

Brunswick Street & Smith Street Built Form Review:

FITZROY EAST BUILT FORM FRAMEWORK

Prepared by **Hansen Partnership**
in conjunction with **GJM Heritage**
for **City of Yarra**
June 2019

FINAL DRAFT

urban planning | urban design | landscape architecture

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* Note: This Draft document is a part only of a broader Built Form Review for the Brunswick Street and Smith Street Activity Centres : Built Form Review. It is a component part of a broader body of work that sets out a future proposition for two of Yarra's key Activity Centre spines and their adjoining mixed use precincts.



Heritage industrial conversion to residential on corner of Gore and Argyle Street

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Preamble

The following urban design report has been prepared for the City of Yarra as the basis for an urban design vision for the Fitzroy East Mixed Use area, located to the north of Johnston Street, between Brunswick Street and Smith Street. It sets out a preferred built form framework underpinned by an integrated urban design and heritage assessment.

The report has been prepared by a multidisciplinary team comprising Hansen Partnership (Urban Design) and GJM Heritage (Heritage) with the support of City of Yarra's internal working group.

The study area is identified in Figure 1.

This report sets out the rationale for proposed built form controls for Fitzroy East and is underpinned by key components, namely:

Part 1: Brunswick & Smith Context

Part 2: Fitzroy East Precinct : Influences

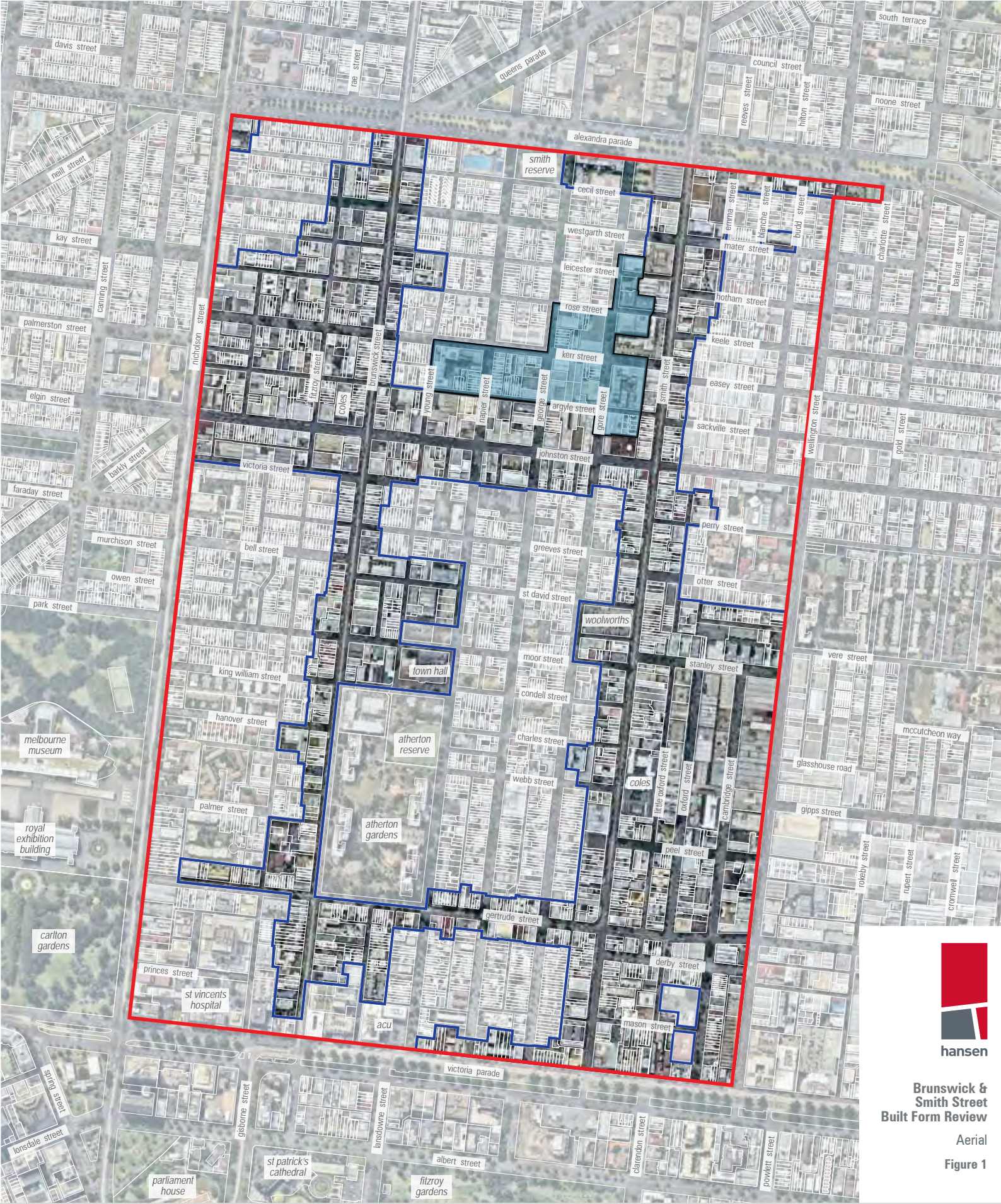
Part 3: Johnston Street : Built Form Propositions

Part 4: Recommended Controls

The report is part of a broader Built Form Review.



Oblique aerial of Fitzroy East Precinct and surrounding context



- Legend**
- study area
 - built form review boundary
 - fitzroy east precinct



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**Brunswick & Smith Street
Built Form Review**

Aerial

Figure 1

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Part 1 :

BRUNSWICK & SMITH CONTEXT

The Brunswick Street and Smith Street Built Form Review seeks to set a clear framework for future change within two of Yarra's key Activity Centres and their adjoining Mixed Use area. Planning policy identifies such Activity Centres as areas for accommodating growth and change. Therefore, these are the areas that must be carefully planned and managed in order to accommodate progressive change while protecting (or indeed enhancing) existing established character and heritage values.

The project was initiated in May 2017 and encompasses large areas bound by Alexandra Parade (to the north), Victoria Parade (to the south), Wellington Street (to the east) and Nicholson Street (to the west).

As part of the process extensive analysis of the existing conditions was undertaken and documented within an overall Background report. This comprehensive analysis identified and divided the overall Review Area into ten 'place specific' precincts. Furthermore, a series of guiding objectives were identified to be contemplated across ten defined precincts.

A Collingwood Precinct report was prepared in June 2018.

The Johnston St and Fitzroy East Precincts were prepared in tandem, given the somewhat merged condition between the mixed use Fitzroy East pocket and commercial zone along the eastern section of Johnston Street.

This report addresses the Fitzroy East Precinct. The remaining seven other precincts will be addressed in subsequent reports.

1.1 Overarching Built Form Objectives

The following 8 objectives have been identified:

Objectives:

1. Recognise and carefully manage potential in key areas within the Activity Centres.
2. Highlight the character distinctions between the different retail streets and mixed use precincts within the Activity Centres.
3. Reinforce the traditional Victorian cityscape of heritage streetscapes as dominant elements, including significant corner elements and identified local landmarks.
4. Ensure continued diversity through sensitive infill within traditional Victorian streetscapes.
5. Shape the retail streets and mixed use areas to ensure a high quality, people-oriented public realm.
6. Ensure development encourages walking, cycling and public transport usages through layout and design responses.
7. Ensure new development is sustainable and adaptive over time.
8. Manage the built form profile of new development to avoid adverse impact to surrounding areas, including heritage places, streetscapes and residential interfaces.



Argyle Street, looking west from George Street

1.2 Brunswick & Smith Built Form Precincts

Based on the initial analysis phase of the project the following Precincts were identified spatially as relatively coherent parts. The Precincts are largely defined by function as either:

- an Activity Spine;
- a Mixed Use Area; or
- a Boulevard.

Activity Spines

The Activity Spines are defined by the 'traditional' retail and commercial functions along the four main streets within the review area of:

- Brunswick Street;
- Smith Street;
- Gertrude Street; and
- Johnston Street.

Mixed Use Areas

The Mixed Use Areas are defined by the mixed use functions present in the non-residential land located generally in local streets, behind the Spines. The four renewal areas within the review area are:

- Fitzroy West;
- Fitzroy East;
- Collingwood; and
- Town Hall.

Boulevards

The Boulevards are the non-residential land to the northern and southern edges of the review area which front the broad road corridors of:

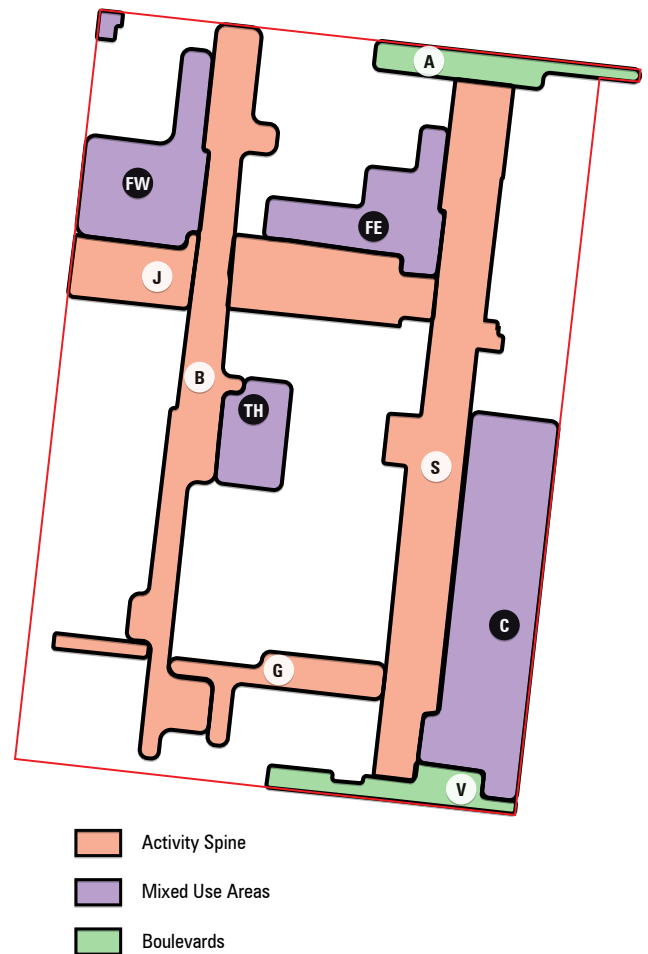
- Alexandra Parade; and
- Victoria Parade.

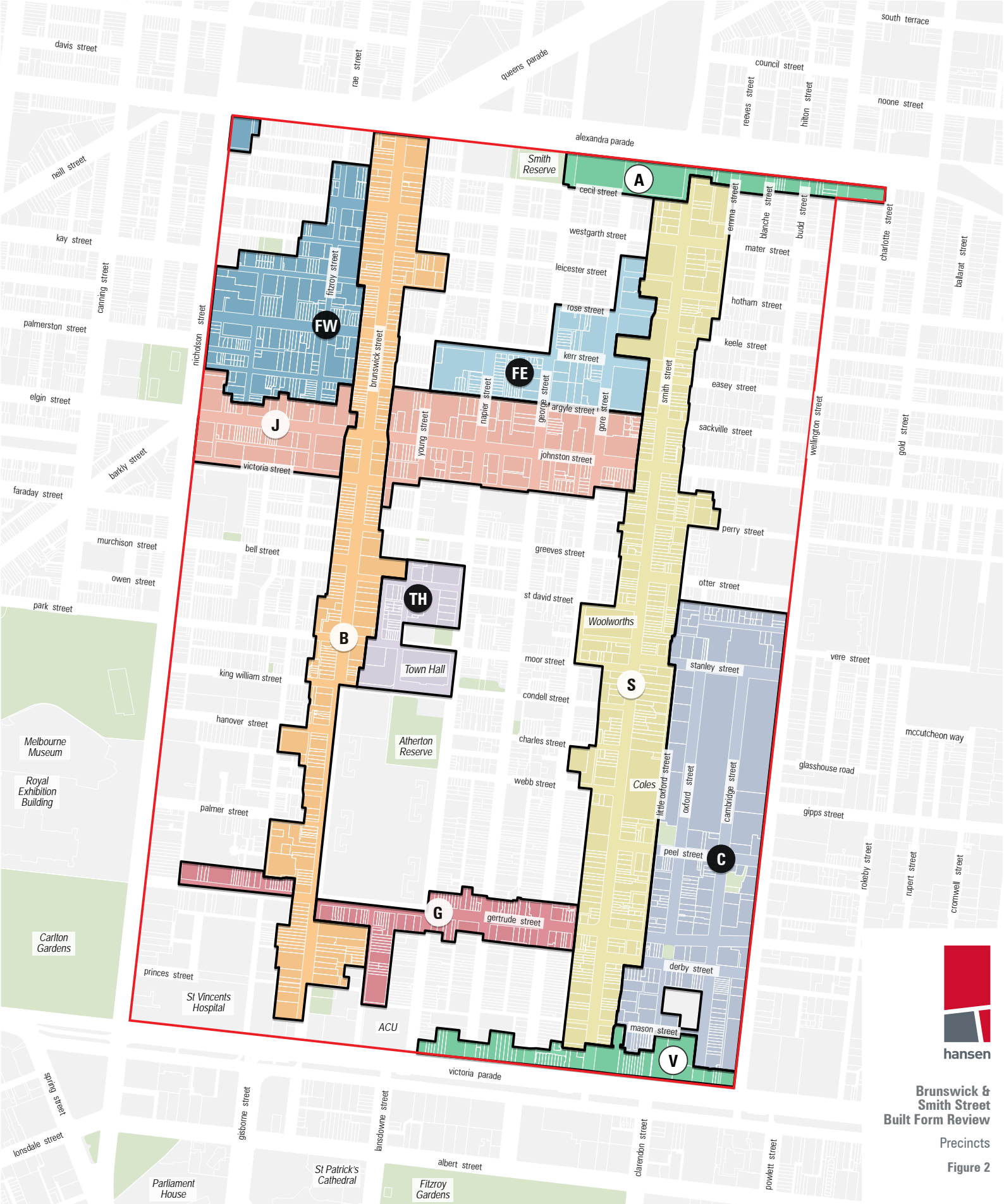
10 Precincts

The 10 precincts within the Brunswick & Smith Street Built Form Review are:

- Precinct 1: Brunswick Street (B);
- Precinct 2: Smith Street (S);
- Precinct 3: Gertrude Street (G);
- Precinct 4: Johnston Street (J);
- Precinct 5: Fitzroy West (FW);
- Precinct 6: Fitzroy East (FE);
- Precinct 7: Collingwood (C);
- Precinct 8: Town Hall (TH);
- Precinct 9: Alexandra Parade (A); and
- Precinct 10: Victoria Parade (V).

This report addresses Precinct 6: Fitzroy East.





**Brunswick & Smith Street
Built Form Review**

Precincts

Figure 2

Legend	Activity Spines	Mixed Use Precincts	Boulevard Precincts
study area	brunswick street	fitzroy west	alexandra parade
precinct boundary	smith street	fitzroy east	victoria parade
	gertrude street	collingwood	
	johnston street	town hall	

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Part 2 :

FITZROY EAST INFLUENCES

Fitzroy East today is a particularly mixed urban area, defined by the coexistence of the former warehouse heritage forms, new apartment developments and remnant Victorian era cottages and terrace shops. These prevailing elements sit side by side with more modest 20th Century development that is 'prime' for renewal.

The extent of the Fitzroy East Precinct is set out in Figure 3 and includes sections the following streets:

- Argyle Street;
- Kerr Street;
- Rose Street;
- Leicester Street;
- Young Street;
- Napier Street;
- George Street; and
- Gore Street.

Boundary Description

This precinct encompasses Mixed Use zoned land that is position inboard from the surround commercially zoned spines, along to the north of Johnston Street, to the west of Smith Street and to the east of Brunswick Street. The northern extent is defined by staggered edge of the Neighbourhood Residential Zone.

Built Form Character

The Fitzroy East precinct is notable for its mixed profile of Victorian heritage terraces, low order warehouse and medium rise contemporary apartment forms across a close knit grid street network. This compact precinct is recognizable for its 'behind the spine' or 'backblock' position, reflecting an area of transition between the more active profile of Johnson Street and established heritage residential neighbourhoods to the north and west. The precinct does not exhibit any high-rise form, but is more clearly defined by medium scale contemporary apartment developments, broad industrial complexes and finer grained residential stock addressing often broad tree-lined streetscapes. There is some distinction between the profile of development abutting the wide north-south aligned Napier, George and Gore Streets, compared to the more confined cross-section of Argyle Street. The east-west alignment of Kerr Street is a key conduit and a defining 'green' street linking Nicholson Street to Smith Street, flanked by a variety of different local forms, including a corner hotel, robust warehouses and the widely recognized 'Cheese Grater'



Recent mixed use development on the corner of George and Argyle Streets



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Brunswick & Smith Street Built Form Review

Fitzroy East Precinct Boundary

Figure 3

Legend

Fitzroy East Precinct boundary 



2.1 : Foundation

Setting an agreed vision for this section of Johnston Street and Fitzroy East must be underpinned by a critical understanding of its diverse conditions, including the fabric of existing and approved buildings and relevant ‘foundation’ influences as set out in Figure 4 and as follows:

Topography & Views

The precinct has relatively limited topographic features, the most notable characteristic being a slight incline on the Smith Street approach from the west, before gradually falling toward the Yarra River to the east. This subtle rise offers long range views along the Johnston Street spine towards Parkville in the west, punctuated by the Redmond Barry building at the University of Melbourne, and terminated by dense vegetation straddling the Yarra River, with the Dandenong Ranges visible in the background to the east.

Grid Street Network

The precinct is defined by the east-west orientation of Johnston Street anchoring a varied grid pattern with a clear street hierarchy, with Johnston Street as the main street defined by its arterial road function and associated activity. The 20m wide movement corridor of Johnston Street is of the same width as the distinct north-south oriented green streets of Napier, George and Gore Streets and the east-west oriented Kerr Street. While secondary streets of 10m in width include Young Street, Spring Street, Fitzroy Street and Argyle Street. Urban blocks on the northern side of Johnston Street are more consistent in order when compared to those on the southern side, particularly east of Brunswick Street, comprising a mix of fine grain and broad frontage lots. A number of laneways provide rear access to commercial and residential allotments, some of which terminate mid-block and others continue through to parallel and adjacent streets.

Key Junctions

The precinct comprises several prominent junctions along the Johnston Street spine which act as important gateway elements and create a clear division in built form character and rhythm. Key junctions include Nicholson Street to the west of the precinct, with the eastern side of the junction located in the City of Melbourne as well as Brunswick Street and Smith Street, both critical transport and pedestrian movement nodes. Other notable junctions are positioned to the north of Johnston Street, along the grid network with defining corner buildings and breaks in canopy vegetation.

Subdivision Pattern

The street, block and lot pattern across the Review Area is varied and diverse. Varying from a section of consistent, fine grain lots along the southern side of Johnston Street, towards Nicholson Street that are serviced by a rear laneway, to areas of highly varied and irregular lots to the east of Brunswick Street. While, on the northern side of Johnston Street the subdivision is generally comprising of larger and broader lots, except for the scattered provision of fine grain residential parcels.



Distant view along Johnston Street to the Dandenong Ranges



View along Johnston Street towards Redmond Barry building



Tankerville Hotel at corner of Nicholson Street and Johnston Street



Fitzroy Post Office at corner of Brunswick Street and Johnston Street

Movement Corridors

Napier Street is a significant cycle corridor through Fitzroy extending from Gertrude Street in the south and terminating at Fitzroy Swimming Pool in the north at Alexandra Parade. This is an important link in the context of metropolitan Melbourne as it provides efficient and safe cycle access parallel to the busy tram and vehicle corridors of Nicholson, Smith and Brunswick Streets, connecting with dedicated cycle paths outside of the municipality.

Adjoining Built Form Precincts

The proximity of the Smith and Brunswick Street Activity Centre spines is notable within the context of built form character and legibility throughout the precinct. The Smith Street spine is located to the eastern interface of the precinct (on higher ground) and the Brunswick Street spine divides Johnston Street into two distinct components, comprising varied grain and heritage values. Both streets provide a vibrant main street condition comprising significant heritage assets at intersecting junctions.

Johnston Street Activity Spine

The Johnston Street Activity Spine is an important corridor in the context of the Major Activity Centre. Traversing through Brunswick and Smith Streets, the corridor comprises a mix of fine grain retail premises, large format commercial premises and late night venues inviting a mix of pedestrian activity along its extent. There are a number of distinctions and 'shifts' in the Johnston Street corridor, with a different streetscape character evident to either side of Brunswick Street. While relatively void of street trees or weather protection, the streetscape is still a popular pedestrian link between key destinations throughout Fitzroy and Collingwood. It also accommodates numerous bus routes, reinforcing its through traffic movement within the broader main road network.

Green Streets

The linear north-south streets of Napier, George and Gore Streets as well as the east-west aligned Kerr Street comprise significant mature canopy vegetation (typically deciduous Plane Trees) within the road reserve, enclosing the streetscape. These streets are a stark contrast to other streets within the precinct, which typically have limited street trees and vegetation.

Heritage

Most of the precinct is subject to the Heritage Overlay (H0334), comprising individually significant and contributory buildings of varying typologies including fine grain shops, dwellings, warehouses and pubs. Several buildings of individual significance are subject to a site-specific Heritage Overlay including the Former Avon Butter Factory (H0471), and Holyrood Terraces (H0168-170). While the HO extends across most of the Precinct, notably there are numerous clusters of lots, particularly between Brunswick and Smith Streets to the north of Johnston Street, which comprise non-contributory buildings.



Nicolson Street tram corridor



Brunswick Street spine, looking south across Johnston Street



Gore Street looking south towards Rose Street



Former Avon Butter Factory at corner of Nicholson Street and Victoria Street

Traditional Fine Grain

Rows of continuous cottages and retail buildings of heritage significance are a defining characteristic throughout the precinct. This includes along the Johnston Street spine (particularly to the south) as well as the residential blocks to the north of Argyle Street. These forms create a distinctive character and present stark transitions to neighbouring sites.

Prominent Corners

There are several corner sites along the Johnston Street spine (to the south) comprising prominent heritage forms (of individual significance). These two storey forms present ornate parapet treatments which mark their prominent corner positions and are identified as local landmarks. This includes Tankerville Hotel on Nicholson Street, Fitzroy Hotel on Napier Street and Rochester Hotel on George Street. Other prominent corners include the Marquis of Lorne Hotel on George and Kerr Streets as well as significant heritage forms on all 4 Brunswick and Johnston Street corners.

Recent Development Trends

Substantial medium to high density development has occurred throughout the precinct, particularly on consolidated sites with limited heritage constraints. Development ranges in scale from 4 to 6 storeys in side streets up to 10 storeys along the Johnston Street spine (under construction). Recent planning permit approvals in the precinct are typically 6-8 storeys in height.

Open Space

There is a lack of notable public open space in the precinct. The Fitzroy Primary School provides a reprieve in built form with generous open space for students, but is located just outside the precinct. The nearest public open spaces are generally found across Nicholson Street spread across Carlton. Council have ambitions for a new public open space provision within the precinct.



Row cottages along south side of Johnston Street, near Rochester Street



Rochester Hotel at corner Johnston Street and George Street



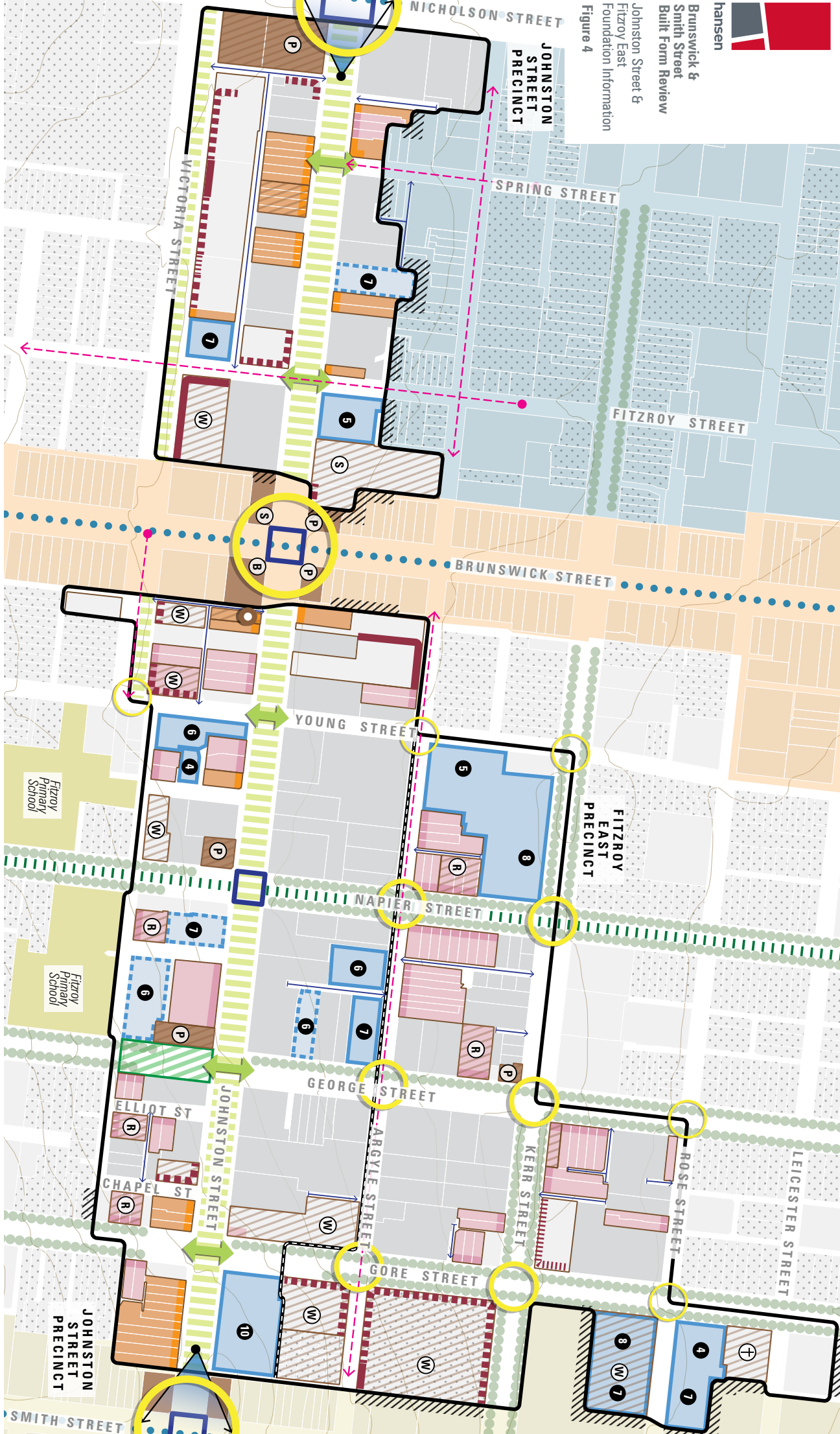
Recent development at corner of George Street and Argyle Street



Fitzroy Primary School grounds



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 Brunswick & Smith Street Built Form Review
 Johnston Street & Fitzroy East Foundation Information
 Figure 4



- Legend**
- Johnston and Fitzroy East Precinct boundary
 - Brunswick Street Precinct
 - Smith Street Precinct
 - Fitzroy West Precinct
 - School
- Existing Built Form**
- Constructed redevelopment
 - Approved development
 - Approved/constructed heights
 - Individual heritage significance
 - Contributory heritage building
 - Fine grain residential
 - Fine grain commercial
- Heritage corner form**
- Warehouse streetwall: Low
 - Warehouse streetwall: Medium
 - Warehouse streetwall: High
 - Local landmark
 - Pub building
 - Church building
- Residential building**
- Warehouse building
 - Bank building
 - Shop building
 - Opportunity parcel
 - Established residential area
 - Direct precinct boundary interface
- Movement**
- Tram
 - Signalised junction
 - Existing lane
 - Pedestrian focus
 - Pedestrian desire line
 - Cycle way
 - Main junction
 - Grid junction
 - Local junction
- Public Realm**
- Green streets
 - Potential public open space opportunity
 - Key views
 - Glimpse views

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2.2 : A Fitzroy East Change Framework

In response to these foundation matters, an Urban Design Framework has been advanced to reinforce indicative locations for varying level of change within the locality. A Framework is not definitive (like a Built Form Control Plan). It seeks to identify ‘gestures’ that shape the look and feel of the city. In this instance, the framework recognises the importance of the following:

Transition

This precinct comprises a number of blocks positioned behind the Johnson and Smith Street spines and serves as a necessary area of transition to the north to the Fitzroy residential area (NRZ). While the north side of Johnson Street may be able to accommodate more substantive change, land to the north of Argyle Street is mixed in capacity and should serve as the location for modest renewal. It comprises defined heritage stock, a corner hotel and remnant industrial parcels. These baseline conditions shall form the basis for any corresponding change of form or function.

Connectivity

Broad north-south streetscapes (Napier, George and Gore) provide successful physical connectivity to Johnson Street as the primary activity spine. It is also possible to realise new connections (potentially through urban blocks) where existing laneway are aligned and visual cues exist to enable pedestrian connectivity (public or through building envelopes). This is particularly apt where there are large unbroken development parcels or urban blocks.

Heritage values

The precinct has a variety of heritage values, comprising commercial and residential fine-grained stock, a corner hotel and post war warehouses and heritage stock. These are mainly located to the north and east, meaning that there is scope within the precinct (in particular north of Argyle Street – between George and Gore Streets) for more flexible development and opportunities to be realised. This area could be excluded from the Heritage Overlay and provides an opportunity for a holistic urban block development response.

Grain definition

This precinct is peculiar in that it has a ‘scattered’ arrangement of fine-grained residential and commercial stock – embedded within the broader mixed use neighbourhood. This should not substantially constrain opportunity, however, it is vital for the remnant subdivision pattern (and heritage values) to be retained in the areas so as to reinforce this important fragmented fabric. There is significant scope for change in certain urban blocks, however successful transitions down to and separation from abutting remnant heritage forms is required.



Cheese Grater transition to abutting heritage residential forms



Kerr Street, looking west



Heritage form on corner of George and Kerr Streets



Post war warehouse on corner of Gore and Rose Streets

Corners

The definition of street junctions and local corners assists in the legibility of the area. In Fitzroy East, traditional residential or warehouse buildings (and a single hotel) mark the corners, however these are not particularly pronounced in the street view of almost 10 local junctions. There is a subtle distinction between the junctions of wide streets (i.e. Napier and Kerr Streets – 20m) compared to the more confined junctions of smaller streets (i.e. Young and Argyle Streets – 10m).

Street width to building height relationships

The relationship between building heights (and Street presentation to street width) is a strong defining element of the character and ‘sense of place’. In such an urban environment, a more robust and prominent character is expected in Fitzroy east it is considered appropriate to encourage and proportional relationship between buildings and streets. This is to create a balance between openness and enclosure from within the public realm. In order to maintain a comfortable street environment and an appropriate ‘sense of enclosure’, a 1:1 relationship between the overall building height and width of the street is recommended as the basis for defining building heights.

Green streets

The uniqueness of this part of Fitzroy is the alignment of treed north-south streets, and the important Kerr Street east-west connector - each which serve a critical role in local accessibility, and a defining in the image as green streets with strong boulevard planting. Whilst this forms part of a broader accessibility framework, continued greening and pedestrian improvements along these key connecting local streets is important as part of the evolution of the neighbourhood.



‘Cheese grator’ presentation to corner of Young and Argyle Streets



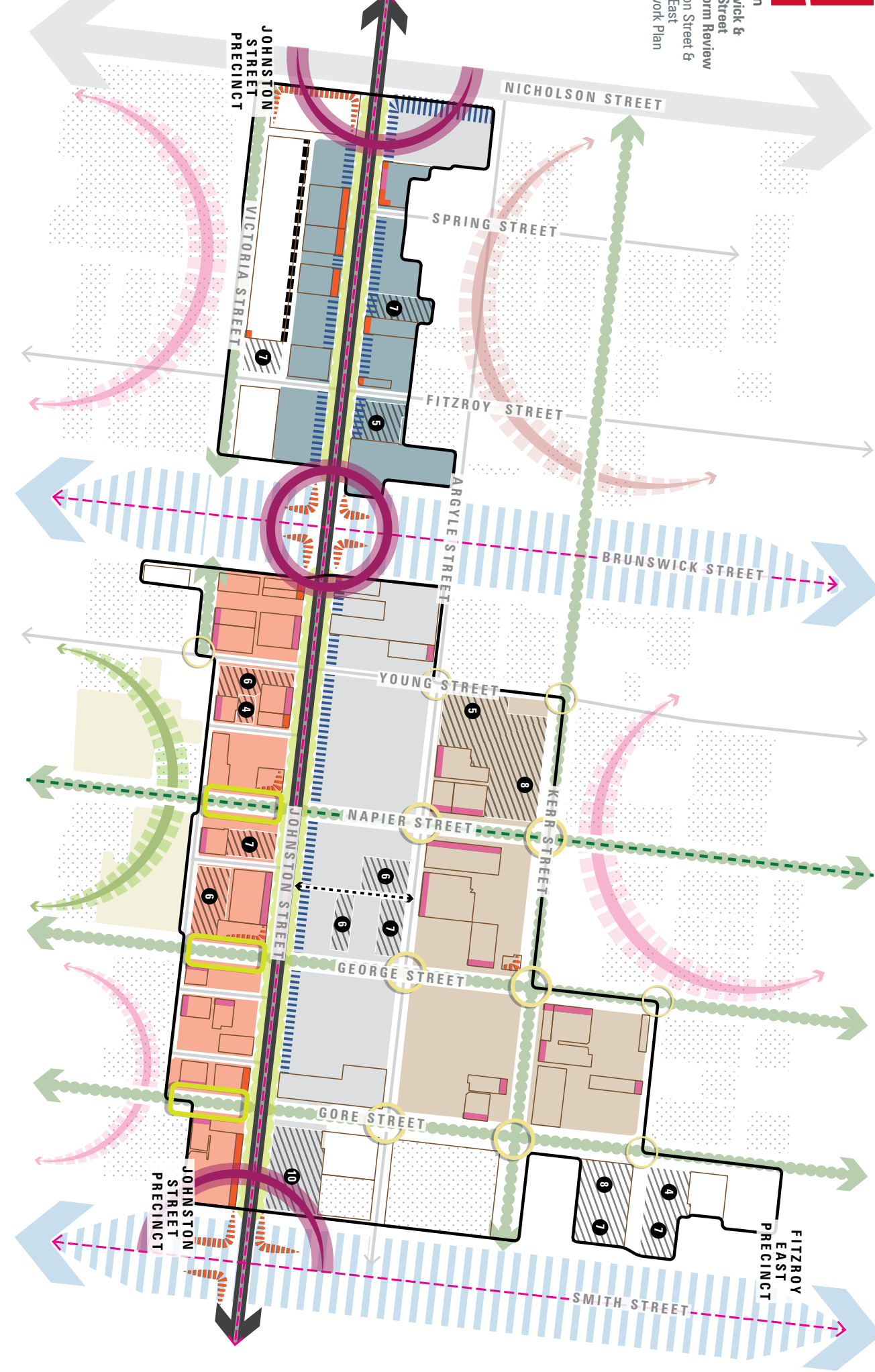
Argyle Street demonstrating 1:1 relationship between buildings and street



Green Gore Street streetscape, looking north



ORM FRAMEWORK REPORT



- Legend**
- | | | | | |
|---|-----------------------|-------------------------------|-----------------------------|---------------------------------|
| Johnston and Fitzroy East Precinct boundary | Key movement corridor | Prominent corner form | Key junction | Green civic fringe |
| Opportunity | Heritage form | Laneway opportunity | Grid junction | NRZ interface |
| Order | Development | Key views outside precinct | Local junction | Residential mixed use interface |
| Diversity | Development height | Green streets | Street greening opportunity | Fine grain commercial |
| NRZ Transition | Street definition | Public open space opportunity | Established residential | Fine grain residential |
| Commercial spine | Transition to laneway | Cycle corridor | School | |

Given this 'Framework' for change, the following future character statement is recommended.

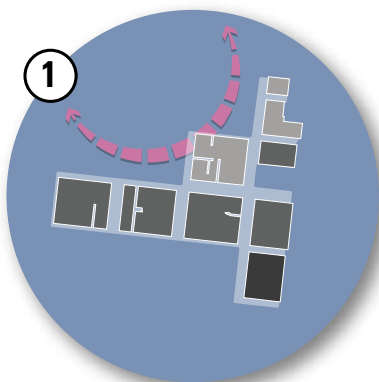
Future Character Statement

Fitzroy East embodies the 'mixed' format of the inner city and serves as a key area of transition between the more active spines along Johnston and Smith Street and the established residential areas to the north-west. This compact precinct is defined most strongly by its broad grid street arrangement, with the narrow alignment of Argyle Street (east-west) being the only 'little' street in the network. Any new development within this precinct must relate most strongly to its street address and profile. These predominantly 'green streets' are framed by a variety of former industrial, heritage residential and commercial and contemporary mid-rise apartment stock. This pattern will continue to evolve into the future as the limited number of available development sites realise 'compatible integration' - that builds up towards the south (towards Johnston Street) and leads down towards the north (beyond Kerr Street).

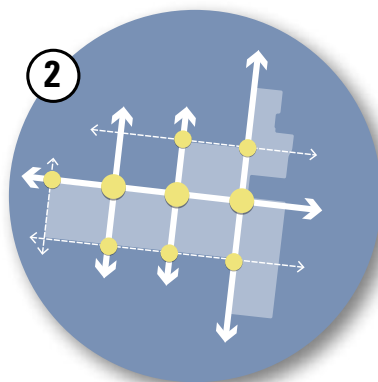
The precinct has remarkable opportunity to achieve a quality public realm is an improvement to its grid street network and pedestrian environment, with a complement of new pedestrian connections that bring people to the commercial address.

In response to this distinction in urban fabric of the precinct the future built form character will seek to build on this diversity.

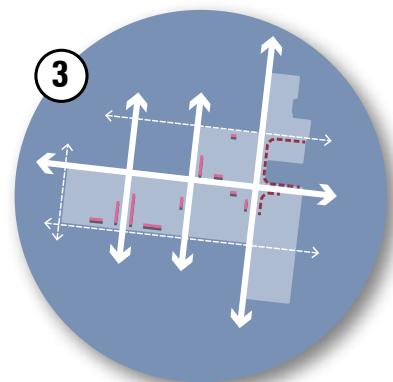
This includes:



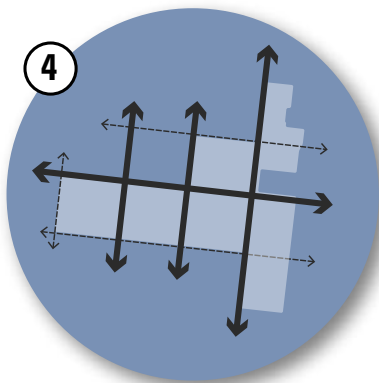
1 Transition towards sensitive residential neighbourhood.



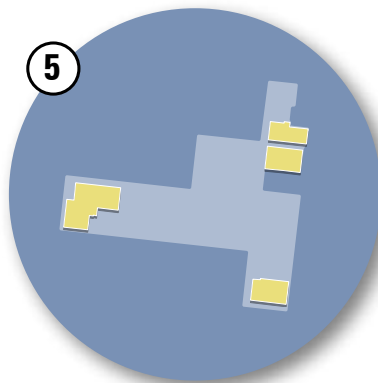
2 Strengthen local junctions and street blocks.



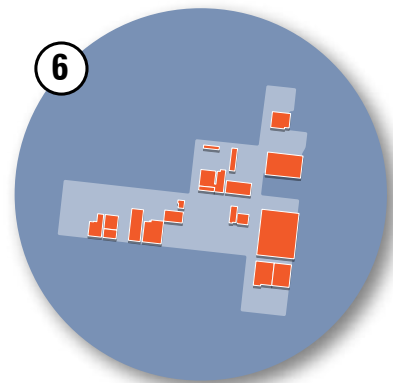
3 Retain and respond to heritage streetscapes.



4 Reinforce the wide and narrow street definitions.



5 Acknowledge existing and approved development.



6 Protect and transition towards to existing heritage sites.

Part 3 :

A BUILT FORM PROPOSITION

The Built Form Proposition has been derived from the Framework, which was informed by the Foundation and underpinned by the overall Background analysis.

The Fitzroy East Built Form Proposition sets street by street parameters for the precinct's evolution. The parameters identified are neither fixed or absolute, but intended as benchmarks to guide change. They are represented in Figure 6 and are derived from the following basis.

- Heritage Input;
- Street Character;
- Street Proportions;
- Solar Access;
- Transitions;
- Slope;
- Local Views and Vistas;
- Heritage Streetwall & Upper Levels;
- New Streetwalls & Upper Levels;
- Upper Level setbacks;
- Upper Level Expression;
- Street Corners;
- Building Separation, Amenity & Equitable Development;
- Residential Interfaces;
- Public Open Space Interface; and
- Service Laneway Interfaces.

3.1 Basis of Height Parameters

Heritage Input

GJM Heritage undertook extensive heritage analysis which considered:

- The suitability and extent of the Heritage Overlays;
- The heritage grading of each property within the Heritage Overlay;
- The currency of the existing Statements of Significance;
- Places which may warrant nomination to the Victorian Heritage Register; and
- Recommended built form parameters to appropriately manage development within the heritage context.

Refer to GJM Heritage report for details.

Street Character

A key characteristic of the Fitzroy East Precinct is characterised by the 'green' streets of Napier, George, Gore and Kerr which all comprise mature canopy street trees, which present a dominant and unifying element within these streetscapes. The built form presentation is varied and comprises a mix of fine grain residential, recent apartment buildings and warehouse forms. New buildings should seek to sensitively respond to the diverse streetscape and transition sensitively to low-rise, fine grain residential forms.



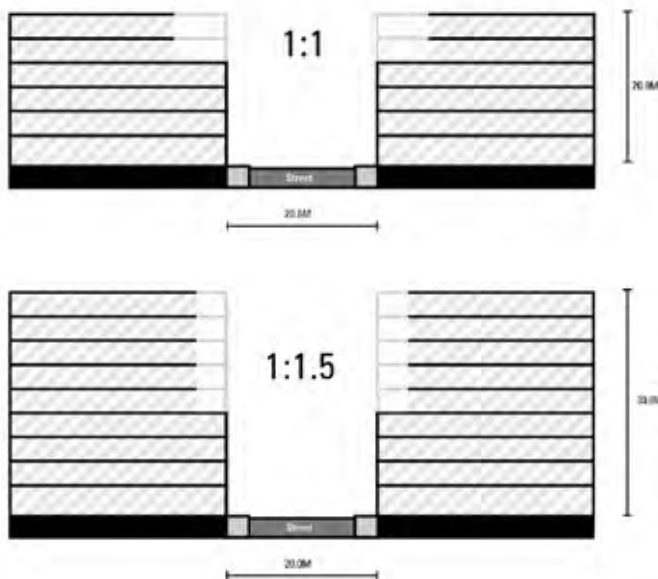
Gorge Street streetscape, looking south from Argyle Street towards Johnston Street

Street Proportions

Default preferred maximum building heights have been derived in relation to the adjoining street width. This has been based on considerable analysis and documentation of the existing relationships throughout the broader study area, which has shown there to be a strong correlation between the width, function and character of the street to the height and profile of the buildings which line it. Based on analysis, a 1:1 ratio (between street width and building height) suitably balances a street edge definition and outdoor amenity. Therefore, as a starting point, the preferred overall building height of new forms can be determined by the width of the street. The size and depth of allotments and lack of sensitive interfaces was another factor when considering an increase in the default ratio as small and shallow lots would not be able to accommodate taller forms. We suggest the following:

- Up to 1:1 – Default street width to overall building height ratio
- Up to 1:1.5 – Increased street width to overall building height ratio (main street corridors with moderate size lots)
- Up to 1:2 – Maximised street width to overall building height ratio (main street corridors at key junction locations, terminal vistas with moderate to large size lots)

Therefore, the preferred maximum heights have a strong correlation between the street widths and the street’s function and character. However, in order to respond to the prevailing streetwall scale, set backs to upper levels are required. They are also determined by the size and depth of lots, noting need for rear boundary transition conditions.



20m wide Gorge Street, looking south



10m wide Argyle Street, looking west

Solar Access

In inner urban areas such as Fitzroy, access to sunlight is an important element. Therefore, the need to provide sufficient solar access to the public realm is vital to the 'life and attraction' of the street for people and businesses.

The *Urban Design Guidelines for Victoria* contains the following relevant Objective and associated guideline.

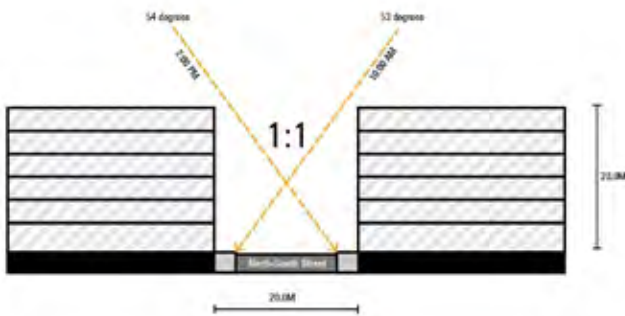
'Objective 5.1.3 To ensure buildings in activity centres provide equitable access to daylight and sunlight', and

'5.1.3a Locate and arrange the building to allow daylight and winter sun access to key public spaces and key established street spaces.'

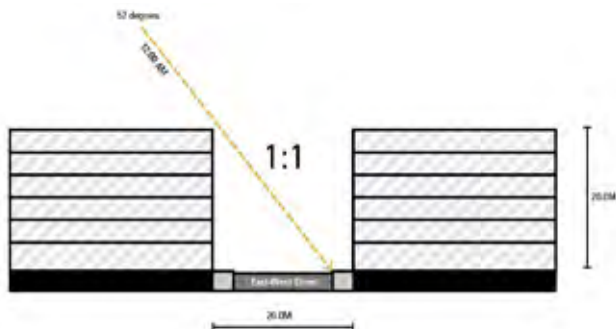
In Fitzroy East we recommend applying the equinox solar access test to streets to avoid overshadowing:

- the southern footpaths of Argyle and Kerrs Streets between the 10am and 2pm;
- the western footpath from 10am onwards; and
- the eastern footpath before 2pm.

In order to provide appropriate levels of amenity to the various street conditions it was determined too maintain solar access to key pedestrian areas, being the southern footpath along Kerr Street. While on narrower side streets it was determined to protect solar access to first floors.



10am and 2pm equinox solar angles along north-south 20m wide street



12pm equinox solar angle along 20m wide east-west street

Transitions

Transitions in scale are an existing characteristic of the Fitzroy East Mixed Use area. There are many examples of older commercial or warehouse forms side by side with fine grain dwellings. A change in streetwall height of one storey is present within the streetscapes of the precinct.

In order to maintain this characteristic of variation, particularly within the streetwall, new buildings must contain a streetwall that either matches the height of any abutting heritage streetwall/building, or is no greater than one storey higher in order to maintain the prevailing streetscape character and streetwall modulation.

Larger sites may be able to accommodate for gradual transitions through recessive upper levels and transition in scale in response to abutting heritage forms. In order to avoid undesirable 'wedding cake' forms, minimal 'steps' in built form massing is encouraged. Transitions in scale should, as a minimum, occur in paired levels.

On sites which directly abut single storey heritage forms and existing private open spaces a more tempered built form transition is recommended to ensure new form sensitively responds to the existing abuttal.



Varied streetwall presentation along southern side of Argyle Street

Slope

The Fitzroy East precinct is relatively flat, therefore the need for new built form to respond to slope is minimal.

Regardless, buildings should respond to the topography. New buildings and streetwall presentations, particularly on sites with broad street frontages must 'step' ground floors to respond to the street level.

Buildings and sites which 'span' an entire urban block and contain frontages to more than one street should be designed to ensure that any change in topography between the different streets is responded to within the design and floor levels to ensure new buildings address street frontages at natural ground level.

Local Views and Vistas

There are no local views or vistas identified within the precinct that warrant specific protection. However, the presence of corner buildings is a key characteristic of Fitzroy, therefore retaining views to and 'space' behind these prominent corner forms is important to ensure they retain their prominence and 'hold' the corner. The following corner heritage buildings have been identified within the Fitzroy East precinct:

- Marquis of Lorne



Marquis of Lorne hotel on corner of George and Kerr Streets

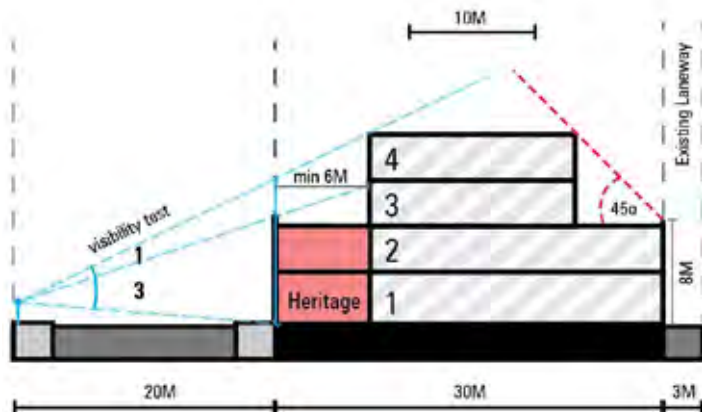
Heritage Streetwall & Upper Levels

The extent of visible upper levels to heritage buildings was determined by GJM Heritage and seeks to reinforce the provisions of Clauses 22.02 and 22.10. It was advised to apply a 'default' 1/3 - 2/3 visibility (sightline) test for heritage places from the opposite side of the street at standing eye level, with the appropriate visual presence of new built form deemed to 1/3 of the built form mass.

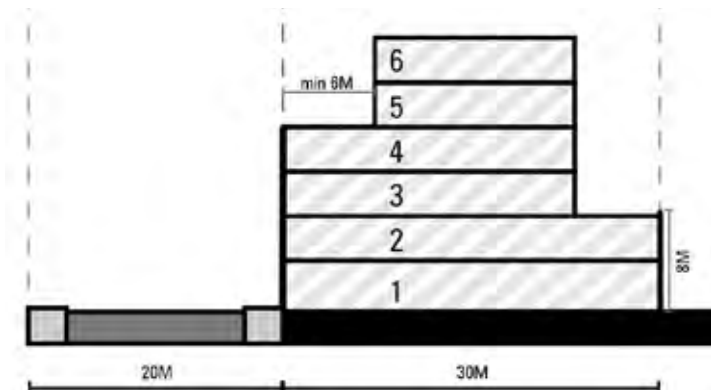
A 'default' minimum setback distance of 6m (to the new built form and balcony line) is suggested from the heritage facade. This allows for the preservation of the heritage 'volume' and ensures a viable facade articulation treatment in the streetscape elevation with spatial separation between the streetwall frontage and recessive upper levels (behind).

From a heritage perspective it is preferable to retain the 'heritage fabric' of the heritage form and not just the façade. This includes retaining visible chimneys and roof forms, while ensuring that any new upper levels are visually subservient to the heritage fabric.

The minimum 6m dimension accords with the 1/3 - 2/3 visibility test and generally allows for the retention of the entire 'front room' of the forms (assuming it is either a traditional shopfront form or a dwelling), including its roof form and chimneys.



Cross-section of visibility test to upper level form behind heritage frontage



Cross-section of recessive upper level form behind new frontage

New Streetwall & Upper Levels

The visual distinction between streetwalls and upper levels is also important in relation to new streetwalls.

A 6m setback to upper levels above a new streetwall is also encouraged to:

- provide a clear separation between the streetwall and upper forms;
- ensure new upper form do not visually dominate the streetscapes;
- create consistent upper level setbacks along streetscapes that comprise a mix of heritage and non-heritage forms; and
- reinforce the visual dominance of streetwalls.

Upper Level Setbacks

In urban areas, almost all urban design guidelines seek to introduce a 'streetwall' and 'upper level front setback' measures.

The purpose for such a distinction and separation is to ensure predominance of the 'traditional' forms and parapets within the streetscape, while enabling provision of new and increased heights in a recessive fashion. Upper level setbacks also retain a sense of openness to the street, which are prominent in a pedestrian's field of vision and reinforce the traditional street wall scale.

In Fitzroy East there is extensive heritage fabric which is to be retained and enhanced. The recommended built form parameters for heritage sites draw on the provisions of Clauses 22.02 and 22.10 (refer Heritage Streetwall).

The recommendations for non-heritage sites seeks to provide a clear distinction between streetwall presentations and upper forms, to reinforce the visual dominance of streetwalls (refer New Streetwall), as well as recommendations from other PSAs, their associated Panel reports and recent heritage advice from GJM Heritage.

Upper Level Expression

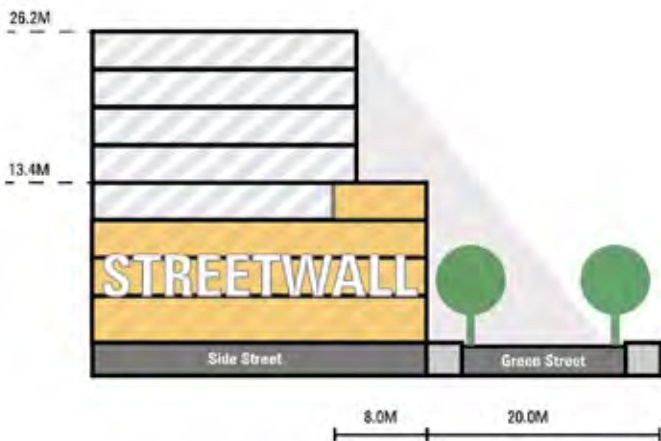
The design of upper levels of new development should:

- be well articulated and break up the building mass;
- distinguish between the lower and upper levels through materials and articulation;
- be designed so that side walls are articulated and read as part of the overall building design and not detract from the streetscape when viewed from direct and oblique views along the streetscape; and
- provide passive surveillance of adjacent streets and public open space.

Street Corners

The streetwall presentation along local streets needs to ‘turn the corner’ and transition appropriately. Given Fitzroy’s local street network comprises both 20m and 10m wide streets it is often the case that streetwalls in wider streets are higher and streetwalls in narrower streets are lower. A sensitive streetwall transition is sought at these corner locations.

New development should return the wider street streetwall around the street corner and into the narrower street for a length of approximately 8m or to the nearest property boundary (if less than 8m).



Elevation of side street frontage showing streetwall transition to corner

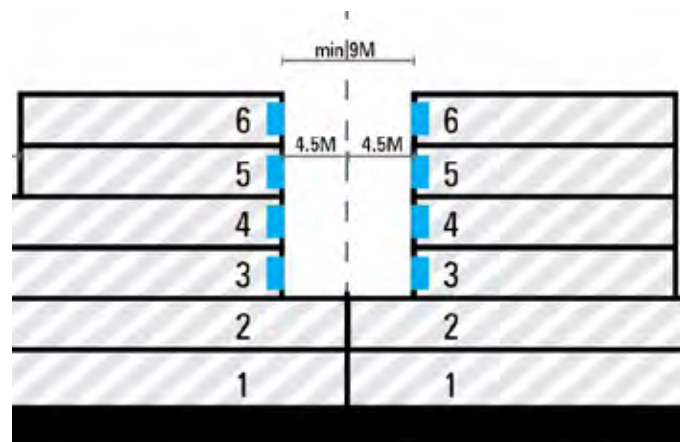
Building Separation, Amenity & Equitable Development

New development should provide a design response that considers the existing condition and future development opportunities of adjacent properties in terms of outlook, daylight and solar access to windows.

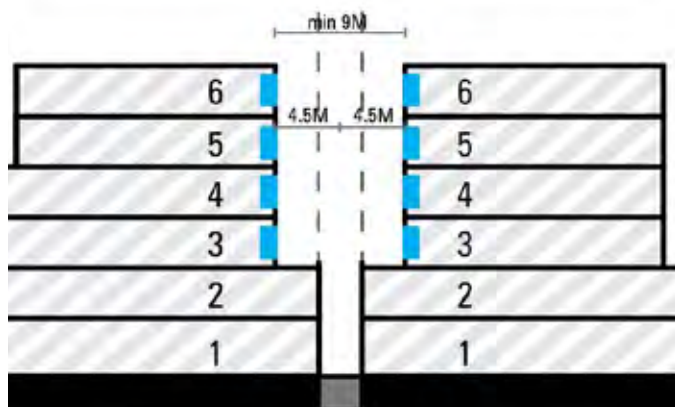
Development should be setback from common boundaries to provide separation between buildings at the upper levels:

- a minimum of 4.5m from the boundary where a habitable room window is proposed;
- a minimum of 3m from the boundary where a non-habitable room window or commercial window is proposed; and
- a minimum for 4.5m from the edge of a proposed balcony or terrace.

Where the common side boundary is a laneway, the setback is measured from the centre of the laneway.



Cross-section of minimum 4.5m setback from habitable room window from common boundary at upper levels



Cross-section of minimum 4.5m setback from habitable room window from centre of a laneway at upper levels

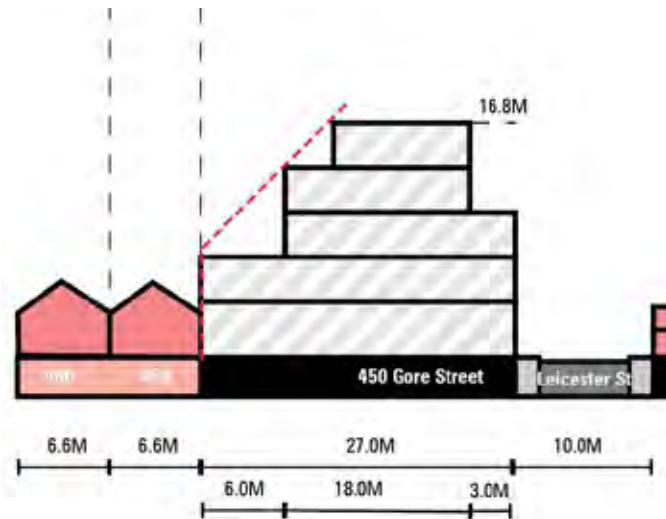
Residential Interfaces

New development that is adjacent to a low-scale residential interface should:

- provide a transition in scale towards the property boundary with low-scale residential properties; and
- seek to minimise overshadowing impacts to secluded private open spaces.

Within the Fitzroy East precinct there is only one direct residential interface, which occurs at the northern boundary of 450 Gore Street. To this direct abuttal we recommend a 8m (2 storey) form at the interface, with any built form above set back within a 45 degree built form envelope.

All other residential properties are generally located to the north and are separated from the precinct by a street. Given the orientation and spatial separation provided by either a 10m or 20m wide street overshadowing impacts do not occur.



Cross-section of built form transition to NRZ land to north

Service Laneway Interfaces

Built form needs to respond to laneway interfaces. Within the Fitzroy East Precinct the existing laneways, their function, widths and arrangements vary. New development will need to appropriately address both the existing laneway condition as well as adjacent properties. Generally, the most sensitive laneway interfaces occurs on the south side of east-west laneways given potential amenity impacts of properties to the south. Therefore, we recommend:

To laneway abuttals new development should present a maximum 10.4m (3 storey) form at the interface, with any built form above set back 4.5m from the centreline of the laneway.

Public Open Space Interface

New development should provide a suitable scale and transition at the interface with areas of open space ensuring that buildings do not visually dominate the public open space, whilst providing a sense of passive surveillance and visual interaction at lower levels.

Presently, there is no public open space provision within the Fitzroy East precinct.



hansen
 Brunswick & Smith Street Built Form Review
 Johnston Street & Fitzroy East Built Form Control
 Figure 6



Legend

Precinct boundary
 Heritage sites
 Recommended Heritage sites
 Prominent corner building

Preferred Building Heights
 3 storeys / 10.4m
 4 storeys / 13.6m
 5 storeys / 16.8m
 6 storeys / 20m
 7 storeys / 23.2m
 8 storeys / 26.4m
 9 storeys / 29.6m

Preferred Streetwall
 Retain 1 storey heritage streetwall
 Retain 2+ storey heritage streetwall
 Retain small landscape setback
 New 2 storey streetwall (8m)
 New 3 storey streetwall (11m)
 New 4 storey streetwall (14m)

Interfaces
 Respond to direct residential abutment
 Respond to southern interface
 Respond to 3 storey direct interface
 Respond to existing laneway interface
 Respond to new pedestrian laneway

Public Realm
 Potential future pedestrian link

Project Ref: 2017.073
Dwg No.: UDD-027
Scale: 1:2000@A3
Date: 28.06.2019
Revision: C

Part 4 :

RECOMMENDED CONTROLS

4.1 Methodology

The formulation of future building heights and streetwall conditions within the Fitzroy East Precinct has been influenced by many factors, including:

- Planning Policy Framework;
- Local Planning Policy Framework, including Zones and Overlays;
- Practice Note No. 60 – Height and Setback Controls for Activity Centre;
- Practice Note No. 59 – The Role of Mandatory Provisions in Planning Schemes;
- Urban Design Guidelines for Victoria, 2017;
- Anticipated scale and form of development outside the study area (i.e. within Residential and Employment Zones);
- Views to existing landmarks from the public realm;
- Recognition of Yarra’s heritage skyline;
- Recent development approvals (including those currently under-construction);
- 3D computer modelling of built form testing for the study area;
- Independent heritage advice and existing character considerations, consistent with the expert heritage advice provided by Council’s heritage advisors (GJM Heritage);
- The overall Background report (dated X); and
- Extensive site inspections and workshops with Council’s

Assumptions

Formula for Deriving Numerical Building Heights

The maximum building heights has been calculated to a higher (than minimum) floor to floor heights in order to:

- Respond to the typical heights found within heritage buildings (between 8-11m);
- Accommodate for greater than minimum standards and provide flexibility for future uses;
- Allowance for other design elements to be accommodated, such as parapets, railings, etc.

The following numerical floor to floor dimensions where employed:

- Ground Floor: 4m
- First Floor and above: 3.2m

Note: Higher numerical floor levels for mixed use development may be required at upper levels.

Formula for Deriving Numerical Streetwall Heights

The maximum streetwall heights have been calculated based on the above floor to floor heights, plus additional height to allow for parapets, balustrades and minor architectural features.

Zero front setback

New buildings within Activity Centres and inner urban areas such as Johnston Street should generally be built to the street frontage in order to:

- Respond to the prevailing built form character of the area;
- Provide a clear definition at the street edge; and
- Maximise the developable area.

With the exception of retaining small front setbacks to heritage dwellings all new building within the commercial and mixed use zone should have a zero street setback.

Top Floor Depth

A minimum depth of approximately 10m has been used for the upper most level. This minimum dimension is based on a typical apartment depth, and provision of efficient access.

Upper Level Depth

A minimum depth of approximately 18m has been used for the upper levels. This minimum dimension is based on a typical apartment building arrangement, with a central corridor and apartments to either side.

4.2 Precincts

Given the relatively small extent of the Fitzroy East precinct, it was considered to not warrant division into further precincts.

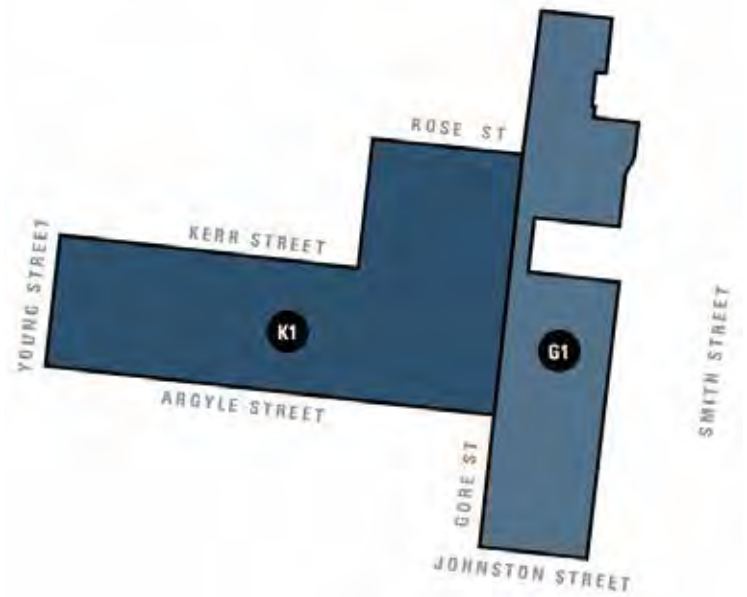
4.3 Sub-precincts

The preceding 'proposition' indicated that the Fitzroy East Precinct comprises two distinct precincts (sub-precincts).

These two precincts are distinctly different and primarily are defined by their heritage stock, and propensity for change:

- **Kerr Street 1(K1)** properties in the four urban blocks west of Gore Street which comprise warehouses, heritage dwellings and contemporary forms.
- **Gore Street (G1)** properties on the east side of Gore Street which are dominated by large heritage factory buildings.

This is illustrated in Figure 7 which breaks Fitzroy East down to 2 block precincts, as follows:



Proposed Building Heights

PRECINCT	SUB-PRECINCT	PREFERRED TYPOLOGY	PREFERRED MAXIMUM BUILDING HEIGHTS
FITZROY EAST	K1	Redevelopment	4- 8 storeys (13.6-26.4m)
	G1	Heritage Warehouse	4- 10 storeys (13.6-33.6m)

Kerr Street (K1)

The Kerr Street sub-precinct is considered to represent a considerable opportunity for development.

Description

The subprecinct comprises four entire street blocks contained within the Mixed Use Zone, to the north of Argyle Street and west of Gore Street. These blocks comprise a mixed character comprising heritage dwellings, heritage and post war warehouse forms and recent apartment developments.

The western urban block (bound by Young, Argyle, Napier and Kerr Streets) offers limited development potential, due to both the presence of the large 'Cheese Grater' development (which occurs the majority of the block and intact fine grain residential properties).

The middle urban block (bound by Napier, Argyle, George and Kerr Streets) offers a balance of development opportunity and existing fine grain residential properties. It also comprises a north-south through block laneway to the rear of dwellings fronting Napier Street.

The eastern urban block (bound by George, Argyle, Gore and Kerr Streets) offers the most development opportunity, with only five fine grain residential properties clustered to its north-east corner and otherwise predominantly larger land parcels.

The northern urban block (bound by George, Kerr, Gore and Rose Street) also offers a balance of development opportunity and existing fine grain residential properties. It also needs to respond sensitively to its Gore Street (residential) abuttal



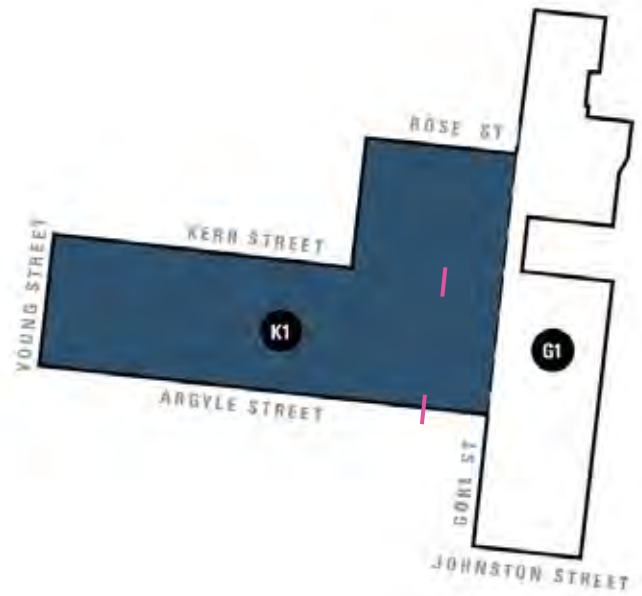
Traditional warehouse streetscape, George Street



'Cheese grater' streetscape presentation to Young and Argyle Streets

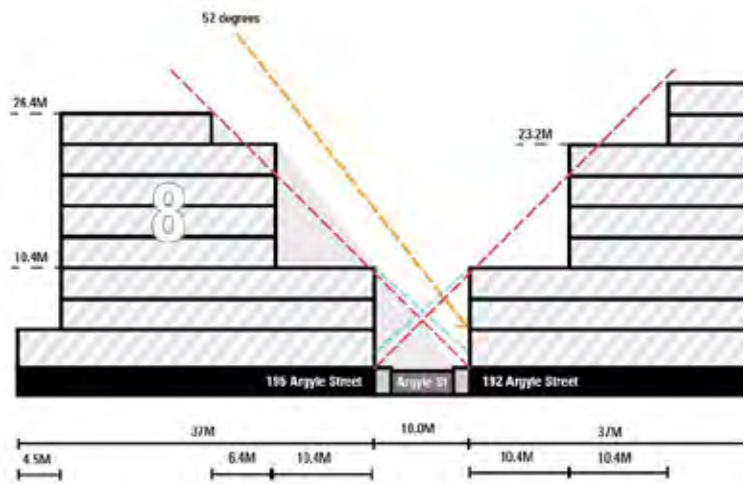


2 storey commercial forms on George Street

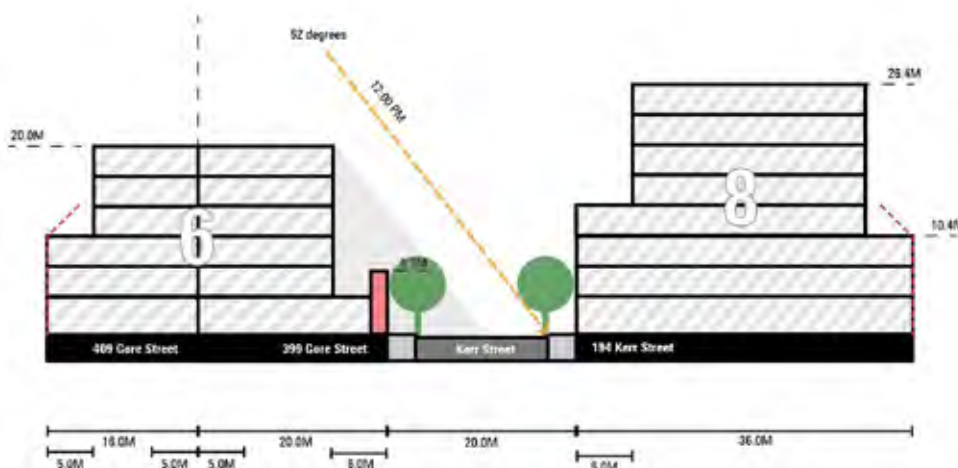


Design Guidelines

- To encourage a new built form character on the western side of Gore Street.
- To maintain a sense of openness within the streetscape.
- To ensure a clear distinction between streetwall profile and rising form behind.
- To maintain solar access to the southern footpath along Argyle and Kerr Streets at the equinox.
- To sensitively respond to abutting low-rise and heritage forms.
- To provide a transition to residential neighbourhood to the north.



Argyle Street Indicative Cross-section (0-0)



Kerr Street Indicative Cross-section (P-P)

Gore Street (G1)

The Gore Street sub-precinct is considered to represent a limited opportunity for development.

Description

The sub-precinct positioned on the eastern side of Gore Street, to the rear of the Smith Street corridor, has already undergone considerable redevelopment in recent years. It comprises a robust streetscape character of predominantly retained heritage former industrial forms that have been converted or developed into apartments, with a clear separation between heritage base and rising form.

Currently under-construction, the large site on the Johnston Street frontage will rise up to 10 storeys in scale. Only a few sites remain which have development potential, which are positioned towards the northern end of Gore Street in close proximity to the abutting residential neighbourhood. Therefore, any future development of these sites will need to sensitively transition in scale down to the low-rise dwellings and respect the heritage factory fabric.



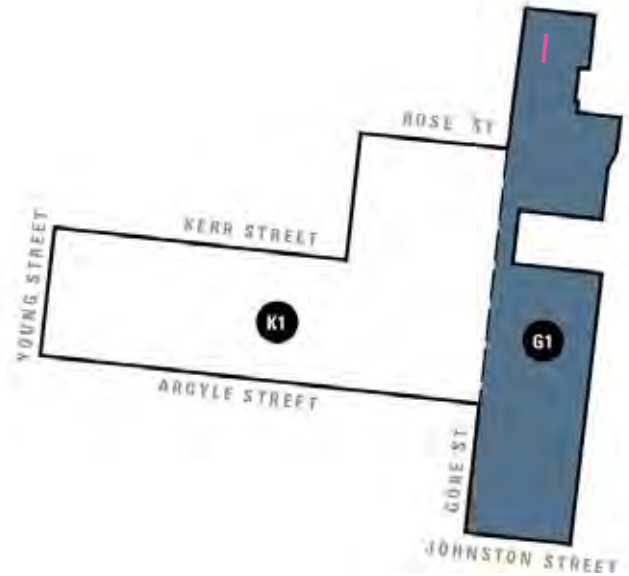
Recent development behind retained heritage facade, Gore and Rose Streets



Robust industrial streetscape, Gore Street

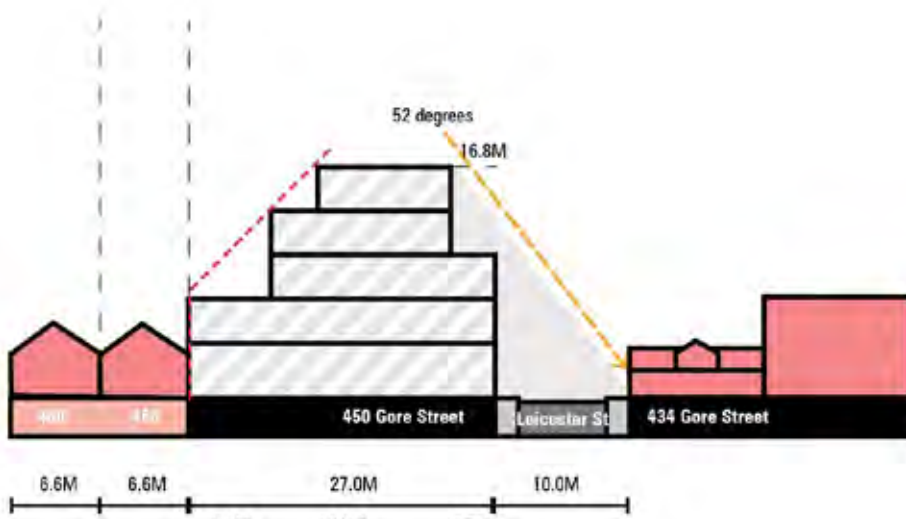


2 storey heritage building fronting Leicester Street



Design Guidelines

- To maintain and enhance the heritage streetscape along the eastern side of Gore Street.
- To maintain a sense of openness within the streetscape.
- To maintain solar access to the southern side of Leicester Street.
- To ensure a clear distinction between streetwall profile and rising form behind.
- To provide a transition to the residential neighbourhood to the north.



Indicative north-south cross-section through 450 Gore Street (Q-Q)



hansen

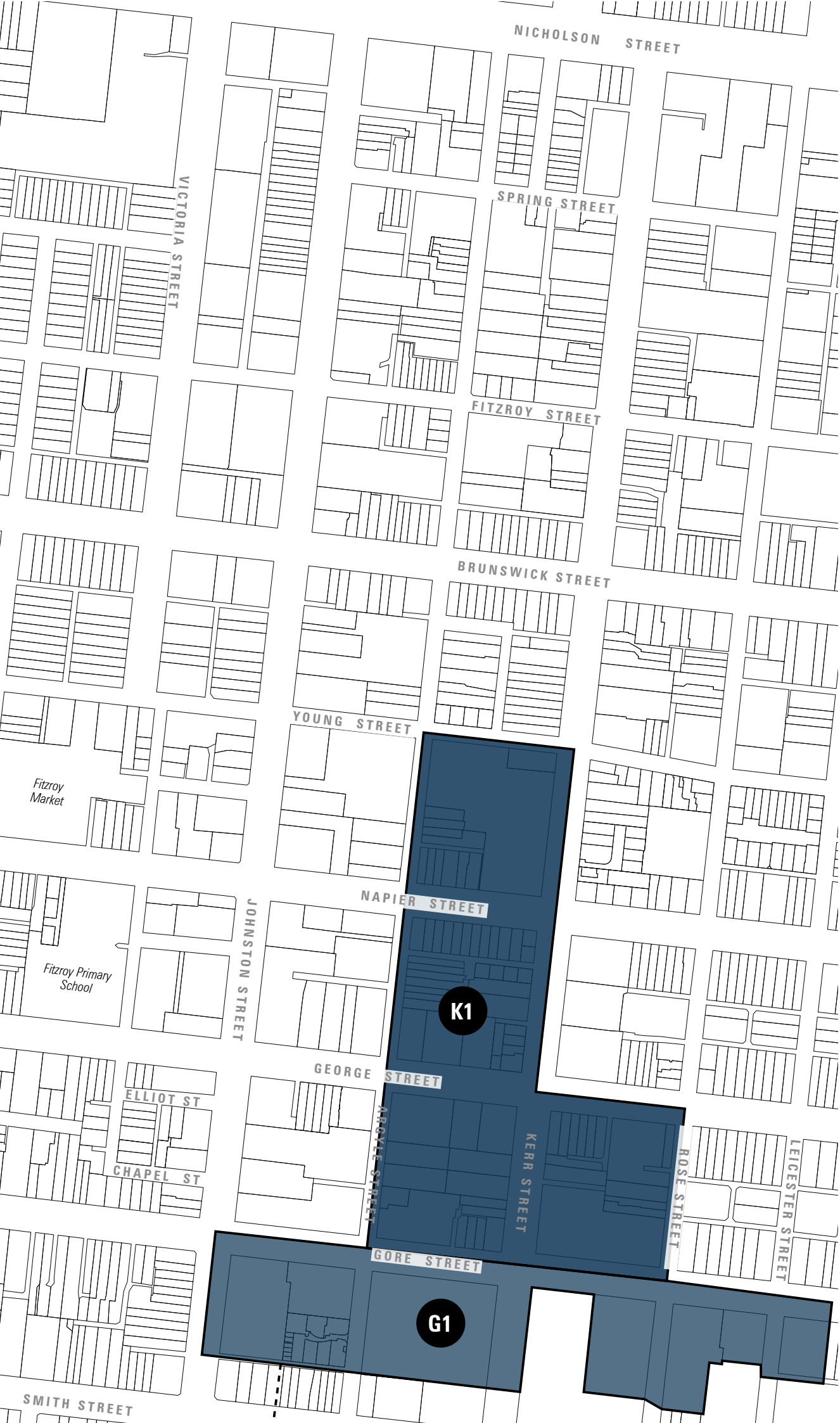
Brunswick & Smith Street Built Form Review

Fitzroy East
Subprecinct Boundaries

Figure X

Legend

- Fitzroy East Precinct boundary
- Subprecinct boundaries
- Subprecinct



4.4 General Built Form Guidelines

Built Form Recommendations

A range of specific built form recommendations and design guidelines have been developed for all precincts.

These built form guidelines focus on the Fitzroy East Precinct, where future development is anticipated and design guidance is required.

Public Open Space provision

Public open space is an important element within urban areas, as is its spatial provision. In inner urban areas such as Fitzroy East the provision of small public parks is important to the social health and well-being of a local community. There are presently no 'pocket parks' within the Fitzroy East Precinct. Therefore, there is a clear lack of open space provision within this precinct.

Visually distinct additions and upper levels

Given the prevailing heritage character of Fitzroy East, new buildings or additions should be designed to have a visually distinctive architectural expression from the heritage element. This is in order to ensure that new form can be clearly 'read' and understood as a more recent component. It also encourages contemporary architectural responses which will contribute to the 'richness' and diversity of built form.

Lightweight materials, colours and finishes that contrast with the prevailing masonry forms are also encouraged to assist in the clear distinction between new and old, while also assist in visually recessing new forms.

Architectural Considerations

To street frontages expansive blank walls should be avoided and where visible from within the public realm, any blank walls need to be visually divided into small elements through architectural treatments or artistic decoration to reduce visual mass.

Fenestration patterns and facade solid to void proportions need to reflect the prevailing streetscape rhythm and presentation.

New forms should 'fit' within the prevailing streetscape character. Avoid overly busy and complex architectural expressions.

Active and Semi Frontages

In Activity Centres and Mixed Use areas, buildings must provide sufficient activation at street level to foster 'life' on the street and provide opportunities to maximise safety via passive surveillance.

Along the key movement corridors active ground frontages are encouraged. However, this precinct does not comprise any such key corridors.

Along the local streets and within the mixed use area semi-active frontages are more appropriate. As these less active frontages still maintain an appropriate level of passive surveillance to occur, while also providing more privacy and seclusion to the inside of the building, befitting the nature of the use being either primarily office or dwelling.

Direct pedestrian entry into ground floor uses is encouraged, particular on larger sites, with broad frontages.

Upper levels also provide 'eyes on the street' and contribute to passive surveillance of the public realm. Windows and balconies that orientate towards the street are encouraged.



Heritage fabric fronting Gore Street