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BUILT FORM REVIEW:

493-497 SWAN STREET, RICHMOND

HERITAGE ANALYSIS & BUILT FORM REVIEW



PREPARED FOR: City of Yarra
DATE: 31 March 2021
FILE: 2021-004

The subject site forms part of the traditional lands of the Wurundjeri People, who are represented by the Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation. This report is limited in its scope to consideration of post-contact cultural heritage and does not provide advice on any Aboriginal cultural heritage significance. Nonetheless, we acknowledge the Wurundjeri People as the Traditional Owners of the land at this place and pay our respects to their Elders past, present and emerging. For more information on the Wurundjeri People, please visit <https://www.wurundjeri.com.au/>.

PROJECT TEAM

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COVER IMAGE

Swan Street, looking north towards 493-501 Swan Street.

GLOSSARY OF ABBREVIATIONS

C1Z	Commercial 1 Zone
C2Z	Commercial 2 Zone
DDO	Design and Development Overlay
DELWP	Department of Environment, Land, Water and Planning
GRZ	General Residential Zone
HO	Heritage Overlay
MAC	Major Activity Centre
MUZ	Mixed Use Zone
NAC	Neighbourhood Activity Centre
NRZ	Neighbourhood Residential Zone
PPN	Planning Practice Note
VHR	Victorian Heritage Register

All photos taken by GJM Heritage in February 2021 unless otherwise stated.

DOCUMENT VERSIONS

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1.0 INTRODUCTION

1.1 PROJECT

The purpose of this project is to provide expert heritage advice to inform the recommendations of the '493-497 Swan Street Built Form Review and Recommendations' project. The advice will help ensure that the built form recommendations appropriately consider heritage values and achieve acceptable outcomes.

This advice has specific regard to the implications for 499 Swan Street, which shares the same roof form as 493-497 Swan Street (the subject sites). During the course of this work, it was determined that all the properties that front Swan Street between Belgravia Street and Queen Street – that is, numbers 487-491, 493, 495, 497, 499 and 501 - should be considered the study area. As demonstrated in Figure 1 below, the numbers 487-491, 499 and 501 Swan Street provide the immediate context for the subject sites.



Figure 1. The study area (487-501 Swan Street) viewed from the southern side of Swan Street. The subject sites are numbers 493, 495 and 497 Swan Street. (Source: Hodyl & Co, March 2021).

This report does not seek to revise the application and extent of the Heritage Overlay or the existing Statements of Significance for HO309 – Bendigo Street, Precinct.

The City of Yarra has identified the following objectives of the project:

- To understand the heritage buildings and Swan Street streetscapes within the Bendigo Street Heritage Precinct (HO309).
- To identify architectural and heritage features (e.g. parapets, roofline treatments, view lines, corner sites) that are relevant to the consideration of any built form recommendations.
- To undertake a review of the suitability of preliminary and final built form recommendations against the heritage fabric of the study area.
- To ensure that the recommendations arising from the 493-497 Swan Street Built Form Review and Recommendations project take full and proper account of the place's heritage values, and achieve acceptable heritage built form outcomes.
- To document the methodology used and provide logic and evidence to support any changes to the built form recommendations.

1.2 BACKGROUND

In Submission 21 made to Council during the exhibition of Amendment C191yara (built form controls for Swan Street Major Activity Centre) in early 2019, the owners of 497 Swan Street requested that their property be included in the proposed Design and Development Overlay boundary.

On 10 September 2019, Council considered the amendment and submissions received. Council resolved, amongst other things, to:

Refer Submission 21 to officers for further advice as to the opportunity to include properties at 493- 497 Swan St, Richmond into DD017.

At the hearing, the independent Panel publicly considered Submission 21 together with additional written and verbal submissions from the owners of 497 Swan Street.

After considering submissions, the Panel agreed with Council and did not support the Precinct 4 boundary being realigned to include 493-497 Swan Street through the Amendment because:

- there is insufficient strategic work to support the proposal;
- the implications of applying the DDO provisions need to be clearly understood; and
- it is beyond the scope of the Amendment and should be reviewed through a separate process.

The Panel supported the amended Swan Street Framework Plan tabled at the hearing by Council. At its meeting on 15 December 2020, Council resolved to (amongst other things):

- progress further strategic work as soon as practicable for the land; and
- prepare a report for Council to consider by April 2021 in relation to the sites at 493-497 Swan Street based on the findings of the consultant team.

While the Council resolutions only pertained to the land at 493-497 Swan Street as they are in the C1Z, this report considers the whole of the northern side of Swan Street between Belgravia Street to the west and Queens Street to the east, as these properties provide the immediate context of the subject sites.

1.3 METHODOLOGY

Site inspections were undertaken in February 2021; all photographs were taken at this time unless otherwise stated. Numbers 487-491, 493, 495, 497, 499 and 501 Swan Street were inspected from the public realm including from Belgravia and Queen streets and the (unnamed) laneway to the rear (north). The Bendigo Street Precinct was also inspected to the extent of Queen Street and Bendigo Street south of Survey Street.

A document review was undertaken of previous heritage and built form analysis of the subject sites, along with a review of existing heritage controls, the Statement of Significance and heritage gradings. This work included consideration of the following matters:

- Clause 15.03S – Heritage conservation
- Clause 21.05-1 – Heritage



- Clause 22.02 – Development Guidelines for Sites Subject to the Heritage Overlay
- Clause 22.10 – Built Form and Design Policy
- Clause 43.01 – Heritage Overlay
- Clause 43.01 – Schedule to the Heritage Overlay
- Clause 72.02-3 – Integrated decision making
- Incorporated Document: *City of Yarra Database of Heritage Significant Areas (July 2020)*
- Planning Practice Note 1: *Applying the Heritage Overlay* (August 2018)
- Planning Practice Note 59: *The Role of Mandatory Provisions in the Planning Scheme* (September 2018)
- Planning Practice Note 60: *Height and Setback Controls for Activity Centre* (September 2018)
- Relevant Planning Scheme Amendments Including:
 - Boroondara C108 ‘Neighbourhood Centres and Commercial Corridors’ (26 February 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).
 - Stonnington Planning Scheme Amendment C223 ‘Glenferrie Road and High Street Activity Centre’ (15 December 2017)
 - Darebin Planning Scheme Amendment C161 ‘Fairfield Village’ (3 December 2018)
 - Yarra Planning Scheme Amendment C220 ‘Johnston Street Built Form Controls’ (22 February 2019)
 - Melbourne Planning Scheme Amendment C308 ‘Central Melbourne Urban Design’ (16 May 2019)
 - Melbourne Planning Scheme Amendment C258 ‘Heritage Policies Review’ (21 May 2019)
 - Yarra Planning Scheme Amendment C231 ‘Queens Parade Built Form Review’ (31 October 2019)
 - Yarra Planning Scheme Amendment C191 ‘Swan Street Activity Centre Built Form Framework’ (15 October 2020).

GJM reviewed 3D modeling of 12 different built form scenarios (these scenarios are included in an appendix to the 493-497 Swan Street, Richmond Built Form Review, Hodyl & Co, March 2021) to identify whether or not the heights, setbacks and



massing achieved an acceptable outcome. This report is also informed by the previous strategic heritage advice GJM has provided to the City of Yarra in relation to the Swan Street Major Activity Centre (MAC) and other commercial high streets within the municipality.

Amendment C269yara proposes to introduce a new Municipal Planning Strategy, local policies and supporting documents into the Yarra Planning Scheme, including provisions relevant to the identification, management and development of heritage places. Exhibition of this Amendment concluded on 20 November 2020 and is currently under assessment. This Amendment remains at an early stage of the process, therefore the advice provided in this report, while noting the proposed new local heritage policy at Clause 15.03-1L, has been generally informed by the relevant existing Local Planning Policy, in particular clauses 22.02 and 22.10.

Excerpts of the previous advice provided by GJM in relation to these properties is provided below.

1.4 PREVIOUS ADVICE

The subject land was considered as part of previous strategic heritage analysis undertaken by GJM. The following provides a summary of the recommendations previously made in relation to this land.

1.4.1 Swan Street Built Form Heritage Review

GJM Heritage undertook the Swan Street Built Form Heritage Review in 2017 to provide specific advice on the heritage considerations for the Swan Street Structure Plan study area. The purpose of the Heritage Review was to ensure that the recommendations arising from the built form review prepared by Tract Consulting – and translated into the DDO – take proper account of the historic (non-Indigenous) cultural heritage values within the study area. The *Swan Street Built Form Heritage Review* report (dated 27 September 2017) provided the following advice in relation to the subject sites, which formed part of the Burnley Station Precinct within the Swan Street Structure Plan (David Lock & Associates, 2014). Chapter 11.5 (pp.54-55) of the Built Form Heritage Review which considered these properties reads:

The Study Area, again reflecting the extent of commercially zoned land on Swan Street, includes three properties that are subject to the Bendigo Street Precinct (HO309). Other than these three properties, the rest of HO309 is zoned NRZ recognising the low-rise residential character of the area. The three buildings at 493, 495 and 497 Swan Street form part of a row of four single-storey Edwardian-era terraced houses identified as ‘contributory’ in Appendix 8. 493 and 495 Swan Street appear reasonably intact, while 497 Swan Street has been converted to commercial use with a shop constructed in front of the house.

The preferred built form outcomes for the portion of HO474 within the Study Area are:

- *That the properties should remain low-rise residential in character.*
- *New development take the form of high quality, contemporary, recessive additions to the predominantly single-storey houses in accordance with Council’s heritage policy at Clause 22.02 of the Yarra Planning Scheme.*

We recommend that the status of these properties be reconsidered with either all properties included in, or excluded from, the Study Area. In heritage terms, rezoning this land NRZ and removing these properties from the Study Area would be the preferred outcome.

Further, Chapter 12.3.5 (p.65) recommended:

The status of these properties should be reconsidered with either all properties included in, or excluded from, the Study Area. If all properties remain within the Study Area, a street wall height control will not be required (by virtue of the 'contributory' status of these properties).

1.4.2 Swan Street Built Form Study: Heritage Assessments & Analysis

To support the Swan Street Built Form Heritage Review, GJM undertook a review of the existing Statements of Significance and considered anomalies in terms of the extent and application of the Heritage Overlay within the Swan Street Structure Plan study area. This culminated in the *Swan Street Built Form Study: Heritage Assessments & Analysis* report dated 5 October 2017. In relation to the subject sites the Heritage Assessments & Analysis report recommended amendments to the Statement of Significance for HO309 - Bendigo Street Precinct to include reference to the consistent building scale and setbacks as contributory elements within the precinct.

1.4.3 Amendment C191yara

Jim Gard'ner prepared an expert evidence statement for the City of Yarra dated 26 November 2019 in relation to the heritage matters relating to Amendment C191yara. This was updated in a supplementary expert witness statement dated 13 July 2020. The expert witness statement notes at paragraph 119 (p.49) that the proposed Schedule 28 to the Design and Development Overlay (DDO28) "...excludes the three single storey residential (or former residential) buildings at 493, 495 and 497 Swan Street that are included within HO309 – Bendigo Street Precinct and were originally included within the Study Area."

The expert evidence statement responded to Submission 21 at paragraphs 151-156 (pp.63-64) is reproduced below:

7.7 497 Swan Street, Richmond - Submission 21

[151] *Submission 21 supports the application of height controls but assert that the extent of the Activity Centre should align with the C1Z zoning. In relation to heritage they recommend that 497 Swan Street and 'adjoining terraces' be removed from HO309 asserting that:*

These terraces are ungraded and contribute insignificantly to the Heritage Character of the area and, in this location, impede the strategic purpose of commercial intensification along Swan Street.

[152] *497 Swan Street is one of a row of four terraced singled storey houses dating from the Edwardian (1901-1914) period. The row of houses has been altered; with 497 Swan Street having had a shop that occupies what was the verandah, and front garden added during the Inter-War (1918-1939) period. Located within the C1Z and*



subject to HO309 – Bendigo Street Precinct, Richmond, this property forms the boundary between the C1Z and the Neighbourhood Residential Zoned (NRZ) that makes up the remainder of HO309. The property is located within Precinct 4 – Burnley Station of the proposed DDO17.

[153] I note that numbers 493, 495, 497, 499 and 501 Swan Street are all graded ‘contributory’ within Appendix 8¹, which means that the terraces are not ‘ungraded’ as asserted. The citation for the Bendigo Street Precinct specifically includes the Swan Street properties and identifies contributory attributes that are evident in the terraces. These include (emphasis added):

The contributory buildings in the Bendigo St Heritage Overlay Area include mainly (but not exclusively) **small attached and detached Victorian-era and Edwardian-era one-storey houses**, but with some well preserved residential examples from the immediate post First-War era, having typically:

- **Pitched gabled or hipped roofs**, with some facade parapets;
- **One storey wall heights**;
- Weatherboard, **face brick** (red, bichrome and polychrome), bluestone, or **stucco walls**;
- Corrugated iron roof cladding, **Marseilles pattern terra-cotta tiles**, with some slate roofing;

[154] The Heritage Review describes this area at page 7:

To the east of Belgravia Street, the north side of Swan Street becomes residential in character and this continues to Park Grove at the eastern end of the Study Area, abutting the Burnley Gardens. The residences on the north side of Swan Street are included within the Bendigo Street Precinct (HO309) and a small number of these houses are contained in the Study Area.

[155] And goes on to make the following recommendations at pages 54 and 55:

The Study Area, again reflecting the extent of commercially zoned land on Swan Street, includes three properties that are subject to the Bendigo Street Precinct (HO309). Other than these three properties, the rest of HO309 is zoned NRZ recognising the low-rise residential

¹ Incorporated Document City of Yarra Review of Heritage Overlay Areas 2007: Appendix 8 (revised May 2018). This document was the precursor to the Incorporated Document: City of Yarra Database of Heritage Significant Areas (July 2020).



character of the area. The three buildings at 493, 495 and 497 Swan Street form part of a row of four single-storey Edwardian-era terraced houses identified as 'contributory' in Appendix 8. 493 and 495 Swan Street appear reasonably intact, while 497 Swan Street has been converted to commercial use with a shop constructed in front of the house.

The preferred built form outcomes for the portion of HO474 within the Study Area are:

- That the properties should remain low-rise residential in character.*
- New development take the form of high quality, contemporary, recessive additions to the predominantly single-storey houses in accordance with Council's heritage policy at Clause 22.02 of the Yarra Planning Scheme.*

We recommend that the status of these properties be reconsidered with either all properties included in, or excluded from, the Study Area. In heritage terms, rezoning this land NRZ and removing these properties from the Study Area would be the preferred outcome.

[156] The period of construction, form and levels of intactness of the dwellings at 493, 495, 497, 499 and 501 Swan Street is consistent with their 'contributory' grading in Appendix 8 and in my view there is no reason to consider amending the extent of HO309 to exclude these properties from the Heritage Overlay.

Having reconsidered these properties as part of this review, it remains our advice that there is no reason to consider either:

1. amending the extent of HO309 to remove these properties from the Heritage Overlay; or
2. re-grading these properties from 'contributory' to 'not-contributory' within the *City of Yarra Database of Heritage Significant Areas*.

2.0 STUDY AREA

The study area comprises the land bounded by Swan Street to the south, Belgravia Street to the west, Queen Street to the east and the (unnamed) laneway to the north. It is located at the eastern end of the Swan Street commercial corridor on the northern side of the street. The study area includes 487-491, 493, 495, 497, 499 and 501 Swan Street.

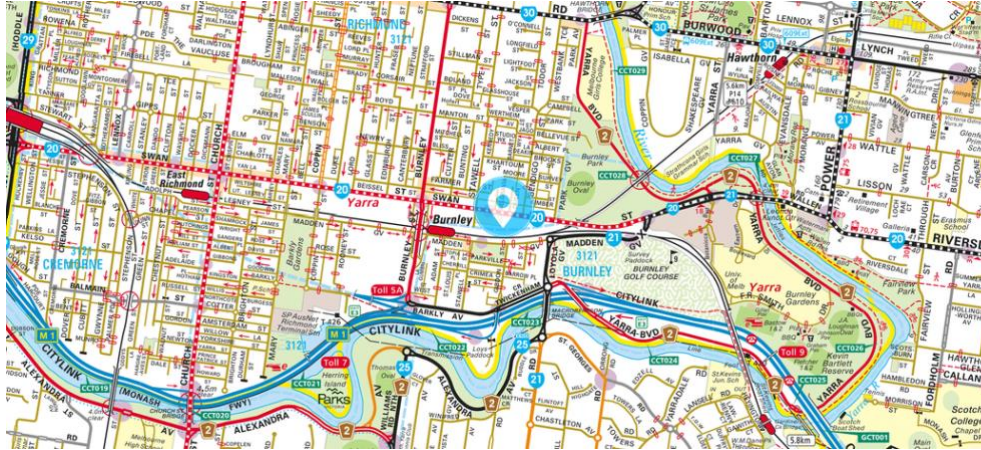


Figure 2. Location of study area along Swan Street, in Melbourne's inner-eastern suburb of Richmond (indicated by blue marker) (Source: Melways online, accessed 25 February 2021).

The study area includes the subject sites at 493, 495 and 497 Swan Street being those properties zoned Commercial 1 Zone (C1Z) and included within the extent of the Bendigo Street Precinct (HO309) (the subject sites).



Figure 3. Aerial image showing location of study area (indicated by blue dashed line) (Source: Nearmap, January 2021).

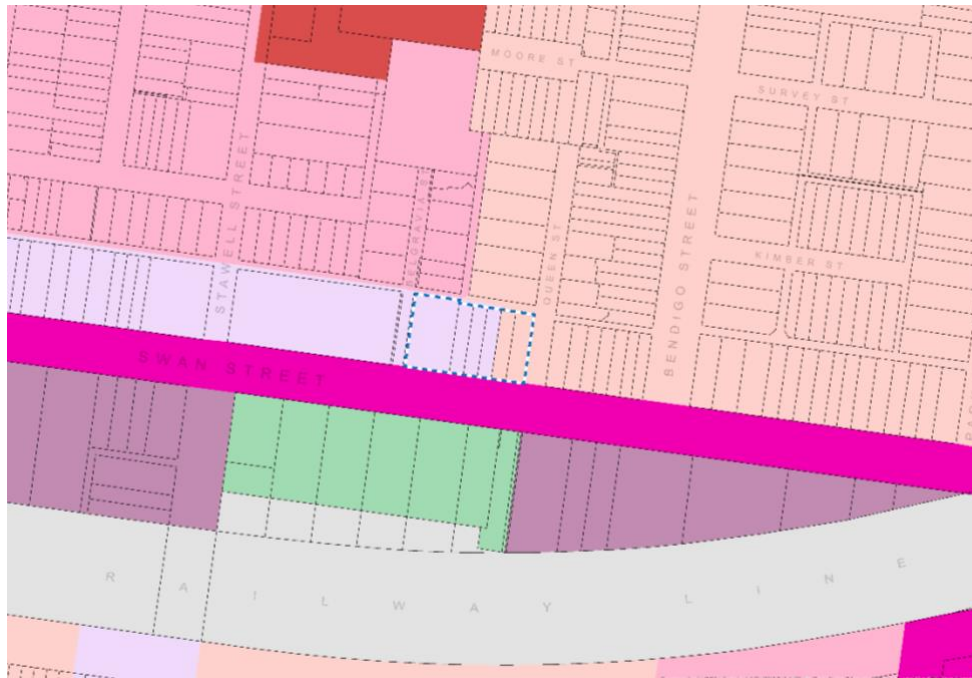


Figure 4. Zoning map, showing study area (indicated by blue dashed line) (Source: VicPlan, accessed 25 February 2021).

- C1Z
- C2Z
- NRZ
- GRZ
- MUZ
- PPRZ
- PUZ
- RDZ

The three-storey commercial building at 487-491 Swan Street is located at the eastern end of the Swan Street MAC. This building is not subject to the Heritage Overlay and has no heritage values. A terrace row of four residences (or former residences) occupies the centre of the study area at number 493, 495, 497 and 499 Swan Street. A single-storey house of gable ended form also dating from the Edwardian-period is located at 501 Swan Street.



Figure 5. Looking northwest to the study area from the south side of Swan Street opposite the intersection with Queen Street.



3.0 BENDIGO STREET PRECINCT, RICHMOND (HO309)

Numbers 493 to 501 Swan Street form the southwestern corner of HO309 – Bendigo Street Precinct. This is a medium-sized precinct in the context of the City of Yarra and is generally bounded by Swan Street to the south, Burnley Park to the east, Albert and Khartoum Streets to the north, and the rear boundaries of the properties addressing Belgravia Street to the west. HO309 is primarily residential in character, with the majority of properties dating to the late nineteenth or early twentieth centuries.

PS map ref	Heritage place	External paint controls apply?	Internal alteration controls apply?	Tree controls apply?	Outbuildings or fences which are not exempt under Clause 43.01-4	Included on the Victorian Heritage Register under the Heritage Act 2017?	Prohibited uses may be permitted?	Aboriginal heritage place?
HO309	Bendigo Street Precinct, Richmond Incorporated Plan: Incorporated Plan under the provisions of clause 43.01 Heritage Overlay, Planning permit exemptions, July 2014	No	No	No	No	No	No	No

Figure 6. Extract from Yarra Planning Scheme Schedule to the Heritage Overlay, showing HO309 – Bendigo Street Precinct.

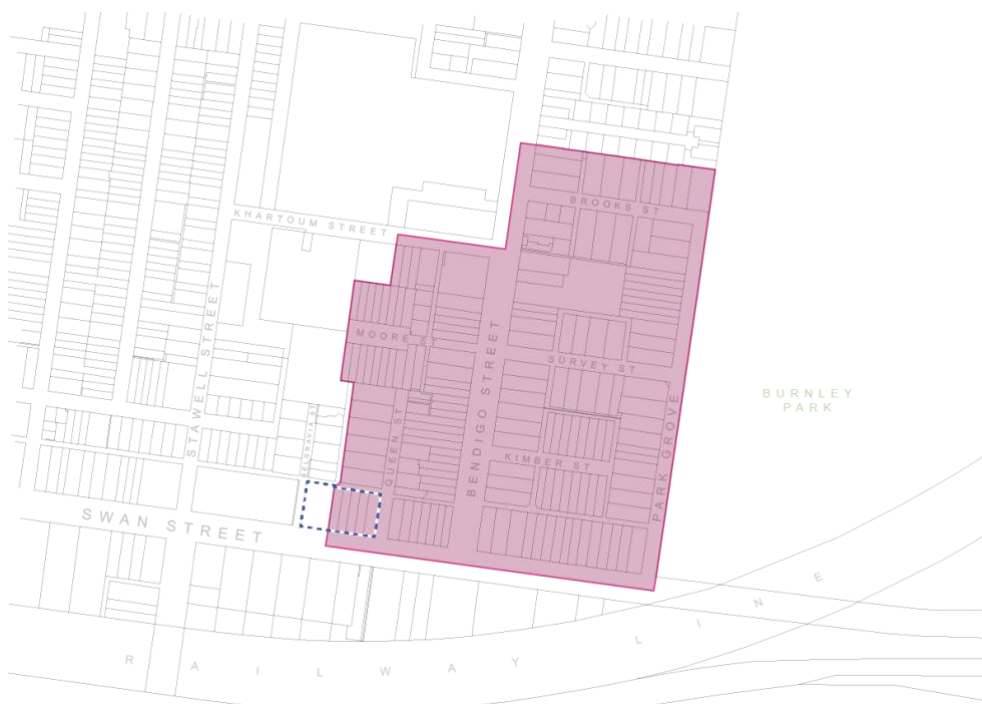


Figure 7. Map showing the study area (blue dashed line) in the context of HO309 – Bendigo Street Precinct (pink).



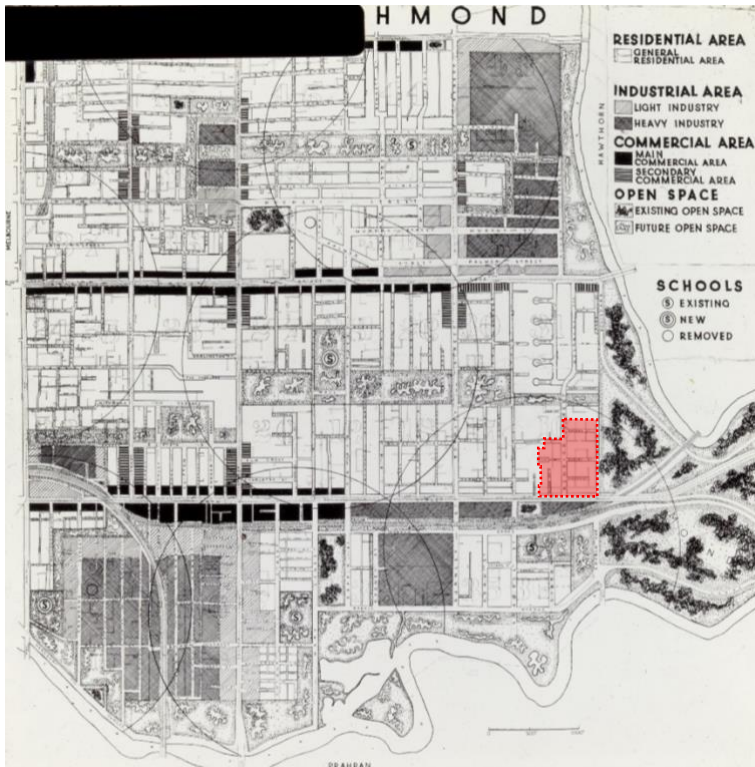


Figure 8. Map of Richmond (c.1920-c.1930) showing land uses. Approximate extent of Bendigo Street Precinct indicated (Source: SLV, H2011.35/14 “Richmond, [Vic.][picture]).

The Statement of Significance for the Bendigo Street Precinct reads:

What is significant?

The Bendigo Street Heritage Overlay Area was part of Crown Allotment 16 as sold to J M Chisholm in 1840.¹⁷ Plans from 1895 show that, by then, three-quarters of the area was developed with housing, mostly in Park Grove, Kimber, Brooks and Survey Streets. The Wertheim Piano Factory (HO224), later the GTV9 television studios, dominated the area from the Edwardian-era. The factory was once the largest piano factory in Australia, occupying a four acre site, complete with its own power generator and tramline. Designed c1909 by architect Nahum Barnet, the buildings are important heritage elements in the streetscape.

Nearby Richmond Park (now Burnley Park) was the pleasure ground for this area as well as the rest of inner Melbourne and now forms the eastern boundary of the area.

Main development era

The main development era evident in the heritage overlay is that of the Victorian and Edwardian-eras, with a contribution from well preserved inter-war buildings and individually significant places of all eras, such as the former Wertheim Piano Factory.

Contributory elements

The contributory buildings in the Bendigo St Heritage Overlay Area include mainly (but not exclusively) small attached and detached Victorian-era and Edwardian-era one-storey houses, but with some well preserved residential examples from the immediate post First-War era, having typically:

- *Consistent building scale and setbacks;*



- *Pitched gabled or hipped roofs, with some façade parapets;*
- *One storey wall heights;*
- *Weatherboard, face brick (red, bichrome and polychrome), bluestone, or stucco walls;*
- *Corrugated iron roof cladding, Marseilles pattern terra-cotta tiles, with some slate roofing;*
- *Chimneys of either stucco finish (with moulded caps) or of matching face brickwork with corbelled capping courses;*
- *Post-supported verandah or porch elements facing the street;*
- *Less than 40% of the street wall face comprised with openings such as windows and doors; and*
- *Front gardens, originally bordered by typically timber picket front fences or wire fences (inter-war) of around 1m height; also*
- *Corner shops and residences with large display windows and zero boundary setbacks.*
- *Public infrastructure, expressive of the Victorian and Edwardian-eras such as stone pitched road paving, kerbs and channels, and asphalt paved footpaths*

How is it significant?

HO309 Bendigo Street Heritage Overlay Area, Richmond is aesthetically and historically significant to the City of Yarra (National Estate Register [NER] Criteria E1, A4)

Why is it significant

The Bendigo Street Heritage Overlay Area is significant for:

- *Its substantially intact single-storey Victorian-era housing that varies between modest and ornate;*
- *Edwardian house examples, particularly in Swan and Moore Streets, being both typical and highly decorated Edwardian dwelling types, complemented by the significant Edwardian-era former Wertheim Piano Factory;*
- *The retention of early materials and elements in the public domain, such as street construction, and the retention of many bluestone laneways;*
- *The demonstration of a typical 19th century suburban area with its attached and detached housing stock and corner shops, that has been subsequently lost in other parts of the inner suburbs; and*
- *The consistency of building scale and setbacks, creating cohesive and homogeneous streetscapes that are enhanced by mature plane tree avenue plantings.*

Source: Graeme Butler & Associates (2007, 2013), *City of Yarra Review of Heritage Overlay Areas* Updated by GJM Heritage (2017), *Swan Street Built Form Review*

HO309 includes 168 places, of which *City of Yarra Database of Heritage Significant Areas* grades:



- 10 places (6%) as ‘individually significant’
- 128 places (76%) as ‘contributory’
- 31 places (18%) as ‘not contributory’

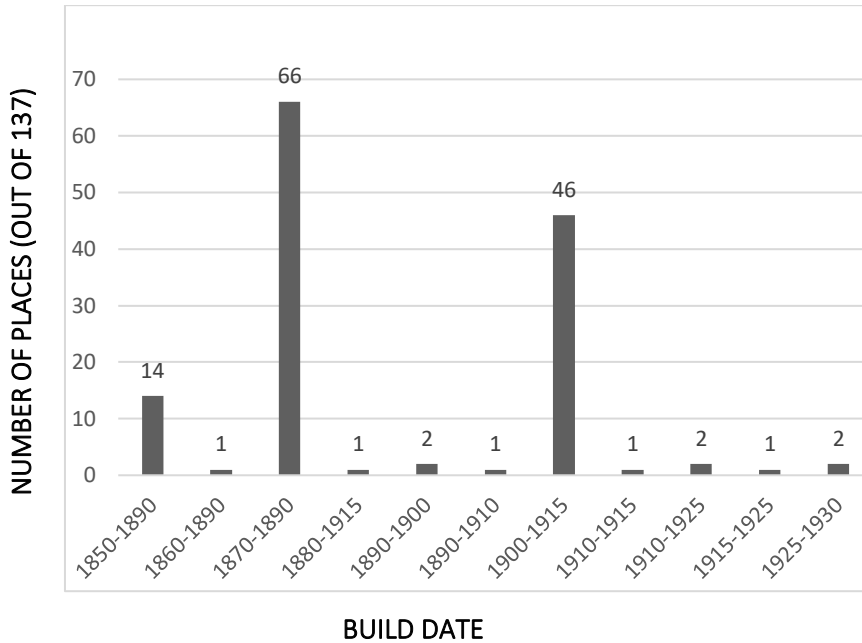


Figure 9. Graph showing distribution of property build dates according to *City of Yarra Database of Heritage Significant Areas* (Note: the properties graded as ‘not contributory’ are not plotted.)

The properties at 493-501 Swan Street all date to the Edwardian-period (the build dates identified as being between 1900 – 1915) and are graded ‘contributory’ in the *City of Yarra Database of Heritage Significant Areas*. These properties along with the those addressing Swan Street between Bendigo Street and Park Grove form a cohesive early twentieth century streetscape, with the four westernmost properties (493 – 499) sharing a single roof from.

4.0 DESCRIPTIONS

The following provides a summary of each of the existing buildings within the study area.

4.1 487-491 SWAN STREET, RICHMOND

487-491 Swan Street is a three-storey commercial building dating to the late twentieth century. It occupies a corner site, addressing Swan Street to the south and bounded by Belgravia Street to the east and an unnamed laneway to the north. It is built to the boundary and is rectilinear in form, with flat metal-deck roof concealed by a parapet. Materially, it appears to comprise a mix of rendered masonry, rendered fibre-cement sheeting, and aluminium-framed glazing. A triple-height entry is located at the southeast corner of the building. A setback at the southwest corner of the first floor forms an elevated outdoor terrace; a second terrace appears to be formed by the setback of the second-floor from the west and south, although it is unclear if this is accessible. A cubic volume, partially glazed, cantilevers over the pedestrian path at the first-floor level on the south (principal) elevation. Secure undercover parking is accessed from Belgravia Street



Figure 10. Looking north across Swan Street to 487-491 Swan Street.



Figure 11. Looking south west along the unnamed laneway to the east elevation of 487-491 Swan Street (beyond), with the rear sections of 493, 495 and 497 Swan Street in the foreground.

4.2 493-499 SWAN STREET, RICHMOND

493-499 Swan Street, Richmond is a terraced row of four single-storey houses, that would once have been two identical mirror image pairs. These buildings have been altered to a greater or lesser degree and is each described below.



Figure 12. Looking north across Swan Street to the terraced row of houses at 493-499 Swan Street.

4.2.1 493 SWAN STREET, RICHMOND

493 Swan Street (Figure 2) is a single-storey terrace house dating to the early twentieth century and appears to be highly intact to its original form when viewed from Swan Street. The property addresses Swan Street to the south, and the property extends to an unnamed laneway to the north. The west elevation directly abuts the eastern elevation of 487-491 Swan Street, and a party wall is shared with 495 Swan Street to the east of the property.

The house is of red-brick masonry construction. A steeply-pitched roof with ridgeline running east-west features pierced decorative ridge tiles, and is clad on its most prominent (southern) face in terracotta tiles; beyond the ridgeline, the roof is clad in corrugated metal sheeting. A corbelled chimney with two terracotta pots is located beyond the ridgeline of the roof and on the eastern party wall. The party walls project above the roof plane to form shallow parapets, and are capped with render. They project slightly beyond the line of the verandah to the south and feature some decorative detailing including corbelling.

The house is set back approximately 2m from the Swan Street boundary and is accessed by a verandah with bullnosed roof clad in (later) corrugated metal sheeting. A beam spanning between the west and east party walls supports the verandah roof, and features a decorative moulding detail that matches that of the adjacent house at 495 Swan Street. The main entry is offset to the west end of the principal elevation and comprises a partially-glazed timber door set with two raised and fielded panels, fanlight overhead and single sidelight to the east of the door. Two timber-framed full-height windows are located to the east of the main entry. Two courses of bricks have been overpainted in a cream colour to emulate a string course detail.

A shallow garden featuring informal plantings occupies the space created by the setback between the south (principal) elevation and the boundary to Swan Street. The garden is bounded by a low timber picket fence.

To the rear of the site, a single-storey later addition has been constructed that matches the detailing of the adjacent rear additions at 495 Swan Street. An at-grade

carpark, unfenced and paved in concrete, extends from the north elevation to the northern boundary of the site.



Figure 2. (left) South (principal) elevation of 493 Swan Street.



Figure 14. (right) South (principal) elevation of 495 Swan Street.

4.2.2 495 Swan Street, Richmond

495 Swan Street is a single-storey terrace house dating to the early twentieth century. Like its neighbour to the west it appears to be highly intact to its original form when viewed from Swan Street. It addresses Swan Street to the south, and the property extends to an unnamed laneway to the north. The house shares a party wall to the east with 497 Swan Street, and to the west with 493 Swan Street.

The house is of red-brick masonry construction. A steeply-pitched roof with ridgeline running east-west features decorative pierced ridge tiles, and is clad on its most prominent (southern) face in terracotta tiles; beyond the ridgeline, the roof is clad in corrugated metal sheeting. A corbelled chimney with two terracotta pots is located beyond the ridgeline of the roof and on the western party wall. The party walls themselves project above the roof plane to form shallow parapets, and are capped with render. They project slightly beyond the line of the verandah to the south and feature some decorative detailing including corbelling.

The house is set back approximately 2m from the Swan Street boundary and is accessed by a verandah with bullnosed roof, clad in corrugated metal sheeting. A beam spanning between the west and east party walls supports the verandah roof, and features a decorative moulding detail that matches that of the adjacent house at 493 Swan Street. The verandah also features a decorative timber valance on timber brackets. The main entry is offset to the east end of the south (principal) elevation and comprises a partially-glazed timber door set with two raised and fielded panels, fanlight overhead and single sidelight to the east of the door. Two timber-framed full-height windows are located to the west of the main entry.

A shallow garden occupies the space created by the setback between the south (principal) elevation and the boundary to Swan Street. The garden is bounded by a low timber picket fence with matching gate at the east end, and includes a hedge planting of *Westringia sp.* and *Cordyline* specimens.

To the rear of the site, a single-storey later addition has been constructed that matches the detailing of the adjacent rear additions at 493 Swan Street. An at-grade carpark, unfenced and paved in concrete, extends from the north elevation to the northern boundary of the site.

4.2.3 497 Swan Street, Richmond

497 Swan Street is single-storey terrace house dating to the early twentieth century with Interwar-period single storey shopfront added with cantilever canopy projecting over the footpath. It addresses Swan Street to the south, and the property extends to an unnamed laneway to the north. The building shares a party wall to the east with 499 Swan Street, and to the west with 495 Swan Street.

The building is of red-brick masonry construction. A steeply-pitched roof with ridgeline running east-west features decorative pierced ridge tiles, and is clad on its most prominent (southern) face in terracotta tiles; beyond the ridgeline, the roof is clad in corrugated metal sheeting. A corbelled chimney with two terracotta pots is located beyond the ridgeline of the roof and on the eastern party wall. The party walls themselves project above the roof plane to form shallow parapets, and are capped with render. They project slightly beyond the line of the verandah to the south and feature some decorative detailing including corbelling.

Where the adjacent houses are setback from the Swan Street boundaries, 497 Swan Street has been substantially altered. The Interwar-period shop projects beyond the former principal (south) elevation to the southern boundary. The addition is of overpainted brick construction with a flat roof – appearing to be clad in corrugated metal sheeting – concealed behind a curvilinear parapet flanked with simple unadorned pilasters. The parapet and the pilasters are capped with rendered mouldings. A (later) cantilevered canopy projects beyond the south elevation over the footpath. Beneath the canopy, the front wall is glazed with aluminium shopfront glazing. The main entry is at the western end of the elevation. This addition appears to have erased any detail of the original verandah and entry as no remnants are visible by inspect the interior through the shopfront window.



Figure 15. (left) South (principal) elevation of 497 Swan Street.



Figure 16. (right) South (principal) elevation of 497 Swan Street.

To the rear of the site, an early or original single-storey service wing occupies the eastern portion of the site. Two additional chimneys with corbel details are extent along the party wall between 497 and 499 Swan Street. An at-grade carpark, unfenced and paved in concrete, extends from the north elevation to the northern boundary of the site.

4.2.4 499 Swan Street, Richmond

499 Swan Street is an altered single-storey terrace house dating to the early twentieth century. It addresses Swan Street to the south, and the property extends to an unnamed laneway to the north. The building shares a party wall to the west with 497 Swan Street, and is built to the boundary to the east where the end wall abuts the west elevation of 501 Swan Street.

The building is of red-brick masonry construction. A steeply-pitched roof with ridgeline running east-west features decorative pierced ridge tiles, and is clad on its most prominent (southern) face in terracotta tiles; beyond the ridgeline, the roof is clad in corrugated metal sheeting. A corbelled chimney with two terracotta pots is located beyond the ridgeline of the roof and on the western party wall. The party wall and end wall project above the roof plane to form shallow parapets, and are capped with render.

The house is set back approximately 2m from the Swan Street boundary. The south (principal) elevation has been heavily altered and features a later verandah and later door and steel-framed windows. A later painted render finish has been applied to the street elevation.

A shallow garden occupies the space created by the setback between the south (principal) elevation and the boundary to Swan Street. The garden is bounded by a tall (approximately 1.6m) rendered masonry wall with a centrally-position timber gate entry.

To the rear of the site, a single-storey (early) later addition extends to the northern boundary and appears to have incorporated part of what appears to have been a gable-roof masonry structure mirrored across the boundary to 497 Swan Street. Two additional chimneys with corbel details are extent along the party wall between 497 and 499 Swan Street. The addition as it extends beyond this remnant structure is recent and is of timber-framed construction clad in rendered fibre-cement sheet. A roller-door provides access to an internal courtyard/parking space.

4.3 501 Swan Street, Richmond

501 Swan Street is a single-storey terrace house dating to the early twentieth century. It occupies a corner site, addressing Swan Street to the south and bounded by Queen Street to the east and an unnamed laneway to the north. The west elevation of the house directly abuts the east elevation of 499 Swan Street.

The building is of rendered masonry construction. A steeply-pitched gable roof with ridgeline running north-south is clad in corrugated zincalume sheeting. A corbelled red-brick chimney is located at the east elevation.

The house is set back approximately 3m from the Swan Street boundary and 1.5m from the Queen Street boundary. The south (principal) features decorative detailing to a prominent gable end, including half-timbering, roughcast render, timber bargeboard, and string mouldings. Roughcast render is also used to form a string



course, to express the lintel of the single timber-framed window, and to express the arch of the recessed portico entry which is offset to the west end of this elevation.

A shallow garden wraps around the southern and eastern sides of the house. The garden is enclosed by a low rendered masonry wall with timber picket extension.

To the rear of the site, a gable-roofed single-storey addition dating from c.2014 extends beyond the primary volume of the house. A recent corrugated Colorbond-clad two car garage is accessed via Queen Street.



Figure 17. Looking northeast across the south (principal) elevation of 501 Swan Street, noting views to this elevation from the south side of Swan Street are obscured by vegetation

4.4 KEY ATTRIBUTES OF HO309 EVIDENT IN THE STUDY AREA

Of the attributes identified in the amended Statement of Significance for the Bendigo Street Precinct the bolded characteristics are generally evident in the properties at 493-501 Swan Street:

- **Consistent building scale and setbacks;**
- **Pitched gabled or hipped roofs, with some façade parapets;**
- **One storey wall heights;**
- Weatherboard, **face brick** (red, bichrome and polychrome), bluestone, or **stucco** walls;
- Corrugated iron roof cladding, **Marseilles pattern terra-cotta tiles**, with some slate roofing;
- **Chimneys** of either stucco finish (with moulded caps) or **of matching face brickwork with corbelled capping courses;**
- **Post-supported verandah or porch elements facing the street;**
- **Less than 40% of the street wall face comprised with openings such as windows and doors;** and
- **Front gardens, originally bordered by typically timber picket front fences or wire fences (inter-war) of around 1m height;** also
- **Corner shops and residences with large display windows and zero boundary setbacks.**
- Public infrastructure, expressive of the Victorian and Edwardian-eras such as stone pitched road paving, kerbs and channels, and asphalt paved footpaths.

The properties at 493, 495, 497, 499 and 501 Swan Street contribute to the identified heritage values of the Bendigo Street Precinct (HO309) both individually and collectively.

5.0 BUILT FORM ANALYSIS

5.1 493-499 SWAN STREET: EXISTING CONDITIONS

The following lot dimensions and areas are taken from VicPlan.

Lot widths:	6m (east-west)
Lot depths:	29m (north-south)
Lot area:	approx. 170m ²

The following analysis of building fabric has been taken from measurements made by eye using the 'Line' tool in Nearmap and this therefore only accurate to approximately ±200mm.

Distance from the front (Swan Street) boundary to historic built form:

Verandah	2m (except 497 built to front boundary)
Front wall of house	3.2m (except 497 built to front boundary)
Ridge line	6m
Front of chimney	7m
Rear of chimney	8m
'Two room depth'	12.8m

Extent of original built form from the front (Swan Street) boundary:

493 Swan Street	18.2m
495 Swan Street	18.2m
497 Swan Street	24m
499 Swan Street	24m

Rear addition depth from the front (Swan Street) boundary:

493 Swan Street	25m
495 Swan Street	25m
497 Swan Street	-
499 Swan Street	29m

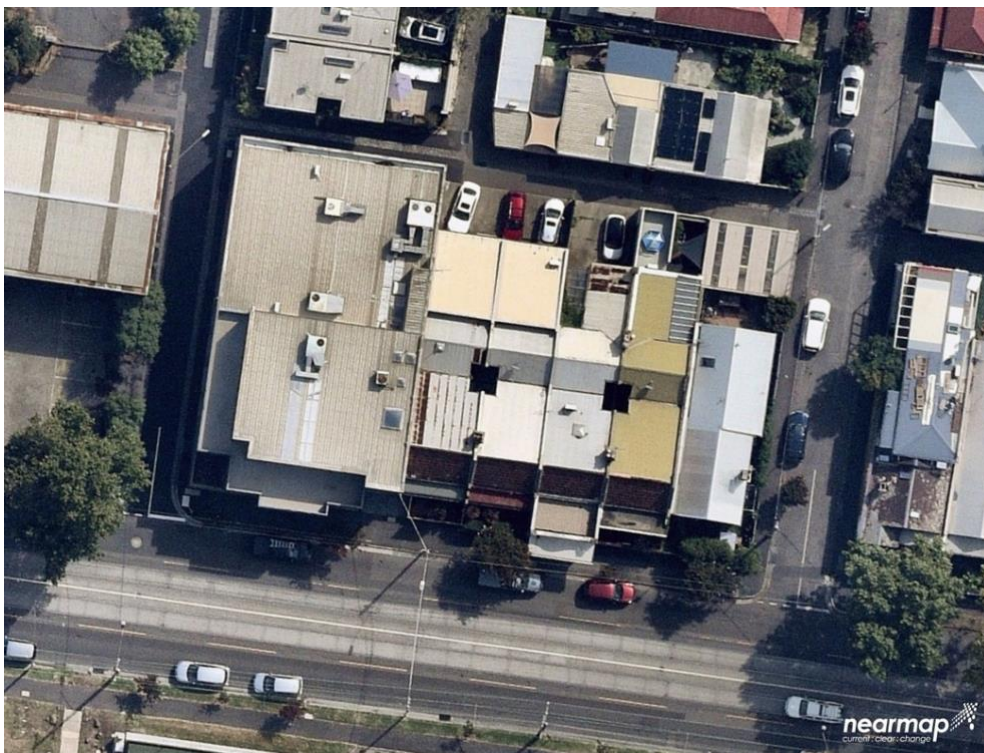


Figure 18. Aerial photograph 487-501 Swan Street, Richmond (Source: Nearmap, March 2021).

5.2 487-501 SWAN STREET: PLANNING CONTROLS

The following table provides a summary of the built form planning controls as they apply to each property in the study area.

Property	Maximum Height	Upper level setback	Rear Interface
487-491	18m (mandatory) DDO17-4; DDO28	5m (preferred) DDO17-4; 6m (preferred) DDO28	as per interface ref. I (Figure 1)* in DDO17-4; DDO28
493	none specified	none specified	none specified
495	none specified	none specified	none specified
497	none specified	none specified	none specified
499	9m (mandatory) NRZ1	none specified	none specified
501	9m (mandatory) NRZ1	none specified	none specified

* 11m laneway wall height and 45° recession plane.

5.3 CURRENT PLANNING PERMIT APPROVALS

There are three recent permits affecting the study area which are described in summary below.

5.3.1 487-491 Swan Street: Permit PLN20/0420

Council recently issued a Notice of Decision to Grant Permit (PLN20/0420) for the construction of a five-storey commercial building at 487-491 Swan Street comprising three floors of podium and two upper levels set back from the street frontage. In summary the development has the following characteristics:

Height:	18m (five storeys) excluding lift, plant and services
Ground floor setbacks:	0m
Upper level setbacks:	3m (Belgravia Street); 5m (Swan Street)
Street wall height:	11m to Belgravia Street, Swan Street, rear laneway and east boundary.

This development largely complies with the provisions of DDO17-4 and provides a transition to the single storey terraced house at 493 Swan Street by setting back upper-level development off the site's eastern boundary. Construction has not commenced on this development.

5.3.2 497 Swan Street: Permit 991710.02

Planning permit (991710.02) was issued in May 2000 and amended plan endorsed in September 2020 for a rear three-storey addition to the rear of 497 Swan Street. This modest, and domestically scaled, addition has the following characteristics:

Height:	8.49m (three storeys)
Ground floor setback:	0m from north, east and west boundaries
Upper level setback:	approx. 8m from Swan Street boundary

This permit affects the site that was the subject of Submission 21 to C191yara. This permit has not been acted on.

5.3.3 501 Swan Street: PLN14/0221

Planning permit PLN14/0221 was issued in September 2014 for a single storey rear addition. This recessive and respectfully designed addition has been constructed.



Figure 19. Artist's impression of the proposed development at 487-491 Swan Street (provided by the City of Yarra)

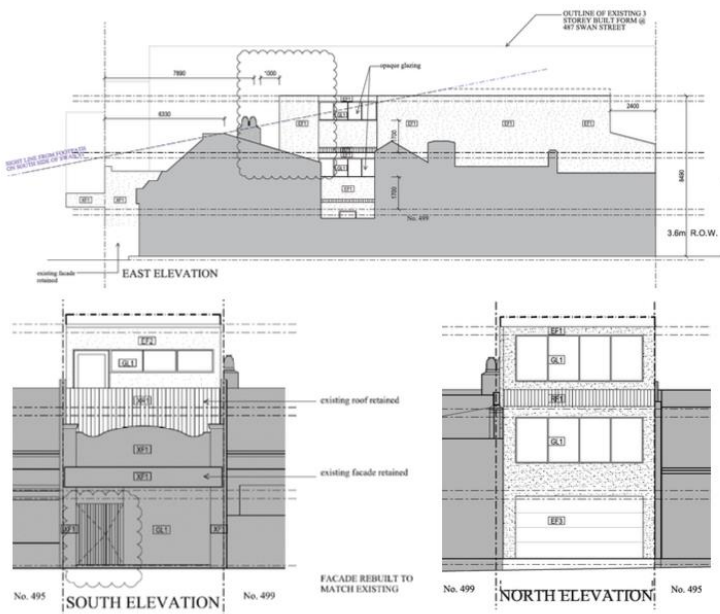


Figure 20. Architectural drawings for the proposed redevelopment of 497 Swan Street (provided by the City of Yarra)



Figure 21. (left) 501 Swan Street from the eastern side of the intersection of Swan and Queen streets – recent single storey addition at the rear visible to the right of the brick chimney.

Figure 22. (right) rear of 501 Swan Street from the eastern side of Queen Streets – recent single storey addition visible in the centre of the image.

6.0 RECOMMENDATIONS & CONCLUSION

6.1 PREFERRED FUTURE CHARACTER

The proposed five-storey property at 487-491 Swan Street denotes the eastern end of the MAC on the north side of Swan Street. It effectively bookends the commercial precinct. While the C1Z zoning of 493, 495 and 497 Swan Street appropriately recognises the current uses of these former dwellings, the built form expectations of the zone arguably conflicts with the domestically-scaled single-storey form and heritage status of these properties.

The properties at 493, 495 and 497 Swan Street should provide a transition from the 18m mandatory height limit affecting 487-491 Swan Street and the 9m mandatory height limit affecting land within the NRZ (including 499 and 501 Swan Street). The single-storey heritage buildings should remain the dominant built element when viewed from key viewpoints including:

- from the southern side of Swan Street opposite the terrace row;
- obliquely from the southern side of Swan Street opposite the intersections with Belgravia and Queen street; and
- from the eastern side of the intersection of Queen and Swan streets.

The residences and former residences at 493 and 495 Swan Street and the modest Inter-war shopfront at 497 Swan Street should remain a clearly legible part of HO309 and retain the predominantly domestic character of the heritage precinct. New development on the subject sites should also consider the legibility of the Bendigo Street Precinct when viewed obliquely along Queen Street.

The principal roof form and visible chimneys of 493, 495 and 497 Swan Street contribute to the significance of HO309 and these elements should be retained and remain visible as freestanding three-dimensional forms. The application of heritage policy at Clause 22.02 (or Clause 15.03-1L as proposed through Amendment C269yara) encourages the retention of these elements which include the front parts of the former dwellings effectively to a depth of the two front rooms.

6.2 BUILT FORM CONTROLS

A 6m upper-level setback from the front boundary has generally been applied to the other commercial parts of the Swan Street streetscape that are subject to the Heritage Overlay. While this is generally appropriate for protecting the visual prominence of a row of typical late nineteenth or early twentieth century two-storey parapeted shop/residences, such a setback would be inadequate for protecting the historic fabric and legibility of the three-dimensional form of single-storey buildings with prominent roof forms such as those on the subject sites.

The single-storey terrace row cannot sustain built form to the scale anticipated to the west of the study area without adversely affecting the character and appearance of this part of HO309. Development of the scale that is proposed at 487-491 Swan Street would visually dominate the heritage buildings. Having said that, the massing of the proposed development 487-491 Swan Street steps down to an 11m podium which provides an appropriate transition to the historic form of 493 Swan Street. The Hodyl & Co modelling demonstrates that an 11m mandatory height limit applied to 493, 495 and 497 Swan Street ensures that new built form, while being visible

above the ridgeline of the retained terrace row, will be subservient to the heritage buildings and avoid visually dominating the western end of the Bendigo Street Precinct.

The application of the heritage policy at Clause 22.02 should retain all the built fabric from the Swan Street boundary to the ridgeline of the southern (tiled) roof slope facing Swan Street (including decorative ridge tiles) and full extent of the chimneys above the roof line on the party walls between nos. 493 & 495 and 497 & 499 Swan Street. An objective of the proposed new heritage policy at Clause 15.03-1L is to “Set back buildings and works to the depth of two front rooms to retain the original or early elements of the fabric of the individually significant or contributory building, its principal façade and primary roof form.” Such an outcome would retain the heritage significance of these properties and require the new built form to be set back approximately 12m from the front boundary. We note that on a 29m deep lot this still retains a developable envelope of at least 17m. A 12m setback also aligns with the depth of the retained historic fabric of the front part of the house at 501 Swan Street and would create a consistent setback for new development behind the heritage build form of this part of HO309.

The rear of the C1Z zoned land of the subject sites is separated from the NRZ land to the north by an approximately 4m wide laneway. It would therefore be appropriate to apply the rear interface I (Figure 1) from DDO28 that has been tested through the C191yara Panel process; this would provide for a maximum 11m laneway wall height. DDO28 also provides a direct interface I (Figure 2) between commercial and residential zoned land which should be applied to the common boundary between 497 and 499 Swan Street. In this circumstance, interface I provides for a maximum 8m abutting wall height with a 2:1 (64°) recession plane to a height of 14.4m. The application of the direct abuttal interface I will ensure an appropriate transition to the single-storey NRZ zoned property at 499 Swan Street.

6.3 CONCLUSION

Having considered the study area, the broader Swan Street MAC, the Bendigo Street Heritage Precinct and the modelling prepared by Hodyl & Co it is our conclusion that:

1. a mandatory 11m (3-storey) height limit should be applied to 493, 495 and 497 Swan Street;
2. new development should be set back a minimum of 12m to retain the primary roof form, chimneys and the depth of the two front rooms;
3. the rear interface to the NRZ zoned properties should accord with the 11m maximum sought by interface I (Figure 1) within DDO28; and
4. the side interface to the eastern boundary of 497 Swan Street should accord with the direct abuttal interface I (Figure 2) within DDO28.