

people place heritage

CONTEXT

City of Yarra
Residential Heritage Policy Review

REVISED REPORT
31 October 2019

Prepared for City of Yarra



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Report Register

This report register documents the development and issue of the report entitled *City of Yarra Input to Residential Heritage Policy* undertaken by Context in accordance with our internal quality management system.

Project No.	Issue No.	Notes/description	Issue Date	Issued to
2220	1	Draft Stage 1 report	9 February 2018	Amanda Haycox
2220	2	Draft Stage 2 report	21 February 2018	Amanda Haycox
2220	3	Draft final report	28 February 2018	Amanda Haycox
2491	4	Revised report	31 October 2019	Amanda Haycox

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1.0 INTRODUCTION

This report has been revised in October 2019 following key changes in Victorian Planning Schemes. Further detail is in Section 1.2.

1.1 Scope

The residential areas of the City of Yarra are diverse, ranging from inner urban terraces in Richmond and Collingwood to suburban development in Alphington. They are also experiencing rapid change as the whole city grows and the desirability of inner city living is reflected in the market for denser living. These changes are being expressed in a new densification of inner city neighbourhoods, many of which are in Heritage Overlays.

In response to a major planning scheme review of the Yarra Planning Scheme, the Local Planning Policy Clause 22.02 (Development Guidelines for Sites Subject to the Heritage Overlay) was identified as requiring updating. The brief for this project provided for the development of improved policy content to address the identified shortcomings of that policy. The brief included:

- Analysing a sample of recent developments in the City of Yarra, both ‘good’ and ‘bad’.
- Identifying different residential typologies that may benefit from particular policies.
- Assessing the common heritage policy tests for visual impact assessment and how they apply to different typologies.
- Identifying specific heritage and design considerations for additions and infill development.

1.2 Method

Considerable background material was provided for this project and comprised preliminary work undertaken by planning officers, references to recent VCAT cases, and identified issues with the current policy illustrated through photographic examples.

The project in 2017-18 was undertaken in two stages.

Stage 1 included a policy critique and analysis of Clause 22.02 before the draft rewrite, with the outcome as a letter of advice (included in the February 2018 report as Appendix 1). As this critique is now out of date it has been deleted from this version of the *Yarra Residential Heritage Policy Review*. The exploration of different residential typologies is now Appendix 1.

Stage 2 in the 2018 report included policy intentions and key content including recommendations for an improved residential heritage policy.

This 2019 report retains the same content but has been revised to be consistent with subsequent work by the City of Yarra and DELWP on a new heritage policy, to meet the requirements of Amendment VC148.

Subsequent to the 2018 report Amendment VC148 has amended all Victorian Planning Schemes. Arising from the Victorian Government’s Smart Planning program, Amendment VC148, gazetted on 31 July 2018, introduced significant changes to all Victorian Planning Schemes. Amongst many other changes, it has amended Clause 43.01 (Heritage Overlay) to require the schedule to the overlay to specify a statement of significance for each new heritage place added to the overlay after July 2018. Also as a result of VC148 a new format heritage policy has been prepared in line with the Practitioner’s Guide to Victorian Planning Schemes prepared by the Department of Environment, Land, Water and Planning (DELWP) (Clause 15.03-1L) for all land within a Heritage Overlay.

Project brief

The brief called for building typology to be the basis for the development of policy. Initial work indicated that keeping it simple through the adoption of broad typological groupings was likely to be of most benefit. Consequently, the following typologies were identified.

- Terrace house in a row of similar houses (single and double storey examples).
- Pair/ duplex (single and double storey examples).
- House on corner of laneway/street- compact block (single and double storey examples).
- House on corner of laneway/street – medium or large block (single and double storey examples).
- Freestanding house not on a corner – compact block.
- Freestanding house not on a corner – medium/ large block.
- House with a parapet concealing the roof form (single and double storey).
- House with eaves line and visible roof (gable or hip, single and double storey).

Through examining ‘good’ and ‘bad’ examples and selected VCAT cases, it became evident that common considerations of lot size (compact, medium and large), siting (midblock or corner), scale (one or two storeys) and roof form can be most useful in informing heritage policy. Consequently, the project has concentrated on providing policy content differentiated by lot size, siting, scale and roof form.

This report includes draft text that may form the basis of a new heritage policy for the City of Yarra.. It is understood that heritage is to be addressed as a comprehensive policy rather than as policy with additional heritage guidelines. Guidelines are not proposed to supplement the policy.

An examination of a range of local government heritage policies and guidelines has informed the project. Illustrations throughout the report have been selected from several heritage guidelines and policies, and were not specially prepared for the City of Yarra. The use of illustrations as part of heritage policy has been discontinued as a result of the rewrite, however they have been retained in this report of the purposes of explanation. All guidelines and policies consulted are in the References section.

Limitations

The project brief did not require fieldwork to identify further examples, however additional examples of houses with additions and alterations were reviewed to inform this review.

The following items within the current heritage policy are not addressed in this report. They are not considered to need substantial revision.

- Painting and surface treatments to buildings. Requiring specific colours or colour schemes is not considered necessary in heritage policy.
- Culturally significant trees.
- Carports, car spaces, garages and outbuildings.
- Front fences and gates.
- Ancillaries and services.

1.3 Stage 1 report

Summary

The purpose of the heritage policy is to provide guidance on decisions relating to development on sites covered by the Heritage Overlay. A local policy helps the responsible authority and other users of the planning scheme, such as VCAT members, to decide on a particular matter, and assist applicants and the local community to understand how a proposed development will be considered and what will influence whether or not a planning permit is issued.

The Stage 1 report included the following issues for consideration in a new residential heritage policy:

- Appropriate design responses for different architectural typologies.
- Facadism and integrity i.e. the preference to retain the three-dimensional form of buildings, particularly when visible from the public domain needs retention and strengthening in policy.
- The siting and visibility of roof decks, and their contribution to facadism.
- Issues of increased visibility on corner sites, and appropriate design responses where additional policy for corner sites is recommended.
- Scenarios when the sightline envelope is not appropriate or helpful e.g. small sites or sites of minimal depth, corner sites etc.
- Guidance on what level of visibility, or what type of design response is appropriate (should also be included in the typologies work)
- As above for corner sites.
- Improved guidance on demolition, including what extent of demolition is appropriate.
- Demolition policy linked to whether a place is Significant or Contributory. We would also recommend that policy on Non—contributory places be addressed
- Identification of significant building elements to assist in determining an acceptable extent of demolition.
- Discouraging the use of atypical examples as precedents where the surrounding context and character should be privileged over atypical examples.
- Consideration of the surrounding context and its importance relative to the host site and related to that the impact of development when a dwelling forms part of a ‘group’ e.g. terrace row.
- The surrounding context and character is a first order consideration, leading to responses where scale and form are of elevated importance.
- Roof decks have been identified as a particular issue in development approvals and require specific mention in heritage policy.

How can ‘visibility’ be determined?

The visibility of alterations and additions to heritage places is one of the key issues identified for addressing in the new heritage policy.

Most policies use one of several tests to determine visibility for additions. Guidelines or policies generally use diagrams to illustrate the tests.

- Retention of the primary roof form. This usually includes mention of chimneys as significant elements.

- Retention of the two front rooms.
- Absolute setback distances, often given as 5-8m for small and compact lots and 8-10m for larger lots. Absolute distances are more appropriate for heritage guidelines rather than heritage policy.
- Building envelopes established through sightlines. This is either done from the viewing eye level across the street, or through a given viewing angle in degrees originating from the same point. Viewing angles can be specified as achieving either full, substantive or partial concealment.
- Preferred ceiling heights of two storey additions. This shows how fitting two storeys into approximately 1.5 x height of a building with high ceilings may be achieved.
- Establishing viewing lines from the corners of the site to the corners of the building. This shows an area for rear extensions that is concealed behind the dwelling.

How does building typology affect 'visibility'?

Buildings of different typologies may partially conceal upper storey alterations to different degrees. Typologies can be usefully distinguished by size of lot (large, small, compact) or roof form (hipped, gabled or with parapet).

In examining various building typologies, the following issues are found:

- Common roof forms are gabled and hipped with an eaves line.
- Roof ridges are generally either parallel to or perpendicular to the street.
- Many Victorian era houses have a parapet that conceals the front eaves line. The parapet may be small or large, simple or elaborate, solid or balustraded, and this affects visibility.
- The type of parapet results in different levels of concealment when viewed directly from the front.
- Oblique views of the roof with, or without a parapet are similar and the parapet is not necessarily helpful in concealing additions.
- Street corner sites provide a more three-dimensional view of the house.
- Laneway corner sites also provide a three-dimensional view, but the urban form may be more compact and laneway edge buildings may be present.
- Consideration of only the front façade is not sufficient for either street or laneway corner sites.

2.0 INPUT TO HERITAGE POLICY

2.1 Demolition

What is the issue?

- Demolition or removal of buildings can result in a loss of heritage value to the place and its surrounding context.
- Buildings occupy three-dimensional space and the street facade is not the only important significant element.
- Poor condition is often cited as a reason for demolition.
- There may be different outcomes for demolition depending whether a place is scheduled as individually significant (IS), contributory (C) or non-contributory (NC).

Learnings from VCAT

Demolition and visibility

261-265 Fitzroy Street Fitzroy

The key issue in this case is the extent of demolition permitted. Whilst the Burra Charter's general principal of "*changing as much as necessary but as little as possible*" is a useful one, it does require further interrogation for individual places. For individually significant places, the statement of significance should define the attributes that contribute to its heritage value. That all parties in this case agreed that a rear wall was a significant element should trigger caution about its alteration/partial demolition. Whether the alteration is visible or not is an additional consideration. This is addressed in Section 2.3 Alterations and additions.

Reflecting upon this case and the policy intent, it may be that for demolition or partial demolition, consideration of the significance of an element should carry more weight than visibility.

It is therefore recommended that the application requirements for demolition are accompanied by appropriate material that identifies the significance of the place and the key elements within. An improved checklist for application requirements could support this approach (an example of a check list is provided at Appendix 3).

Policy intention

A heritage policy for demolition should provide the following:

- Retention of heritage places.
- Retention of the elements of heritage places that form part of their significance.
- Minimising the adverse effect on significance of a heritage place by partial demolition.
- Demolition as a result of poor condition is based on solid evidence.
- Appropriate policies are provided for individually significant, contributory and non-contributory places. These terms will need to be defined and all places within precincts scheduled.
- It is recommended that IS and C places have demolition controls but that this is not required for NC places.
- A comprehensive checklist and documentation accompanies a permit application for full or partial demolition. This should indicate significant attributes of the place that contribute to its heritage value.

Individually significant and contributory places

Demolition should be limited to non-significant features.

Demolition of all but the façade is strongly discouraged.

Non- contributory places

Non -contributory places may be demolished provided that a replacement plan for new development accompanies the application.

A cross reference to the policy for new buildings would be useful.

Key content

Partial demolition

This applies to Individually Significant and Contributory places.

The extent to which significant and contributory elements are retained including visible elevations (front and sides), verandahs, chimneys, original door and window openings, at least the front two rooms. The statement of significance now required to accompany all places added to the Heritage Overlay after 31 July 2018 may assist in the interpretation of significant elements.

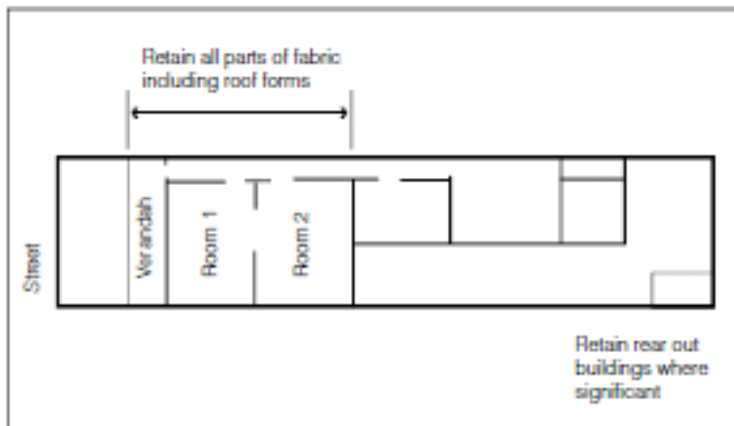


Figure 1 Small and compact houses. Source: Heritage Council Guidelines, 2007 – Demolition.

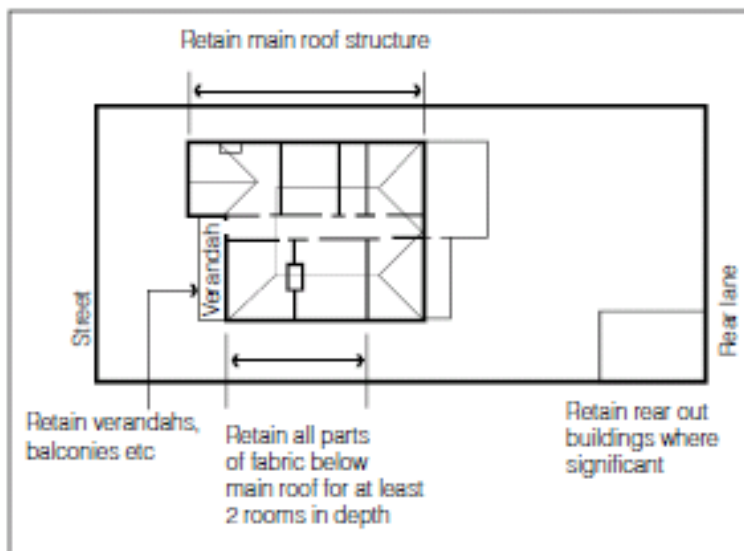


Figure 2 Freestanding larger houses Source: Heritage Council guidelines – Demolition

Full demolition

The policy should require all applications for full demolition to be accompanied by an application for new development and a report from a suitably qualified structural engineer with demonstrated experience in the conservation of heritage buildings. The report should outline the structural condition of the building and the various options available for its management.

2.2 Subdivision**What is the issue?**

Subdivision can impact on the cultural significance of a place and its setting.

Policy intention

- Subdivision of a heritage place should not adversely affect the significance of the heritage place.
- A subdivision layout should maintain an appropriate setting for the heritage place, including the retention of any significant garden areas and elements.

Key content

- Subdivision should retain the significant elements of a heritage place on the one lot. This may include residential buildings, outbuildings, trees or garden features. The statement of significance now required to accompany all places added to the Heritage Overlay after July 2018 may assist in the interpretation of significant elements.
- Ensure that the subdivision of a heritage place will support development that is sympathetic to the scale and setbacks of surrounding heritage places.

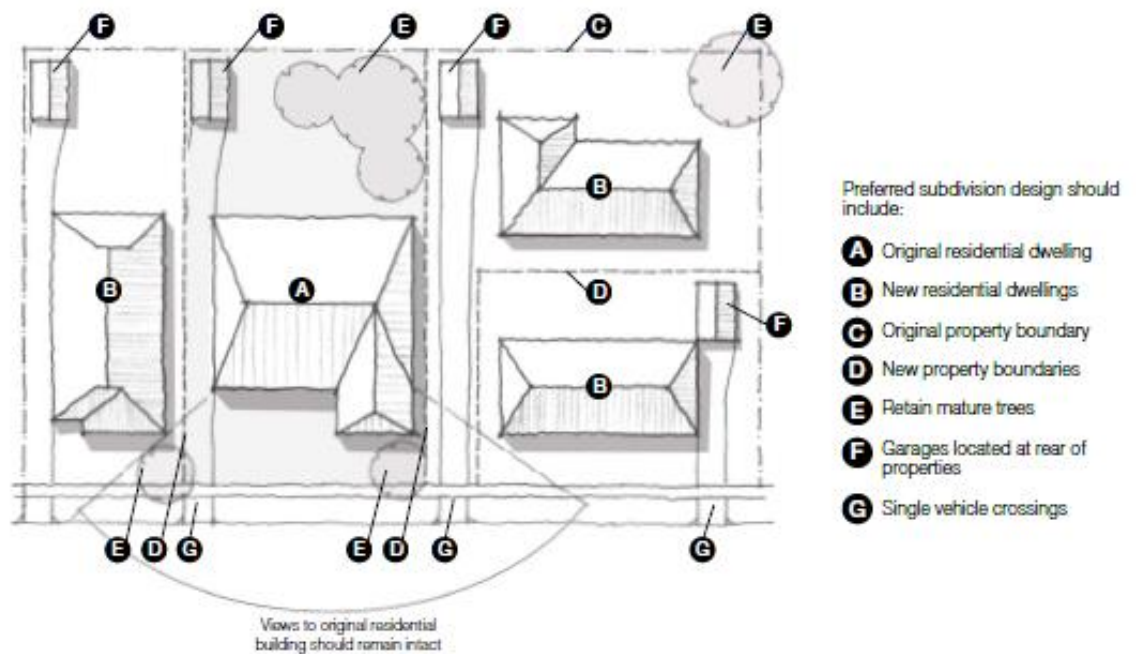


Figure 3 Preferred outcomes for subdivision – larger freestanding houses. Source: Stonnington Design Guidelines

2.3 Alterations and additions

What is the issue?

A heritage place may be impacted by additions and alterations that are unsympathetically designed. The design of alterations and additions is often dominant and highly visible.

Particular issues include:

- Being ‘readily identifiable’ as an addition does not automatically make it sympathetic.
- Policy needs to be made clearer that alterations and additions includes roof decks.
- The visibility of additions varies according to many factors including lot size, location, siting and roof form.
- The demonstration of viewing sightlines. This is not considered an effective measure in controlling the visibility of upper floor additions as it is limited to viewing from the centre front of a house and not when viewed at an oblique angle. The extent of visibility is also dependent on the width of the street with wider streets allowing more visibility through a lower viewing angle.
- There was inadequate consideration of corner sites in the heritage policy.
- There was no policy effectively addressing corner sites.

Learnings from VCAT

Visibility and contemporary design

39-41 Oxford Street Collingwood

Visibility of additions and alterations is not the issue, but the degree to which excessive visibility detracts from the heritage values of the place is. The question to be asked is – which heritage values are impacted and to what degree?

It is not reasonable for a heritage policy to require additions to have no visibility. What is clear is that scale and form is of primary importance in the maintenance of heritage values, and that mitigation of poor outcomes for scale and form is very difficult to achieve through materials or other building details.

The degree to which visibility is acceptable is highly subjective, but visibility tests can be useful as a performance standard. Using ‘design quality’ to justify high visibility additions is unlikely to add clarity or transparency to decision making. This is supported by the Burra Charter Practice Note on New Work. The intention of this Practice Note has not yet been taken up in heritage policies but should be.

The outcome of this VCAT hearing may have been improved by heritage policy that is not so reliant on contemporary design, material palette and being ‘distinguishable’. The key wording is:

*Contemporary design is encouraged **provided that** the cultural significance of the heritage place is also respected.*

261-265 Fitzroy Street Fitzroy

This case addressed the issues of the visibility of alterations to significant elements. The proposed heritage policy provides the following two points regarding significance and visibility. It is intended to require both the consideration of significance and of visibility.

Additions and alterations should be designed not to obscure or alter an element that contributes to the significance of the heritage place.

Additions and alterations should be designed to be either not visible or have limited visibility from key viewing points.

*Corner sites***383 Scotchmer Street North Fitzroy**

The requirements for corner sites need to be specifically addressed in heritage policy and this is best done in a site diagram such as Fig.5. The important issue is one of setbacks that reflect not only the primary frontage but also the secondary frontage. Heritage policy that addressed corner site setbacks may have resulted in a different outcome in this case.

It is appropriate that heritage policy allows for corner sites on streets and on lanes to be considered differently. What is important is consideration of the context and surrounding buildings and their setbacks.

*Roof decks***200 Park Street Fitzroy North**

The roof deck in this case required the removal of part of the front two rooms of the house. Under a 'depth of two rooms' test this would have discouraged this proposal at the assessment stage. Both the use of this test and the inclusion of roof decks specifically as part of additions and alterations, increases the chances that this type of proposal would not gain approval.

246 Canning Street Carlton North

A similar scenario is enacted in the hearing for 246 Canning Street that also involved a roof deck in a prominent location. Canning Street is a cohesive Victorian streetscape and this case may also have benefited from heritage policy that required defining the extent of the heritage place, and its cultural significance. For this site it might reasonably have included the characteristics of the street that are shared by many houses.

Policy intention

The policy for alterations and additions should apply to the following circumstances:

- Ground level additions and alterations.
- Upper level additions and alterations including roof decks.
- Reconstruction.

The intent of the policy should include reference to the following:

- Alterations and additions should provide an appropriate design response to the setting, immediate context and host building.
- A respectful design response is **primarily** demonstrated through appropriate siting, scale and massing in relation to the host building and its surrounding context.
- Additions to the side of a house may be considered providing their scale, design, and distance from the street frontage do not significantly compromise views of the building and site from the public domain or from an adjacent heritage place.
- Where additions are taller than the host building, additions and alterations (including roof decks) are required to be set back from the front and side façades.
- The height of upper level additions and alterations should be proportional to the host building and its context and be either wholly or substantially concealed.
- Reference to atypical buildings as indicators of scale and form is not an appropriate design response.
- Additions and alterations should be designed not to change the original or early elements of a principal facade(s) or primary roof form and to retain building fabric to the depth of at least the front two rooms.

- Additions and alterations should be designed not to obscure or alter an element that contributes to the significance of the heritage place. to accompany all places on the Heritage Overlay may assist in the interpretation of significant elements.
- Additions and alterations should be designed to be either substantially concealed from key viewing points.
- Vistas or view lines to the principal facade(s) of a heritage place should be maintained.

The methods by which these key outcomes may be achieved is through ‘visibility tests’.

Visibility tests

This section provides some analysis of the visibility tests that are commonly used in heritage policy and guidelines. These are essentially performance measures with some analysis and recommendations. The illustrations have been those gathered from other sources and are commonly used as performance measures for how to achieve certain outcomes.

Alterations and additions, if over one storey in height will rarely be able to be totally concealed, however large sites may provide more opportunity to do so. Small and compact sites generally have fewer opportunities for substantial concealment.

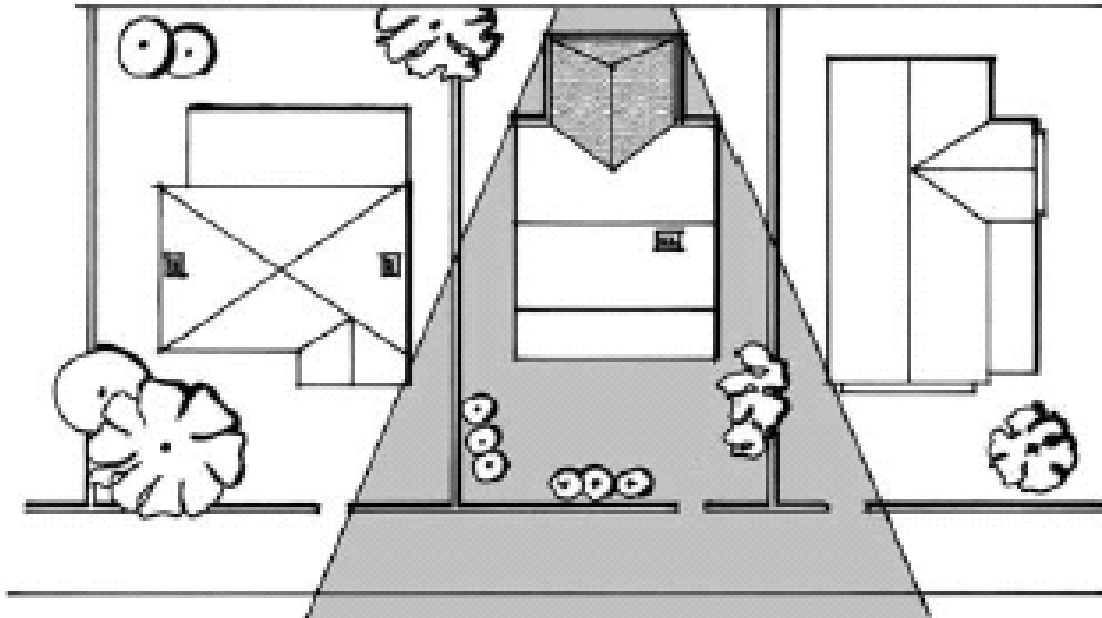


Figure 4 Visibility to the side of a building.

Larger sites may provide opportunity to wholly conceal extensions using a sightline test to determine building envelope. The viewing point is directly at the front of the building. Source: Whitehorse Heritage Guidelines.

This diagram is clearer than the one in the current heritage policy however it may be overly restrictive for small and compact sites. It is recommended that it be applied to lots over 500m² in area. Whilst it does not limit visibility entirely, it provides a performance measure of a greater setback for wider side additions and encourages additions to the rear of the site. The angle is established from the two front points of the building and is not dependent on where the viewer is standing. The depth of two front rooms test results has a similar resultant effect on the visibility of extensions to the side of a house.

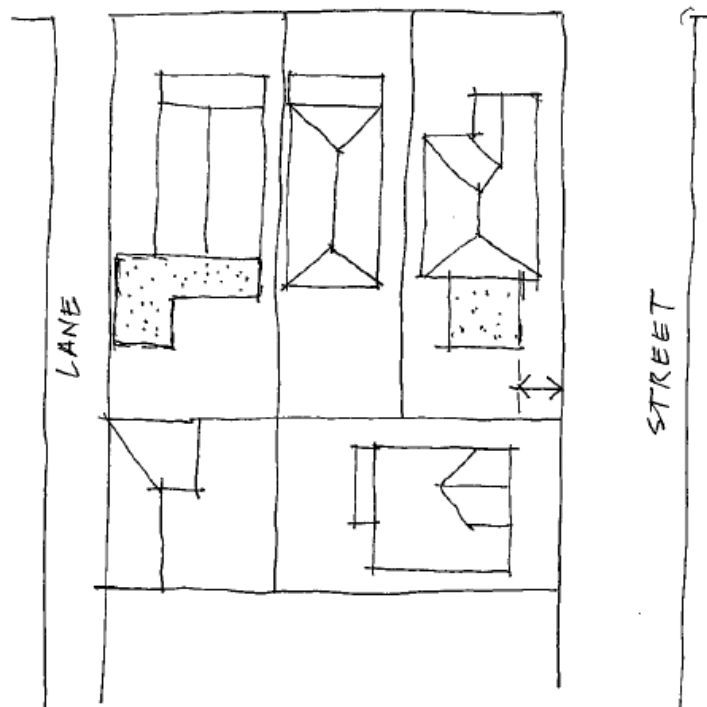


Figure 5 Corner siting on streets and laneways.

Setbacks for additions to houses on corner sites, both for two streets and for street and laneway corners.

Source: Context preliminary sketch

Streets and laneways have evolved historically as very different places. Laneways do allow the opportunity to build to zero setback if that is part of the character of the lane. Setbacks on laneways may be reduced to reflect the predominant setbacks along the laneway. Setbacks to side streets should reflect the setbacks of the houses fronting the side street. It is recommended that a heritage policy allows for differing setbacks depending on whether the corner is a street or a laneway. On corner sites concealment of additions may not be possible, making scale and form an important consideration.

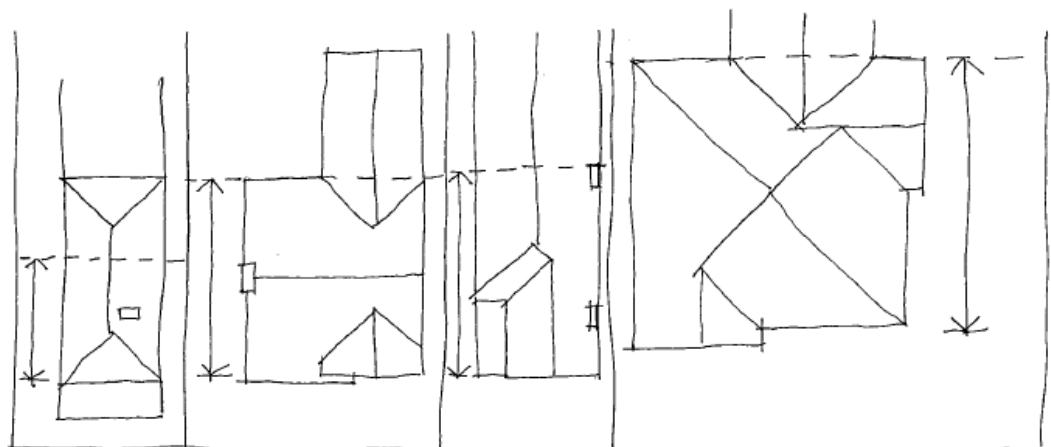


Figure 6 Depth of two rooms test.

Setbacks showing the depth of two rooms for different lot sizes and building typologies as defined by roof form.

Source: Context preliminary sketch adaptation of Stonnington Guidelines, 2000

A review of good and bad examples shows that all types of residential buildings benefit from this test. It is useful in promoting the conservation of the primary roof form and the chimneys. It is recommended that a performance measure based on the depth of two rooms test be included.

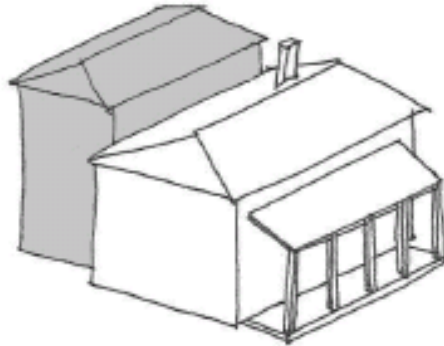


Figure 7 Additions sited behind the primary roof form – small lots

Small lots may create the opportunity for additions to be concealed behind the primary roof form.

Source Manningham Design Guidelines



Figure 8 Additions sited behind the primary roof form – large lots

For larger freestanding houses extensions can be concealed behind the primary roof form.

Source Moreland Design Guidelines

It is recommended that a performance measure on siting additions behind the primary roof form be used.

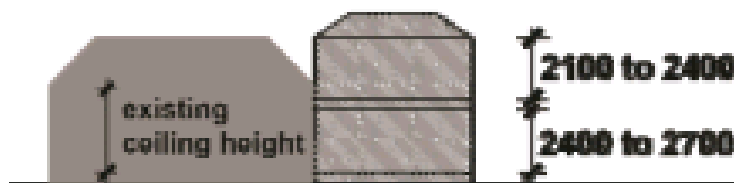


Figure 9 Using ceiling heights as a guide to height of two storey additions

Source: Moreland Heritage Guidelines

This is less a visibility test than a tool for achieving reasonable height in a two-storey extension. This diagram is a measurement of the ceiling height of the early building – nominally 3.0 metres.

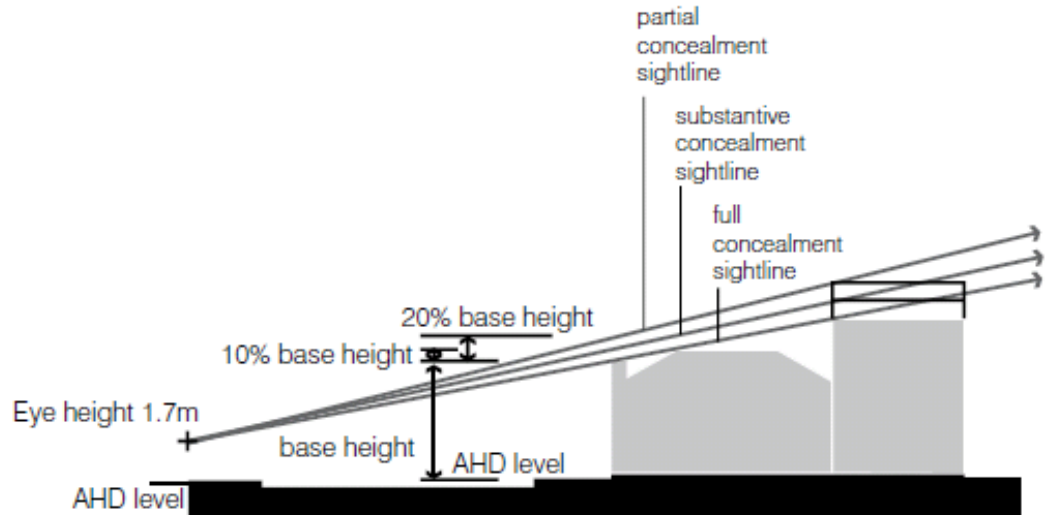


Figure 10 Vertical sightline test with three variables

A sightline test for full, substantive or partial concealment of additions that are taller than the host building.

Source: Heritage Council Guidelines

This vertical sightline test introduces a finer grain of detail to visibility testing and introduces added complexity for no great benefit..

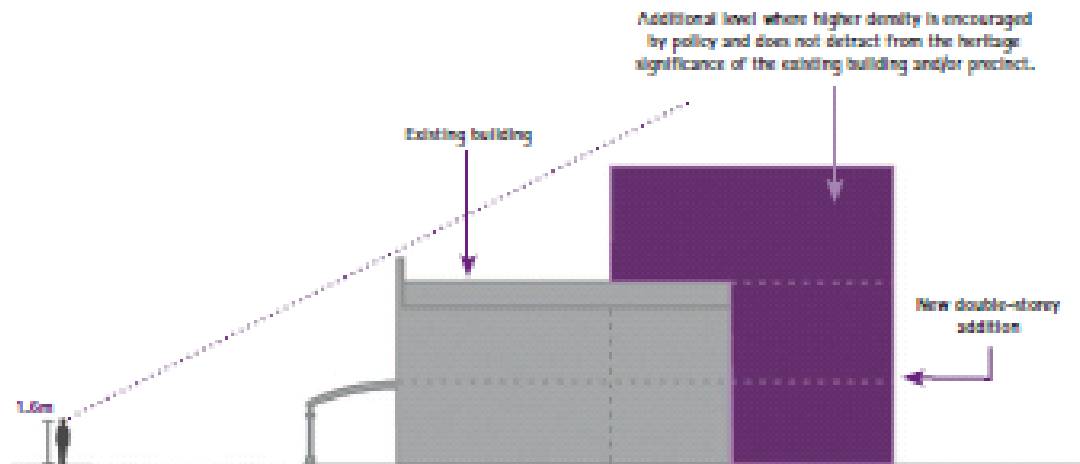


Figure 11 A two storey building and higher additions

Establishing a building envelope by sightline for a two-storey terrace. Source: Moonee Valley Heritage Guidelines.

Summary – visibility tests

Vertical sightline tests have limited success in limiting the visibility of upper floor additions. The sightline established through a fixed viewing point is limited in its effectiveness because the extension can be seen from more than one fixed point.

The sightline test for the ‘depth of two rooms’ or ‘behind the primary roof form’ allows for a setback that is related to the particular roof form and an easily understood performance measure that is less open to conjecture.

Key content

- Limit the visibility of additions to achieve substantial concealment.
- Require proposals for additions and alterations to be sited appropriately, and be of an appropriate scale relative to the host building.
- Show the extent to which the addition is visible to either side of a house (Fig.4).
- Show how additions address corner sites through appropriate setbacks to the street or laneway (Fig.5).
- Retention of the depth of the front two rooms (Fig.6). This addresses the situation where the ridgeline is perpendicular to the street i.e. gable fronted, hip fronted, or with a parapet. It covers all lot sizes, small, compact and large.
- Retention of the primary roof form (Figs 7 & 8) This addresses the situation where the ridgeline is parallel to the street or where is a dominant roof form that should be retained. It covers all lot sizes, small, compact and large.

Reconstruction of significant elements

Encourage the accurate reconstruction of elements where they have previously been removed.

Elements may include, but are not limited to:

- Verandahs
- Roofing
- Wall claddings
- Windows
- Front fences
- Other architectural details and features.

2.4 New buildings**What is the issue?**

- The design of new buildings should have close regard to the urban context in which they are located.
- Reference to atypical buildings as indicators of scale and form is not an appropriate design response.
- There may be different design approaches that are appropriate, depending on the context.
- New buildings should provide an appropriate design response to the setting, context and host building.
- Alterations and additions should not result in a loss of heritage value to individually significant and contributory places.

Learnings from VCAT***Atypical examples as precedents*****396 Canning Street Carlton North |**

Two related issues are of interest in this case. The use of atypical examples as precedents and the definition of the heritage place as the surrounding context rather than the individual place. The key content in the heritage policy includes:

A respectful design response is primarily demonstrated through appropriate siting, scale and massing in relation to the host building and its surrounding context

This would suggest that both the individual place and its context are considered. More weight might reasonably be given to contextual surroundings for a contributory place. For an individually significant place more weight may be given to significant attributes of the host place. The policy might benefit from differentiation in this regard, with specific reference to whether the place is contributory or individually significant.

The heritage policy intent includes reference to atypical examples in the following way:

Reference to atypical buildings as indicators of scale and form is not an appropriate design response.

This lends weight to the argument that atypical buildings should not be considered as the new benchmark for height or dominance. This is equally important whether the atypical building is a contemporary one or a heritage place, for example a church or other public building in a street of houses will be atypical but is not a reference point for additions to a house.

Policy intention

- Demonstrate in the design response, an understanding of the extent and values inherent in the cultural significance of the place. The use of site analysis diagrams is beneficial.
- Cultural significance, and the response to it should be demonstrated in the application requirements.
- A definition of the heritage place that is being responded to needs to be included. The boundary of the heritage place may be the individual site, the street or part of it, or the whole precinct. Where precincts are either very large and/or diverse in character the boundary of the area being considered is likely to be smaller to be meaningful.
- Reference to the Burra Charter Practice Note on Article 22 (Appendix 2) that encourages new buildings that support the cultural significance of the place.
- Reference to atypical buildings as indicators of scale and form is not an appropriate design response.

The policy should encourage new buildings that:

- Reinforce the spatial characteristics and relationships between buildings that form part of cultural significance
- Do not dominate adjoining heritage buildings
- Respect the scale, form, siting, setting and front and side setbacks of nearby heritage places (Fig. 12).
- Do not obscure views of the principal façade(s) or identified significant features of surrounding heritage places.

Key content

Where appropriate, such as in a street of uniform buildings, including a row or terrace, encourage a sympathetic approach to new buildings. (Fig. 15)

Contemporary design is encouraged provided that the cultural significance of the heritage place is also respected.

Contemporary designs for new buildings should also have regard to:

- Prevailing front and side setbacks
- Appropriate scale - height relative to the surrounding context
- Appropriate massing - roof form and pitch relative to the surrounding context

- Complementary materials and colours

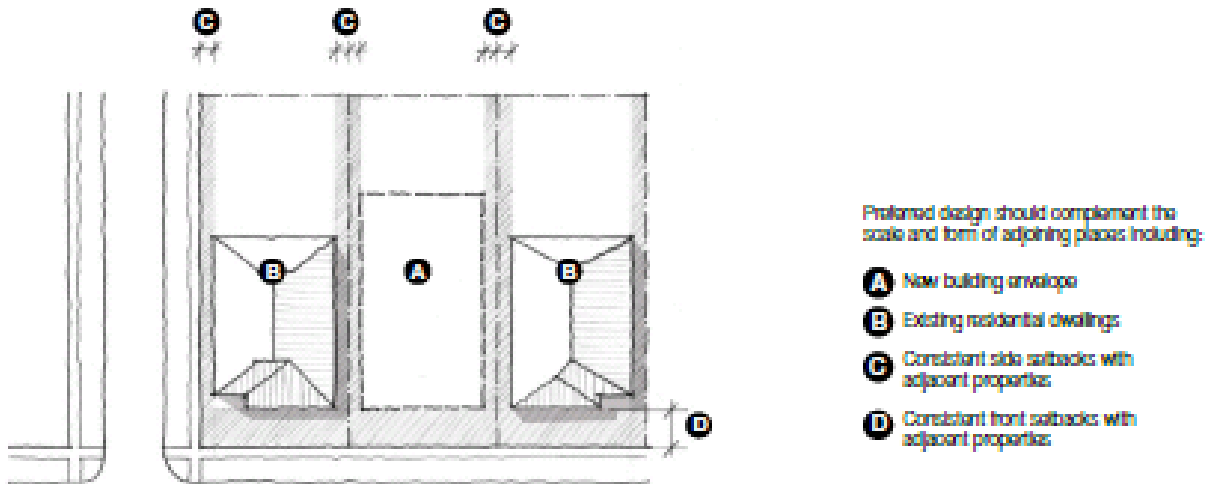


Figure 12 Residential setbacks, orientation and siting

This diagram could be made more useful with a greater diversity of setbacks shown.

Source: Stonnington Guidelines

Reconstruction – new buildings

Reconstruction of entire buildings is not generally recommended and is not recommended as an alternative to demolition or removal.

Reconstruction may be appropriate for a missing house in an otherwise identical row or terrace. A reconstructed building should be distinguishable **at close quarters**, but its scale and form may be identical.

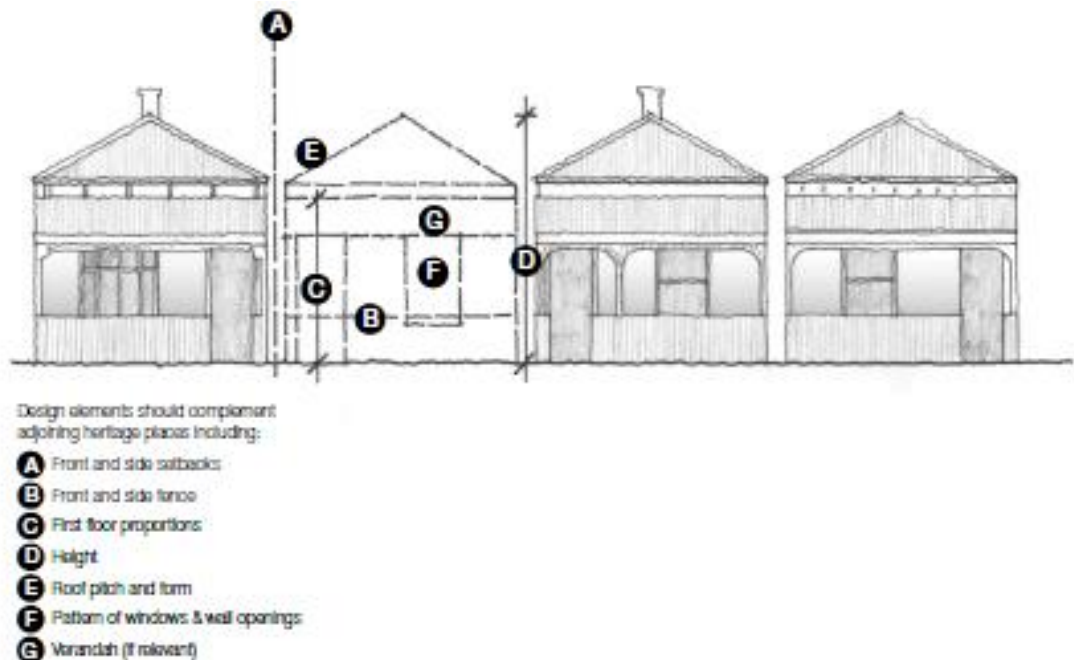


Figure 13 Modelling the form and scale of neighbouring buildings

Source: Stonnington Design Guidelines

REFERENCES

Australia ICOMOS Charter for Places of Cultural Significance, *Burra Charter*, 2013

Australia ICOMOS, Burra Charter Practice Note, 2013, Article 22, New Work

Heritage policies

City of Yarra

City of Brimbank

City of Port Phillip

City of Moonee Valley

City of Moreland

Heritage guidelines

City of Manningham – Warrandyte Township Guidelines, 2007

City of Greater Bendigo, Heritage Design Guidelines, 2015

Victorian Heritage Council Heritage Guidelines, 2007

City of Moonee Valley Heritage Guidelines (n.d.)

City of Greater Geelong Heritage and Design Guidelines, 1997

Darebin Heritage Guide, Alterations and Additions 1998

Darebin Heritage Guide, Residential Infill, 1998

City of Moreland, Heritage Guideline 2, alterations and additions to houses in heritage areas (n.d.)

City of Stonnington Heritage Design Guidelines, 2016

City of Stonnington Heritage Guidelines, 2000

City of Whitehorse, Guidelines for Alterations and Additions to individually listed dwellings in the Heritage Overlay, (n.d.)

NSW Heritage Office and RAI NSW Chapter, Design in Context, Guidelines for Infill Development in the Historic Environment, 2005

VCAT decisions

383 Scotchmer Street, Fitzroy North VCAT Ref. No. P2115/2014

39-41 Oxford Street, Collingwood VCAT Ref. No. 1527/2013

200 Park Street, Fitzroy North VCAT Ref. No. P2255/2016

246 Canning Street, Carlton North VCAT Ref. No. P125/2017

261-265 Fitzroy Street, Fitzroy VCAT Ref. No. P1231/2014

396 Canning Street, Carlton North VCAT Ref. No. P2605/2013

APPENDICES

- 1 Residential typologies in Yarra
- 2 Burra Charter Practice Note Article 22 New Work
- 3 Design in Context - application requirement checklist (example)

Residential types in the City of Yarra

Introduction

The City of Yarra is made up of a diverse group of suburbs with varied residential building types and streetscapes. Residential character varies considerably throughout the municipality. Defining what makes the special qualities of residential character is important in structuring an effective heritage policy.

Residential areas are defined by characteristics that include, but are not limited to, scale, form, siting, materials and colour and detailing. These characteristics underpin residential building typologies and are keys to structuring policy.

- Scale
 - Height
 - Density
 - Grain
- Form
 - Volume
 - Roofline and slope
 - Repetition
- Siting
 - Orientation to street frontage
 - Setback patterns
 - Alignment
 - Views and vistas
- Materials and colour
 - Predominant building materials
 - Texture
 - Pattern
 - Colour
- Detail elements
 - Predominant patterns
 - Repetition
 - Particular distinctive detail

Examples

The following broad groupings identifying compact, medium and large character areas provide some instructive information for the further identification of residential typologies using the characteristics defined above.

Compact character

- Narrow frontage
- No or minimal front setback
- Single storey (or small double storey)
- Hipped roof or parapet
- Terraced house or small freestanding cottage
- Located on narrow street with minimal landscaping and dense development.

Typically, houses in this category would be from the mid-late nineteenth century, and built as small dwellings in the suburbs of Richmond, Collingwood, Abbotsford and parts of Fitzroy and Carlton.



Figure 1. Richmond (typical terrace row with narrow street frontages and minimal setbacks).



Figure 2. Richmond (small detached dwelling).



Figure 3. Richmond (terrace row with single roof form, narrow frontages, minimal setbacks on crowded street setting).



Figure 4. North Carlton (row of small terraces with minimal street setbacks).

Medium sized character

- Wider frontages than above
- Houses set back behind small or medium sized gardens
- Single or double storey
- Hipped roof or parapet
- Large terraced houses or terraced styled houses detached or semi-detached,
- Detached houses with narrow side set backs
- On wider streets with some landscaping

Typically, these houses date from the early 20th century, or are double fronted examples from the late twentieth century. They represent a better class of housing in the working suburbs of Richmond and Fitzroy, and the lower end of development in the more prestigious parts of the municipality such as North Fitzroy, North Carlton and Alphington.



Figure 5. Richmond (wide frontages, minimal setback, semi detached, double fronted houses, wide street).



Figure 6. Clifton Hill (wide frontages, medium set back and front garden, semidetached, wide open street).



Figure 7. Clifton Hill (mixed row with generally wide frontages, attached or narrow side setbacks, mix of double fronted and single fronted, narrow front setback, wide open street).



Figure 8. North Carlton (row of mixed terraces, single fronted but with more generous frontage and front setbacks, wide open street setting).



Figure 9. Richmond (generous terraces and double fronted, narrow front setbacks, corner and laneway boundaries, medium width street setting).

Large character

- Free standing houses located on large garden blocks, with deep front and side setbacks.
- Single or double storey
- Located on wide tree lined streets



Figure 10. Clifton Hill (wide generous garden block, open wide street, large detached house).



Figure 11. North Fitzroy (large double storey detached house on large garden block, wide open street setting).



Figure 12. Alpbington (generous house on large garden site).

Burra Charter Article 22 — New Work

1 Purpose

This Practice Note provides guidance on the application of Article 22 of the *Australia ICOMOS Burra Charter, 2013* (hereafter *Burra Charter*). It is not a substitute for the *Burra Charter*.

The 1999 version of Article 22.2 of the *Burra Charter* (*'New work should be readily identifiable as such'*) has sometimes been used to support new design which does not respect the cultural significance of the place. Consequently, in the 2013 *Burra Charter* Article 22.2 has been revised to read: *New work should be readily identifiable as such, but must respect and have minimal impact on the cultural significance of the place.*

Scope

This Practice Note covers:

- 1 Purpose
- 2 What is New Work
- 3 Common issues in relation to New Work
- 4 Resources

2 What is New Work?

New work means additions or changes to a place and is commonly undertaken as part of *adaptation* (Articles 1.9, 21 of the *Burra Charter*) where a place is modified to suit an existing use or a proposed new use. New work may include additional buildings or structures at a place, as well as alterations to an existing building, to introduce new services, or to comply with legal or code requirements.

Terminology

Repair	<i>Repair involves restoration or reconstruction.</i> (Article 1.5)
Reconstruction	<i>Reconstruction means returning a place to a known earlier state and is distinguished from restoration by the introduction of new material.</i> (Article 1.8)
Adaptation	<i>Adaptation means changing a place to suit the existing use or a proposed use.</i> (Article 1.9)

3 Common issues in relation to New Work

Issue: Being readily identifiable does not automatically make new work sympathetic to the place.

The Burra Charter should always be read as a whole.

Guidance: As the preamble to the *Burra Charter* explains, *the Charter should be read as a whole and many articles are interdependent.* It is not appropriate to quote a single article as justification for

proposed works. All work should comply with the Charter as a whole, and this means that while new work should be readily identifiable, it should also:

- Not *adversely affect the setting* of the place (Article 8)
- Have *minimal impact on the cultural significance of the place* (Article 21.1)
- *Not distort or obscure the cultural significance of the place, or detract from its interpretation and appreciation* (Article 22.1)
- *Respect and have minimal impact on the cultural significance of the place* (Article 22.2).

An important factor in the success of new work is the quality and sensitivity of the design response. New work should respect the context, strength, scale and character of the original, and should not overpower it. The key to success is carefully considered design that respects and supports the significance of the place. Imitative solutions should generally be avoided: they can mislead the onlooker and may diminish the strength and visual integrity of the original. Well-designed new work can have a positive role in the interpretation of a place.

The cultural significance of a place and its particular circumstances will determine any constraints on the design of new work. If, for example, the issue is replacement of a removed building (producing a 'missing tooth') in a row of buildings that have a degree of uniformity, then the new work should closely follow the existing buildings in bulk, form, character, complexity of detail, set back, etc. Detailing of joinery or masonry should be modified to indicate the new work.

There will be other places where there are less contextual constraints on the design of new work. These will be where there is a greater diversity in the setting, or where the siting, form and scale of the new work will not adversely impact on significance. As Article 15.1 says: *The amount of change to a place and its use should be guided by the cultural significance of the place and its appropriate interpretation.*

Issue: The importance of getting the study boundary right

There may be different outcomes depending on the choice of study boundary.

Guidance: The boundary of the area being considered may need to be changed to properly understand a particular situation. Using the example of the missing tooth in a row of buildings: if an important aspect of their significance is the uniformity of the group, then the scale of reference should be changed to include the whole row and replacement of the missing one should be treated as reconstruction (Article 20), rather than new work. This would be the case where the buildings in the row are essentially identical, and where they are significant for that uniformity — a rigorous understanding of significance is critical.

Issue: Recognising that there is a distinction between New Work and Reconstruction

Fabric is treated differently, depending on whether it is New Work or Reconstruction.

Guidance: There is often confusion about the distinction between new work (Article 22) and the work done as part of reconstruction (Articles 1.8 and 20). While reconstruction makes use of new materials, it is not new work in the *Burra Charter* sense. Whereas *New work should be readily identifiable as such* (Article 22.2), *Reconstruction should be identifiable on close inspection or through additional interpretation* (Article 20.2). Thus repairs (of which reconstruction is the most common) should **not** be readily apparent, so that the cultural significance of the place is not distorted or obscured, and can be clearly understood. At the same time there is the need to be honest about

the repairs, so they should be identifiable, by subtly modifying materials or details, or by incorporating the date and/or marking devices that indicate the extent of the work.

4 Resources

Primary resources

Australia ICOMOS, 2013 *The Burra Charter: the Australia ICOMOS charter for places of cultural significance 2013*. Available from <http://australia.icomos.org/publications/charters/>

Walker, M. & Marquis-Kyle, P., 2004 *The Illustrated Burra Charter: good practice for heritage places*. Australia ICOMOS. Available from <http://australia.icomos.org/publications/charters/>

Other key guidelines

NSW Heritage Office and RAIA NSW Chapter, 2008 *New uses for heritage places: guidelines for the adaptation of historic buildings and sites*. Available from <http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/NewUsesforHeritagePlaces.pdf>

NSW Heritage Office and RAIA NSW Chapter, 2005 *Design in context: guidelines for infill development in the historic environment*. Available from <http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/DesignInContext.pdf>

ASSESSING NEW DEVELOPMENT IN A HISTORIC CONTEXT

THIS SECTION PROVIDES INFORMATION ON HOW STATUTORY BODIES ASSESS DEVELOPMENT APPLICATIONS FOR NEW BUILDINGS AFFECTING A HERITAGE LISTED CONTEXT.

Assessors take a number of aspects into account when appraising development applications. When assessing heritage impact the assessor will check that the development meets the design criteria outlined in these guidelines. Design quality will be an important element. Given that most heritage buildings and conservation areas have been listed for their historic and/or architectural (aesthetic)

significance, it is almost impossible to ignore design quality in the assessment process. Heritage assessment is often accused of being subjective, and to some extent there will be a subjective element to the process. It is possible, however, to define objectives for assessing development within an established and valued historic context. The design criteria put forward in these guidelines attempt to do this.

This checklist assists designers, applicants and assessors to determine whether the proposal is appropriate. It encompasses both the qualitative aspects of the design of the building and the quality of its contribution to its historic context.

ASSESSING NEW DEVELOPMENT IN AN HISTORIC CONTEXT: CHECKLIST FOR APPLICANTS AND ASSESSORS

PART A: DOCUMENTS TO BE INCLUDED	APPLICANT'S CONFIRMATION	ASSESSOR'S COMMENTS
Date of submission		
Statement of heritage impact statement (SOHI) Include a statement of significance for any heritage item, precinct or conservation area affected by the new development Respond to the design criteria described in Design in Context in graphic and written point form (see Part B of this checklist)		
Site plan Showing setting including adjacent properties, buildings, trees and structures such as fences 1:200 scale min.		
Landscape plan 1:100 scale		
Floor plans 1:100 scale		
Sections and details 1:100 scale minimum		
Elevations 1:100 scale minimum		
Fencing details 1:50 scale minimum		
External materials and colours Provide schedule and, where required, a sample board		
Working model 1:200 scale minimum		

ASSESSING NEW DEVELOPMENT IN AN HISTORIC CONTEXT: CHECKLIST FOR APPLICANTS AND ASSESSORS

PART B: CHECKLIST FOR INCLUSION IN HERITAGE IMPACT STATEMENT: RESPONSE TO DESIGN CRITERIA	APPLICANT'S CONFIRMATION	ASSESSOR'S COMMENTS
<p>01. CHARACTER</p> <p>Use annotated diagrams, photographs and/or sketches to describe the factors which contribute to the character of the historic context, including:</p> <ul style="list-style-type: none"> • topography of site and its surroundings; • distinctive landscape elements and quality; • street and subdivision patterns; • date and style of built form; • figure/ground and figure/landscape qualities; • views, vistas and skylines; • local culture and traditions; • uses; • consistency or repetition of above factors. 		
<p>02. SCALE</p> <p>Annotate drawings, photographs of model or photomontages to describe the relationship between the proposed new development and the context, in terms of the following design criteria:</p> <ul style="list-style-type: none"> • scale of buildings; • building and wall heights; • massing; • density — pattern of arrangement of buildings and size of buildings; • proportions; • rhythm of buildings and landscape; • floor-to-floor heights and relationship to ground or street plane; • modulation of walls, openings and roof planes in response to the scale of neighbouring buildings; • transition between different heights (for example, through the use of setbacks). 		
<p>03. FORM</p> <p>Annotate drawings, photographs of model or photomontages to describe the relationship between the proposed new development and the context, in terms of the following design criteria:</p> <ul style="list-style-type: none"> • predominant form of neighbours; • roof form and skyline — ridge and parapet lines, roof slopes, punctuation by party walls, chimneys and lanterns or skylights; • proportion and number of openings; • solid to void ratios; • relationship between internal and external spaces. 		

ASSESSING NEW DEVELOPMENT IN A HISTORIC CONTEXT

ASSESSING NEW DEVELOPMENT IN AN HISTORIC CONTEXT: CHECKLIST FOR APPLICANTS AND ASSESSORS

PART B: CHECKLIST FOR INCLUSION IN HERITAGE IMPACT STATEMENT: RESPONSE TO DESIGN CRITERIA	APPLICANT'S CONFIRMATION	ASSESSOR'S COMMENTS
<p>04. SITING</p> <p>Annotate drawings, photographs of model or photomontages to describe the relationship between the proposed new development and the context, in terms of the following design criteria:</p> <ul style="list-style-type: none"> • predominant setbacks — front, side and rear; • boundary walls and fences; • orientation and address of buildings; • location and dimensions of driveways and garages and design strategies to reduce their visual and physical impact on the streetscape; • retention of views and vistas to and from the new development, across townscape or landscape; • retention of natural features of significance; • retention of significant archaeological remains; • quality of spaces created between existing and new. 		
<p>05. MATERIALS AND COLOUR</p> <p>Annotate drawings, photographs of model or photomontages to describe the relationship between the proposed new development and the context, in terms of the following design criteria:</p> <ul style="list-style-type: none"> • response to predominant materials, textures and colour palette — harmonious, complementary, contrasting; • commensurate quality of new materials; • qualities of light and shadow; • hierarchy of material use (for example, solid masonry base and lightweight upper levels); • relationship between skeleton or structure and skin. 		
<p>06. DETAILING</p> <p>Annotate drawings, photographs of model or photomontages to describe the relationship between the proposed new development and the context, in terms of the following design criteria:</p> <ul style="list-style-type: none"> • response to distinctive details of neighbouring existing buildings — reinterpretation in contemporary materials, contrast; • relationship of new fences, garden walls, planting and landscape elements to important existing details; • unobtrusive design of new service elements, such as solar panels and water tanks. 		