

Collingwood Mixed Use Pocket Heritage Analysis & Recommendations



Figure 1. Aerial photograph of the Collingwood Mixed Use Pocket – shaded in red (©nearmap, 4 April 2018)

6 June 2018

Prepared for the City of Yarra

GJM Heritage

a: Level 3, 124 Exhibition Street [GPO Box 2634], Melbourne, VIC 3001

t: 0481 284 130

e: enquiries@gjmheritage.com

w: www.gjmheritage.com

© GJM Heritage (2018)
All Rights Reserved

Personnel:

Jim Gard’ner, Director	GJM Heritage Registered Architect
Renae Jarman, Director	GJM Heritage Heritage Planner
Ros Coleman, Associate	GJM Heritage Architectural Historian
Jessi Briggs, Associate	GJM Heritage Architectural Historian

Photographic credits:

All photos were taken by GJM Heritage unless otherwise stated.

Document versions

Project no.	Version	Issued to	Date issued
2017-004	0.1 Draft	Amruta Pandhe	27 April 2018
	0.2 Draft	Amruta Pandhe	18 May 2018
	1.0 Final	Amruta Pandhe	6 June 2018

Table of Contents

1. Introduction	1
1.1 Collingwood Mixed Use Pocket	1
1.1.1 Location	1
1.1.2 Brief History of Collingwood	1
1.2 Scope of the Heritage Analysis & Recommendations Report	2
1.3 Methodology	2
2. Analysis of the Planning Context	4
2.1 Activity Centre Planning and Heritage	4
2.2 Yarra Planning Scheme – Heritage Provisions	4
2.2.1 Heritage Policy	4
2.2.2 Landmarks and Tall Structures	7
2.2.3 Built Form and Design Policy	7
2.2.4 Heritage Overlay	8
3. Heritage in Design and Development Overlays – Panel Findings	9
3.1 Moreland Amendment C134	9
3.2 Boroondara Amendment C108	10
3.3 Whitehorse Amendment C175	11
4. Description & Zoning	12
4.1 Description	12
4.1.1 Peel Street and South	12
4.1.2 North of Peel Street	12
4.1.3 Recent Development	12
4.2 Zoning	13
5. Existing Heritage Status & Recommended Changes	14
5.1 Existing Heritage Character	14
5.2 Victorian Heritage Register	15
5.3 Heritage Overlay	17
5.4 Recommended Changes to Heritage Controls	19
5.4.1 Amendments to the VHR - Former Foy & Gibson Complex	19
5.4.2 18-22 Derby Street	22
5.4.3 33-45 Derby Street	22
5.4.4 Other mapping and grading corrections	24
6. Potential Future Character Considerations	26
6.1 Southern Sub-Precinct – Peel Street and South	26
6.2 Northern Sub-Precinct – North of Peel Street	27

6.3	Across the Collingwood Mixed Use Pocket	28
7.	Recommended Built Form Parameters	29
7.1	Industrial Buildings Subject to the Heritage Overlay	29
7.2	Fine Grained Commercial Buildings Subject to the Heritage Overlay	30
7.3	Fine Grained Residential Buildings Subject to the Heritage Overlay	31
7.4	Prominent Buildings Subject to the Heritage Overlay	32
7.5	Infill Sites within the Heritage Overlay	32
7.6	Development Abutting Land Subject to the Heritage Overlay	33
8.	Built Form Recommendations	34
8.1	Additional Guidance	35
Appendix 1: Collingwood Slope Precinct Citation - HO318		37
Appendix 2: Victoria Parade Precinct Citation – HO336		40

1. Introduction

1.1 Collingwood Mixed Use Pocket

The City of Yarra (Council) is endowed with a large number of heritage places that are recognised on the Heritage Overlay of the Yarra Planning Scheme or the Victorian Heritage Register (VHR) and are highly valued by the local community. These heritage places range from broad precincts to individual buildings and structures and encompass residential areas, commercial high streets, major civic and institutional buildings, and remnants of Yarra's industrial past. As well as helping define the character of the City these places contribute to the what makes the municipality a desirable and attractive place for visitors and locals alike.

Areas such as the Collingwood Mixed Use Pocket contribute to the character of the municipality and contain precincts and individual buildings that are valued by the community and are recognised through their inclusion in the Heritage Overlay of the Yarra Planning Scheme. However, the Mixed Use Zoning (MUZ) applied to these areas presents a challenge: how do we balance the retention of the recognised heritage places with the need to ensure the long-term viability of these areas and meet the growth objectives of the Yarra Planning Scheme?

1.1.1 Location

The suburb of Collingwood is bounded by Alexandra Parade to the north, Victoria Parade to the south, Smith Street to the west and Hoddle Street to the east. The Collingwood Mixed Use Pocket is located in the southwest quadrant of the suburb and is generally bounded by Little Wellington Street to the north, immediately north of the properties fronting Victoria Parade to the south, Little Oxford Street the west and Wellington Street to the east.

1.1.2 Brief History of Collingwood

Adapted from the City of Yarra Gaps Study 2012 prepared by Lovell Chen.

In 1838-9, eighty-eight allotments in what became Fitzroy, Collingwood and Richmond were made available as part of the first land sales outside of the town reserve of Melbourne. The low, flat area near the Yarra River, which became known as the Collingwood Flats, was considered to be less desirable than the more elevated, 'healthy' areas of Fitzroy and Richmond in the late 1830s and 1840s.

Early street layout in Collingwood had an unplanned character, as the subdividers of the original large allotments laid out roads to suit their own purposes. Langridge Street was known as Elizabeth Street between Wellington and Rupert streets in the 1850s, and terminated at Wellington Street. Charles Hutton, the owner and subdivider of the land east of Smith Street in East Collingwood, had created Peel and Derby streets as thoroughfares to Smith Street, and it was only later that Langridge Street was created to form an extension to Gertrude Street.

East Collingwood, as the suburb was originally known, began to develop a manufacturing industry from the 1840s, with the numbers of factories increasing significantly after the gold rushes commenced. By 1870, 43 factories were recorded as operating in Collingwood, the most of any suburb outside of the town of Melbourne. The late nineteenth century saw the construction of major industrial complexes on the Collingwood Slope such as the Foy & Gibson woollen mills and factories. Major distilleries and breweries such as the Yorkshire Brewery were also established at this time. The western edge of Collingwood is defined by Smith Street, one of the City of Yarra's major commercial high streets which was developed along the tram route to serve the local community and now is a major retail and hospitality destination.

The area continued to be popular for light manufacturing and service industries into the mid-twentieth century. In the post-Second World War period commercial buildings and offices were developed at a time when the larger factories were closing and starting to be repurposed for residential and other uses. As industrial activities have declined there has been an increase in apartment development and residential uses from the end of the twentieth century to the present day. This gentrification of the area has also seen an increase in restaurants, cafes and other hospitality uses.

Collingwood continues to develop rapidly with particular pressure from residential development.

The citations for HO318 – Collingwood Slope Precinct and HO336 – Victoria Parade Precinct are provided at Appendices 1 and 2 respectively.

1.2 Scope of the Heritage Analysis & Recommendations Report

This report forms part of a suite of analysis that considers the Victoria Street and Bridge Road commercial corridors and associated mixed use pockets as well as the Smith and Brunswick Street commercial corridors (including the Gertrude and Johnston Street commercial strips) and associated mixed use pockets including the Collingwood Mixed Use Pocket. The Collingwood Mixed Use Pocket has been considered outside of the wider study area because of its discrete nature and the high level of development pressure that is impacting on the heritage values of the precinct.

The purpose of this advice is to ensure that the Built Form Framework being developed by Hansen Partnership for the Collingwood Mixed Use Pocket takes proper account of the heritage values of the recognised heritage precincts and individual buildings within the study area, and results in planning controls that reflect fully integrated decision-making.

The analysis within this report considers:

- The suitability of the extent of the Heritage Overlays for places and precincts within the Collingwood Mixed Use Pocket.
- The heritage grading of each property within the Heritage Overlay in the *City of Yarra: Review of Heritage Overlay Areas 2007 – Appendix 8, Revised May 2017* (Appendix 8).
- The currency of the existing Statements of Significance for places and/or precincts to ensure they provide adequate guidance for the management of important heritage features.
- Places not currently included on the Victorian Heritage Register (VHR) but which may warrant nomination to the VHR.
- Built form parameters necessary to appropriately manage increased mixed use development within the context of the heritage places and/or precincts.

1.3 Methodology

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

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

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

- The relevant provisions of the Yarra Planning Scheme are:
 - Clause 15.03 'Heritage'
 - Clause 21.05-1 'Heritage'
 - Clause 22.02 'Development Guidelines for Sites Subject to the Heritage Overlay'
 - Clause 22.03 'Landmarks and Tall Structures'
 - Clause 22.10 'Built Form and Design Policy'
 - Clause 43.01 'Heritage Overlay'
 - Clause 43.01 'Schedule to the Heritage Overlay'
 - Clause 55.07 'Apartment Developments'
- PPN 1: *Applying the Heritage Overlay* (January 2018) (PPN1)
- PPN 59: *The role of mandatory provisions in the planning schemes* (June 2015) (PPN59)
- PPN 60: *Height and setback controls for activity centres* (June 2015) (PPN60).

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

- Boroondara C108 'Neighbourhood Centres and Commercial Corridors' (26 February 2014)
- Banyule Planning Scheme Amendment C93 'Implementation of the Ivanhoe Structure Plan' (1 July 2014)
- Moreland Planning Scheme Amendment C134 'Brunswick Activity Centre' (15 May 2015)
- Melbourne Planning Scheme Amendment C240 'Bourke Hill' (4 May 2015)
- Bayside Planning Scheme Amendments C113, C114 and C115 'Mandatory provisions for the Sandringham Village, Bay Street and Church Street Activity Centres' (14 January 2015)
- Whitehorse Planning Scheme Amendment C175 'Box Hill Metropolitan Activity Centre' (6 October 2017).

We have approached the preparation of this analysis as follows:

1. Completion of a desktop review of the above listed documents. The extent of the Heritage Overlays were cross-checked against Google Streetview. This preliminary review familiarised the project team with the heritage fabric of the study area prior to fieldwork being undertaken.
2. Completion of fieldwork by Jim Gard'ner, Renae Jarman and Ros Coleman. All buildings and structures within the study area were inspected from the public realm. The purpose of the fieldwork was to:
 - Review the suitability of the extent of the existing Heritage Overlays and to identify if gaps existed.
 - Review the suitability of the existing Statements of Significance for heritage places and precincts against the extant heritage fabric and to identify where the statements require updating to ensure heritage features can be properly considered in proposals for change.
 - Review the extant heritage fabric against the heritage gradings contained within Appendix 8 and to identify any inconsistencies and inaccuracies.
 - Review the heritage buildings and streetscapes within the study area to identify the architectural and streetscape heritage features (e.g. parapets, roof forms, view lines, corner sites) that are relevant to a consideration of built form recommendations.
3. Participation in workshops with Council and Hansen Partnership. The workshops:
 - Reviewed the existing built form characteristics and subdivision patterns of the area.
 - Identified the desired future character of the Collingwood Mixed Use Pocket against heritage analysis and state and local planning policy drivers.
 - Reviewed the key views of landmarks identified in Clause 22.03 – Landmarks and Tall Structures policy and other precinct-based landmarks such as the Foy & Gibson chimneys.
 - Tested built form parameters for new development against the existing heritage fabric within the Collingwood Mixed Use Pocket through modelling prepared by Hansen Partnership.
4. Finalisation of heritage recommendations for new built form parameters having considered the above.

All photographs were taken by GJM unless otherwise stated.

2. Analysis of the Planning Context

2.1 Activity Centre Planning and Heritage

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

The objectives of planning in Victoria as set out in Section 4(1) of the Planning and Environment Act are:

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

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

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

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

Mixed Use Zoned land that is also subject to extensive Heritage Overlay controls – such as the Collingwood Mixed Use Pocket – is an example of where the tension between competing planning objectives must be resolved in a balanced way. The Collingwood Mixed Use Pocket has excellent public transport connections, vibrant retail, commercial and hospitality uses within walking distance and a high demand for housing choice. It is also well served for active transport including the Langridge Street and Wellington Street cycle paths.

The area also contains intact heritage fabric that is highly valued by the local community. A balance between the demand for more intensive development with the protection of the heritage buildings and precincts is therefore required. To achieve this, it is considered necessary that the DDO – and the background work that underpins it – specifically includes heritage considerations which frames the design objectives in terms of mandatory and discretionary controls.

2.2 Yarra Planning Scheme – Heritage Provisions

Council has well-established heritage provisions within its planning scheme at Clauses 21.05-1 and 22.02. Clause 22.10 is also of relevance to the protection of the heritage values of the Collingwood Mixed Use Pocket as this provision includes design guidelines for development abutting land subject to the Heritage Overlay to avoid visually dominate surrounding heritage places.

2.2.1 Heritage Policy

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

- *Strategy 14.1 - Conserve, protect and enhance identified sites and areas of heritage significance including pre-settlement ecological heritage.*
- *Strategy 14.3 - Protect the heritage skyline of heritage precincts.*
- *Strategy 14.4 - Protect the subdivision pattern within heritage places.*
- *Strategy 14.6 - Protect buildings, streetscapes and precincts of heritage significance from the visual intrusion of built form both within places and from adjoining areas.*

Objective 14 and its associated strategies are considered to be generally compatible with appropriately sited and scaled higher density development within the Collingwood Mixed Use Pocket. Strategy 14.3 to 'Protect the heritage skyline of heritage precincts' would not be achieved unless new upper level development was to be of such low scale that it was fully concealed when viewed from the opposite side of the street as defined by the sightline tests described in Figures 2 and 3 of Clause 22.02. Avoiding any new visible built form above the parapets of buildings within the Heritage Overlay - although achieving the 'best' heritage outcome - would not enable a level of development that may reasonably be expected to be achieved within an inner urban mixed use precinct that offers good access to public transport, employment opportunities and activity centres, nor meet other strategic directions of the Yarra Planning Scheme. A balance therefore needs to be struck between achieving the outcome sought by Strategy 14.3 and meeting the development objectives of the Yarra Planning Scheme. An acceptable heritage outcome would be one where, although new built fabric is visible above the parapets or roofline of these buildings, the development is set back and massed to retain the primacy of the heritage streetscape, avoiding visually domination of the existing buildings.

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

- *To conserve Yarra's natural and cultural heritage.*
- *To conserve the historic fabric and maintain the integrity of places of cultural heritage significance.*
- *To retain significant view lines to, and vistas of, heritage places.*
- *To preserve the scale and pattern of streetscapes in heritage places.*
- *To encourage the preservation, maintenance, restoration and where appropriate, reconstruction of heritage places.*
- *To ensure the adaptation of heritage places is consistent with the principles of good conservation practice.*
- *To ensure that additions and new works to a heritage place respect the significance of the place.*
- *To encourage the retention of 'individually significant' and 'contributory' heritage places.*
- *To protect archaeological sites of cultural heritage significance.*

Again, these objectives do not preclude higher density development within the Collingwood Mixed Use Pocket with the possible exception of '*To preserve the scale ... of streetscapes in heritage places*'.

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

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

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

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

General

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

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

Encourage setbacks from the principal street frontage to be similar to those of adjoining contributory buildings; where there are differing adjoining setbacks, the greater setback will apply.

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

Minimise the visibility of new additions by:

- *Locating ground level additions and any higher elements towards the rear of the site.*
- *Encouraging ground level additions to contributory buildings to be sited within the ‘envelope’ created by projected sight lines (see Figure 1).*
- *Encouraging upper level additions to heritage places to be sited within the ‘envelope’ created by projected sight lines (for Contributory buildings refer to Figure 2 and for Individually significant buildings refer to Figure 3).*
- *Encouraging additions to individually significant places to, as far as possible, be concealed by existing heritage fabric when viewed from the front street and to read as secondary elements when viewed from any other adjoining street.*

Discourage elements which detract from the heritage fabric or are not contemporary with the era of the building such as unroofed or open upper level decks or balconies, reflective glass, glass balustrades and pedestrian entrance canopies.

To achieve a reasonable level of development capacity, discretion would need to be applied in relation to the requirements for the full or partial concealment of rear additions described in Figures 2 and 3 of Clause 22.02. This sightline-based guidance in the heritage policy is designed to preserve and enhance the character and appearance of predominantly one and two-storey dwellings within more typical narrow residential streets and cannot be readily applied to a mixed use precinct without unreasonably constraining development.

Likewise, the policy to ‘Discourage elements which ... are not contemporary with the era of the building such as unroofed or open upper level decks or balconies, reflective glass, glass balustrades and pedestrian entrance canopies’ may not achieve appropriate urban design and architectural outcomes in areas such as the Collingwood Mixed Use Pocket. In such areas, an ‘interpretative’ design approach for new upper level development is likely to be more recessive than a ‘respectful’ or ‘historicist’ one that would lead to the new additions inappropriately mimicking the historic form and potentially being more visually intrusive. Infill development should continue to demonstrate a ‘respectful’ approach that references the materiality, window proportions and relationship between solid and void of the heritage buildings.

Clause 22.02-5.7.2 provides the following specific policy relevant to the Collingwood Mixed Use Pocket:

Corner Sites and Sites with Dual Frontages

Encourage new building and additions on a site with frontages to two streets, being either a corner site or a site with dual street frontages, to respect the built form and character of the heritage place and

adjoining or adjacent contributory elements to the heritage place.

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

...

Industrial, Commercial and Retail Heritage Place or Contributory Elements

Encourage new upper level additions and works to:

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

The above two specific policies will help to effectively inform development proposals and statutory planning decision-making to ensure that the heritage values within the Collingwood Mixed Use Pocket are maintained while accommodating more intensive levels of development.

2.2.2 Landmarks and Tall Structures

Clause 22.03 – ‘Landmarks and Tall Structures’ identifies a number of landmark buildings and advertising signs to which views should be protected, however none of these landmarks are located within the Collingwood Mixed Use Pocket nor are views afforded from within the precinct.

The relevant policies include:

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

The two tall chimneys at the northern end of the Foy & Gibson Complex and the malt tower of the former Yorkshire Brewery, although not identified within Clause 22.03 can be considered precinct-based landmarks.

2.2.3 Built Form and Design Policy

Clause 22.10 ‘Built Form and Design Policy’ applies to all new development not included in a Heritage Overlay and includes specific design guidelines for development abutting land subject to the Heritage Overlay, in particular:

New development that is higher than adjacent buildings should adopt a secondary setback for the higher building component which:

- *Aligns to the street pattern;*
- *Retains existing view lines to nearby heritage places and other key features.*

and

The height of new development abutting land in a Heritage Overlay should:

- *Adopt a façade height to the street frontage which is no higher than the adjacent building within the Heritage Overlay;*
- *Design and site taller structures so that they do not visually dominate surrounding heritage places; and*
- *Match the floor levels of the adjacent heritage building.*

This policy only affects land not subject to the Heritage Overlay and seeks to moderate new built form to avoid adversely impacting the setting, or views to, the abutting heritage place.

2.2.4 Heritage Overlay

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

- *To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
- *To conserve and enhance heritage places of natural or cultural significance.*
- *To conserve and enhance those elements which contribute to the significance of heritage places.*
- *To ensure that development does not adversely affect the significance of heritage places.*
- *To conserve specifically identified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably assist with the conservation of the significance of the heritage place.*

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

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

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

3. Heritage in Design and Development Overlays – Panel Findings

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

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

These reports provide useful guidance on the form and wording of DDO controls affecting places subject to the Heritage Overlay. In summary, Panel has concluded that:

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

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

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

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

3.1 Moreland Amendment C134

Sydney Road, Brunswick is a Major Activity Centre with highly intact, predominantly Victorian streetscapes covered by the Heritage Overlay. The Statement of Significance for Moreland HO149 – Sydney Road Precinct¹ notes the precinct is of historical, architectural and social significance to the City of Moreland.

Gazetted on 11 August 2016, Moreland Amendment C134 introduced DDO18, DDO19 and DDO20. DDO18 also provides a preferred minimum 5m setback for development above the street wall and to establish a preferred ratio of $\frac{3}{4}$: $\frac{1}{4}$ street wall to new built form through the following design objective:

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

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

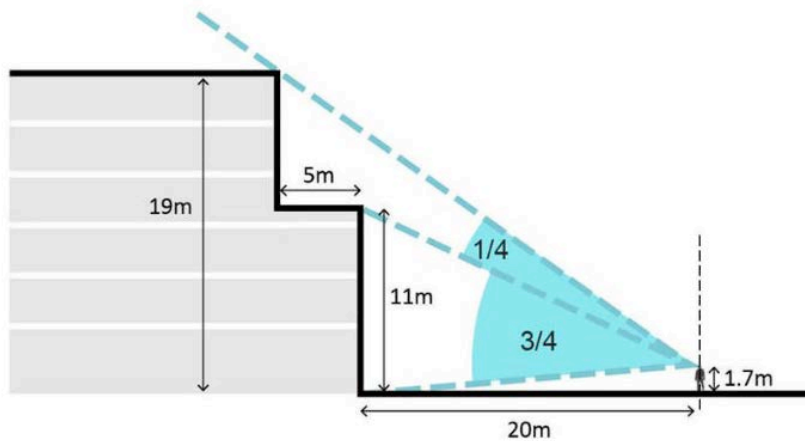


Figure 2. Upper level setbacks along Sydney Road (Figure 1 in Moreland DDO18, retrieved 2 June 2017).

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

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

A similar approach can be adopted for development behind a consistent street wall (where one exists) within the Collingwood Mixed Use Precinct.

Where a consistent street wall does not exist the upper level setback and depth of retention of the heritage building should be guided by the heritage significance of the individual building and its component elements.

3.2 Boroondara Amendment C108

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

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

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

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

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

The Panel recognises that Plan Melbourne foreshadows stronger policy support for the use of mandatory provisions in neighbourhood centres (and residential areas) to increase certainty. The Panel considers the combination of the street wall and upper level setbacks is critical in neighbourhood centres to maintain the established main street character and in these situations mandatory controls can be justified. However, we consider development with elements that exceed the nominated height and/or

adopt alternative setbacks should not be precluded as they may produce better outcomes in some circumstances. The overall maximum height limits should therefore remain discretionary to allow for such circumstances.

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

3.3 Whitehorse Amendment C175

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

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

and concluded that in the absence of this modelling:

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

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

4. Description & Zoning

4.1 Description

The built form character of the Collingwood Mixed Use Pocket differs dramatically north and south of Peel Street, with the northern portion dominated by the Foy & Gibson Woollen Mills and Factory Complex.

4.1.1 Peel Street and South

The built form between Victoria Parade and Peel Street (including the buildings on the north side of Peel Street) is varied and is typified by a mix of single, two and occasionally three-storey industrial buildings and offices dating from the late nineteenth to the late twentieth centuries. The Mixed Use Pocket includes a significant number of remnant single and two-storey dwellings dating from the mid-late nineteenth century that are subject to the Heritage Overlay including intact terraces on Cambridge and Derby Streets. Single, two-storey and taller buildings frequently abut each other, although generally the difference in height between adjacent buildings is no more than two storeys.

Heritage-listed institutional buildings including the former St Saviours Church of England Mission Church on the corner of Mason and Oxford Streets and the former Cambridge Street State School on the corner of Mason and Cambridge Streets are located at the southern end of the precinct. The Vine Hotel and the Sir Robert Peel Hotel occupy key corner sites on Wellington Street at the intersection with Derby and Peel Streets respectively.

4.1.2 North of Peel Street

The character of the area changes dramatically north of Peel Street and is dominated by the Foy & Gibson Complex which was developed from the 1880s until the 1920s. The large complex of woollen mills, factory, warehouse and office buildings range in height from single storey to five-storeys in height and are constructed of brick with rendered parapets and dressings. Parts of the Foy & Gibson Complex has been converted to apartments with two-storey rooftop additions. The twin chimneys at the northern end of the complex are a local landmark.

North of Stanley Street the Collingwood Mixed Use Pocket has been largely developed as medium rise apartment development with a row of single storey houses dating from the mid-nineteenth to the early twentieth century on the north side of Napoleon Street.

4.1.3 Recent Development

Although the current built form of the Collingwood Mixed Use Pocket is typically finer grained single or two-storeys in scale south of Peel Street with larger industrial buildings of up to five-storeys within the Foy & Gibson Complex, there are a number of developments of greater height either approved, under construction or recently completed. On the eastern side of Cambridge Street two 10-storey developments are currently under construction at 72-90 Cambridge Street and 73-77 Wellington Street. On the corner of Cambridge and Langridge Streets, construction of a 14-storey development is underway at 61-71 Wellington Street. A seven-storey building is currently being constructed at 95 Wellington Street and a nine-storey building is being constructed at 47 Peel Street. VCAT recently approved a major development of up to 11-storeys at 1-57 Wellington Street which abuts land subject to the Heritage Overlay to the north, south and west. It is noted that none of these sites are subject to heritage controls.

Outside the Collingwood Mixed Use Pocket, but within the general vicinity, is a 10 to 12-storey building approved at 2-16 Northumberland Street and an eight-storey building under construction at 7-15 Little Oxford Street. The Former Yorkshire Brewery site at 1-21 Robert Street is also outside the Collingwood Mixed Use Pocket and has been redeveloped with residential towers of up to 14-storeys.

4.2 Zoning

The land within the Collingwood Mixed Use Pocket is included within the MUZ with two parcels of land subject to the Public Use Zone (PUZ) – the former Cambridge Street State School, 19 Cambridge Street (PUZ2 – Education) and the public housing units at 3 Cambridge Street (PUZ3 – Health & Community).

There are no changes proposed to the zoning within the Collingwood Mixed Use Pocket.

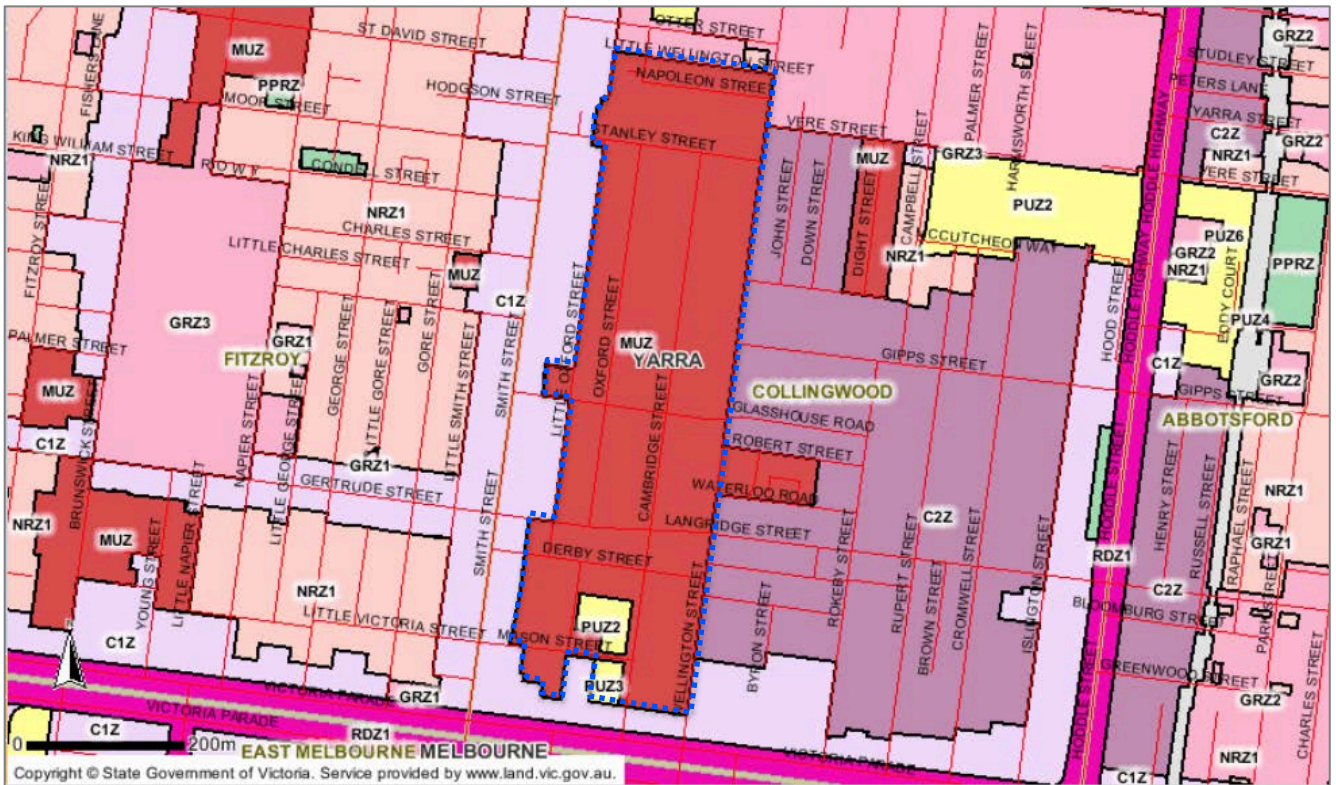


Figure 3. Zoning map showing the Collingwood Mixed Use Pocket – outlined in blue (Planning Maps Online, retrieved 24 April 2018)

5. Existing Heritage Status & Recommended Changes

5.1 Existing Heritage Character

The Collingwood Mixed Use Pocket has rich and varied heritage fabric interspersed with non-heritage properties. It includes substantial parts of two heritage precincts, a number of individual Heritage Overlay places, and two major industrial complexes that are included on the VHR. These heritage places include several distinct building types:

- Nineteenth century single and two-storey residences
- Two-storey shop / residence commercial buildings
- Small-scale (one to two-storey) factory buildings (former Dyason & Co. Cordial Factory and the former Fruit Preserving Factory Complex)
- Institutional buildings (former St Saviours Church of England Mission Church and former Cambridge Street State School)
- Hotels (Sir Robert Peel Hotel and The Vine Hotel)
- Large-scale industrial buildings and structures (the Foy & Gibson Complex)

The majority of these structures share the following characteristics:

- Masonry (brick) construction with less than 40% of the wall comprised with openings such as windows and doors
- Painted render or face brick façades
- Parapeted front facades with pitched and hipped roofs to dwellings and shop/residences, and saw-tooth roofs on larger industrial buildings
- No setback from the street frontages (except in the case of residential dwellings, which are commonly set back and have a front verandah)
- Visible chimneys.
- Roofing materials include corrugated steel, slate and terracotta tiles.

Single storey dwellings generally have visible roof forms extending the depth of the front two rooms, while the roofs of two-storey terraced houses are generally hidden behind plain or elaborately decorated parapets.

The shop / residences such as those found on Cambridge and Derby Streets feature shopfront glazing to the ground floor.

The factory and industrial buildings that date from the late nineteenth and early twentieth century range in scale from single to five-storeys in height and are constructed of brick with bluestone bases and rendered parapets and dressings. These buildings normally feature larger vehicle and goods entrances on the ground floor. The roofs of these buildings are generally hidden by parapets although the more recent single to two-storey roof-top additions are partially visible from the public realm.

The former St Saviours Church of England Mission Church on the corner of Mason and Oxford Streets is distinctive for its construction in squared rubble bluestone.

5.2 Victorian Heritage Register

Large parts of the former Foy & Gibson Complex between Little Oxford Street in the west and Cambridge Street in the east are included on the VHR as follows:

Victorian Heritage Register				
<i>VHR</i>	<i>Name</i>	<i>Address</i>	<i>Heritage Overlay</i>	<i>Date</i>
H0896	Part of former Foy & Gibson Complex (Furnishings Warehouse and Clothing Factory)	79-93 Oxford Street	HO127	1887
H0897	Part of former Foy & Gibson Complex (Powerhouse and Motor Garage)	95-101 Oxford Street	HO128	1908
H0755	Part of former Foy & Gibson Complex	68-158 Oxford Street and 103-115 Oxford Street and 107-131 Cambridge Street and 7 Stanley Street and 158- 172 Oxford Street	HO129	1887

Clause 43.01-2 of the Victoria Planning Provisions does not create a permit trigger under the Heritage Overlay to develop a heritage place which is included in the VHR, other than an application to subdivide a heritage place of which all or part is included on the VHR.

Therefore, a DDO applied to the parts of the former Foy & Gibson Complex included within extent of the VHR registrations (VHR H0755, H0896 & H0897) should not include controls or policy that is intended to protect the significance of those heritage places as these matters fall outside Council's jurisdiction. All heritage decisions in relation to works and development on properties in the VHR will be made by the Executive Director under the provisions of the *Heritage Act 2017*. Having said that, the DDO applying to places included on the VHR may include built form controls or policy aimed at protecting the heritage values of adjacent land that is subject to the Heritage Overlay.

While not included within Clause 22.03 – Landmarks and Tall Structures, the twin chimney stacks at the northern end of the former Foy & Gibson Complex are clearly visible from a number of vantage points from within the Collingwood Mixed Use Pocket, particularly along Oxford and Stanley Streets.

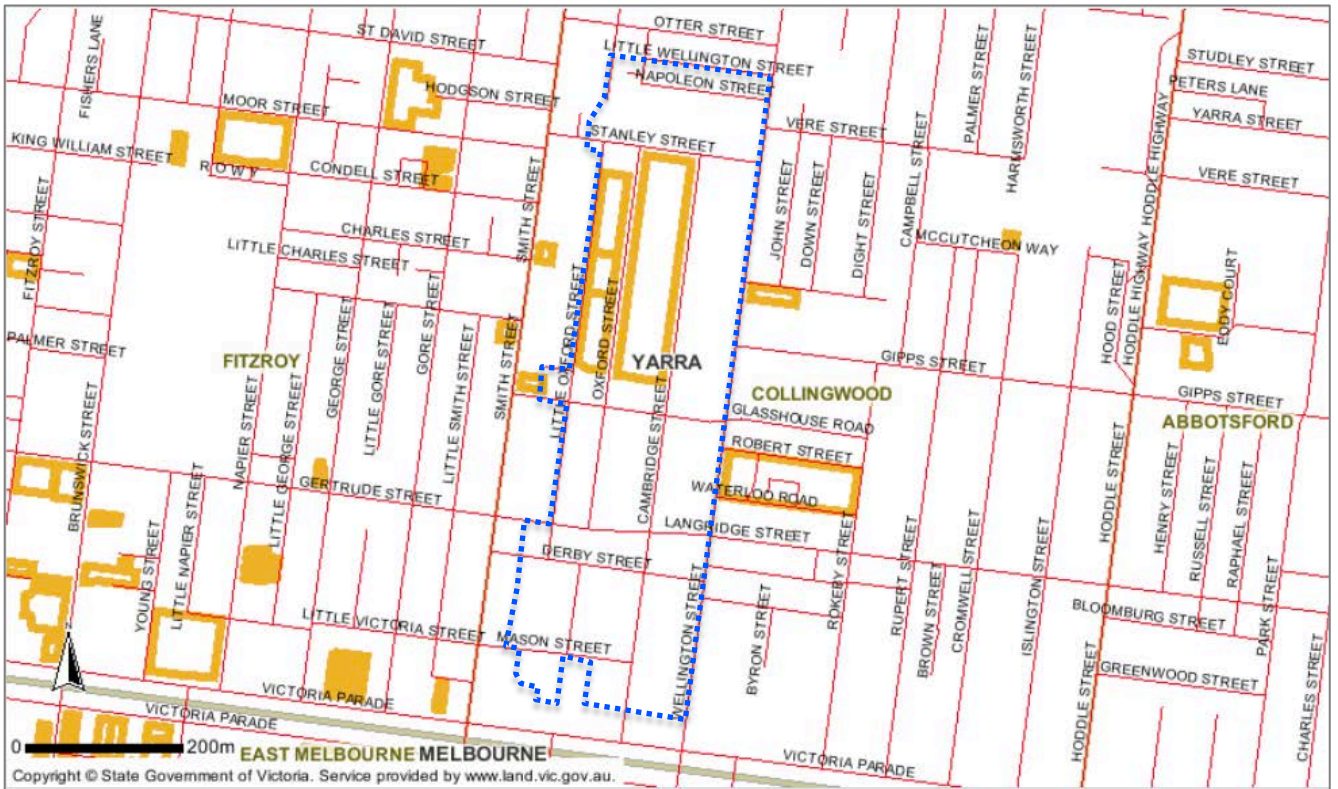


Figure 4. Map showing heritage places included on the VHR (outlined in yellow) with the Collingwood Mixed Use Pocket – outlined in blue (Planning Maps Online, retrieved 24 April 2018)



Figure 5. former Foy & Gibson Complex (east side of Oxford Street) (VHR H0755)



Figure 6. Twin chimneys at the northern end of the former Foy & Gibson Complex (VHR H0755)

5.3 Heritage Overlay

The Heritage Overlay, affecting both individual properties and heritage precincts, applies to approximately half the land area of the Collingwood Mixed Use Pocket.

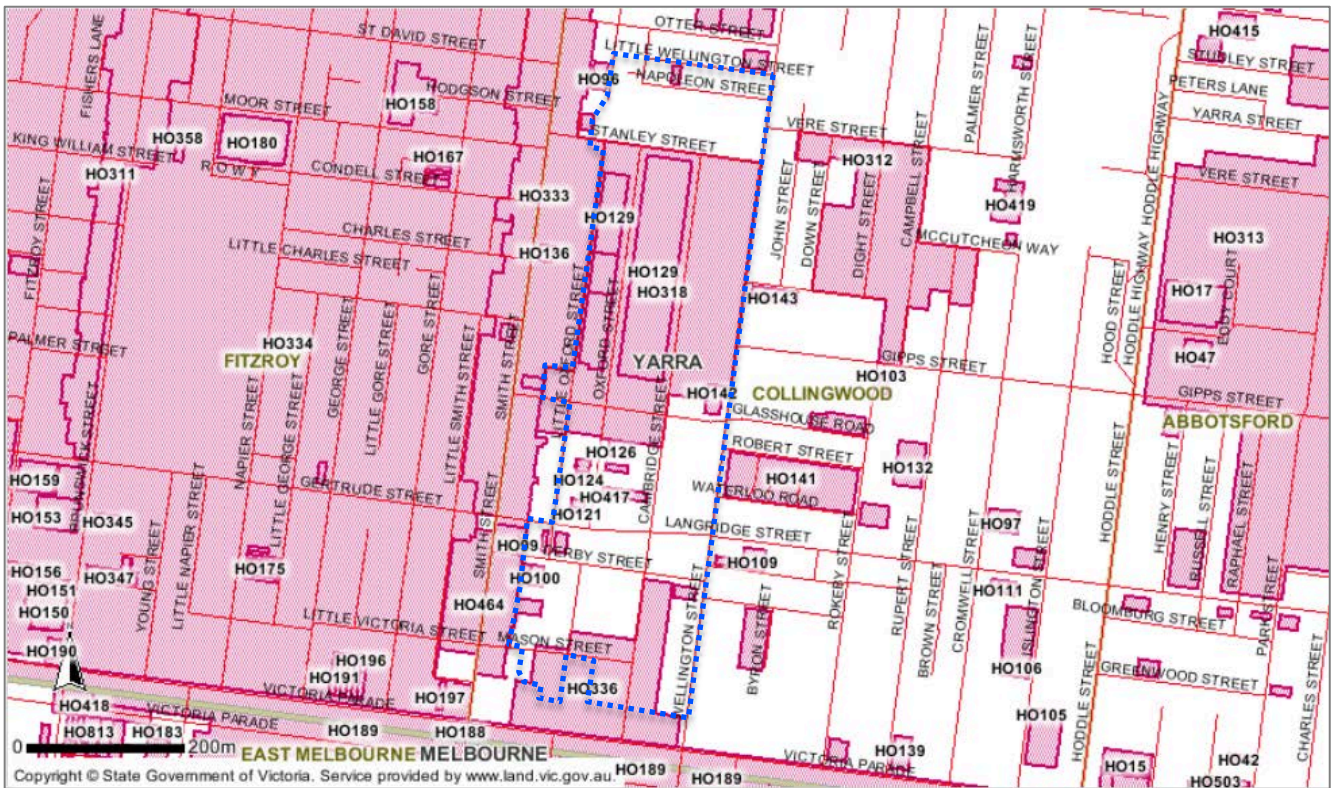


Figure 7. Heritage Overlay map showing the Collingwood Mixed Use Pocket – outlined in blue (Planning Maps Online, retrieved 24 April 2018)

The current Heritage Overlay controls for the Collingwood Mixed Use Pocket are as follows:

Individual Heritage Overlays				
Heritage Overlay	Name	Address	Appendix 8 grading	Date
HO98	Derby House	1 Derby Street	individually significant	1876
HO100	Terrace	3-7 Oxford Street	individually significant	1876
HO101	Johnston House	8 Derby Street	individually significant	1871
HO102	Terrace	10-16 Derby Street	individually significant	1868-69
HO115	Houses	12 Napoleon Street	individually significant	1850-60
HO121	House	37 Oxford Street	individually significant	1869
HO122	Houses	39-41 Oxford Street	individually significant	1869
HO123	Terrace	50-52 Oxford Street	individually significant	1864-77
HO124	Terrace	51-55 Oxford Street	individually significant	1858-64
HO125	Terraces	57-63 Oxford Street	individually significant	1873-78
HO126	Terrace	58-62 Oxford Street	individually significant	1858-64
HO142	Sir Robert Peel Hotel	125 Wellington Street	individually significant	1912

Precinct Heritage Overlays				
Heritage Overlay	Name	Address (within Collingwood Mixed Use Pocket)	Appendix 8 grading	Date
HO318	Collingwood Slope Precinct	Little Oxford, Oxford, Cambridge, Wellington, Stanley and Peel Streets	various	1850-1940
HO336	Victoria Parade Precinct	Cambridge and Mason Streets	various	1850-1940
HO464	Smith Street South Precinct, Fitzroy and Collingwood	Rear part of 32-36 Smith Street only	Not contributory	2000s



Figure 8. Sir Robert Peel Hotel (corner of Peel and Wellington Streets) (HO142) (City of Yarra)



Figure 9. former Foy & Gibson Complex (east side of Cambridge Street) (HO318)



Figure 10. former Dyason & Co. Cordial Factory, 44 Oxford (HO417)



Figure 11. former Cambridge Street State School, 19 Street Cambridge Street (HO336)



Figure 12. Single storey houses, 51-63 Oxford Street (HO124 and HO125)



Figure 13. Cambridge Terrace, 50-62 Cambridge Street (HO336)

5.4 Recommended Changes to Heritage Controls

There are a number of changes recommended to the heritage controls for the Collingwood Mixed Use Precinct, both to the extent of the Heritage Overlay and potentially to the registered extents of places included on the VHR, which are discussed below. It is also recommended that the Statement of Significance for the Collingwood Slope Precinct and Victoria Parade Precinct and site-specific Heritage Overlays be updated to accurately capture the important heritage features of the various heritage places.

It is recommended that updated Statements of Significance be prepared for all buildings of atypical form such as the former Dyason & Co. Cordial Factory, Sir Robert Peel Hotel, The Vine Hotel, the former St Saviours Church of England Mission Church and the former Cambridge Street State School to inform any future redevelopment.

5.4.1 Amendments to the VHR - Former Foy & Gibson Complex

The former Foy & Gibson Complex is one of the most important and intact industrial complexes of the late nineteenth and early twentieth centuries in Victoria and is the dominant feature of the Collingwood Mixed Use Pocket between Stanley Street in the north and Peel Street to the south.

While the majority of the complex is included on the VHR as part of three separate registrations (VHR H0755, H0896 & H0897) there are large parts of the complex that are not included within the extent of registration. The buildings that are not included on the VHR but which form an integral part of the former Foy & Gibson Complex are as follows²:

1. The Whiteware Factory (1912), 125 Oxford Street
2. The Spinning Mills Building / Warehouse (1919-23), 120 Cambridge Street
3. The Weighbridge Building (date unknown), 111 Wellington Street (note: 111 Wellington Street forms part of the cadastral block identified in Planning Maps Online as 120 Cambridge Street)
4. The Woollen Mills Weaving Building (1912-23), 117 Wellington Street (identified as 113 Wellington Street in Appendix 8).

² The dates are taken from Andrew C Ward & Associates, *Foy and Gibson's Manufacturing Complex: submission to the Historic Buildings Council* (August 1989)



Figure 14. 125 Oxford Street (©Google, Aug 2017)



Figure 15. 120 Cambridge Terrace (City of Yarra)



Figure 16. 111 Wellington Street (City of Yarra)



Figure 17. 117 Wellington Street (City of Yarra)

There are also anomalies within the existing extent of registration with part of the complex between Little Oxford Street and Oxford Street apparently included within both VHR H0755 and H0897. Current heritage practice would be to treat the whole of the former Foy & Gibson Complex as a single heritage place, which would enable the impact of works and development to be considered more holistically against the heritage values of the whole complex rather than smaller portions of the heritage place.

It is recommended that a nomination be made by Council under section 27 of the *Heritage Act 2017* to combine the existing three registrations (VHR H0755, H0896 & H0897) and include the following additional land and buildings:

1. 125 Oxford Street
2. 120 Cambridge Street
3. 111 Wellington Street
4. 117 Wellington Street (excluding the post-Second World War addition at the northern end)

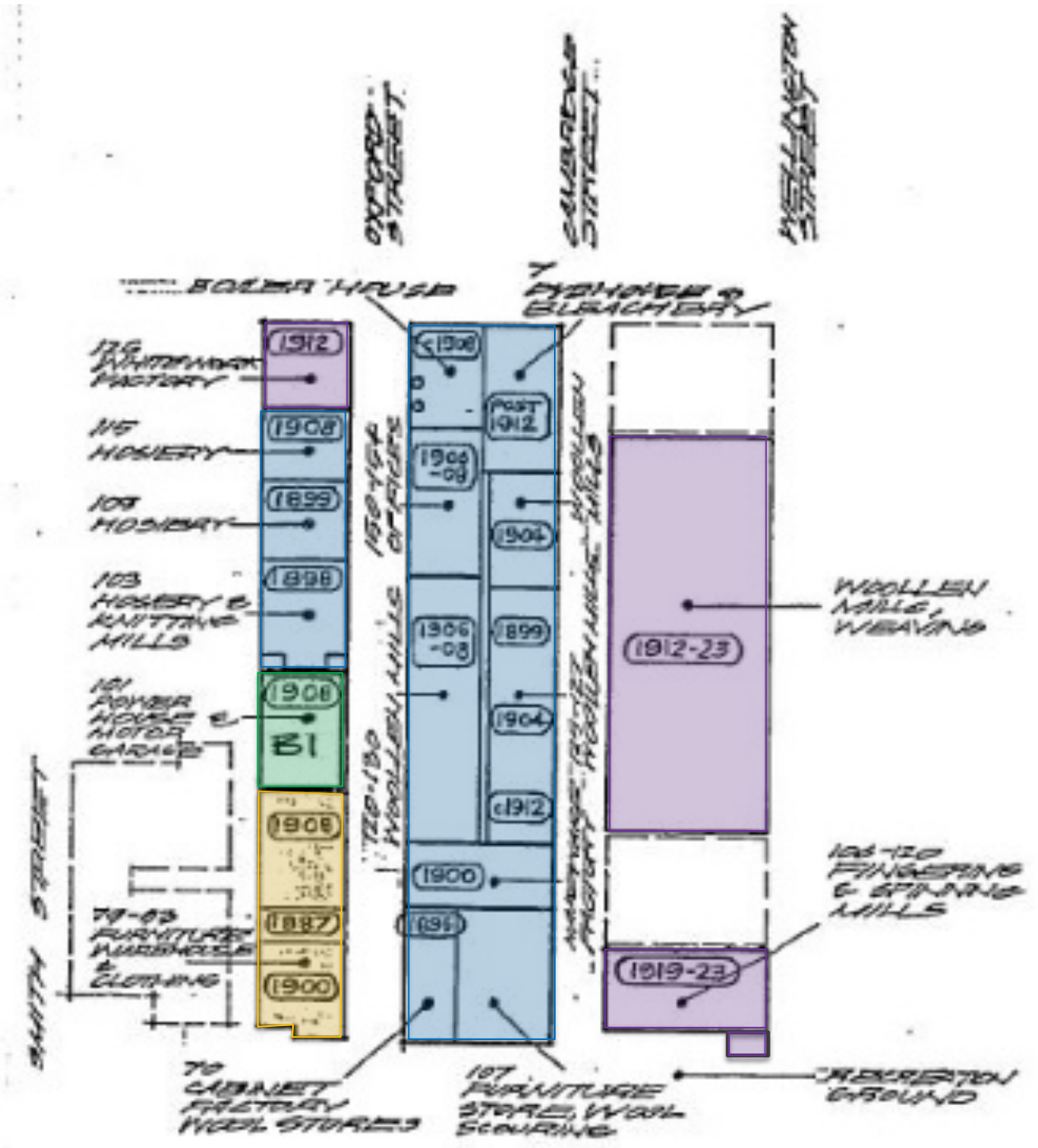


Figure 18. Existing extent of VHR Registration with proposed additional land and building shaded in purple (Adapted from Andrew C Ward & Associates, *Foy and Gibson's Manufacturing Complex: submission to the Historic Buildings Council* (August 1989))

- Key: Blue VHR H0755
- Yellow VHR H0896
- Green VHR H0755 and VHR H0897
- Purple recommended extension to the extent of registration

5.4.2 18-22 Derby Street

The terrace of three two-storey brick houses at 10 to 14 Derby Street is included on the Heritage Overlay as HO102 and is graded 'individually significant'. The three terraced buildings at 18 to 22 that make up the remainder of the land between Little Oxford Street and the Oxford Street Reserve have a similar parapeted form and date from a similar period (c.1860-70) but are not included within HO102. Numbers 18, 20 and 22 are finished in render rather than exposed biochromatic brickwork. These three buildings form a small group of reasonably intact mid-nineteenth century terraced dwellings that may warrant inclusion on the Heritage Overlay.

Number 18 is a two-storey dwelling set back from Derby Street by the depth of the verandah. Its neighbour at number 20 shares the same form and detailing but no longer has a verandah with the setback from the street converted to a small garden. Number 22 at the end of the terrace is a shop / residence with a splayed corner and return that faced what was Oxford Street and is now a small reserve.

While more heavily altered than 10 to 14 Derby Street these three buildings should be assessed to determine whether or not they meet the threshold for inclusion on the Heritage Overlay. The extent of these properties is shown on Figure 22.



Figure 19. 10-22 Derby Street

5.4.3 33-45 Derby Street

Opposite the northern end of HO336 – Victoria Parade Precinct, numbers 33 to 45 Derby Street continue the consistent two-storey scale, parapeted built form of the eastern side of Cambridge Street, which is subject to the Heritage Overlay.

The shop / residence at the southwest corner of the intersection of Cambridge and Derby Street (45 Derby Street) shares an almost identical form to Cambridge Terrace (50-62 Cambridge Street and 47 Derby Street) on the opposite side of Cambridge Street. This building has a splayed corner mirroring the shop / residence on the opposite corner. Instead of the buff brick details that articulate the red brick façade of Cambridge Terrace, 45 Derby Street has a rendered parapet and dressings.

39, 41 and 43 Derby Street are three late-nineteenth century shop / residences with reasonably intact first floors and architectural detailing. All three have lost their original shopfronts with numbers 39 and 41 having been infilled with masonry. Number 43 Derby Street is wider (two bays wide) than its immediate neighbours and is constructed of (overpainted) brick. This building retains its parapet, rendered cornice, string course and corbelled pilasters at first floor level. Number 41 has a rendered façade, retains its original two-over-one first floor window joinery and continues the same architectural detailing as number 43. Number 39 Derby Street is constructed of brick with a balustraded cement render parapet and has more elaborate cornice, string course and decorative elements than numbers 41 and 43. 39 Derby Street also retains a historic painted sign on the frieze. The retained chimneys of these three buildings are visible from Derby Street.

Number 33 Derby Street is occupied by three buildings, a plain single storey parapeted showroom (Australian Galleries) dating from the mid-late twentieth century to the east of the cadastral block, a single storey garage with plain parapet in the centre and a highly intact two storey rendered Italianate terraced house at the western end. The Italianate house is likely date to a similar period (c.1860-70) to the terraces on the northern side of Derby Street.

The buildings between 33 Derby Street and Oxford Street are post-Second World War single and two storey commercial buildings.

It is recommended that numbers 33 to 45 Derby Street be considered for inclusion on the Heritage Overlay as an extension of HO336. The extent of the area recommended for further consideration is shown on Figure 22.



Figure 20. 39-45 Derby Street



Figure 21. 33-45 Derby Street



Figure 22. Heritage Overlay map showing the areas recommended for further assessment. 18-22 Derby Street are shaded in yellow and 33-45 Derby Street are shaded in blue.

5.4.4 Other mapping and grading corrections

In addition to those properties identified above that should be assessed against the criteria for inclusion on the Heritage Overlay, this review has identified the following errors or inconsistencies in either the grading of properties in Appendix 8 or the mapping of the Heritage Overlay.

Former Cambridge Street State School, 19 Cambridge Street

The extent of HO336 does not extend to the northern end of the two-storey brick building of the Former Cambridge Street State School, 19 Cambridge Street (see Figure 23). This should be corrected through an amendment to the extent of HO336 as shown on Figure 22 and a minimum 10m curtilage allowed for north of the end of the heritage building to ensure the setting of the building can be appropriately managed.



Figure 23. Aerial photograph and the extent of HO336 showing the northern section of the former Cambridge Street State School building projecting beyond the Heritage Overlay. The recommended additional extent of Heritage Overlay shaded in blue. (Planning Maps Online, retrieved 27 April 2018)



Figure 24. Heritage Overlay map showing the recommended additions to the extent of HO121 (shaded in green). (Planning Maps Online, retrieved 2 May 2018)

37 Oxford Street (HO121)

The cadastral block for 37 Oxford Street extends from Oxford Street to Little Oxford Street, however the extent of HO121 only applies to the half of the site facing Oxford Street, leaving original or early nineteenth century fabric outside the extent of the Heritage Overlay. It is therefore recommended that the mapping of the extent of HO121 be corrected to align with the entry in Appendix 8 as shown on Figure 24.

Former Foy & Gibson Weighbridge Building, 111 Wellington Street

The former weighbridge building associated with the Foy & Gibson complex is included within Appendix 8 as 'individually significant' but is excluded from the mapped extent of the HO318 (see Figure 25). While it is recommended that this building be included within a revised extent of VHR registration for the former Foy & Gibson Complex, the Heritage Overlay Map should be amended in the short term to correct this error and provide protection for this heritage place until such time as it is considered for the VHR.

The proposed extension of HO318 is shown on Figure 26.



Figure 25. Aerial photograph and the extent of HO318 and HO142 showing 111 Wellington Street excluded from the extent of the Heritage Overlay (Planning Maps Online, retrieved 27 April 2018)



Figure 26. Heritage Overlay map showing the showing the recommended additions to the extent of HO318 in red (Planning Maps Online, retrieved 27 April 2018)

Former Foy & Gibson Woollen Mill, 117 Wellington Street

The former Woollen Mills Weaving Building at 117 Wellington Street (identified as 113 Wellington Street in Appendix 8) is graded 'contributory'. Given the intact condition of this building and historic function associated with the broader Foy & Gibson Complex is recommended that this building be included within a revised extent of registration on the VHR for the former Foy & Gibson Complex.



Figure 27. 117 Wellington Street (City of Yarra)

Recent Developments (20 Peel Street)

We also note that Appendix 8 has not been updated to reflect recent developments that have resulted in the demolition of graded buildings. In cases such as 18-22 Peel Street, Appendix 8 should identify these properties as 'not contributory'.

6. Potential Future Character Considerations

The Collingwood Mixed Use Pocket contains two distinct historic character areas: the area of fine grained, smaller scale residential and commercial development along and south of Peel Street, and the area of large-scale late-nineteenth and early twentieth century industrial buildings associated with the former Foy & Gibson Complex north of Peel Street.

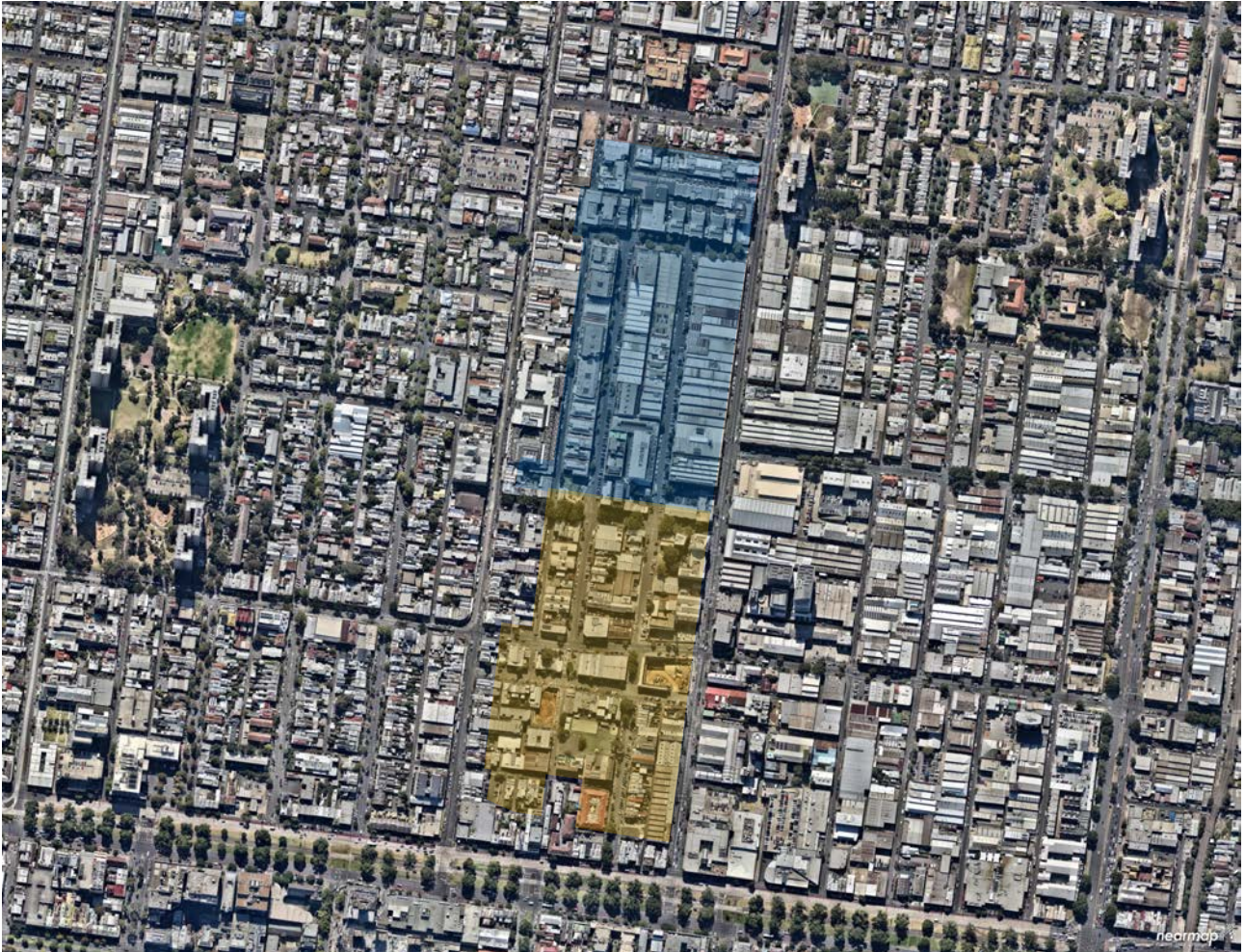


Figure 28. Aerial photograph of the Collingwood Mixed Use Pocket – land north of Peel Street shaded in blue and land south shaded in yellow (@nearmap, 4 April 2018)

The development pattern of the Collingwood Mixed Use Pocket illustrates the full history of Melbourne’s inner suburban development from small mid-nineteenth century cottages to later terraced housing and commercial buildings, and from industries that flourished from the 1870s until the post-Second World War to the contemporary apartment and mixed-use development being constructed today. The current pattern of development has the potential to overwhelm the low-scale heritage character of the area, but if well designed and located these new developments can integrate appropriately into the mixed context of heritage and non-heritage buildings.

6.1 Southern Sub-Precinct – Peel Street and South

The Collingwood Mixed Use Pocket between Victoria Parade and Peel Street (including the buildings on the north side of Peel Street) is diverse in character, use and scale. It includes sites that range from narrow allotments to larger former industrial sites (such as 1-57 Wellington Street) and includes a substantial area not subject to the Heritage Overlay. The heritage-listed buildings on Oxford Street do not form a contiguous group, whereas those on Cambridge Street, particularly those south of Derby Street, form a substantially intact row. The existing heritage places on Derby Street include small groups and individual buildings, which may be

extended if 18-22 and 33-45 Derby Street are assessed as meeting the threshold for inclusion on the Heritage Overlay. Of the group of single storey houses included within HO336 on the southern side of Mason Street the pair of terraces at 13 and 15 Mason Street have small front gardens while numbers 17-21 are built to the street boundary.

On those sites that are neither located on, nor abut, land subject to the Heritage Overlay, there are no heritage considerations that would influence future character. In these locations, which make up the majority of the southern sub-precinct, new built form controls should be informed by urban design, amenity and other planning considerations recognising the varied nature of the sub-precinct which currently includes three storey commercial buildings sited immediately adjacent to mid-nineteenth century single storey cottages.

On sites subject to the Heritage Overlay or which abut heritage places, new development should respect the scale and subdivision patterns of the fine-grained nineteenth and early twentieth century heritage buildings, which includes single storey cottages, two-storey terraced houses, shop / residences, and the former Dyason & Co. Cordial Factory running between Oxford and Cambridge Streets. Rear additions should be set back and scaled to avoid dominating the heritage buildings, and infill development should respect the scale, materiality and parapet heights of the adjacent heritage buildings. Outside the Heritage Overlay it is recognised that there will be a juxtaposition between the emerging built form and the traditional nineteenth and early twentieth century heritage forms. However, development on sites abutting land subject to the Heritage Overlay should transition between the scale and setbacks of the heritage buildings and the development sites adjacent. While development immediately adjacent to the Heritage Overlay should be encouraged to match the scale of the heritage building as sought by Clause 22.10, the area already accommodates a juxtaposition of height of up to two-storeys between heritage buildings and later twentieth century development, and this relationship should serve as a precedent for future development.

Any redevelopment of key commercial and institutional heritage buildings within this precinct – such as The Vine Hotel, the Sir Robert Peel Hotel, the former Cambridge Street State School and the former St Saviours Church of England Mission Church – should be informed by the updated Statements of Significance and should ensure the prominence of these heritage buildings and their three-dimensional form is retained.

The remaining development sites on Peel Street should respect the scale of the fine-grained heritage properties and transition between these and the larger, more robust forms of the former Foy & Gibson Complex to the north. The recent development at 20 Peel Street being a successful example of this transition.

6.2 Northern Sub-Precinct – North of Peel Street

The land extending from north of Peel Street to Stanley Street is almost entirely occupied the former Foy & Gibson Complex, while the area north of Stanley Street has been largely redeveloped with apartments of up to eight storeys in height (only one pair of mid-nineteenth century single storey cottages included in the Heritage Overlay at 12 Napoleon Street [HO115] remain in this area).

The northern part of the Collingwood Mixed Use Pocket has already seen development of up to eight-storeys in scale which has respected the existing context and maintained the Foy & Gibson Complex as the major character-defining element in this sub-precinct. This scale of development can continue without any adverse impact on the heritage values of the sub-precinct as long as the scale of new built form steps down to respect the scale of 12 Napoleon Street and the heritage-listed buildings that abut the MUZ at 2 Stanley Street (HO137), the row of single storey cottages at 33-47 Bedford Street (HO96) and the former St George's Presbyterian Church at 215 Wellington Street (HO144).

A model of redevelopment of the former Foy & Gibson Complex has been established through the adaptive reuse of the existing building, the construction of light-weight roof-top additions, and new infill buildings of up to six-storeys in height (107 Cambridge Street) with upper levels set well back from the street edge. The four to six-storey development at 20 Peel Street by Jackson Clements Burrows Architects provides a model for new development that respects the traditional building pattern of the area and successfully transitions between the

smaller scale, fine grained residential parts of the mixed use pocket to the more massively scaled former Foy & Gibson Complex.

The continued redevelopment of the former Foy & Gibson Complex should continue the precedent established of roof top additions or new medium-rise development set back from the street edge to retain the three-dimensional form of the industrial buildings.

6.3 Across the Collingwood Mixed Use Pocket

Across the Collingwood Mixed Use Pocket infill development within the Heritage Overlay should reflect the existing street wall or parapet heights with new built form constructed to the street boundary with a street wall height no higher than the taller of the adjoining properties. Single-storey development should be discouraged. However, recognising the existing juxtaposition between lower (single and two storey) and higher (three and four storey) built form some variation on a site by site basis is likely to be acceptable in heritage terms. Infill facades should respect the materiality and relationship between solid and void established by the 'contributory' and 'individually significant' buildings. Where residential buildings within the heritage overlay are set back from the street boundary, new adjacent development should reflect these setbacks.

New upper-level development within the Heritage Overlay or immediately adjacent to heritage places should be set back from the street wall to retain the legibility of the three-dimensional form of the heritage buildings and to retain the prominence of the heritage fabric in the streetscape. New upper-level development should be designed so as not to dominate the heritage buildings when viewed from the opposite side of the street or in oblique views.

7. Recommended Built Form Parameters

Due to the highly varied character of the heritage buildings subject to the Heritage Overlay within the Collingwood Mixed Use Pocket, separate recommended built form parameters are discussed below for each heritage building typology. The recommended built form parameters draw on the existing provisions of Clauses 22.02 & 22.10 and the industrial heritage policy recently prepared by GJM Heritage as well other policy matters.

7.1 Industrial Buildings Subject to the Heritage Overlay

There are a number of former industrial buildings within the Collingwood Mixed Use Pocket ranging from small scale local factories, such as the former Dyason & Co. Cordial Factory running between Cambridge and Oxford Street, to the major industrial complex of Foy & Gibson, that is made up of a number of large single and multistorey buildings and associated structures.

Former industrial buildings in the Mixed Use Pocket include:

36-42 Cambridge Street	HO336	Former Fruit Preserving Factory complex
44 Oxford Street	HO141	Part former Dyason & Co. Cordial Factory
63 Cambridge Street	HO141	Part former Dyason & Co. Cordial Factory
79-93 Oxford Street	VHR H0896 (HO127)	Part former Foy & Gibson Complex
95-101 Oxford Street	VHR H0897 (HO128)	Part former Foy & Gibson Complex
68-158 Oxford Street / 103-115 Oxford Street / 158-172 Oxford Street / 107-131 Cambridge Street / 7 Stanley Street	VHR H0755 (HO129)	Part former Foy & Gibson Complex
125 Oxford Street	HO318	Part former Foy & Gibson Complex
120 Cambridge Street	HO318	Part former Foy & Gibson Complex
111 Wellington Street	-	Part former Foy & Gibson Complex – missing from HO318 due to a mapping error
117 Wellington Street	HO318	Part former Foy & Gibson Complex
8-10 Peel Street	HO318	Factory / warehouse

Where these places are not included within the VHR, guidelines should deliver outcomes that:

- Retain roof forms, lanterns, skylights, vents or chimneys that contribute to the significance of the building, particularly where these are visible from the public realm.
- Encourage the retention of side elevations visible from the public realm.
- Discourage building over or extending into the air space above the front or principal part of a significant or contributory building.
- Discourage external column/structural supports through the front or principal part of the building.
- Discourage new openings or the widening of existing openings in intact facades.
- Require that the perception of the three-dimensional form and depth of the building is maintained by setting back any upper level additions from the front or principal part of the building, and from visible secondary elevation(s).
- Retain the inter-floor height of existing buildings and avoids new floor plates and walls cutting through existing openings.

- For additions, encourages designs that interpret historic façade patterning, including fenestration patterns and proportions, the relationship between solid and void and the module of structural bays.
- Discourage the use of highly reflective glazing in both historic openings and new built form.
- Encourage visually lightweight additions and linking elements to transition between historic and new built form.
- Encourage new built form to adopt a subtly contrasting approach that respects the scale and industrial character of the place but is recessive against the heritage fabric.
- Encourage visually lightweight one to two-storey rooftop additions on medium-rise (three or more storey) industrial buildings where the additions are set back a minimum of one structural or façade bay from the principal façade/s.
- Encourage new upper-level development behind one and two-storey industrial facades to be setback a minimum depth of one or more structural or façade bays.
- Require that new built form – as visible from the street – does not exceed the same volume of the historic form.
- Require the preparation of a Conservation Management Plan to guide the redevelopment of industrial complexes containing a number of heritage buildings and features.
- Encourage the interpretation of the historical arrangement of heritage buildings and processes within the complex.
- Encourage the retention of remnant historic signage where it can help interpret the previous uses and history of the place.

7.2 Fine Grained Commercial Buildings Subject to the Heritage Overlay

There are a small number of two-storey shop / residences within the Collingwood Mixed Use Pocket - particularly on Peel Street, at the southern end of Cambridge Street within HO336 and on Derby Street - which are recommended to be assessed for inclusion within the Heritage Overlay. These buildings are generally built to the street boundary and have parapeted front façades.

These properties include:

39-45 Derby Street	-	Recommended for further heritage assessment
22 Derby Street	-	Recommended for further heritage assessment
47 Derby Street	HO336	Shop / residence
2-4 Peel Street	HO318	Shop / residences
9-11 Peel Street	HO318	Former Star Hotel
24-32 Peel Street	HO318	Shop / residences
31 Peel Street	HO318	Shop / residence

In addition to the considerations within Clause 22.02, guidelines for these buildings should deliver outcomes that:

- Ensure the heritage buildings remain prominent within the streetscape and retain their three-dimensional form as viewed from the public realm to avoid ‘facadism’. This will require new upper-level development to be set back from the street wall and for redevelopment to respect the existing inter-floor heights of the heritage fabric.
- Encourage the retention of heritage fabric to the depth of the front two rooms.
- Retain the visual prominence of return façades of buildings on corner sites.
- Retain roofs and chimneys visible from the public realm.
- Ensure that new development does not visually dominate the existing heritage fabric by requiring that new upper level built form occupies no more than one quarter of the visible built form when viewed from the opposite side of the street.

- Ensure that any upper level development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality.
- Encourage the retention of remnant historic signage where it can help interpret the previous uses and history of the place.

7.3 Fine Grained Residential Buildings Subject to the Heritage Overlay

The Collingwood Mixed Use Pocket includes a number of early single storey cottages included in site-specific Heritage Overlays, most notably on Napoleon and Oxford Streets. These small-scale residential buildings are often located in mixed contexts that include multi-storey commercial and former industrial buildings. There are also two-storey terraced houses that are subject to site-specific or precinct-based Heritage Overlays, particularly on Cambridge, Derby, Oxford, Peel and Stanley Streets.

These properties include:

12 Napoleon Street	HO115	Pair of single storey houses
6 Peel Street	HO318	Two-storey terraced house
25-27 Peel Street	HO318	Two-storey terraced houses
13-17 Peel Street	HO318	Single storey terraced houses
14-34 Cambridge Street	HO336	Single and two storey terraced houses
50-62 Cambridge Street	HO336	Two-storey terraced houses
87-93 Cambridge Street	HO318	Single and two-storey terraced houses
97 Cambridge Street	HO318	Former Collingwood Workers Home
37 Oxford Street	HO121	Two-storey terraced house
39 Oxford Street	HO122	Single storey terraced house
51-57 Oxford Street	HO124	Single semi-detached houses
59-61 Oxford Street	HO125	Single semi-detached houses
50-52 Oxford Street	HO123	Two-storey terraced houses
58-62 Oxford Street	HO126	Single storey houses
1 Derby Street	HO98	Two-storey terraced house
3-7 Derby Street	HO100	Two-storey terraced houses
8 Derby Street	HO101	Two-storey terraced house
10-14 Derby Street	HO102	Two-storey terraced houses
18-20 Derby Street	-	Recommended for further heritage assessment
13-21 Mason Street	HO336	Single storey terraced houses

In addition to the considerations within Clause 22.02, guidelines for these buildings should deliver outcomes that:

- Ensure the heritage buildings remain prominent within the streetscape and retain their three-dimensional form as viewed from the public realm to avoid 'facadism'. This will require new upper-level development to be set back from the street wall and for redevelopment to respect the existing inter-floor heights of the heritage fabric.
- Encourage the retention of the heritage fabric to the depth of the front two rooms of the building.
- Retain the visual prominence of return façades of buildings on corner sites.
- Retain roofs and chimneys visible from the public realm.

- Encourage new additions to be partially concealed when viewed from the opposite side of the street.
- Ensure that new development does not visually dominate the existing heritage fabric and encourage new rear development to be partially concealed.
- Ensure that any upper level development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality.

7.4 Prominent Buildings Subject to the Heritage Overlay

Prominent heritage buildings within the Collingwood Mixed Use Pocket include the former Cambridge Street State School, the former St Saviours Church of England Mission Church and the Sir Robert Peel Hotel. In the context of the precinct these buildings are atypical in their form and all occupy corner sites. Their redevelopment should be informed by revised Statements of Significance and the application of Clause 22.02 of the Yarra Planning Scheme.

These properties include:

6 Oxford Street	HO336	Former St Saviours Church of England Mission Church
19 Cambridge Street	HO336	Former Cambridge Street State School
59 Wellington Street	HO140	The Vine Hotel
46 Peel Street	HO142	Sir Robert Peel Hotel

In addition to the considerations within Clause 22.02, guidelines for these places should deliver outcomes that:

- Ensure the heritage buildings remain prominent within the streetscape and retain their three-dimensional form as viewed from the public realm to avoid ‘facadism’. This will require new upper-level development to be set back from the existing roofs and for redevelopment to respect the existing inter-floor heights of the heritage fabric.
- Encourage the retention of the whole of the historic form of the building visible from the public realm.
- Retain the visual prominence of the return façades.
- Retain roofs and chimneys visible from the public realm.
- Ensure that any upper level or infill development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality
- Encourage the retention of remnant historic signage where it can help interpret the previous uses and history of the place.

7.5 Infill Sites within the Heritage Overlay

Infill sites are those included within the Heritage Overlay that are graded ‘not-contributory’.

Those properties include:

23 Mason Street	HO318	Not-contributory building
64 Oxford Street	HO318	Not-contributory building
19 Peel Street	HO318	Not-contributory building
8 Derby Street (rear)	HO101	Vacant site facing Langridge Street
33 Derby Street (eastern part)	-	Recommended for further heritage assessment

In addition to the considerations within Clause 22.02, guidelines for these places should deliver outcomes that:

- Encourage the street wall height to not exceed that of the façade height of the tallest adjacent graded building.
- Encourage front setbacks to match those of the adjacent graded building.

- Where the new development is on a site that is wider than the adjacent graded building, allow the height and setback to transition over part of that site equal in width to the adjacent heritage place.
- Be distinguishable from the original heritage fabric and adopt a high quality and respectful contextual design response.
- Ensure façade treatments and the articulation of new development are simple and do not compete with the more elaborate detailing of nineteenth century buildings.
- Ensure fenestration patterns of new development generally reflects the vertical proportions of nineteenth and early twentieth century façades and avoids large expanses of glazing with a horizontal emphasis.
- Avoid the use of unarticulated curtain glazing or highly reflective glass.
- Avoid the replication of existing decorative features and architectural detail.
- Ensure that any upper level or infill development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality.

7.6 Development Abutting Land Subject to the Heritage Overlay

Clause 22.10 includes provisions designed to moderate new built form to avoid adverse impacts on the setting of, or views to, an abutting heritage place.

Consistent with the application of Clause 22.10, guidelines should deliver outcomes for land in the Collingwood Mixed Use Pocket immediately adjacent to properties on the Heritage Overlay that:

- Encourage the street wall height to not exceed that of the façade of the adjacent heritage building, noting that there a number of circumstances where a two storey juxtaposition between the height of the heritage building and newer development already exists.
- Encourage front setbacks to match those of the adjacent heritage place.
- Where the new development is on a site that is wider than the adjacent heritage place allow the height and setback to transition over part of that site equal in width to the adjacent heritage place.

8. Built Form Recommendations

A DDO applied to the Collingwood Mixed Use Pocket should include provisions to complement but not replicate policy within Clauses 22.02 & 22.10 of the Yarra Planning Scheme to inform new development.

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

Built Form Element	Requirement	Rationale
Retention of existing heritage fabric	Retain the main roof form of 'individually significant' places including lanterns, skylights, vents or chimneys. Retain the three-dimensional form as viewed from the public realm to avoid 'facadism' (preferred)	Retention of the visible roof form and associated elements of 'individually significant' buildings is necessary to retain their three-dimensional form and legibility as buildings in-the-round. A discretionary control is appropriate given the variation in roof forms and their visibility from the street.
Facade height (infill development in the Heritage Overlay)	Match the parapet height of adjacent taller heritage building (preferred)	To ensure new built form responds to the heritage context. A preferred height is appropriate given the variation in heights within the Mixed Use Pocket.
Facade height (development abutting land subject to the Heritage Overlay)	Match the parapet height of adjacent taller heritage building (preferred)	To ensure new built form responds to the abutting properties subject to the Heritage Overlay. A preferred height is appropriate given the variation in heights within the Mixed Use Pocket and to allow for the existing variance in street wall heights.
Street wall setback (infill development in the Heritage Overlay)	Match the setback of adjacent heritage building with the lesser setback (preferred)	To ensure new built form responds to the heritage context. A discretionary control is appropriate given the variation in street wall setbacks within the Mixed Use Pocket.
Street wall setback (development abutting land subject to the Heritage Overlay)	Match the setback of adjacent heritage building with the lesser setback (preferred)	To ensure new built form responds to the neighbouring properties subject to the Heritage Overlay. A discretionary control is appropriate given the variation in street wall setbacks within the Mixed Use Pocket.
Upper level setbacks where the roof form and associated elements are visible from the street (development in the Heritage Overlay)	Set new development back behind the main roof form. (preferred)	To ensure that the new development responds to the heritage form of the building and respects their three-dimensional form and legibility as buildings in-the-round. A discretionary control is appropriate given the variation in roof forms and their visibility from the street.
Upper level setbacks where the roof form and associated elements are	Minimum 6m (preferred)	A 6m upper level setback from the street wall of new infill development will ensure the heritage terrace

not visible from the street (development in the Heritage Overlay - excluding 117 Wellington Street)		form remains the prominent element within the streetscape. A discretionary control is appropriate to allow for the variety of built form within the Mixed Use Pocket.
Upper level setback (117 Wellington Street)	Minimum 11m (mandatory)	The former Woollen Mills Weaving Building at 117 Wellington Street is the largest un-redeveloped site within the Mixed Use Pocket, and occupies as site approx. 60m wide by 200m long. A setback of 11m represents two façade bays (5.5m each) or one structural bay (11m) and this will allow the three-dimensional form of this large heritage building to be retained. It is therefore considered that a mandatory 11m setback is appropriate and is required to ensure the primary of the single storey street edge is maintained.
Building height on commercial buildings (development within the Heritage Overlay)	New upper level built form occupies no more than one quarter of the visible built form when viewed from the opposite side of the street. (preferred)	Ensures that new development does not visually dominate the existing heritage building. A discretionary control is appropriate to allow for the variety of non-residential built form within the Mixed Use Pocket.
Building height on industrial buildings (development within the Heritage Overlay)	1:1 heritage street wall to new built form ratio when viewed from the opposite side of the street. (preferred)	Ensures that new development does not visually dominate the existing heritage building by requiring that new upper level built form is no greater than the volume of the heritage façade when the site is viewed from the opposite side the street. A discretionary control is appropriate to allow for the variety of appropriate design responses on this large site.
Building height on residential buildings (development within the Heritage Overlay)	New upper level should be partially concealed when viewed from the opposite side of the street. (preferred)	Ensures that new development does not visually dominate the existing heritage building by requiring that new upper level built form to be largely concealed when viewed from the opposite side the street. A discretionary control is appropriate to allow for the variety of residential built form within the Mixed Use Pocket.

8.1 Additional Guidance

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

- The adaptation of existing ‘contributory’ and ‘individually significant’ buildings should:
 - Discourage highly reflective glazing in historic openings.
 - Ensure the inter-floor height of the existing building is maintained and avoid new floor plates and walls cutting through historic openings.
 - Encourage the retention of solid built form behind retained facades and avoid balconies behind existing openings.

- New upper level development behind the heritage buildings should:
 - Ensure that the design and setback of the addition does not visually dominate the heritage building or surrounding heritage places.
 - Retain the primacy of the three-dimensional form of the heritage building within the streetscape.
 - Incorporate materials and finishes that are recessive in texture and colour.
 - Generally utilise visually lightweight, but high quality, materials that create a juxtaposition with the heavier masonry of the heritage facades.
 - Incorporate simple architectural detailing so it does not detract from significant elements of the existing building or streetscape.
 - Provide a recessive backdrop to the heritage street wall and individual heritage buildings.
 - Avoid highly articulated facades with recessed and projecting elements.
 - Avoid highly contrasting or vibrant primary colours.
 - Avoid unarticulated façades that give a bulky appearance, especially from oblique views.
 - Be articulated to reflect the fine grained character of narrow sites.

Appendix 1: Collingwood Slope Precinct Citation - HO318

Component streets include:

- Cambridge Street,
- Oxford Street,
- Peel Street,
- Wellington Street.

Statement of Significance

What is significant?

Development of the Collingwood Slope³ began in 1839 when S A Donaldson acquired the major portion of the area, consisting of lot 52 and part lots 53 and 68, and George Otter acquired the northern portion, consisting of part of lot 73.

The pattern of streets, determined by the government's pre-auction survey, yielded large allotments in a gridiron pattern ideal for speculation and intense subdivision.

Subdivision of these allotments commenced in 1848 (lot 73) and 1849 (lots 52 and 53), and by 1853 the whole of the area, bounded by Smith, Johnson and Wellington Streets and Victoria Parade, was built upon. The area was originally known as East Collingwood. It fell outside of the *Melbourne Building Act 1849* and was rapidly developed in a relatively unplanned manner by speculators, as a place of small shops and cottages, many of timber.

By the early 1860s, Wellington Street rivalled Smith Street as a commercial precinct and many of the boot and brewing premises established on the Collingwood Slope had spread to the Flat and beyond. While the area contained predominately working class housing and manufactories of varying types, the southern area near Victoria Parade included some grander houses including Portia and Floraston, as well as a number of churches, schools and Dr Singleton's Dispensary in Wellington Street.

In 1883, Foy and Gibson established what was to become a retail and manufacturing empire in the area, when they opened a shop in Smith Street. From then until the 1920s, the entire block bounded by Smith, Wellington, Peel and Stanley Streets (originally occupied by houses, small factories and hotels) underwent a transformation into an industrial landscape which remains externally substantially intact. This major expansionary phase brought woollen mills, clothing manufacture, hosiery, bedding, metal goods and cabinet manufacture to the Heritage Overlay Area at a scale unprecedented in Melbourne at the time; this is reflected in the substantial warehouses which remain today. The Foy and Gibson Complex is on the Victorian Heritage Register and hence is not in the Heritage Overlay Area but forms a major part of the history and context of the Heritage Overlay Area.

By the early 1890s the first phase of development in the area as a whole was almost complete but has since been eroded by mostly post-Second War development.

The MMBW plan of 1898 shows street trees in approximately the locations of the existing plane trees in Peel St as part of the urban fabric extant by the turn of the century. No trees were shown in Stanley St.

Main development era

The main development period evident in the heritage overlay is that of the Victorian era. There is also a contribution from some well preserved Edwardian-era and inter-war factory buildings and individually significant places of all eras.

³ 44 Extends from Stanley Street south to Peel. Street and includes Little Oxford, Oxford, Cambridge and Wellington. Streets, adjoining the Collingwood Flat.

Contributory elements

The Collingwood Slope Heritage Overlay Area includes contributory residential buildings as typically (but not exclusively) attached Victorian-era mainly two-storey houses having:

- Pitched gabled or hipped roofs, with facade parapets;
- Row house form;
- Face brick (red, bichrome and polychrome), or stucco walls;
- Corrugated iron roof cladding, with some slate roofing;
- Chimneys of either stucco finish or of face brickwork (with moulded caps);
- Post-supported verandah elements facing the street, with cast-iron detailing;
- Less than 40% of the street wall face comprised with openings such as windows and doors;
- Narrow front paved front yards, originally bordered by typically timber or iron picket front fences of around 1m height.

The Collingwood Slope Heritage Overlay Area also includes contributory residential buildings as typically (but not exclusively):

- Victorian-era shops and residences
 - In an attached and mainly two-storey form with the elements described above for residences; and
 - With timber-framed show windows, shopfront plinths, recessed shopfront entries, and zero boundary setbacks;
- Well preserved buildings including mainly two storey industrial buildings from pre Second War era, with zero side and front boundary setbacks.
- Mature street tree plantings (plane trees) in Peel Street; and
- Public infrastructure, expressive of the Victorian-era such as bluestone pitched road paving, crossings, stone kerbs, and channels, and asphalt paved footpaths.

Also a significant landmark within the heritage overlay (but not part of it because of its listing on the Victorian Heritage Register) is the Foy and Gibson complex with:

- Face red brick walls, in a parapeted form
- Cemented dressings to parapets
- One, two and up to five floor levels
- Timber framed windows and large entry doorways, originally with boarded ledged and braced doors;
- Less than 40% of the street wall face comprised with openings such as windows and doors, symmetrically arranged on the street facade.

How is it significant?

HO318 Collingwood Slope Heritage Overlay Area is **socially, aesthetically and historically** significant to the City of Yarra (National Estate Register[NER] Criteria E1, A4)

Why is it significant?

The Collingwood Slope Heritage Overlay Area is significant:

- As a remnant area of substantially 19th mixed commercial, residential and industrial development that once typified the area and is distinguished by its high integrity with many surviving original shopfronts;
- For the contribution provided by well preserved Edwardian-era and inter-war factory buildings;
- For the area's historic context created by the massive and substantially intact former Foy and Gibson factory/ warehouse complex, a red brick and rendered complex dating predominantly from the late nineteenth and early twentieth century. The complex is characterised by a strong sense of mass and a consistency of materials (predominantly red brick with rendered dressings). The former Foy and Gibson complex is of particular significance: this retail and manufacturing empire, established in 1883, was an early example of a new type of retail venture which was based on the earliest department

stores in Europe and the United States. The complex was also considered to be technologically advanced for its large scale use of steam and electric power;

- As a destination for many Melbournians who were employed here (particularly, the former Foy and Gibson complex), and to members of the community who travelled both from within the local area, and from further afield, to shop there and at the Foy and Gibson stores;
- For the early street layouts, together with most original bluestone kerbs and guttering survive. These elements provide an appropriate setting for this collection of buildings and the mature *Platanus* sp. street trees further enhance the period expression of the Heritage Overlay Area; and
- For key buildings of individual historical and architectural significance.

Appendix 2: Victoria Parade Precinct Citation – HO336

Component streets include:

- Cambridge Street,
- Mason Street,
- Oxford Street,
- Victoria Parade.

Statement of Significance

What is significant?

Early development

The Victoria Parade Heritage Overlay Area is located at the southern boundary of Collingwood on Crown Portion 52 and includes buildings from the second wave of building development in Collingwood, occurring during the 1880s and 1890s.

1880s-1890s development

The Clement Hodgkinson 1850s map shows a terraced building of six timber houses in Cambridge St, replaced in 1892 by John Raphael's Cambridge Terrace. Further south in Cambridge Street a timber house was replaced in 1891 by a two-storey terrace with unusual cast iron lacework. This was the second phase of the area's development.

By the early 1880s, a number of villas had been constructed in Victoria Parade, including Portia (15 Victoria Parade) and Floraston (39 Victoria Parade). The mansion Walmer (now demolished), at 41-47 Victoria Parade, was set well back on a deep site which backed onto Mason Street and had a large front garden. The site is now occupied by the Melbourne District Nursing Society's After Care Hospital (1926-36).

The former Cambridge Street School (SS. 1895) is the largest non-residential contributory building within the area. Built to replace three smaller schools in Collingwood, it was opened in September 1877. In the early 1920s, the school was granted Higher Elementary School status and was renamed Cambridge Street Central School. The school later operated as the Collingwood English Language School.

The former St Saviour's Church of England, a bluestone Gothic Revival church, was built in 1874-75 next to the school site, on the corner of Oxford and Mason Streets, and enlarged in 1879. The church operated as the Holy Virgins Protection Russian Orthodox Church from 1958.

The MMBW Detail Plan 1208 of 1898 shows the infrastructure which prevailed in the area, with street trees shown in Cambridge St, gas lights, post boxes, pitched crossings in Victoria Parade, plus asphalted and flagstone footpaths.

Transport

Cable trams ran along the outbound lane of Victoria Parade from 1886. With electrification in the late 1920s, the tracks were moved to the central reservation and ornamental overhead wire supports erected.

Main development era

The main development period evident in the Victoria Parade Heritage Overlay Area is that of the Victorian era with a contribution from the Edwardian-period.

There is also a contribution from a well preserved inter-war building and individually significant places of all eras.

Contributory elements

The Heritage Overlay Area contributory elements include (but not exclusively) mainly attached Victorian-era two-storey houses having typically:

- Pitched gabled or hipped roofs, with some facade parapets,
- Two storey wall heights but with some one-storey houses,
- Face brick (red, dichrome and polychrome) or stucco walls;
- Slate and corrugated iron roof cladding, with some Marseilles pattern terra-cotta tiles;
- Chimneys of either stucco finish (with moulded caps) or of face red brickwork with corbelled capping courses;
- Post-supported verandah elements facing the street, set out on two levels as required with cast-iron detailing;
- Less than 40% of the street wall face comprised with openings such as windows and doors; and
- Front gardens, originally bordered by typically iron or timber picket front fences of around 1m height;

Contributory elements also include:

- Corner shops and residences with ground level display windows and zero boundary setbacks.
- Victorian-era landmark religious and educational buildings, dominant in scale to the rest of the heritage overlay
- Well preserved buildings from the inter-war era;
- Mature street tree plantings (planes and elms); and
- Public infrastructure, expressive of the Victorian and Edwardian-eras such as some bluestone pitched road paving, crossings, stone kerbs, and channels, and asphalt paved footpaths.

How is it significant?

HO336 Victoria Parade Heritage Overlay Area, Collingwood is **aesthetically** and **historically** significant to the City of Yarra (National Estate Register[NER] Criteria E1, A4)

Why is it significant?

The Victoria Parade Heritage Overlay Area is significant:

- As a substantially intact collection of middle class late nineteenth century residential building stock, supported by key commercial, institutional and religious buildings, demonstrating, as a group, the functions of nineteenth century daily life, and representing the second generation of building development having replaced mainly small timber, buildings dating from the first urban settlement of Collingwood in the 1850s;
- For the Victoria Parade frontage to the area, as an important and elegant boulevard entrance to central Melbourne, containing an impressive collection of predominantly two storey Victorian-era residences, hotels and shops; and
- For the early street layouts, together with some original bluestone kerbs and guttering and mature planes and elms, providing an appropriate setting for this important collection of buildings.