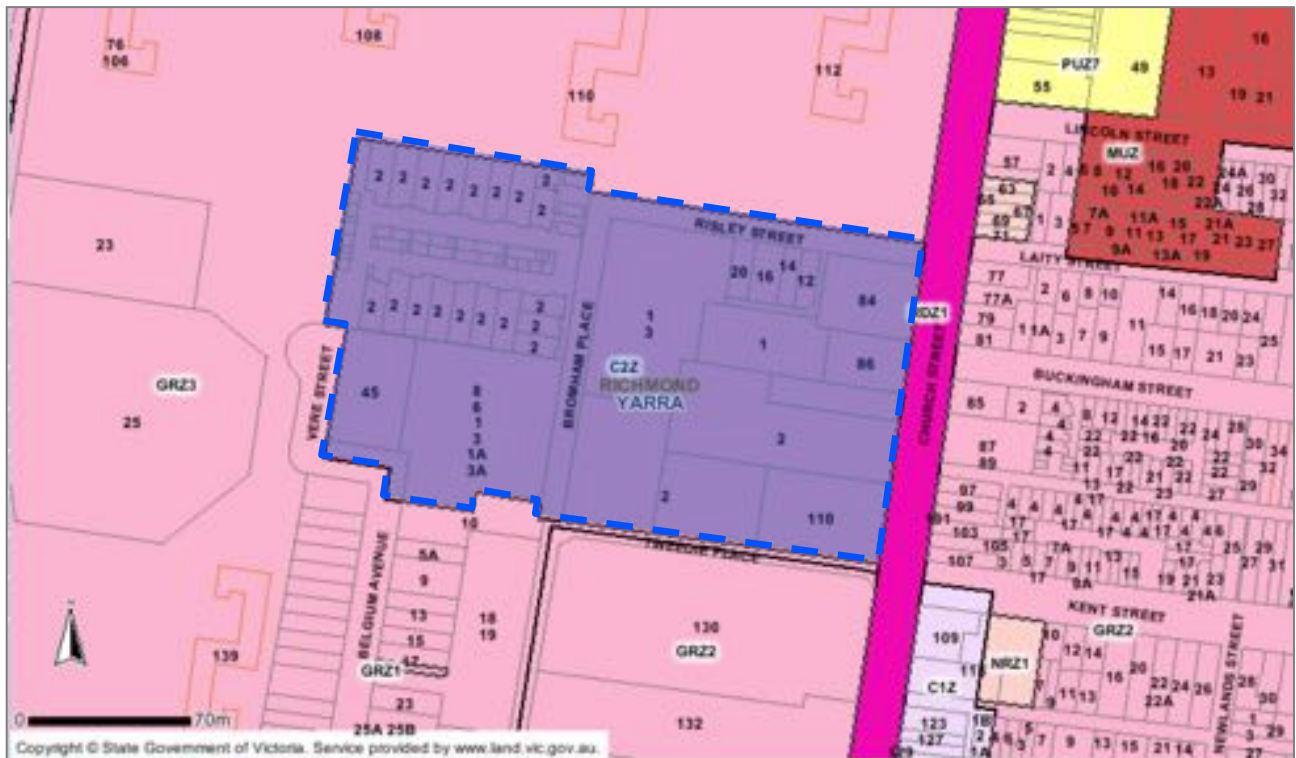


Figure 108. Planning map – Pocket 6 – Bromham Place outlined in blue (Planning Maps Online, accessed 6 Feb 2018)

13.6.2 Heritage Status

The Bromham Place Pocket includes two site-specific Heritage Overlays and no heritage precincts. The heritage fabric includes the complex of brick buildings of up to three-storeys that make up the former Civil Service Co-operative Bakery, 6-8 Bromham Place (HO462) and the two-storey brick former York Boot Factory at 14 Risley Street (HO521).

The Church Street Precinct (HO454) is located on the east side of Church Street from Pocket 6.

In summary, the existing heritage status for Pocket 6 is:

Victorian Heritage Register				
None				
Individual Heritage Overlays				
Heritage Overlay	Name	Address	Appendix 8 grading	Date
HO462	[former] Civil Service Co-operative Bakery	6-8 Bromham Place	Individually significant	1900-1915

HO521	Former York Boot Factory	14 Risley Street	Individually significant	1880-1890
Precinct Heritage Overlays				
None				

There are no changes recommended to the heritage controls for Pocket 6, however it is noted that HO521 appears on the planning map and within Appendix 8 but is not included within the Schedule to Clause 43.01. This requires updating.

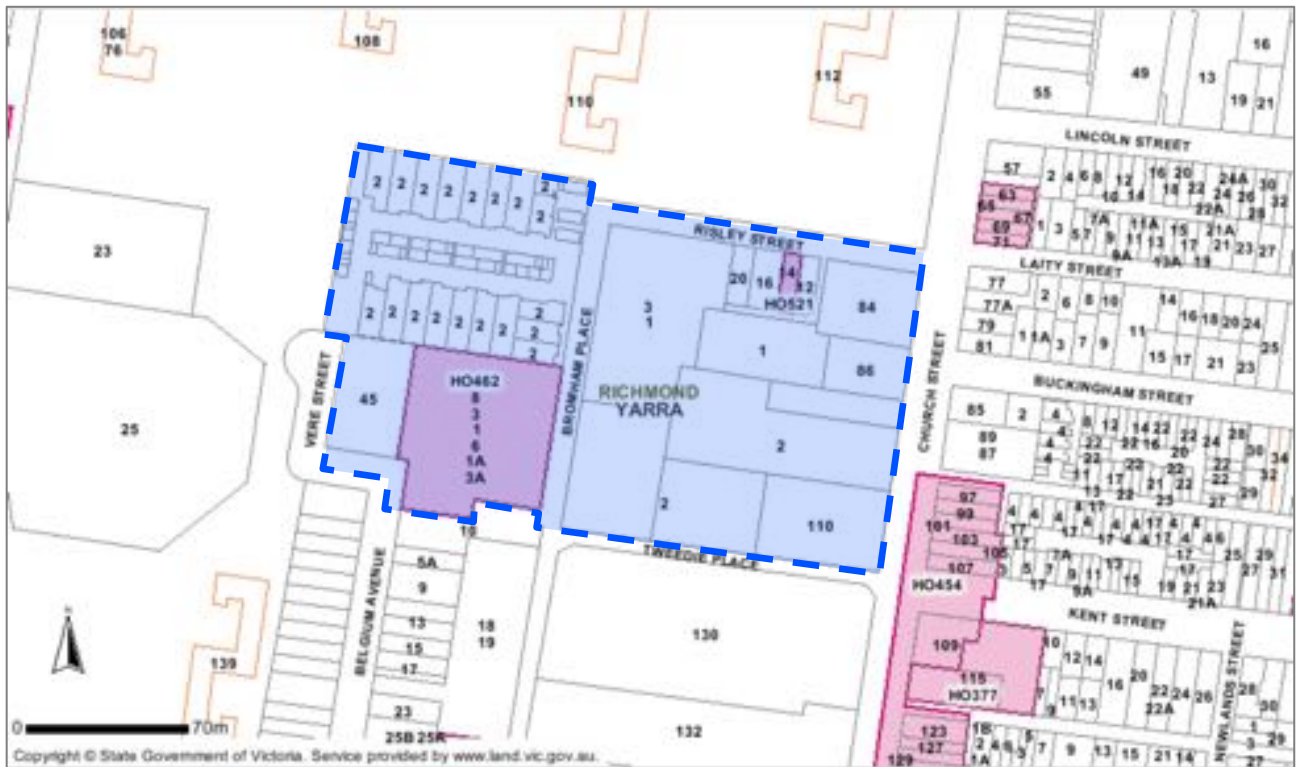


Figure 109. Heritage Overlay map – Pocket 6 – Bromham Place outlined in blue (Planning Maps Online, accessed 6 Feb 2018)



Figure 110. Former Civil Service Co-operative Bakery, 6-8 Bromham Place (HO462)



Figure 111. Former York Boot Factory, 14 Risley Street (HO521)

13.6.3 Zoning

The land within the Bromham Place Pocket is included within the C2Z. There are no changes recommended to the zoning.

13.6.4 Key views

There are no key views of landmarks, tall structures or advertising signs identified within Clause 22.03 of the Yarra Planning Scheme that fall within Pocket 6.

13.6.5 Significant Streetscapes

There are no precinct Heritage Overlays within Pocket 6 and no streetscapes that could be considered significant.

13.6.6 Potential Future Character Considerations

Subject to further investigation.

13.6.7 Recommended Built Form Parameters

Subject to further investigation.

13.7 Pocket 7 - Church Street (South)

13.7.1 Description

The Church Street (South) Pocket extends along the east side of Church Street from Kent Street in the north to Highett Street in the south. The pocket extends to the depth of one property and is made up of the two-storey Prince of Wales Hotel at 109-111 Church Street (within HO454 – Church Street North Precinct), the former S. Andrewartha Showrooms at 115-117 Church Street (HO377), the former Bristol Hotel at 135 Church Street (HO378), four two-storey shop/residences and five single-storey shops (within HO454). There is a former motor garage at the southern end of the pocket and a vacant site at 139 Church Street. All buildings are constructed with rendered or face brick.

The former Andrewartha Showrooms (HO377) is currently being redeveloped as the 'Made' seven-storey apartment building constructed behind the retained façade and on the NRZ zoned land to the rear. The 'Made' development is considered to be a poor heritage outcome with the Church and Little Kent Street façades reduced to a thin skin facade. The new development does not retain the inter-floor heights of the existing building with new floor plates cutting through the window openings of the existing façade.

There are no adjacent or neighbouring Heritage Overlay places or precincts abutting the Church Street (South) Pocket.

This pocket includes the one and two storey commercial buildings.

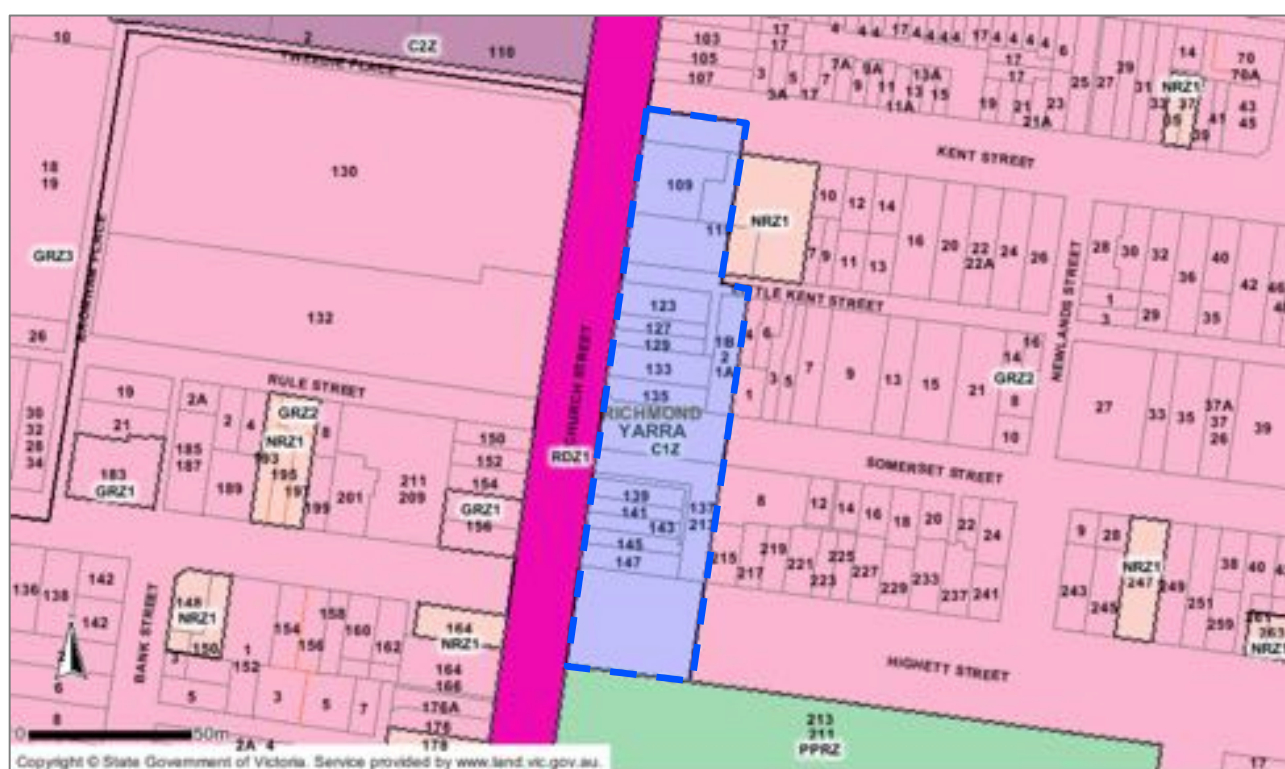


Figure 112. Planning map – Pocket 7 – Church Street (south) outlined in blue (Planning Maps Online, accessed 6 Feb 2018)

13.7.2 Heritage Status

The Church Street (South) Pocket includes part of a precinct Heritage Overlay (HO454 – Church Street North Precinct) and two individual Heritage Overlays. It is noted that the former Bristol Hotel, 135 Church St (HO378) is included in the Schedule to Clause 43.01 as HO378 but is identified as being within HO454 in Appendix 8 as an 'individually significant' place. The former Bristol Hotel should be either be identified as 'individually significant' within the precinct or included in a site-specific Heritage Overlay, but not both.

In summary, the existing heritage status for the Church Street (South) Pocket is:

Victorian Heritage Register				
None				
Individual Heritage Overlays				
Heritage Overlay	Name	Address	Appendix 8 grading	Date
HO377	Former S. Andrewartha Showrooms (furniture)	115-117 Church Street	Individually significant	1915-1925
HO378	Former Bristol Hotel	135 Church Street	Individually significant	1860-1880
Precinct Heritage Overlays				
HO454	Church Street North Precinct	Various	Various	1850-1940

There are no changes recommended to the heritage controls for Pocket 7.

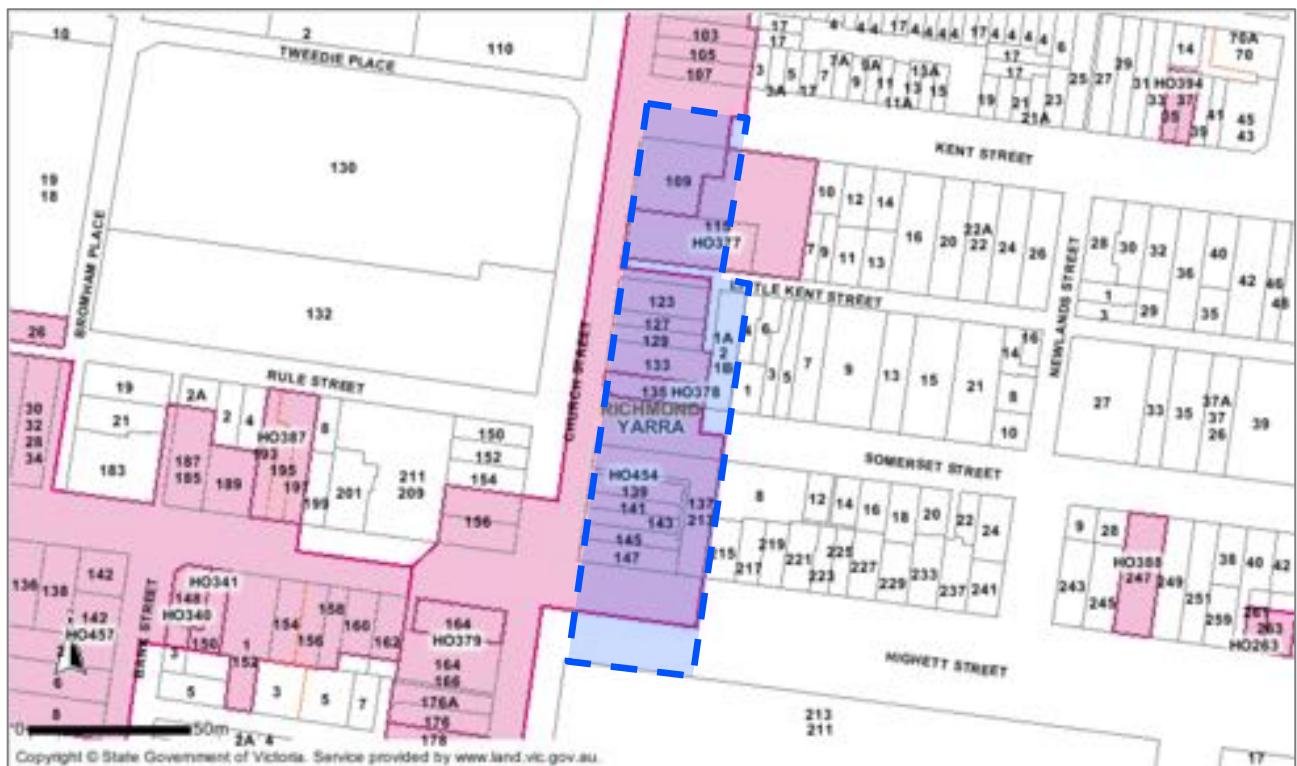


Figure 113. Heritage Overlay map – Pocket 7 – Church Street (South) outlined in blue (Planning Maps Online, accessed 6 Feb 2018)



Figure 114. 109-117 Church Street (Former Andrewartha Furniture Showroom (HO377) on right) (HO454)



Figure 115. 123-135 Church Street (HO454)



Figure 116. 137-147 Church Street – note: nos 137 and 147 are vacant sites

13.7.3 Zoning

The land within the Church Street (South) Pocket is included within the C1Z. There are no changes recommended to the zoning within the pocket however the zoning of the rear part of the Andrewartha Showrooms at 115-117 Church Street (which is included within HO377) as NRZ appears to be an anomaly given this site is currently being developed as a seven-storey building. Rezoning the entire site C1Z would appear to be the appropriate.

13.7.4 Key views

Incidental views of the belfry and spire of St Ignatius Church are provided from within Pocket 7.

13.7.5 Significant Streetscapes

The built form of this part of the Church Street is varied and lacks the architectural consistency to be considered significant.

13.7.6 Potential Future Character Considerations

Subject to further investigation.

13.7.7 Recommended Built Form Parameters

Subject to further investigation.

13.8 Pocket 8 - Bridge Street (West)

13.8.1 Description

The Bridge Street (West) pocket is a mixed use / commercial area located immediately north of the Bridge Road High Street between Lennox Street in the west and the rear of the Richmond Plaza/Coles Supermarket to the east. The pocket extends north to the GRZ and NRZ zoned land bounded by McGoun and Hall Streets. The Bridge Street (West) Pocket has been substantially developed with the four-storey Epworth Specialist Centre on Lennox Street and mixed use / commercial apartment buildings of up to 10-storeys that have been developed, or are currently under construction. At-grade car parking is also evident. Four substantially intact two-storey late-nineteenth century terraced houses remain at 28-34 Thomas Street.

The land to the north of the Bridge Street (West) Pocket is occupied by single and two-storey dwellings and blocks of flats of up to three-storeys.

The Bridge Street (West) Pocket includes three to 10-storey apartment buildings as well as isolated two storey nineteenth century terraced houses.

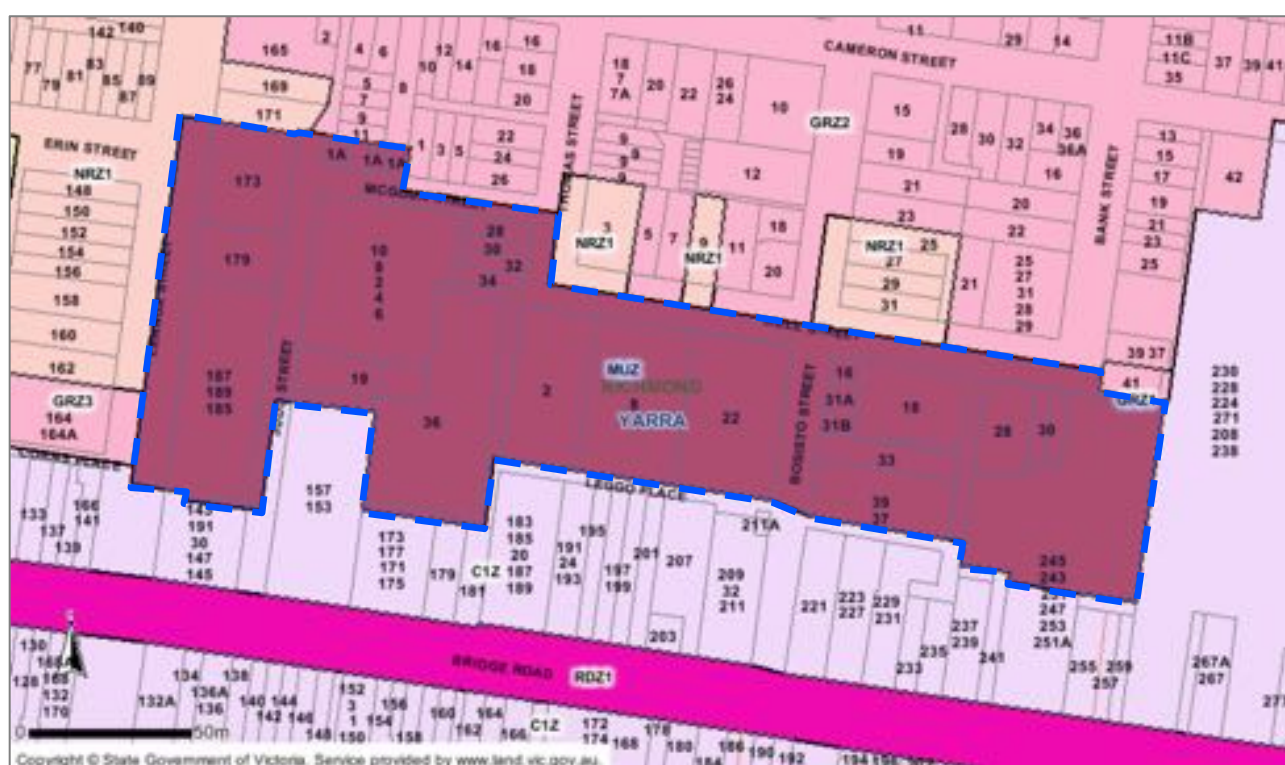


Figure 117. Zoning map – Pocket 8 – Bridge Street (West) outlined in blue (Planning Maps Online, accessed 6 Feb 2018)

13.8.2 Heritage Status

One site at 173-177 Lennox Street within the pocket is located within HO338 (West Richmond Precinct). Identified in Appendix 8 as ‘contributory’, this site is occupied by the Epworth Specialist Centre which retains two fragments of a two-storey nineteenth century brick façade at each end of the late-twentieth century development.

The reasonably intact row of late-nineteenth century terraced houses at 28-34 Thomas Street are not subject to the Heritage Overlay but display similar qualities to many terraced houses identified as ‘contributory’ and ‘individually significant’ (including nearby HO372 – 25-31 Bosisto Street) that are included on the Heritage Overlay in the Yarra Planning Scheme. An assessment of the two-storey terraced houses at 28-34 Thomas Street has been undertaken and has recommended that the two houses at 32 and 34 Thomas Street warrant inclusion on the Heritage Overlay as ‘individually significant’ graded buildings (refer to the Heritage Assessment report for further detail).

To both the west and north of the Bridge Street (West) Pocket, Lennox Street is subject to HO338 (West Richmond Precinct) and there are three isolated Heritage Overlays on the north side of Hull Street which abut the pocket, being:

- Roeberry House – a two-storey Italianate house at 3 Hull Street dating from 1861 (HO268)
- Four single-storey Edwardian houses at 25-31 Bosisto Street (HO372)
- A two-storey polychromatic brick late-Victorian house at 9 Hull Street (HO393).

In summary, the existing heritage status for Pocket 8 is:

Victorian Heritage Register				
None				
Individual Heritage Overlays				
None				
Precinct Heritage Overlays				
Heritage Overlay	Name	Address	Appendix 8 grading	Date
HO338	West Richmond Precinct	Various	Various	Various



Figure 118. Heritage Overlay map – Pocket 8 – Bridge Street (west) outlined in blue (Planning Maps Online, accessed 6 Feb 2018)



Figure 119. 173 Lennox Street (HO338)



Figure 120. 32-34 Thomas Street (not within a HO)

13.8.3 Zoning

The land within the Bridge Road (West) Pocket is included within the MUZ. There are no changes recommended to the zoning.

13.8.4 Key views

There are no key views of landmarks, tall structures or advertising signs identified within Clause 22.03 of the Yarra Planning Scheme that fall within the Pocket 8.

13.8.5 Significant Streetscapes

The built form within the Bridge Street (West) Pocket is highly variable and there are no streetscapes that could be considered significant.

13.8.6 Potential Future Character Considerations

The only buildings included within the Heritage Overlay in the Bridge Road (West) Pocket have been incorporated as thin facades on the Epworth Specialist Centre. The two terraced houses at 32-34 Thomas Street have been assessed as meeting the threshold for inclusion on the Heritage Overlay (refer to the Heritage Assessments report for further detail) and therefore redevelopment of these sites should consider their heritage values.

Elsewhere within the pocket, the character has been defined by mixed use / commercial and residential development of up to 10-storeys.

13.8.7 Recommended Built Form Parameters

The two heritage buildings at 173 Lennox Street have already been developed and therefore no additional controls are required to protect the remaining heritage values of this site.

The terraced houses at 32-34 Thomas Street are recommended for inclusion on the Heritage Overlay, and therefore a DDO should apply that introduces height and setback controls consistent with the application of the Heritage Policy at Clause 22.02 and the intent of the residential zones to ensure the heritage fabric is appropriately managed.

A DDO should be applied to land immediately abutting 32-34 Thomas Street to ensure an appropriate transition to the adjacent heritage fabric.

13.9 Pocket 9 - Civic / Community

13.9.1 Description

Land immediately south of Citizens Park is zoned Public Use Zone – Education (PUZ2) and the land occupied by the Richmond Baths at 3 Gleadell Street is zoned Public Use Zone – Local Government (PUZ6). The land between Church and Gleadell Streets is occupied by the Richmond Police Station, a single-storey brick building and at-grade car parking. Between Gleadell and Griffiths Streets the PUZ zoned land is completely occupied by the Richmond Baths at 11 Gleadell Street (HO261).

This pocket includes community and educational buildings.



Figure 121. Zoning map – Pocket 9 – Civic / Community outlined in blue (Planning Maps Online, accessed 6 Feb 2018)

13.9.2 Heritage Status

The Civic / Community Pocket includes one site specific Heritage Overlay – the Richmond Baths (HO261) and no heritage precincts. Immediately south of the Richmond Baths is the former Gas Inspector's Residence at 7 Gleadell Street which is included on the VHR (H1610). No other properties subject to the Heritage Overlay abut the Civic / Community Pocket.

In summary, the existing heritage status for the Civic / Community Pocket is:

Victorian Heritage Register				
None				
Individual Heritage Overlays				
Heritage Overlay	Name	Address	Appendix 8 grading	Date
HO261	Richmond Baths	3 Gleadell Street	Individually significant	1897, 1936
Precinct Heritage Overlays				
None				

There are no changes recommended to the heritage controls for Pocket 9. It is noted that the address of the Richmond Baths (HO216) is identified as 11 Gleadell Street on Planning Maps Online but as 3 Gleadell Street in the Schedule to the Heritage Overlay and Appendix 8. This should be clarified and corrected as necessary.



Figure 122. Heritage Overlay map – Pocket 9 – Civic / Community outlined in blue (Planning Maps Online, accessed 6 Feb 2018)



Figure 123. 7-11 Gleadell Street - Richmond Baths (HO261) (left) and former Gas Inspector's Residence, 7 Gleadell S (VHR H1610) (right) (©City of Yarra)

13.9.3 Zoning

The land within the Civic / Community Pocket is included within PUZ2 and PUZ6. There are no changes recommended to the zoning.

13.9.4 Key views

While there are no key views within the Civic / Community Pocket, development within this pocket may affect identified primary views of the belfry and spire of St Ignatius Church and the clock tower of Richmond Town Hall from within Citizens Park near the intersection of Church and Highett Streets and the central entry from Highett Street.

13.9.5 Significant Streetscapes

There are no precinct Heritage Overlays within Pocket 9 and no streetscapes that are considered significant.

13.9.6 Potential Future Character Considerations

Subject to further investigation.

13.9.7 Recommended Built Form Parameters

Subject to further investigation.

13.10 Pocket 10 - Burnley Street

13.10.1 Description

The Burnley Street Pocket is located on the western side of Burnley Street, south of the Bridge Road commercial strip, and is zoned C2Z. It is bound by Neptune Street to the east and residential zoned land to the south. The pocket comprises single and two-storey offices and warehouses dating from the late nineteenth to the early twenty first century.

The land to the south of the Burnley Street Pocket is zoned GRZ and is occupied by single-storey dwellings and multi-storey townhouses and apartments. The west side of Neptune Street is occupied by single-storey dwellings with some multi-storey residential development. East of Burnley Street are similar single-storey dwellings and a site at 203 Burnley Street that is currently under development.

This pocket is comprised of the large scale industrial buildings.

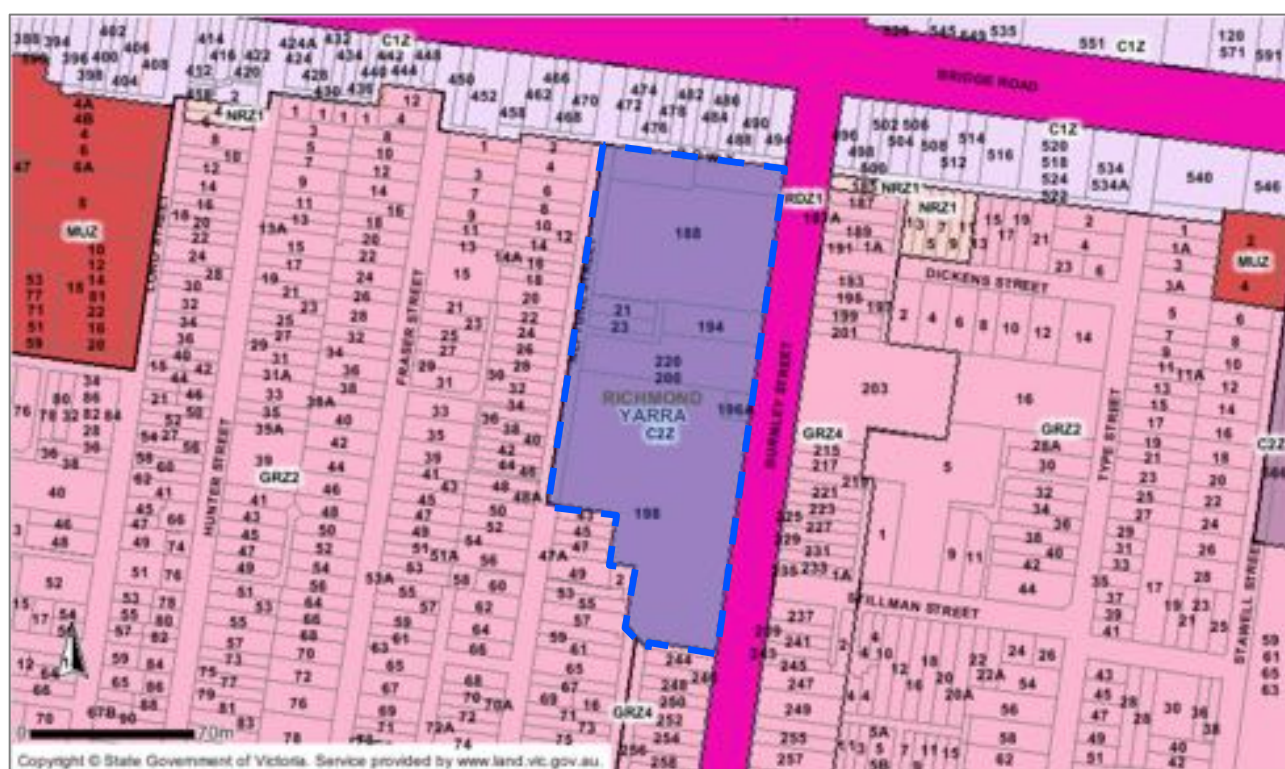


Figure 124. Zoning map – Pocket 10 – Burnley Street outlined in blue (Planning Maps Online, accessed 6 Feb 2018)

13.10.2 Heritage Status

The Burnley Street Pocket includes one site-specific Heritage Overlay and no heritage precincts. HO443 is a series of single and two-storey brick buildings that once made up the Alcock's Power Station and brick factory and the Patterson's Building at 198, 200 and 220 (rear) Burnley Street and a small substation at 196A Burnley Street. This complex largely addresses Neptune Street.

240 Burnley Street is occupied by a two-storey Moderne-style office building dating from the 1930s that is not included within the extent of HO443, however a permit has been issued for its demolition.

Opposite the Burnley Street Pocket are single-storey late-nineteenth century houses at 22-46 Neptune Street that form part of the small Neptune Street Precinct (HO479). The north of the Burnley Street Pocket abuts the commercial Bridge Road Precinct (HO310).

In summary, the existing heritage status for the Burnley Street Pocket is:

Victorian Heritage Register				
None				
Individual Heritage Overlays				
Heritage Overlay	Name	Address	Appendix 8 grading	Date
HO443	196A, 198 and 200-220 Burnley Street, Richmond	196A, 198 and 200-220 Burnley Street	Individually significant	1890-1940
Precinct Heritage Overlays				
None				

There are no changes recommended to the heritage controls for Pocket 10.

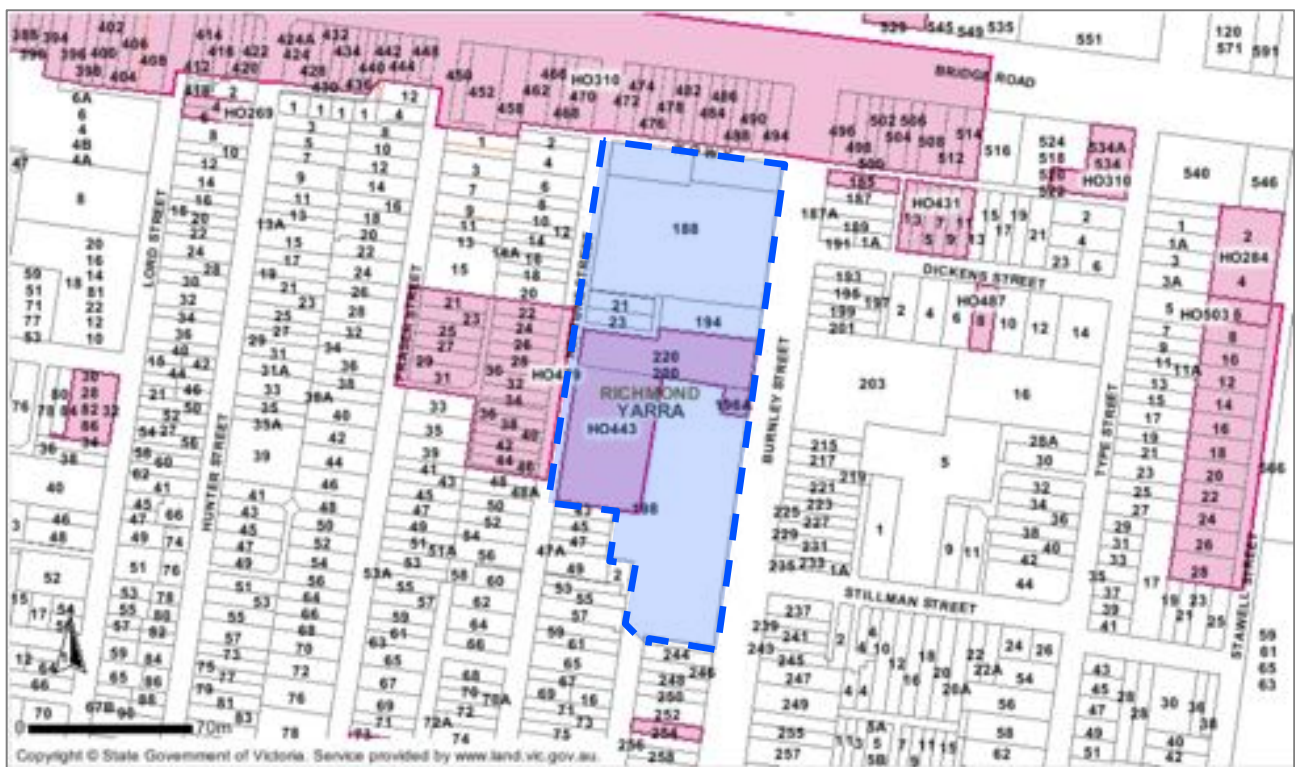


Figure 125. Heritage Overlay map – Pocket 10 – Burnley Street outlined in blue (Planning Maps Online, accessed 6 Feb 2018)



Figure 126. 196A-220 Burnley Street (HO443) – from Burnley Street



Figure 127. 196A-220 Burnley Street (HO443) – aerial view from Neptune Street ©Google

13.10.3 Zoning

The land within Pocket 10 is included within the C2Z. There are no changes recommended to the zoning.

13.10.4 Key views

There are no key views of landmarks, tall structures or advertising signs identified within Clause 22.03 of the Yarra Planning Scheme that fall within Pocket 10.

13.10.5 Significant Streetscapes

There are no precinct Heritage Overlays within Pocket 10 and no streetscapes that are considered significant.

13.10.6 Potential Future Character Considerations

Subject to further investigation.

13.10.7 Recommended Built Form Parameters

Subject to further investigation.

13.11 Pocket 11 - Stawell Street

13.11.1 Description

The Stawell Street Pocket is located at the north end of Stawell Street and is predominantly comprised of one site at 566 Bridge Road that is zoned C2Z and is occupied by an Officeworks store. Two properties (2-4 Stawell Street) that are zoned MUZ on the western side of Stawell Street form the remainder of the pocket. The pocket is bound by Bridge Road to the north, GRZ zoned land to the west and south, and NRZ zoned land to the east. The land to the south of the Stawell Street Pocket has been developed as four-storey apartments/townhouses.

Three buildings make up the pocket: the large single-storey big-box retail outlet (Officeworks) set back from Bridge Road; 2 Stawell Street, which is occupied by the former Fincham Organ Factory (HO284); and 4 Stawell Street, also included in HO284 and occupied by a contemporary townhouse development.

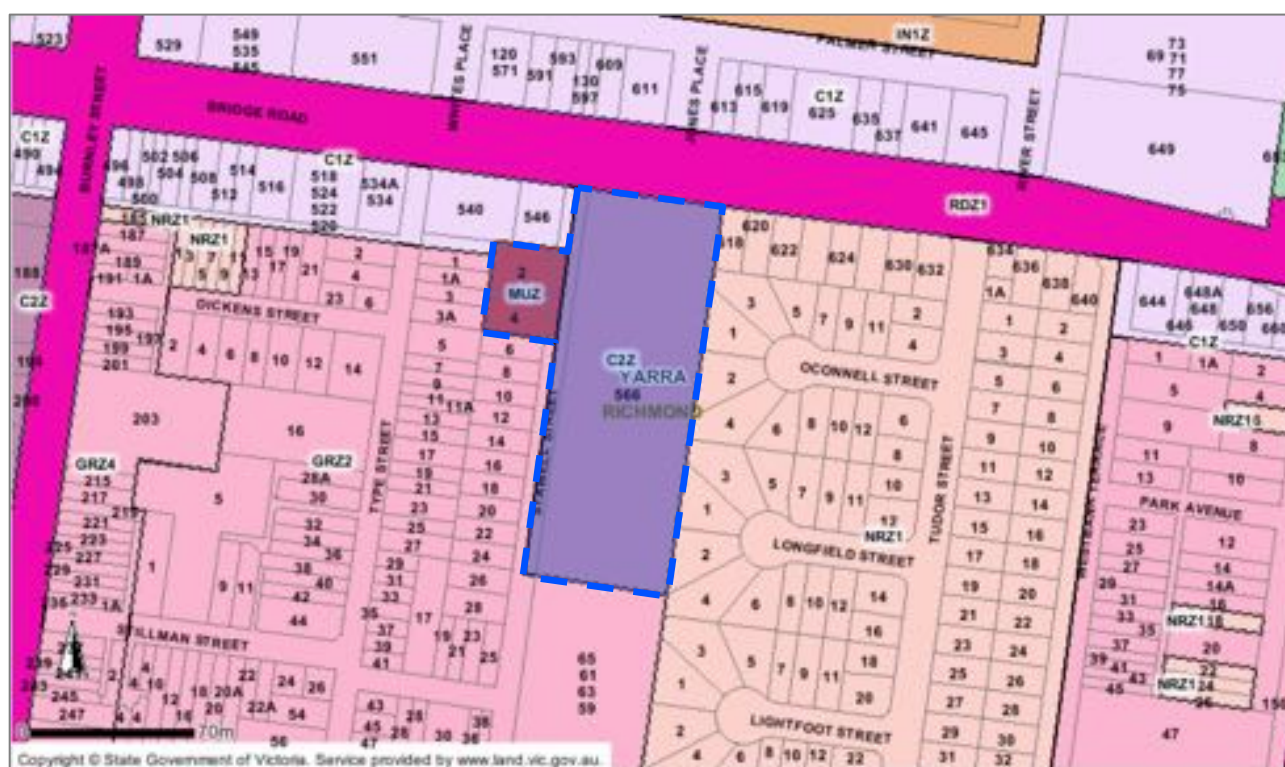


Figure 128. Zoning map – Pocket 11 – Stawell Street outlined in blue (Planning Maps Online, accessed 6 Feb 2018)

13.11.2 Heritage Status

The Stawell Street Pocket includes one site-specific Heritage Overlay and no heritage precincts. The former Fincham Organ Factory (HO284) is a two-storey brick factory. The extent of the Heritage Overlay extends south of the former factory to include a contemporary townhouse development at 4 Stawell Street on land originally associated with the organ factory.

The land directly south of HO284 is zoned GRZ and is occupied by single-storey dwellings that make up HO481 (Stawell Street Precinct). Immediately east of the Officeworks site is the Racecourse Precinct (HO331) which is zoned NRZ and comprises single-storey brick houses constructed in 1941.

In summary, the existing heritage status for the Stawell Street Pocket is:

Victorian Heritage Register
None

Individual Heritage Overlays				
Heritage Overlay	Name	Address	Appendix 8 grading	Date
HO284	[former] Fincham Organ Factory	2 Stawell Street	Individually significant	1896-
Precinct Heritage Overlays				
None				

4 Stawell Street is mapped within the extent of HO284 and this land formed part of the historic extent of the Fincham Organ Factory but is not referenced within the Schedule to the Heritage Overlay or Appendix 8. Therefore, the address within the Schedule to the Heritage Overlay and Appendix 8 should be corrected to reflect the mapped extent of HO284.

6 Stawell Street, a single-storey house, is incorrectly mapped as HO503, which in the Schedule to the Heritage Overlay is identified as Former Commercial Stables and Hitching Posts, 2 James Street, Abbotsford. This appears to be an error as 6 Stawell Street should be included within the extent of HO481 (Stawell Street Precinct). It is also noted that neither HO481 nor HO503 appear in Appendix 8. These corrections should be made to the planning maps and/or Appendix 8 as necessary.



Figure 129. Heritage Overlay map – Pocket 11 – Stawell Street outlined in blue (Planning Maps Online, accessed 6 Feb 2018)



Figure 130. Former Fincham Organ Factory, 2-4 Stawell Street (HO284)

13.11.3 Zoning

The land within the Stawell Street Pocket is included within the C2Z (Officeworks) and MUZ (former Fincham Organ Factory). There are no changes recommended to the zoning.

13.11.4 Key views

There are no key views of landmarks, tall structures or advertising signs identified within Clause 22.03 of the Yarra Planning Scheme that fall within Pocket 11.

13.11.5 Significant Streetscapes

There are no precinct Heritage Overlays within Pocket 11 and no streetscapes that are considered significant.

13.11.6 Potential Future Character Considerations

The former Fincham Organ Factory at 2-4 Stawell Street (HO284) has been developed as townhouses and is unlikely to be further developed. Likewise, 4 Stawell Street, which also falls within the Stawell Street Pocket, has been recently developed and is less likely to be further developed.

The rest of the Stawell Street Pocket falls outside the Heritage Overlay. Development on the Officeworks site should consider the impact on the single-storey residential buildings subject to the Heritage Overlay to the immediate east (HO331).

13.11.7 Recommended Built Form Parameters

As the former Fincham Organ Factory at 2-4 Stawell Street (HO284) has been developed as townhouses, additional built form controls over this site are unnecessary.

A DDO should be applied to the Officeworks site at 566 Bridge Road that:

- Ensures an appropriate transition to the adjacent single-storey houses within HO331 (Racecourse Precinct).

Section III – Built Form Testing and Recommendations

14. Built Form Testing

In order to translate the 'Recommended Built Form Parameters' in Part II into specific guidance that can be translated into a DDO control, David Lock Associates prepared 3D computer modelling to test the appropriateness of particular built form outcomes that achieved the intent of the recommended built form parameters.

14.1 Purpose and Scope of Built Form Testing

The Victoria Street and Bridge Road Built Form Review Recommendations have been determined based on comprehensive built form testing and high-level 3D computer modelling of schematic development envelopes for the study area. It was established and operated as a 'working' massing model used to informally measure built form heights and setbacks to the properties along the length of both Victoria Street and Bridge Road (within the study area) to serve as a useful general tool in comparative visual analysis. The Mixed Use Pockets have not been modelled as these generally contain isolated heritage buildings, the development of which should be informed by their individual characteristics and Statements of Significance.

The development and use of such 3D massing models is common for strategic built form work of this kind to examine the general relationships between new urban form (various options or scenarios), topography and key views to existing landmarks from identified vantage points as advised by GJM Heritage.

3D massing models are commonly used in addition to more conventional 2D cross-sections (and other tools) when determining built form controls and assessing off-site impacts on surrounding land such as overshadowing and visual bulk.

The massing model utilised is 'fit for purpose' for a strategic corridor study of its kind. It does not rely on detailed site survey data, rather more general available contour, landform and cadastral information. Such modelling has been reliably applied in other strategic work across Metropolitan Melbourne and presented to PPV and other authorities.

14.2 Massing Model

The massing model is prepared in SketchUp Pro and used topographical data provided by the City of Yarra.

The existing 'landmark' building envelope dimensions were based on information including architectural drawings held by the City of Yarra, Heritage Victoria and the Public Records Office of Victoria. These included those landmark buildings, advertising signs and tall structures identified in Clause 22.03, that are located within the study area, namely:

- St Ignatius Church
- Richmond Town Hall
- Skipping Girl Vinegar Sign
- Pelaco Sign.

Within the study area, the existing buildings have been represented in three-dimensions based on the site and cadastral information available from the City of Yarra with an assumption of 100% site coverage. On specific sites a cross check was made against the building height measured from Google Street View or photographs.

Further, a number of recent development envelopes (approved, unbuilt and/or under construction) have also been modelled to represent their overall scales and setbacks, based on endorsed architectural plans provided by the City of Yarra.

Existing street wall heights were based on GIS data supplied by the City of Yarra with a further cross check in Google Street View. The building height in the GIS data is assumed to be the roof height of the building (excluding the façade parapet). It was observed that parapets generally extended above the roof line by between 0.3m and 1.5m. Therefore, it was assumed that, in general, the parapet extends approximately 0.7m above the roof line.

We acknowledge that the basis of the model (i.e. site boundaries and levels) is not as accurate as one generated with a detailed site survey.

Development massing for contributory and significant heritage sites has been modelled based on the following measurements:

- 9m and 11m 'street walls' (as a typical measurement for a tall 2-storey Victorian-era parapet).
- 3.1m floor to floor height for upper levels above the 'street wall'.

Development massing for non-contributory, or non-heritage sites has been modelled based on the following measurements:

- 4m floor to floor height for ground level and level 1.
- 3.1m floor to floor height for level 1 and above.

14.3 Eye Level Views

Eye level view representations are approximate only. They are based on locating the 'camera' within the SketchUp Pro model and positioning it 1.7m above the Google terrain, with no tilt. The default field of view is 30 degrees which approximates a camera focal length of 57mm (35mm equivalent).

These eye-level views are not (nor have they claimed to be) 'photomontages' prepared according to the required VCAT methodology. They do not represent a detailed representation of the proposal in terms of architectural expression, materials and finishes or landscape.

15. Built Form Recommendations

A DDO applied to the study area should include provisions to complement policy within Clauses 22.02 and 22.10 of the Yarra Planning Scheme to inform new development.

Having regard to the Built Form Testing utilising modelling prepared by David Lock Associates, we recommend the following built form controls be applied to ensure an appropriate balance is struck between new development and the retention of heritage values within the study area.

15.1 Victoria Street

Built Form Element	Requirement	Rationale
Precinct 1 – Victoria Street – West		
Street wall height (infill development)	Match the parapet height of adjacent taller heritage building (preferred)	To ensure new built form responds to the heritage context. A discretionary control is appropriate given the variation in heights within the Precinct.
Street wall height (development abutting land subject to the Heritage Overlay)	Match the parapet height of adjacent taller heritage building (preferred)	To ensure that new built form abutting a Heritage Overlay responds to the heritage context. A discretionary control is appropriate given the transitional nature of these sites.
Street wall setback (infill development)	Zero (mandatory)	To ensure new built form responds to the heritage context which has a consistent zero setback.
Upper level setbacks (within the Heritage Overlay)	Minimum 6m (preferred – ‘not-contributory’ and ‘contributory’ graded buildings) (mandatory – ‘individually significant’ graded buildings)	A 6m setback will ensure that the heritage buildings remain prominent within the Victoria Street streetscape and retain their three-dimensional form as viewed from the public realm to avoid ‘facadism’. It will also be sufficient to ensure that existing chimneys at the front of the buildings are retained. Mandatory controls are justified on ‘individually significant’ buildings to protect these highly important elements of Yarra’s cultural heritage.
Upper level setbacks (development abutting land subject to the Heritage Overlay)	Minimum 6m (preferred)	To ensure new built form responds to the neighbouring properties subject to the Heritage Overlay. A discretionary control is appropriate given the variation in these transitional sites.
Building height (within the Heritage Overlay except 231-251 Victoria Street)	New upper-level built form occupies no more than one quarter of the visible built form when viewed from the opposite side of Victoria Street. (preferred)	Ensures that new development does not visually dominate the existing heritage fabric by requiring that new upper-level built form is no greater than one quarter of volume of the heritage façade when the site is viewed from the opposite side of Victoria Street.

Building height (231-251 Victoria Street)	New upper-level built form occupies no more than one third of the visible built form when viewed from the opposite side of Victoria Street. (preferred)	Ensures that new development does not visually dominate the existing heritage fabric by requiring that new upper level built form is no greater than one third of volume of the heritage façade when the site is viewed from the northern side of Victoria Street. This differs from other parts of Victoria Street due to the significantly increased width of the street west of the railway bridge.
Precinct 2 – Victoria Street – Central		
Street wall height (development abutting land subject to the Heritage Overlay)	Match the parapet height of adjacent taller heritage building (preferred)	To ensure that new built form abutting a Heritage Overlay responds to the heritage context. A discretionary control is appropriate given the transitional nature of these sites.
Upper level setbacks (within the Heritage Overlay)	Minimum 6m (mandatory)	A 6m setback will ensure that the heritage buildings remain prominent within the Victoria Street streetscape and retain their three-dimensional form as viewed from the public realm to avoid ‘facadism’. It will also be sufficient to ensure that existing chimneys at the front of the buildings are retained. Mandatory controls are justified on ‘individually significant’ buildings to protect these highly important elements of Yarra’s cultural heritage.
Upper level setbacks (development abutting land subject to the Heritage Overlay)	Minimum 6m (preferred)	To ensure new built form responds to the neighbouring properties subject to the Heritage Overlay. A discretionary control is appropriate given the variation in these transitional sites.
Building height (within the Heritage Overlay)	New upper-level built form occupies no more than one quarter of the visible built form when viewed from the opposite side of Victoria Street. (preferred)	Ensures that new development does not visually dominate the existing heritage fabric by requiring that new upper-level built form is no greater than one quarter of volume of the heritage façade when the site is viewed from the opposite side of Victoria Street.
Precinct 3 – Victoria Street – East		
Street wall height (development abutting land subject to the Heritage Overlay)	Match the parapet height of adjacent taller heritage building (preferred)	To ensure that new built form abutting a Heritage Overlay responds to the heritage context. A discretionary control is appropriate given the transitional nature of these sites.
Street wall setback (development abutting land subject to the Heritage Overlay)	Match the setback of the adjacent heritage building. (preferred)	To retain the prominence of the former residential buildings with front gardens at 316-326 Victoria Street.

Upper level setbacks (within the Heritage Overlay)	Minimum 6m (mandatory)	A 6m setback will ensure that the heritage buildings remain prominent within the Victoria Street streetscape and retain their three-dimensional form as viewed from the public realm to avoid 'facadism'. It will also be sufficient to ensure that existing chimneys at the front of the buildings are retained. Mandatory controls are justified on 'individually significant' buildings to protect these highly important elements of Yarra's cultural heritage.
Upper level setbacks (development abutting land subject to the Heritage Overlay)	Minimum 6m (preferred)	To ensure new built form responds to the neighbouring properties subject to the Heritage Overlay. A discretionary control is appropriate given the variation in these transitional sites.
Building height (within the Heritage Overlay)	New upper-level built form occupies no more than one quarter of the visible built form when viewed from the opposite side of Victoria Street. (preferred)	Ensures that new development does not visually dominate the existing heritage fabric by requiring that new upper-level built form is no greater than one quarter of volume of the heritage façade when the site is viewed from the opposite side of Victoria Street.
Precinct 4 – Victoria Street – Skipping Girl Vinegar		
Subject to further investigation.		

15.2 Bridge Road

Built Form Element	Requirement	Rationale
Precinct 1 – Heritage Streetscape		
New built form	New built form must not impede primary views of: <ul style="list-style-type: none"> The clock tower of Richmond Town Hall The belfry and spire of St Ignatius Church The Pelaco Sign 	The key views of the Richmond Town Hall clock tower, spire of St Ignatius Church and the Pelaco Sign are recognised in Clause 22.03. The primary views of these landmarks are defined in 'Landmarks & Views Assessment', Ethos Urban, March 2018.
Street wall height – north side of Bridge Road (infill development)	Match the parapet height of adjacent taller heritage building (preferred)	To ensure new built form responds to the heritage context. A discretionary control is appropriate given the variation in heights within the Precinct.
Street wall height (development abutting land subject to the Heritage Overlay)	Match the parapet height of adjacent taller heritage building (preferred)	To ensure that new built form abutting a Heritage Overlay responds to the heritage context. A discretionary control is appropriate given the transitional nature of these sites.

Street wall height – south side of Bridge Road (infill development)	11m maximum (mandatory) Match the parapet height of adjacent taller heritage building (preferred)	To ensure new built form responds to the heritage context. A discretionary control is appropriate given the variation in heights within the Precinct. Mandatory controls are justified on the south side of Bridge Road between Punt Road and Burnley Street which has been identified as a ‘significant streetscape’.
Street wall setback (infill development)	Zero (mandatory)	To ensure new built form responds to the heritage context which has a consistent zero setback.
Upper level setbacks (within the Heritage Overlay – north side of Bridge Road)	Minimum 6m (preferred – ‘not-contributory’ and ‘contributory’ graded buildings) (mandatory – ‘individually significant’ graded buildings)	A 6m setback will ensure that the heritage buildings remain prominent within the Bridge Road streetscape and retain their three-dimensional form as viewed from the public realm to avoid ‘facadism’. It will also be sufficient to ensure that existing chimneys at the front of the buildings are retained. Mandatory controls are justified on ‘individually significant’ buildings to protect these highly important elements of Yarra’s cultural heritage.
Upper level setbacks (within the Heritage Overlay – south side of Bridge Road)	Minimum 6m (mandatory)	A 6m setback will ensure that the heritage buildings remain prominent within the Bridge Road streetscape and retain their three-dimensional form as viewed from the public realm to avoid ‘facadism’. It will also be sufficient to ensure that existing chimneys at the front of the buildings are retained. Mandatory controls are justified on the south side of Bridge Road between Punt Road and Burnley Street which has been identified as a ‘significant streetscape’.
Upper level setbacks (development abutting land subject to the Heritage Overlay)	Minimum 6m (preferred)	To ensure new built form responds to the neighbouring properties subject to the Heritage Overlay. A discretionary control is appropriate given the variation in these transitional sites.
Building height (within the Heritage Overlay west of Church Street (including Church Street))	New upper-level built form occupies no more than one quarter of the visible built form when viewed from the opposite side of Bridge Road or Church Street. (preferred)	Ensures that new development does not visually dominate the existing heritage fabric by requiring that new upper-level built form is no greater than one quarter of volume of the heritage façade when the site is viewed from the opposite side the street.
Building height (within the Heritage Overlay east of Church Street)	New upper-level built form occupies no more than one third of the visible built form when viewed from the opposite side of Bridge Road. (preferred)	Ensures that new development does not visually dominate the existing heritage fabric by requiring that new upper-level built form is no greater than one third of volume of the heritage façade when the site is viewed from the opposite side of Bridge Road. This differs from other parts of Bridge Road due to the significantly increased width of the street east of Church Street.

Precinct 2 – Town Hall		
New built form	New built form must not impede primary views of: <ul style="list-style-type: none"> The clock tower of Richmond Town Hall The belfry and spire of St Ignatius Church 	The key views Richmond Town Hall clock tower and the spire of St Ignatius Church are recognised in Clause 22.03. The primary views of these landmarks are defined in ‘Landmarks & Views Assessment’, Ethos Urban, March 2018.
Street wall height (infill development)	Not exceed the parapet height of adjacent taller heritage building (preferred)	To ensure new built form responds to the heritage context. A discretionary control is appropriate given the variation in heights within the Precinct.
Street wall height (development abutting land subject to the Heritage Overlay)	No exceed the parapet height of adjacent taller heritage building (preferred)	To ensure that new built form abutting a Heritage Overlay responds to the heritage context. A discretionary control is appropriate given the transitional nature of these sites.
Street wall setback (infill development)	Match the setback of the adjacent heritage building. (preferred)	To ensure new built form responds to the heritage context which has a consistent zero setback. A discretionary control is appropriate given the variation in street setbacks within the Precinct.
Upper level setbacks (within the Heritage Overlay excluding former Police Station (HO230) and the Richmond Town Hall (HO310))	Minimum 6m (preferred – ‘not-contributory’ and ‘contributory’ graded buildings) (mandatory – ‘individually significant’ graded buildings)	A 6m setback will ensure that the heritage buildings remain prominent within the Bridge Road streetscape and retain their three-dimensional form as viewed from the public realm to avoid ‘facadism’. It will also be sufficient to ensure that existing chimneys at the front of the buildings are retained. Mandatory controls are justified on ‘individually significant’ buildings to protect these highly important elements of Yarra’s cultural heritage.
Upper level setbacks (within the Heritage Overlay excluding former Richmond Police Station (HO230) and the Richmond Town Hall (HO310))	Set back upper level development beyond the main roof form of the building. (preferred)	To ensure that the three-dimensional forms of the former Richmond Police Station and the Richmond Town Hall are maintained. A discretionary control is appropriate to allow a variety of design responses.
Building height (within the Heritage Overlay)	New upper-level built form occupies no more than one third of the visible built form when viewed from the opposite side of Bridge Road. (preferred)	Ensures that new development does not visually dominate the existing heritage fabric by requiring that new upper-level built form is no greater than one third of volume of the heritage façade when the site is viewed from the opposite side of Bridge Road.

Precinct 3 – North East / East of Burnley		
New built form	New built form must not impede primary views of the clock tower of Richmond Town Hall.	The key views Richmond Town Hall clock tower are recognised in Clause 22.03. The primary views of these landmarks are defined in 'Landmarks & Views Assessment', Ethos Urban, March 2018.
Street wall height (development abutting land subject to the Heritage Overlay)	Match the parapet height of adjacent taller heritage building (preferred)	To ensure that new built form abutting a Heritage Overlay responds to the heritage context. A discretionary control is appropriate given the transitional nature of these sites.
Street wall setback (development abutting land subject to the Heritage Overlay)	Match the setback of the adjacent heritage building. (preferred)	To ensure that new built form abutting a Heritage Overlay responds to the heritage context. A discretionary control is appropriate given the transitional nature of these sites.
Upper level setbacks (within the Heritage Overlay)	Minimum 6m (preferred – 'not-contributory' and 'contributory' graded buildings) (mandatory – 'individually significant' graded buildings)	A 6m setback will ensure that the heritage buildings remain prominent within the Bridge Road streetscape and retain their three-dimensional form as viewed from the public realm to avoid 'facadism'. It will also be sufficient to ensure that existing chimneys at the front of the buildings are retained. Mandatory controls are justified on 'individually significant' buildings to protect these highly important elements of Yarra's cultural heritage.
Building height (within the Heritage Overlay east of Church Street)	New upper-level built form occupies no more than one third of the visible built form when viewed from the opposite side of Bridge Road. (preferred)	Ensures that new development does not visually dominate the existing heritage fabric by requiring that new upper level built form is no greater than one third of volume of the heritage façade when the site is viewed from the opposite side of Bridge Road.

15.3 Mixed Use Pockets

Built Form Element	Requirement	Rationale
Pocket 1 - North Richmond Station		
Street wall height (development abutting land subject to the Heritage Overlay)	Match the street wall height of adjacent taller heritage building (preferred)	To ensure that new built form abutting a Heritage Overlay responds to the heritage context. A discretionary control is appropriate given the transitional nature of these sites.
Street wall setback (development abutting land subject to the Heritage Overlay)	Match the setback of the adjacent heritage building. (preferred)	To retain the prominence of the residential buildings on Regent Street. A discretionary control is appropriate given the variation in street setbacks within the Mixed Use Pocket.

Building height (within HO399 & HO400)	11m (3 storey) (preferred)	To protect the low-scale form of the single storey houses on Regent Street a height limit the equivalent of that applied to the General Residential Zone should be applied. A discretionary control is appropriate given the MUZ zoning.
Building height (within HO407 & HO450)	New upper-level built form occupies no more than one half of the visible built form when viewed from the opposite side of the Street. (preferred)	Ensures that new development does not visually dominate the existing heritage fabric by requiring that new upper level built form is no greater than one half of volume of the industrial building when the site is viewed from the opposite side of the Street.
Building height (within HO390)	New upper-level built form occupies no more than one third of the visible built form when viewed from the opposite side of Hoddle Street. (preferred)	Ensures that new development does not visually dominate the existing heritage fabric by requiring that new upper level built form is no greater than one third of volume of the Walters' House, Warehouse and Stables Complex when viewed from the opposite side of Hoddle Street.
Pocket 2 – Lithgow Street		
Street wall height ('not-contributory' buildings within Heritage Overlay)	Match the street wall height of adjacent taller heritage building (preferred)	To ensure that new built form abutting a 'contributory' or 'individually significant' building responds to the heritage context. A discretionary control is appropriate given the transitional nature of these sites.
Street wall height (development abutting land subject to the Heritage Overlay)	Match the street wall height of adjacent taller heritage building (preferred)	To ensure that new built form abutting a Heritage Overlay responds to the heritage context. A discretionary control is appropriate given the transitional nature of these sites.
Street wall setback ('not-contributory' buildings within Heritage Overlay)	Match the setback of the adjacent heritage building. (preferred)	To retain the prominence of the residential buildings on Lithgow Street. A discretionary control is appropriate given the variation in street setbacks within the Mixed Use Pocket.
Street wall setback (development abutting land subject to the Heritage Overlay)	Match the setback of the adjacent heritage building. (preferred)	To ensure that new built form abutting a Heritage Overlay responds to the heritage context. A discretionary control is appropriate given the transitional nature of these sites.
Building height (25-33 Lithgow Street)	11m (3 storey) (preferred)	To protect the low-scale form of the single storey houses on Lithgow a height limit the equivalent of that applied to the General Residential Zone should be applied. A discretionary control is appropriate given the MUZ zoning.
Building height (35-47 Lithgow Street)	New upper-level built form occupies no more than one half of the visible built form when viewed from the	Ensures that new development does not visually dominate the existing heritage fabric by requiring that new upper level built form is no greater than one half of volume of the industrial

	opposite side of the Street. (preferred)	building when the site is viewed from the opposite side of the Street.
Pocket 3 – Church Street (north)		
Street wall height (development abutting land subject to the Heritage Overlay)	Match the street wall height of adjacent taller heritage building (preferred)	To ensure that new built form abutting a Heritage Overlay responds to the heritage context. A discretionary control is appropriate given the transitional nature of these sites.
Street wall setback (development abutting land subject to the Heritage Overlay)	Match the setback of the adjacent heritage building. (preferred)	To ensure that new built form abutting a Heritage Overlay responds to the heritage context. A discretionary control is appropriate given the transitional nature of these sites.
Building height (heritage buildings)	11m (3 storey) (preferred)	To protect the low-scale form of the single and two storey houses on Church Street a height limit the equivalent of that applied to the General Residential Zone should be applied. A discretionary control is appropriate given the MUZ zoning.
Pocket 4 – Baker and Lincoln Street		
Subject to further investigation.		
Pocket 5 – Doonside Street		
Subject to further investigation.		
Pocket 6 – Bromham Place		
Subject to further investigation.		
Pocket 7 – Church Street (south)		
Subject to further investigation.		
Pocket 8 – Bridge Street (West)		
Street wall height (development abutting land subject to the Heritage Overlay)	Match the street wall height of adjacent taller heritage building (preferred)	To ensure that new built form abutting 32-34 Thomas Street responds to the heritage context. A discretionary control is appropriate given the transitional nature of these sites.
Street wall setback (development abutting land subject to the Heritage Overlay)	Match the setback of the adjacent heritage building. (preferred)	To ensure that new built form abutting 32-34 Thomas Street responds to the heritage context. A discretionary control is appropriate given the transitional nature of these sites.
Building height (32-34 Thomas Street)	11m (3 storey) (preferred)	To protect the low-scale form of the two double storey houses at 32-34 Thomas Street a height limit the equivalent of that applied to the General Residential Zone should be applied. A discretionary control is appropriate given the MUZ zoning.
Building height (173 Lennox Street)	-	The heritage buildings at 173 Lennox Street have already been developed and therefore no additional controls are required.

Pocket 9 – Civic / Community		
Subject to further investigation.		
Pocket 10 – Burnley Street		
Subject to further investigation.		
Pocket 11 – Stawell Street		
Street wall height (development abutting land subject to the Heritage Overlay)	Match the street wall height of adjacent taller heritage building (preferred)	To ensure that new built form abutting HO331 responds to the single storey heritage context. A discretionary control is appropriate given the transitional nature of these sites.
Building height (HO284)	-	The former Fincham Organ Factory at 2-4 Stawell Street has been developed as townhouses and additional built form controls are unnecessary.

15.4 Additional guidance

In addition to the above recommended controls relating to street wall height, upper level setback and visibility of new built form, we recommend that the following design objectives be included within the DDO.

- New infill development within the street wall should:
 - Interpret the historic façade rhythm, including fenestration patterns and proportions, the relationship between solid and void, and the module of structural bays.
 - Be distinguishable from the original heritage fabric and adopt a high quality and respectful contextual design response.
 - Ensure façade treatments and the articulation of new development are simple and do not compete with the more elaborate detailing of nineteenth century buildings.
 - Ensure fenestration patterns of new development generally reflects the vertical proportions of nineteenth and early twentieth century façades and avoids large expanses of glazing with a horizontal emphasis except to ground floor shopfronts.
 - Maintain the existing canopy/verandah height.
 - Avoid the use of unarticulated curtain glazing or highly reflective glass.
 - Avoid the replication of existing decorative features and architectural detail.
- The adaptation of existing ‘contributory’ and ‘individually significant’ buildings should:
 - Discourage highly reflective glazing in historic openings.
 - Ensure the inter-floor height of the existing building is maintained and avoid new floor plates and walls cutting through historic openings.
 - Encourage the retention of solid built form behind retained facades and avoid balconies behind existing openings.
- New upper level development behind the heritage buildings should:
 - Ensure that the design and setback of the addition does not visually dominate the heritage building or surrounding heritage places.
 - Retain the primacy of the three-dimensional form of the heritage building within the streetscape.
 - Incorporate materials and finishes that are recessive in texture and colour.
 - Generally utilise visually lightweight, but high quality, materials that create a juxtaposition with the heavier masonry of the heritage facades.
 - Incorporate simple architectural detailing so it does not detract from significant elements of the existing building or streetscape.
 - Provide a recessive backdrop to the heritage street wall and individual heritage buildings.

- Avoid highly articulated facades with recessed and projecting elements.
- Avoid highly contrasting or vibrant primary colours.
- Avoid unarticulated façades that give a bulky appearance, especially from oblique views.
- Be articulated to reflect the fine grained character of narrow sites.
- Encourage that upper-level development behind rows of identical or similar shop/residences is consistent in form, massing and façade treatment as existing upper-level development (where this exists).

