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## BUILT FORM REVIEW:

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## BRIDGE ROAD, RICHMOND

## HERITAGE ANALYSIS & RECOMMENDATIONS



PREPARED FOR: City of Yarra  
DATE: 12 April 2021  
FILE: 2020-052

*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. The subject site forms part of the 37.5% of Victoria where there is currently no formally recognized Traditional Owner groups. Nonetheless, we acknowledge the Traditional Owners of the land at this place and pay our respects to their Elders past, present and emerging. For more information, please visit <https://www.aboriginalvictoria.vic.gov.au>*

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Cover Image: Looking east down the southern side of Bridge Road from Wellington Parade, January 2021.

## 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
PUZ	Public Use Zone
SUZ	Special Use Zone
VHR	Victorian Heritage Register

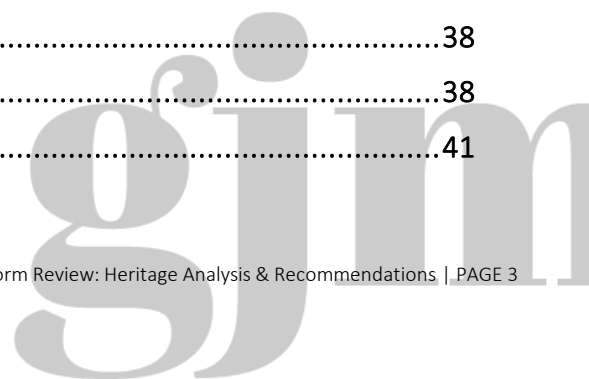
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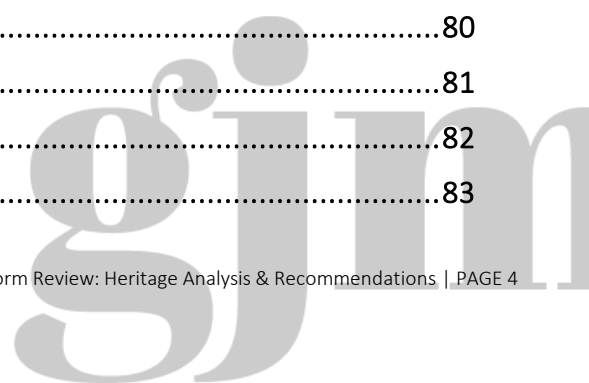
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## EXECUTIVE SUMMARY

Bridge Road is one of the most important commercial corridors within the City of Yarra and bisects the suburb of Richmond at its heart. Laid out in 1837, Bridge Road retains long lengths of turn of the twentieth century high streets as well as individual heritage buildings. As well as the linear form of Bridge Road the study area includes sections of commercially zoned land on Church and Lennox streets north of Bridge Road and Burnley and Stawell streets south of Bridge Road.

Today the commercially zoned land along the Bridge Road corridor is subject to more intensive development. This is particularly evident on the northern side of Bridge Road between Punt Road and Church Street, where a number of multi-storey mixed-use developments, as well the Epworth Hospital complex, have been constructed to date.

In 2018, David Lock Associates (now Kinetica), on behalf of the City of Yarra (Council), prepared a Built Form Framework of Victoria Street and Bridge Road (the Built Form Framework) to determine where and how new development can occur. This work informed the preparation of interim Design and Development Overlays (DDOs) for Victoria Street and Bridge Road; interim DDO21 applies to Bridge Road. MGS Architects reviewed the built form outcomes, which will be translated into permanent Design and Development Overlay (DDO) controls for the study area.

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

This heritage advice builds on and updates the *Victoria Street and Bridge Road Built Form Review Heritage Analysis & Recommendations* report prepared by GJM Heritage (GJM) and dated 14 June 2018. That report was supported by the *Victoria Street and Bridge Road Built Form Review: Heritage Assessments* report dated 1 August 2018 (also prepared by GJM) which analysed the existing heritage values and qualities along Victoria Street, Richmond and Abbotsford and Bridge Road, Richmond and the surrounding mixed use / commercial areas. It identified gaps, inconsistencies and inaccuracies with the current heritage controls and provides recommendations for addressing these issues. Amendment C245yara (gazetted in February 2021) implemented the findings of the *Heritage Assessments* report, which included updated Statements of Significance and other changes to the Heritage Overlay. The updated Statements of Significance are now included in the *Yarra High Streets (Victoria Street and Bridge Road) Statements of Significance: Reference Document* (May 2020) and the associated Incorporated Document (May 2020). The field work undertaken as part of this update has identified two additional potential heritage places, the Bridge Hotel at 642 Bridge Road and the two-storey Modern-style office building at 240 Burnley Street.

This advice identifies the built form parameters that are needed to ensure the heritage values of the area are appropriately managed and protected, and that good heritage outcomes are being achieved for development. This includes a consideration of whether mandatory or discretionary controls are appropriate to achieve greater certainty in heritage outcomes. This advice has been updated from that provided in the June 2018 GJM report to take account of improved modelling,

changes to relevant Planning Practice Notes and recent Planning Panel Reports considering similar historic high streets.

This Heritage Analysis and Recommendation Report is presented in three parts:

**Part I: The Project and Planning Framework**

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

**Part II: Heritage Analysis**

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

**Part III: Built Form Recommendations**

Part III contains specific built form recommendations to ensure heritage places and values are appropriately managed within a changing urban context. The specific recommendations are informed by modelling prepared by MGS Architects and Urban Circus.



## PART I: THE PROJECT AND PLANNING FRAMEWORK





## 1.0 INTRODUCTION

### 1.1 YARRA'S HIGH STREETS

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

This collection of High Streets is unique to Melbourne and helps to define the character of the municipality. Their value to the community is recognised by their inclusion in the Heritage Overlay of the Yarra Planning Scheme. However, the Activity Centre status of these High Streets presents a challenge: how do we manage the tension between the desire to retain the heritage values of these areas and meet the growth objectives of the Yarra Planning Scheme?

In 2018, David Lock Associates (now Kinetica), on behalf of the City of Yarra (Council), prepared a Built Form Framework of Victoria Street and Bridge Road (the Built Form Framework) to determine where and how new development can occur. This work informed the preparation of interim Design and Development Overlays (DDOs) for Victoria Street and Bridge Road; interim DDO21 applies to Bridge Road. MGS Architects reviewed the built form outcomes, which will be translated into permanent Design and Development Overlay (DDO) controls for the study area.

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

This heritage advice builds on and updates the *Victoria Street and Bridge Road Built Form Review Heritage Analysis & Recommendations* report prepared by GJM Heritage (GJM) and dated 14 June 2018. That report was supported by the *Victoria Street and Bridge Road Built Form Review: Heritage Assessments* report dated 1 August 2018 (also prepared by GJM) which analysed the existing heritage values and qualities along Victoria Street, Richmond and Abbotsford and Bridge Road, Richmond and the surrounding mixed use / commercial areas. It identified gaps, inconsistencies and inaccuracies with the current heritage controls and provides recommendations for addressing these issues. Amendment C245yara (gazetted in February 2021) implemented the findings of the *Heritage Assessments* report, which included updated Statements of Significance and other changes to the Heritage Overlay. The updated Statements of Significance are now included in the *Yarra High Streets (Victoria Street and Bridge Road) Statements of Significance: Reference Document* (May 2020) and the associated Incorporated Document (May 2020).

The field work undertaken as part of this update has identified two additional potential heritage places, the Bridge Hotel at 642 Bridge Road and the Modernist-style two storey office building at 240 Burnley Street.

## 1.2 BRIEF DESCRIPTION OF THE BRIDGE ROAD STUDY AREA

The Bridge Road Study Area (the study area) generally includes the Commercial 1 Zoned (C1Z) land that extends from Hoddle Street in the west to River Street in the east along the northern side of Bridge Road and from Hoddle Street to Yarra Boulevard on the southern side. In addition to the C1Z land the study area includes the Special Use Zone (Schedule 5) (SUZ5) occupied by the Epworth Hospital that directly addresses Bridge Road; the Mixed Use Zoned (MUZ) land north of Bridge Road between Church and Lennox Streets; Public Use Zoned (PUZ) land occupied by the Richmond Town Hall and former Court House; and the Commercial 2 Zoned (C2Z) land on the western side of Burnley Street and the eastern side of Stawell Street, south of Bridge Road.

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



Figure 1: Bridge Road Study Area

PRECINCTS KEY	
1	BRIDGE ROAD WEST
2	BRIDGE ROAD SOUTH
3	BRIDGE ROAD CENTRAL
4	BRIDGE ROAD EAST SOUTH
5	BRIDGE ROAD EAST NORTH

## 1.3 BRIEF HISTORY OF BRIDGE ROAD

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

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

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

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

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

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

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



1923), and the former Commonwealth Saving Bank of Australia (1939) at 267 Bridge Road.

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



**Figure 2:** Looking west down Bridge from Hoddle Street, c1900. The Napier Hotel is on the right of the image (SLV, Image H35215/68)

#### 1.4 SCOPE OF THE HERITAGE ANALYSIS & RECOMMENDATIONS REPORT

GJM Heritage has been commissioned to provide updated advice in relation to the Bridge Road, Richmond and Victoria Street, Abbotsford & Richmond study areas and to detail recommendations for the future management of these areas in the context of potential new development. This report considers the Bridge Road, Richmond study area and has been prepared simultaneously with that considering the Victoria Street, Abbotsford & Richmond study area.

GJM has previously provided advice on a number of Yarra's historic high streets and commercial precincts, which has informed proposed built form controls that are at various points in the planning scheme amendment processes. One of these, the *Queens Parade Built Form Heritage Analysis & Recommendations* (11 December 2017) has been implemented through Amendment C231yarapt1 gazetted on 1 October 2020.

The *Swan Street Built Form Heritage Review*, prepared by GJM, 27 September 2017 has been considered by a Planning Panel through Amendment C191yara (and is currently under consideration by the Minister for Planning).

The following precincts have previously been considered in the *Brunswick and Smith Street Built Form Review*, GJM, 25 November 2019:

- Brunswick Street Activity Centre Spine
- Town Hall Mixed Use Precinct
- Smith Street Activity Centre Spine
- Johnston Street Activity Centre Spine
- Fitzroy East Mixed Use Precinct.

The proposed Gertrude Street Heritage Precinct and the MUZ area south of Gertrude Street between Young and Little Napier Streets was reviewed through the *Gertrude Street Built Form Framework: Heritage Analysis & Recommendations*, GJM Heritage, 9 December 2019.

Alexandra Parade, Victoria Parade and Fitzroy West Precinct were considered as part of separate heritage reviews dated November 2020. The Collingwood Mixed Use Precinct was considered as part of a separate study: *Collingwood Mixed Use Pocket Heritage Analysis & Recommendations*, GJM Heritage, 6 June 2018.

The analysis within this report builds on the previous built form reviews and heritage analysis work conducted within the City of Yarra; this work has demonstrated that it is necessary to ensure appropriate weight is given to heritage when considering new development.

The purpose of our advice as part of this project is to ensure that any DDO controls arising from the review of the interim controls take proper account of the heritage values of the precincts and individual buildings within the Bridge Road Study Area.

## 1.5 METHODOLOGY

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

- Yarra Planning Scheme Heritage Overlay Maps 6HO, 7HO, 8HO and 9HO.
- Relevant Statements of Significance for heritage places and precincts within the study area and associated heritage studies as amended by Amendment C245yara (gazetted 11 February 2021)
- Incorporated Document entitled *City of Yarra Database of Heritage Significant Areas*, July 2020

Of particular relevance are the earlier studies prepared by GJM that this report updates, namely:

- *Victoria Street and Bridge Road Built Form Review Heritage Analysis & Recommendations*, 14 June 2018
- *Victoria Street and Bridge Road Built Form Review: Heritage Assessments*, 1 August 2018

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

- The relevant provisions of the Yarra Planning Scheme, in particular, are:
  - Clause 15.03-1S ‘Heritage conservation’
  - 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 71.02-3 'Integrated Decision Making'
- PPN 1: *Applying the Heritage Overlay* (August 2018) (PPN1)
- PPN 59: *The role of mandatory provisions in the planning schemes* (September 2018) (PPN59)
- PPN 60: *Height and setback controls for activity centres* (September 2018) (PPN60).

Planning Scheme C245yara recently introduced the Reference and Incorporated Documents entitled 'Yarra High Streets (Victoria Street and Bridge Road) Statements of Significance (May 2020)' which added heritage places and amended the application of the Heritage Overlay including Statements of Significance within the Bridge Road and Victoria Street Study Areas.

We note that the Minister for Planning has authorised the preparation and exhibition of Amendment C269yara to introduce a new Municipal Planning Strategy, local policies and supporting documents into the Yarra Planning Scheme. Exhibition of this Amendment concluded on 20 November 2020 and is currently under assessment. This Amendment remains at an early stage of the amendment process, therefore the advice provided in this report has generally been informed by the relevant existing Local Planning Policy, in particular clauses 22.02, 22.03 and 22.10. Reference is also made to the proposed policies within clauses 15.01-1L, 15.01-2L and 15.03-1L where relevant.

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

- Boroondara C108 'Neighbourhood Centres and Commercial Corridors' (26 February 2014)
- 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 Built Activity Centre' (15 October 2020).

The following reports have also informed this study:

- *Landmarks & Views Assessment* prepared by Ethos Urban for the City of Yarra, October 2019.
- Fitzroy & Collingwood Built Form Review Stage 2: Victoria Parade Built Form Framework, Hansen Partnership, April 2020.
- Previous heritage built form reports and analysis prepared by GJM Heritage that considered similar historic high streets.

We have approached the preparation of our heritage analysis as follows:

1. Completion of a desktop review of the above listed documents, heritage mapping and grading information, and the Statements of Significance for heritage places within the study area, including those places included in the Victorian Heritage Register (VHR).
2. Completion of fieldwork by Jim Gardner. All buildings and structures within the study area were inspected from the public realm with particular attention paid to the presentation of heritage buildings to the public realm (principally the street frontage). The rear and side interfaces to neighbouring residential areas subject to the Heritage Overlay were also considered, where relevant. The purpose of the fieldwork was to 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 MGS. The workshops:
  - Reviewed the proposed 'built form precincts' within the study area, characterised by existing built form characteristics.
  - Identified the desired future character of the built form precincts against heritage analysis and state and local planning policy drivers.
  - Reviewed established views and vistas of landmarks within each streetscape or precinct.
  - Tested built form parameters for new development against the existing heritage fabric utilising cross-sectional drawings with sight-lines taken at natural eye level (1.7m) on the public

footpath, and 3D modelling prepared by MGS and Urban Circus. Views were only considered from public streets; laneway and private realm views were not assessed.

4. Finalisation of heritage recommendations for new built form parameters having considered the above.



## 2.0 ANALYSIS OF THE PLANNING CONTEXT

### 2.1 ACTIVITY CENTRE PLANNING AND HERITAGE

The *Planning & Environment Act 1987* and the Victoria Planning Provisions (VPPs) 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 facilitate the provision of affordable housing in Victoria.*
- *To balance the present and future interests of all Victorians.*

Clause 71.02-3 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 wellbeing affected by land use and development.*

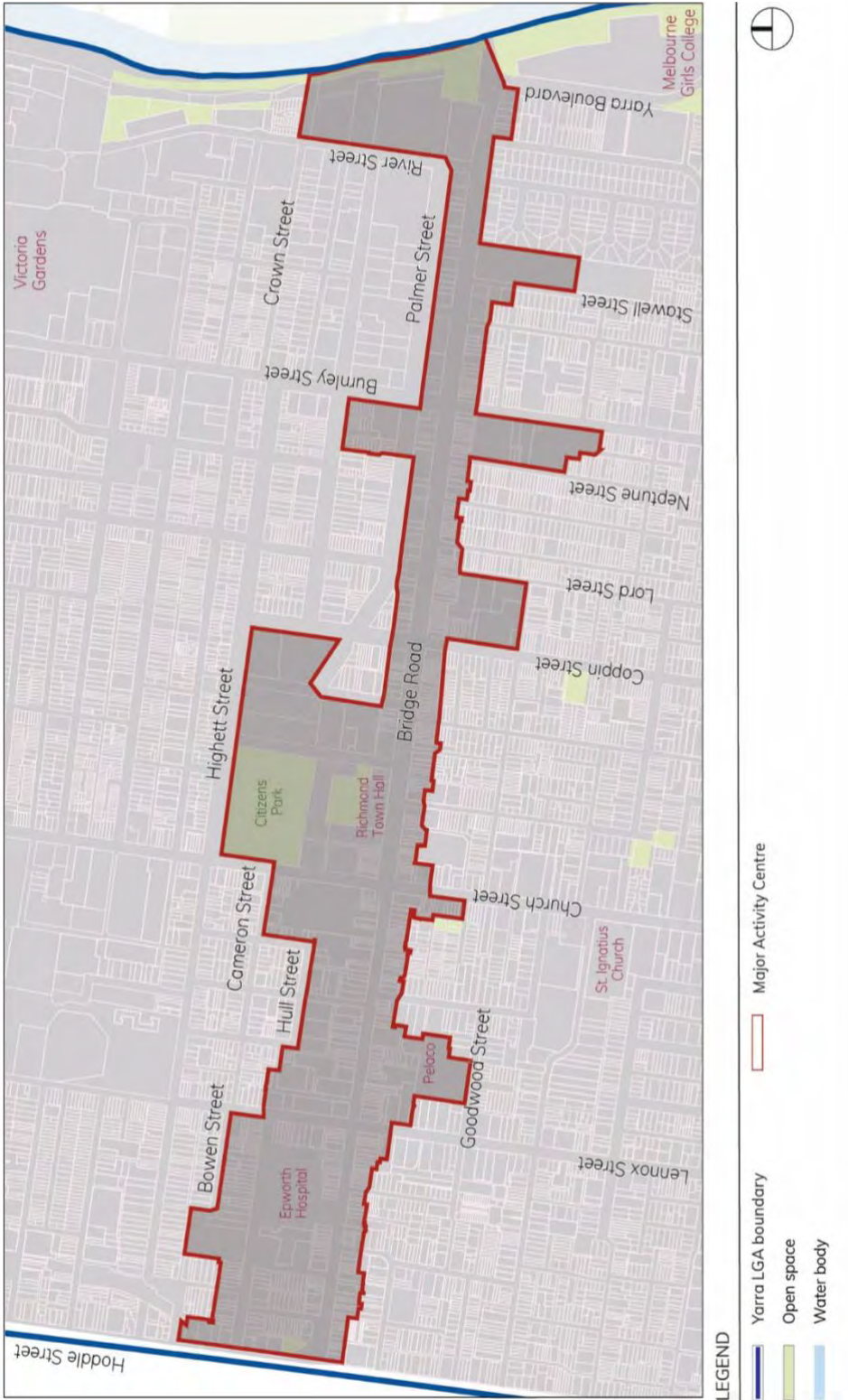
*Planning and responsible authorities should endeavour to integrate the range of planning policies relevant to the issues to be determined and balance conflicting objectives in favour of net community benefit and sustainable development for the benefit of present and future generations. However, in bushfire affected areas, planning and responsible authorities must prioritise the protection of human life over all other policy considerations.*

*Planning authorities should identify the potential for regional impacts in their decision making and coordinate strategic planning with their neighbours and other public bodies to achieve sustainable development and effective and efficient use of resources.*

Activity Centres that are also commonly subject to Heritage Overlay controls, such as the majority of the Bridge Road Major Activity Centre, are examples of where the

tension between competing planning objectives must be resolved in a balanced way. The Bridge Road corridor has excellent public transport connections, and is in close proximity to retail, commercial and hospitality centres as well as the Epworth Hospital. The study area also includes a number of sites of various sizes that can accommodate new, larger scale development without adversely affecting the heritage values of surrounding or nearby heritage places. In order to balance the demand for more intensive development with the management of heritage values embodied in buildings and precincts, it is considered necessary that any DDO – and the background work that underpins it – specifically includes heritage considerations.

Clause 21.04-2 of the Yarra Planning Scheme identifies Bridge Road as Major Activity Centre (MAC). Amendment C269yara proposes to introduce Clause 11.03-1L to the Yarra Planning Scheme which provides local policy in relation to Major, Neighbourhood and Local Activity Centres consistent with the Metropolitan Planning Strategy, *Plan Melbourne 2017-2050*. It is noted that the extent of the Bridge Road MAC as defined by Clause 11.03-1L applies to a larger area of land than that considered in this review.



**Figure 3.** Bridge Road Major Activity Centre (Clause 11.03-1L as exhibited as part of C269yara)

## 2.2 YARRA PLANNING SCHEME – HERITAGE PROVISIONS

Council has well-established heritage provisions within its planning scheme at Clauses 21.05-1 and 22.02. Also of relevance to the protection of the heritage values of the study area is Clause 22.03, which includes policy to protect the visual prominence of landmarks visible from within the study area, and Clause 22-10,

which includes policy for new development abutting land within the Heritage Overlay.

### 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 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 14.2 - Support the restoration of heritage places.*
- *Strategy 14.3 - Protect the heritage skyline of heritage precincts.*
- *Strategy 14.4 - Protect the subdivision pattern within heritage places.*
- *Strategy 14.5 - Protect the significant landscape and heritage within streets, parks, gardens, waterways or other open spaces*
- *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.*
- *Strategy 14.7 Protect sites of significance to Aboriginal people.*
- *Strategy 14.8 Apply the Development Guidelines for sites subject to a Heritage Overlay policy at clause 22.02.*
- *Strategy 14.9 Apply the Landmarks and Tall Structures policy at clause 22.03.*

Objective 14 and its associated strategies are considered to be generally compatible with appropriately sited and scaled higher density development within the Bridge Road corridor where it is subject to the Heritage Overlay. 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 existing 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 this MAC, nor meet other strategic directions of the Yarra Planning Scheme. A balance therefore needs to be struck between achieving the outcome sought by Strategy 14.3 and meeting the development objectives of the City of Yarra. An acceptable heritage outcome would be one where, although new built fabric is visible above the parapets, roofline or chimneys of these buildings, the development is of a scale, setback and massing such that it retains the primacy of the heritage streetscape and avoids visually dominating the existing buildings.

Clause 22.02 'Development Guidelines for Sites Subject to the Heritage Overlay' provides detailed guidance for development of places 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 Victoria Parade Precinct 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 a 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.

With the exception of those heritage places included on the VHR – and therefore regulated under the *Heritage Act 2017* – the significance of the heritage buildings and precincts within the study area lies primarily in fabric visible from the public realm. Therefore, in most circumstances, the heritage controls within the Yarra Planning Scheme effectively limit the control of heritage fabric within the study area to that which is visible from the street, including primary building facades, rear laneway views (where they exist) and visible roof and chimney elements. Two notable exceptions to this within the Bridge Road study area are the row of shop/residences at nos. 289 to 307 and the Stanford Block building at nos. 314 to 328, both of which retain highly intact rear service wings across the majority of the terrace rows.

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.*

The policy for full or partial concealment of rear additions to residential buildings as described in Figures 2 and 3 of the General Policy at Clause 22.02 is modified by the Specific Requirements at Clause 22.02-5.7.2 that applies to corner sites and sites with dual frontages, and industrial, commercial and retail heritage places:

### ***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 specific provisions prevail over the general policy where there is a conflict or inconsistency. This establishes an expectation that new development behind industrial, commercial and retail buildings within the Heritage Overlay is not going to be fully or substantially concealed from public realm views. In addition, it should be noted that Bridge Road to the east of Church Street is 30m wide rather than its 20m width between Hoddle and Church streets. In the wider parts of the street, new rear development will be more visible.

Although a greater level of concealment would generally provide a better heritage outcome, this specific sightline-based guidance in the heritage policy is designed to preserve and enhance the character and appearance of predominantly one- and two-storey dwellings within more typical narrow residential streets and is not readily applied to the commercial form of Bridge Road.

It is also considered that the policy at 22.02-5.7.1 to ‘Discourage elements which ... are not contemporary with the era of the building such as ... reflective glass, glass balustrades and pedestrian entrance canopies’ may not achieve an appropriate urban design and architectural outcome within a commercial setting such as that present along Bridge Road. In such areas, a ‘contrasting’ or ‘interpretative’ design approach for new taller development above the heritage building is likely to be more recessive than a ‘respectful’ or ‘historicist’ one that would lead to the new additions inappropriately mimicking the historic form and potentially being more visually intrusive.

### **2.2.2 Landmarks and Tall Structures**

Clause 22.03 – ‘Landmarks and Tall Structures’ identifies a number of landmark buildings and advertising signs to which views should be protected. The clock tower of the Richmond Town Hall is located within the study area, as are viewpoints to the Pelaco Sign at 21-31 Goodwood Street and the spire of St Ignatius Cathedral at 326-348 Church Street. These key views and viewpoints have been included and assessed in this report as they are identified in Clause 22.03. Consideration has also been given to the *Landmarks & Views Assessment* (Ethos Urban, October 2019) and proposed Clause 15.01-2L – ‘Landmarks’.

The relevant policies at Clause 22.03 include:

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

The policy seeks to ensure new buildings within the vicinity of the Richmond Town Hall, St Ignatius Catholic Church and the Pelaco Sign are designed so that the visual prominence of these buildings or structures is maintained.

Proposed Clause 15.01-2L expands on these considerations to define the primary viewpoints of each landmark, and includes the following strategies:

*Site, scale and set back new development to avoid encroachment upon views to the identified architectural elements of landmarks.*

*Provide adequate setback and building separation to maintain clear sky between the identified architectural elements of the landmark and new development.*

*Minimise light spill from new development that would reduce the visual prominence of identified illuminated landmark signs at night time.*

### 2.2.3 Heritage Overlay

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

- *To implement the Municipal Planning Strategy and the Planning Policy Framework.*
- *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 43.01-8 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 Municipal Planning Strategy and the Planning Policy Framework.*
- *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 (whether or not specified in the schedule to this overlay), heritage study and any applicable conservation policy.*
- *Any applicable heritage design guideline specified in the schedule to this overlay*
- *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.*
- *Whether the location, style, size, colour and materials of the proposed solar energy facility will adversely affect the significance, character or appearance of the heritage place.*

The objective of the State Planning Policy at Clause 15.03-1S is “To ensure the conservation of places of heritage significance”. It goes on to identify the following strategies:

*Identify, assess and document places of natural and cultural heritage significance as a basis for their inclusion in the planning scheme.*

*Provide for the protection of natural heritage sites and man-made resources.*

*Provide for the conservation and enhancement of those places that are of aesthetic, archaeological, architectural, cultural, scientific or social significance.*

*Encourage appropriate development that respects places with identified heritage values.*

*Retain those elements that contribute to the importance of the heritage place.*

*Encourage the conservation and restoration of contributory elements of a heritage place.*

*Ensure an appropriate setting and context for heritage places is maintained or enhanced.*

*Support adaptive reuse of heritage buildings where their use has become redundant.*

*Consider whether it is appropriate to require the restoration or reconstruction of a heritage building in a Heritage Overlay that has been unlawfully or unintentionally demolished in order to retain or interpret the cultural heritage significance of the building, streetscape or area.*

While some of these considerations are not obviously consistent with the addition of higher density development behind heritage buildings, the first purpose of 43.01 and the first decision guideline encompasses the whole Municipal Planning Strategy and the Planning Policy Framework (integrated decision-making). Therefore, a balance must be struck by the Responsible Authority between achieving the objectives of the Heritage Overlay and meeting the objectives of other parts of the VPPs, including Activity Centre policy and commercial zoning. It is evident throughout inner Melbourne that new rear development can frequently be accommodated behind heritage buildings in commercial precincts without substantially compromising their identified heritage values.

### 3.0 HERITAGE IN DESIGN AND DEVELOPMENT OVERLAYS – PANEL FINDINGS

Planning Panels Victoria has considered a number of Planning Scheme Amendments that are of particular relevance to this project: Bayside Amendments C113, C114 and C115, Boroondara C108, Darebin Amendment C161, Moreland Amendment C134, Melbourne Amendments C240, Stonnington Amendment C223, Whitehorse Amendment C175 and Yarra Amendments C220, C231 and C191.

Panels for these Amendments considered the appropriateness of mandatory controls in the context of PPN59 and, in their recommendations, provided guidance on which circumstances mandatory controls 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. In addition to these panel reports, Amendment C123 to the Banyule Planning Scheme, approved via ministerial intervention, provides further instruction as to the role of mandatory controls.

These reports also provide useful guidance on the form and wording of DDO controls.

In summary, the Panels have 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 only 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 built form controls.

In this project, 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, specific policy has been recommended where it is considered necessary to provide guidance to recognise the current role of the Bridge Road Major Activity Centre, and to enable its future development while protecting its heritage values.

A discussion of the most relevant of the Panel reports is provided below, and at Section 3.9 the recommendations for each panel are summarised with comment on the implications of the outcome.

### 3.1 YARRA PLANNING SCHEME AMENDMENT C231

GJM Heritage prepared the Queens Parade Built Form Heritage Analysis and Recommendations (11 December 2017) which informed Amendment C231yara. C231yara seeks to apply built form controls in the form of DDOs to Queens Parade, Fitzroy North and Clifton Hill and amend Heritage Overlay controls that apply within the study area.

Of relevance to the Bridge Road study area, the Panel for Amendment C231 found that the strategic work undertaken in support of the Amendment was strong and that it assisted in justifying the majority of the built form parameters recommended in the DDOs, particularly with respect to mandatory controls. At p29 of the Panel Report, the Panel notes that:

*Exceptional circumstances exist for the application of mandatory controls for development as the QPAC (Queens Parade Activity Centre) includes a number of significant and contributory heritage places and heritage fabric set within a consistent streetscape form.*

The Panel supported the mandatory upper-level setback of 8m within the Council preferred DDO and the combination of mandatory and preferred height controls where this provided certainty where distinctive heritage fabric warranted greater protection. It also recognised that an Activity Centre with diverse built form can have areas of little change where growth can be accommodated elsewhere within the Centre. Further, the Panel agreed that it was appropriate for the proposed mandatory built form controls within DDO16 to protect the key views of local landmarks and those identified in Clause 22.03.

### 3.2 YARRA PLANNING SCHEME AMENDMENT C220

Johnston Street in Collingwood and the western part of Abbotsford (west of the railway viaduct) is a highly intact, predominantly Victorian/early Edwardian-era streetscape covered by the Heritage Overlay. Those parts of Bridge Road included within the Heritage Overlay have a similarly high proportion of 'Contributory' and 'Individually Significant' buildings with a high level of integrity, and similar existing street wall heights (generally between 8m and 11m) as Johnston Street.

C220yara introduced built form controls along Johnston Street in the form of DDO15. The Panel report recommended the inclusion of the following DDO objective which is also relevant to those parts of Bridge Road subject to the Heritage Overlay:

*To preserve the valued heritage character of the streetscape and ensure that the predominantly two storey (heritage scale) street-wall remains the visually prominent built form of Johnston Street west of the railway line bridge...*

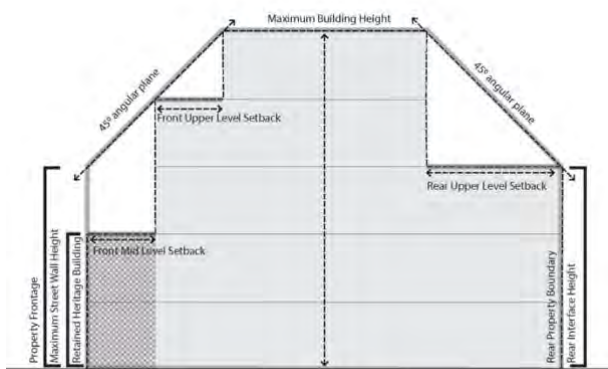
The Panel report provides commentary which is of relevance to a consideration of the proposed built form controls for Victoria Parade. In particular, the Panel stated:

*In urban design terms, the 6 metre setback will retain the 'human scale' of Johnston Street, secure the distinction between the street wall and upper levels and will reduce the potential for overshadowing and adverse wind conditions.*

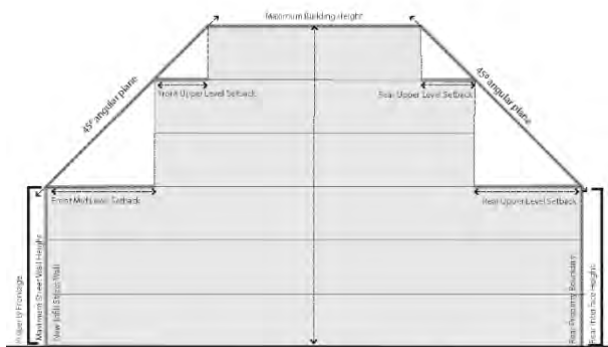
...

The Panel does not agree that less significant sections [of Johnston Street] warrant a different treatment. Less significant areas equally deserve to exhibit the overall urban design outcome: a strong street wall with a distinct setback to the mid level form.

To achieve these objectives Panel recommended that a building envelope requirement be established that, rather than being based on a sightline test from the opposite side of the street new, required new development to be within a 45° ‘angular plane’ drawn from the maximum street wall height. In combination with upper-level front setbacks and maximum building heights the angular plane creates a further upper-level setback consistent with the application of the policy objective at Clause 22.02-5.7.1 that each higher element to industrial, commercial and retail buildings should be set further back from the lower heritage built form.



**Figure 4:** Building envelope requirement – Heritage Building (Figure 1 in Schedule 15 to Clause 43.02 Design and Development Overlay).



**Figure 5:** Building envelope requirement – Infill Building (Figure 2 in Schedule 15 to Clause 43.02 Design and Development Overlay).

### 3.3 YARRA AMENDMENT C191

Swan Street, Richmond is a Major Activity Centre with a highly intact turn of the century ‘High Street’ occupying a large proportion of its length, as well as smaller precincts and individual heritage places dispersed along its full extent.

Amendment C191yara proposes to introduce four DDOs (DDO25, DDO26, DDO27 and DDO28) to the Activity Centre, with the different controls reflecting the different existing physical conditions and the potential development opportunities evident throughout the Activity Centre.

In its report of 15 October 2020, the Panel supported the use of mandatory controls for street wall and 6m upper-level setbacks for individually significant heritage places



and intact heritage streetscapes, as well as mandatory controls for overall building heights in intact heritage streetscapes. Mandatory controls were also supported to protect views to local landmarks.

For parts of the Activity Centre that present a less consistent and more diverse built form expression, discretionary controls were considered to be appropriate.

In contrast to the Panel considering C220yara, the C191yara Panel considered that it was unnecessary to provide additional parameters to guide the form of upper-level development, instead finding that the combination of specified heights, setbacks and design requirements for new upper-level development to be “visually recessive”, were sufficient. It is noted however that these height and setback controls were informed by sight-line analysis and a consideration of the visibility of new built form behind retained heritage fabric.

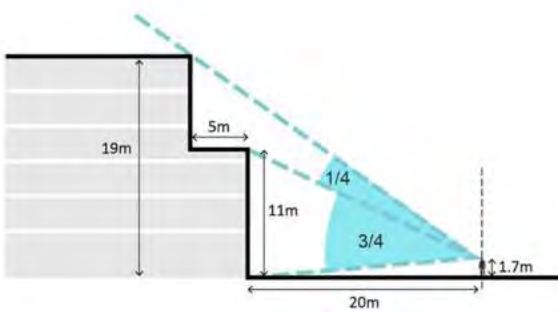
### 3.4 MORELAND AMENDMENT C134

Sydney Road, Brunswick is a Major Activity Centre with a highly intact, predominantly Victorian streetscape that is subject to the Heritage Overlay. Gazetted on 11 August 2016, C134more introduced DDO18, DDO19 and DDO20. DDO18 set mandatory street wall heights on Sydney Road north of Brunswick Road of between 8m and 11m.

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

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

**Figure 6:** Upper-level setbacks along Sydney Road (Figure 1 in Moreland DDO18).



DDO18 also provides a useful model for dealing with upper-level development where an existing heritage building in the heritage streetscape 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 [Figure 8 of this report] above.*

### 3.5 BOROONDARA AMENDMENT C108

The Panel considering C108boro 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, the Panel noted its strong support for the protection of heritage assets in Boroondara and recommended reinstatement of policy in the exhibited Amendment that encouraged new development on or adjoining a heritage place to be moderated. In particular, the Panel recommended that policy guidance be included that:

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

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

The Panel report recognised that mandatory provisions that prescribed standards without a capacity for departures have been supported in areas of consistently high heritage value with consistent character. While acknowledging the heritage values and ‘main street’ character of the Neighbourhood Activity Centres subject to C108, the Panel also recognised that new development will be visible behind the retained façades – particularly from oblique views – and that invisibility of upper-level development is either unreasonable or not necessary to maintain 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's streetscapes. To achieve this, the Panel identified 5m as being an appropriate mandatory minimum setback for upper-level development in the context of Boroondara's Neighbourhood Activity Centres.

### 3.6 WHITEHORSE AMENDMENT C175

C175whit sought to implement the *Box Hill Metropolitan Activity Centre Built Form Guidelines* (Hansen Partnership, 2016) by rezoning land, introducing the Built Form Guidelines as a reference document and applying a new DDO Schedule to introduce built form controls. In its consideration of this Amendment, the Panel Report dated 6 October 2017 stated:

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

and concluded that in the absence of this modelling:

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

The absence of 3D 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.

### 3.7 STONNINGTON AMENDMENT C223

The Glenferrie Road and High Street Major Activity Centre encompasses the two linear commercial strips of Glenferrie Road and High Street in Malvern as well as two peripheral areas. The Heritage Overlay, which covers all of Glenferrie Road and most of High Street, acknowledges the area for its '*metropolitan significance as one of the major strip shopping centres to have retained its role into the late twentieth century, and for the quality and integrity of its Victorian, Federation and Interwar building stock*'.<sup>1</sup> C223ston sought to apply new built form provisions through the application of DDO19 to the entire Activity Centre, with precincts A and B covering the commercial and heritage precincts of Glenferrie Road and High Street respectively.

While the Amendment proposed an 8-10m setback above the street wall for precincts A and B, the Panel found it to be effectively a concealment of upper-level additions, supporting instead a 5m setback as adequate to respect heritage values without removing development capacity. This was derived from the precedent in the Boroondara Planning Scheme and was seen to equate to the typical first room of a Victorian-era building. The Amendment was otherwise generally supported by the Panel as an appropriate balance between protecting heritage values and enabling

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<sup>1</sup> Retrieved from Victorian Heritage Database, 18 January 2018 (<https://vhd.heritagecouncil.vic.gov.au/places/31530>)

growth. Discretionary preferred maximum building heights between 14.5 metres (4 storeys) and 21 metres (6 storeys) were supported through precincts A and B.

The Panel also reviewed the drafting of discretionary and mandatory provisions, addressing the appropriateness of the terms ‘should’ and ‘must’. The Panel noted that confusion arose from the DDO parent clause, and until such time as the clause is redrafted, the term ‘must’ is to be used for schedule requirements with the addition of further clarification if it can be varied with a permit.

### 3.8 DAREBIN AMENDMENT C161

C161dare proposed to implement the ‘Fairfield Village Heritage Assessment, 2017’ (Heritage Intelligence) and ‘Fairfield Village Built Form Guidelines 2017’ (Hansen Partnership) through the application of Heritage Overlay (HO313) and DDO21 to the Fairfield Village Neighbourhood Centre. DDO21 created two sub precincts: Area 1 to be applied to the proposed HO313 precinct; with the remainder of the Neighbourhood Centre covered by Area 2.

The Panel found the application of the Heritage Overlay in conjunction with the DDO would enable the precinct ‘to support a variety of housing typologies at increased densities’ in a way that ‘allows the heritage place to be identified and understood’. Further, the Panel supported the application of a mixture of mandatory and discretionary controls to Area 1 of the DDO in the form of:

- Mandatory maximum building heights at 14.5m and 17.5m (four and five storey), triggered by a lot width of 24m for five-storey.
- Mandatory maximum street wall height to be the greater of 8.5m or the adjacent street wall.
- Discretionary minimum front setbacks above the street wall at generally 4m, and 8m if constructing to a fifth level.
- The addition of a 3m side setback at the fifth-floor level – introduced as a discretionary provision to prevent the creation of a dominating wall of development along Station Street.

### 3.9 SUMMARY

**Table 1 – Summarised recommendations and implications**

YARRA AMENDMENT C231	
<i>Recommendation</i>	<i>Implications</i>
Significant and contributory heritage places and heritage fabric set within a consistent streetscape form.	Large parts of Bridge Road display similar levels of consistency in heritage streetscape to warrant mandatory controls.
8m setbacks.	A 6m mandatory setback can be justified to protect the visual prominence of the heritage streetscapes and individual buildings.
Combination of preferred and mandatory heights.	The use of a balanced combination of preferred and mandatory heights is





	appropriate to respond to varied conditions.
Limiting heights within heritage precincts while allowing housing capacity to be met elsewhere in the broader precinct.	Substantial parts of the Bridge Road MAC are not subject to heritage controls and can accommodate housing capacity while still limiting heights within land subject to the Heritage Overlay.

#### YARRA AMENDMENT C220

<i>Recommendation</i>	<i>Implications</i>
A 6m upper-level setback will retain the 'human scale' of Johnston Street, secure the distinction between the [heritage] street wall and upper-levels.	A 6m mandatory upper-level setback is an appropriate minimum.
The less significant sections of Johnston Street do not warrant lesser built form controls.	The same controls should be applied within the DDO irrespective of the significance of the street.
A preferred ratio of 2/3:1/3 street wall to new upper-level built form should be replaced with a 45 degree angular plane.	A 45 degree angular plane above a nominal 11m street wall height can inform the preferred mid-level built form rather than a ratio based sightline test.
In combination with upper-level front setbacks and maximum building heights the angular plane creates a further upper-level setback from the mid-level setback.	Upper-level development should be set further back from the street wall consistent with the guidance at 22.02-5.7.2.

#### YARRA AMENDMENT C191

<i>Recommendation</i>	<i>Implications</i>
Combination of preferred and mandatory heights.	The use of a balanced combination of preferred and mandatory heights is appropriate to respond to varied conditions.
Limiting heights within heritage precincts while allowing housing capacity to be met elsewhere in the broader precinct.	The most highly intact areas warrant low heights to protect heritage place. Larger scale development should be encouraged outside these heritage places.
A 6m upper-level setback is necessary to avoid facadism and to retain the prominence of the heritage street wall	A 6m mandatory upper-level setback is an appropriate minimum for site-specific Heritage Overlays and intact heritage streetscapes.
The combination of upper-level front setbacks, maximum building heights and design requirements in respect of upper-level development is sufficient to manage taller built form in heritage contexts.	Further guidance in the form of a sight-line test or angular plane formulae is not warranted. Note: this conclusion differs from that of the Panel that considered C220yara.

#### MORELAND AMENDMENT C134

<i>Recommendation</i>	<i>Implications</i>
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<p>The application of mandatory street wall heights to Sydney Road is justified.</p>	<p>Provides a justification for the application of mandatory street wall heights within the Study Area.</p>
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<p>Established a preferred ratio of ¾ : ¼ street wall to new upper-level built form.</p>	<p>The use of a sightline test to inform new upper-level built form is appropriate.</p>
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**BOROONDARA AMENDMENT C108**

<i>Recommendation</i>	<i>Implications</i>
<p>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.</p>	<p>The DDO can included height, setback and design treatment controls to avoid new development dominating heritage places.</p>

<p>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.</p>	<p>Some visibility of new upper-level development (including from oblique views) will be acceptable and complete concealment is not necessary.</p>
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<p>Mandatory upper-level setbacks to the commercial corridors are justified.</p>	<p>Provides a justification for the application of mandatory upper-level setbacks within the study area.</p>
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**WHITEHORSE AMENDMENT C175**

<i>Recommendation</i>	<i>Implications</i>
<p>In the absence of modelling, built form heritage controls should not proceed.</p>	<p>That 3D modelling, sightlines and viewshed analysis should inform built form controls.</p>

**STONNINGTON AMENDMENT C223**

<i>Recommendation</i>	<i>Implications</i>
<p>Panel supported a 5m upper-level setback instead of the 8-10m setbacks proposed that effectively concealed upper-level development.</p>	<p>There is an expectation that the visibility of some new upper-level built form will be acceptable and complete concealment is not necessary.</p>

<p>Application of the words ‘should’ and ‘must’ within controls.</p>	<p>Use ‘should’ used for preferred controls and ‘must’ for mandatory controls.</p>
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**DAREBIN AMENDMENT C161**

<i>Recommendation</i>	<i>Implications</i>
<p>The application of mandatory building heights to Fairfield Village is justified.</p>	<p>Provides a justification for the application of mandatory building heights within the study area.</p>

<p>The application of mandatory street wall heights to Fairfield Village is justified.</p>	<p>Provides a justification for the application of mandatory street wall heights within the study area.</p>
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## 4.0 MANDATORY AND DISCRETIONARY HEIGHT AND SETBACK CONTROLS

*Planning Practice Note 59: The Role of Mandatory Provisions in Planning Schemes* (September 2018) (PPN59) notes that the VPPs are predominantly performance-based and that mandatory provisions are the exception. The PPN sets out a series of five criteria against which to test proposed mandatory provisions, being:

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

*Planning Practice Note 60: Height and Setback Controls for Activity Centres* (PPN60) provides specific guidance on the use of mandatory height and setback controls in Activity Centres. In September 2018, DELWP published an updated version of PPN60 following the completion of the pilot project *Better Height Controls in Activity Centres*<sup>2</sup>.

Of relevance to this matter, PPN60 provides an additional justification for the use of mandatory controls based on 'comprehensive strategic work', which reads:

*Mandatory height or setback controls should only be applied where:*

- *exceptional circumstances exist; or*
- *council has undertaken comprehensive strategic work and is able to demonstrate that mandatory controls are appropriate in the context, and*
- *they are absolutely necessary to achieve the preferred built form outcomes and it can be demonstrated that exceeding these development parameters would result in unacceptable built form outcomes.*

In relation to 'exceptional circumstances', PPN60 states:

*Exceptional circumstances may be identified for individual locations or specific and confined precincts, and might include:*

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

To pursue mandatory controls, PPN60 also states:

*Where exceptional circumstances are identified, mandatory height and setback controls should only be applied where they are absolutely necessary to achieve*

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<sup>2</sup> Refer to the Panel Report to Yarra C220 chapter 1.2 for further discussion on the pilot project and the amendment to PPN60.

*the built form objectives or outcomes identified from the comprehensive built form analysis. Where mandatory controls are proposed, it will need to be demonstrated that discretionary controls could result in an unacceptable built form outcome.*

The amended version of PPN60 reflects a broader shift over time within the application of the VPPs in favour of the use of mandatory controls.

For this project, the purpose of the review of the interim controls by MGS Architects and this report is to provide a comprehensive strategic basis for height and setback controls within the study area.

PPN60 identifies the following criteria for 'exceptional circumstances' that "...may be identified for individual locations or specific and confined precincts". These include (as relevant):

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

To pursue mandatory controls, PPN60 also states:

*Where exceptional circumstances are identified, mandatory height and setback controls should only be applied where they are absolutely necessary to achieve the built form objectives or outcomes identified from the comprehensive built form analysis. Where mandatory controls are proposed, it will need to be demonstrated that discretionary controls could result in an unacceptable built form outcome.*

The Panels that considered C108boro, C161dare, C134more, C220yara, C191yara and C231yara provide further guidance on the application of mandatory built form controls along Victoria Parade.

These Panels concluded that for Heritage Overlays within Activity Centres:

- Mandatory controls were appropriate for street wall heights
- A 6m minimum mandatory upper-level setback is necessary to avoid facadism and retains the prominence of the street wall
- Mandatory setbacks were appropriate with a mixture of preferred and mandatory height limits
- Mandatory height and upper-level setback controls were appropriate to protect views to key landmarks.

The majority of the Bridge Road corridor is subject to the Heritage Overlay (HO310) and is characterized by a highly consistent, intact and cohesive streetscape that warrants mandatory controls. Mandatory height limits are appropriate to protect the visual primacy of the heritage streetscapes in these locations. Mandatory minimum upper-level setback controls are also warranted where it is necessary to protect the legibility and heritage fabric of buildings that are subject to the Heritage Overlay within the study area, with preferred controls applied to most side streets (other than major intersections).

## PART II: HERITAGE ANALYSIS



## 5.0 STUDY AREA ANALYSIS

### 5.1 PRECINCT BOUNDARIES



**Figure 7:** Bridge Road study area overlaid on an aerial image (Source: adapted from Nearmap).

The Bridge Road study area is split into five precincts:

1. Bridge Road West
2. Bridge Road South
3. Bridge Road Central
4. Bridge Road East South
5. Bridge Road East North

### 5.2 HERITAGE CHARACTERISTICS

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

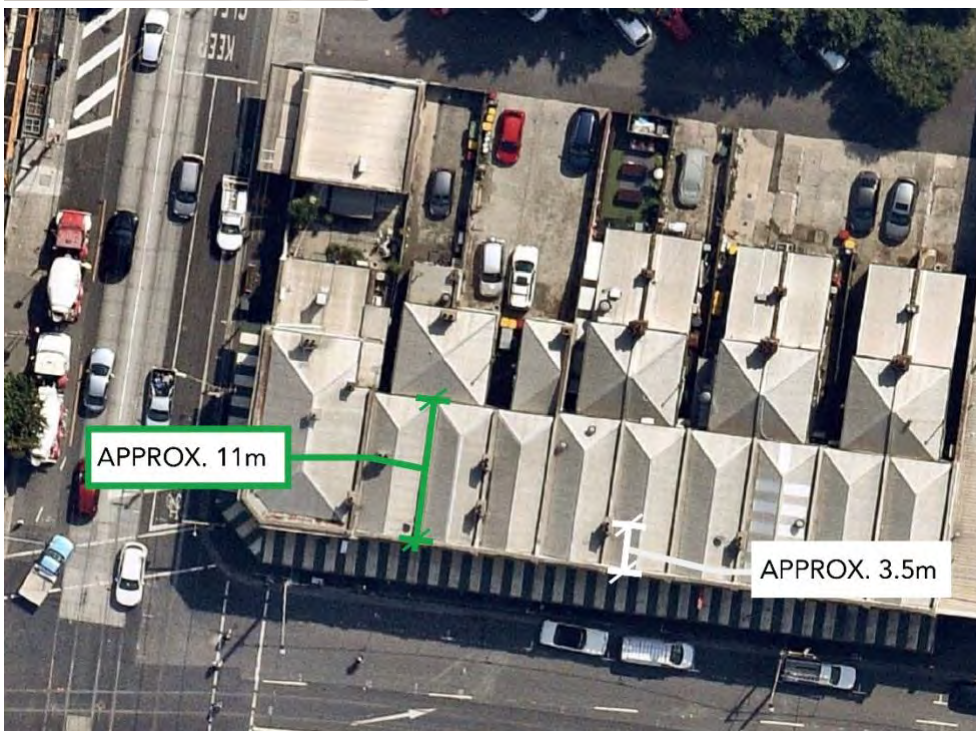
- Attached terraced (row) construction
- Masonry construction with less than 40% of the upper-level street wall face comprising openings such as windows and doors
- Painted render or face brick façades
- Parapeted front facades with solid parapets, open balustrades or more elaborate gables
- No setback from the street boundary
- Early or altered shop fronts taking up the majority of the ground floor
- Verandahs or later canopies, particularly on the south side of the street

- Visible chimneys normally set back between 3m and 4m from the front of the building.



**Figures 8:**

Diagram describing the typical ratio of solid surface area to glazing or apertures within heritage streetfronts. The proportion of glazing area across a streetfront elevation rarely exceeds 40% (in this case, the example is in Precinct 3 at 387 Bridge Road).

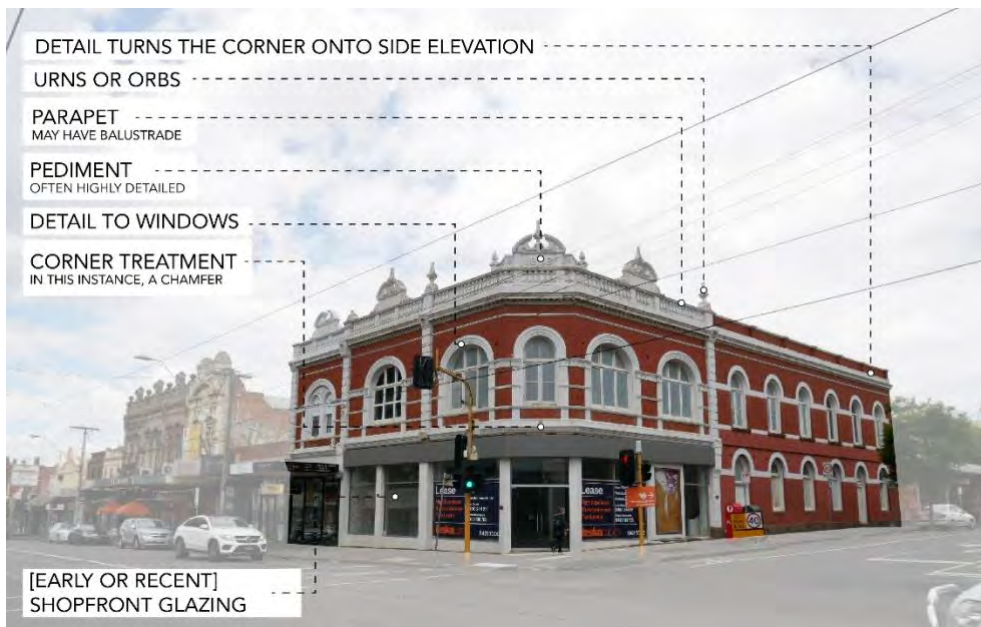


**Figures 9:**

Aerial image (Nearmap, accessed 19 March 2021) showing the typical relationship between the frontmost chimney and primary roof volume of a heritage building (in this case, the example is in Precinct 3 at 289-307 Bridge Road)

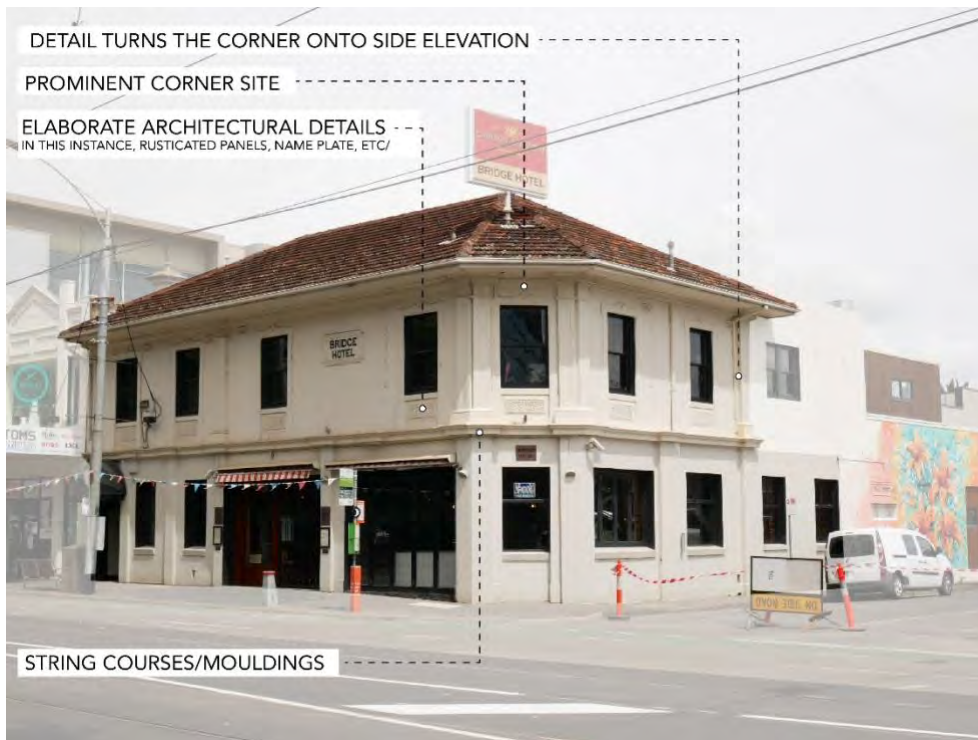


**Figure 10:** Shop/residence typology diagram, showing key features. Some variation between examples is typical. This example is located within Precinct 2 (address 398 – 404 Bridge Road).



**Figure 11.** Shop/residence typology as adapted to a corner site, showing typical features. This example is located within Precinct 1 at the southeast corner of Bridge Road and Lennox Street.





**Figure 12.** Major commercial building typology, showing typical features. This example is the Bridge Road Hotel, located within Precinct 4 at the southeast corner of Bridge Road and Westbank Terrace. Other examples of prominent commercial buildings may include pubs or banks.



**Figure 13.** Industrial building typology, showing typical features. This example is the Former Flour Mill & Grain Store, located within Precinct 4 on the southern side of Bridge Road at 534 Bridge Road.

### 5.3 MUNICIPAL-WIDE LANDMARKS

Clause 22.03 of Yarra Planning Scheme identifies the Richmond Town Hall, St Ignatius Cathedral at 326 Church Street and the Pelaco Sign as landmarks or tall structures of importance to the City of Yarra. This policy seeks, inter alia, to ensure that the clocktower of Richmond Town Hall and the spire of St Ignatius “...remain as the principal built reference” and to protect views to the Pelaco Sign. An analysis of



each of the primary and secondary views of the landmarks and tall structures identified in Clause 22.03 was undertaken by Ethos Urban in the *Landmarks & Views Assessment* (October 2019). The Landmarks & Views Assessment and the proposed Clause 15.01-2L have also informed this advice.

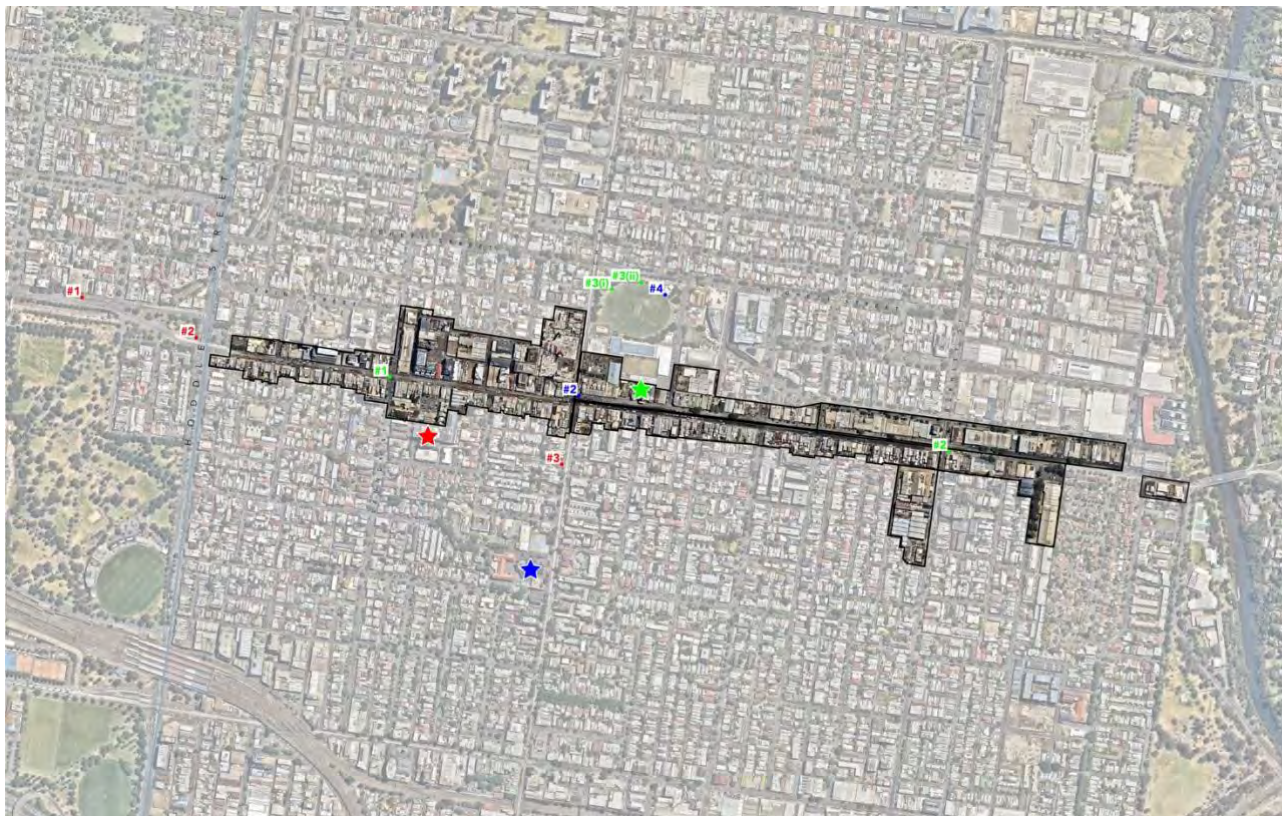


Figure 14. Landmark and Tall Structures map (only primary views shown)

- |  |   |   |
|--|---|---|
| <p><b>★ RICHMOND TOWN HALL</b><br/>333 Bridge Road, Richmond</p> <p><b>Primary views</b></p> <p><b>#1.</b> View 1:<br/>Southwest corner of the intersection of Lennox Street and Bridge Road</p> <p><b>#2.</b> View 2:<br/>Southeast corner of the intersection of Burnley Street and Bridge Road</p> <p><b>#3(i).</b> View 3(i):<br/>Citizens Park (path around oval at Highett Street/Church Street entry)</p> <p><b>#3(ii).</b> View 3(ii):<br/>Citizens Park (path around oval where it meets the central entry from Highett Street)</p> | <p><b>★ ST IGNATIUS CHURCH</b><br/>326 Church Street, Richmond</p> <p><b>Primary views</b></p> <p><i>[outside mapped area]</i> View 1:<br/>Tram terminus at Church Street and Victoria Street intersection.</p> <p><b>#2.</b> View 2:<br/>Northeast corner of the intersection of Church Street and Bridge Road</p> <p><i>[outside mapped area]</i> View 3:<br/>Southeast corner of the intersection of Church Street and Swan Street.</p> <p><b>#4.</b> View 4:<br/>Citizens Park (path around oval at Highett Street/Gleadell Street entry)</p> | <p><b>★ PELACO SIGN</b><br/>21-31 Goodwind Street, Richmond</p> <p><b>Primary views</b></p> <p><b>#1.</b> View 1:<br/>Tram Stop 13 on Wellington Parade</p> <p><b>#2.</b> View 2:<br/>Northwest corner of the intersection of Punt Road [Hoddle Street] and Wellington Parade</p> <p><b>#3.</b> View 3:<br/>Southwest corner of the intersection of Hodgson Terrace and Church Street</p> |
|--|---|---|

### 5.3.1 Richmond Town Hall

The Richmond Town Hall is a substantial nineteenth century civic building which was substantially remodeled in the mid-1930s. It has a prominent pedimented portico and clock tower. The clock tower continues to serve as major point of reference within Richmond and advertises the presence of the most important civic building in the area, that is the Town Hall.

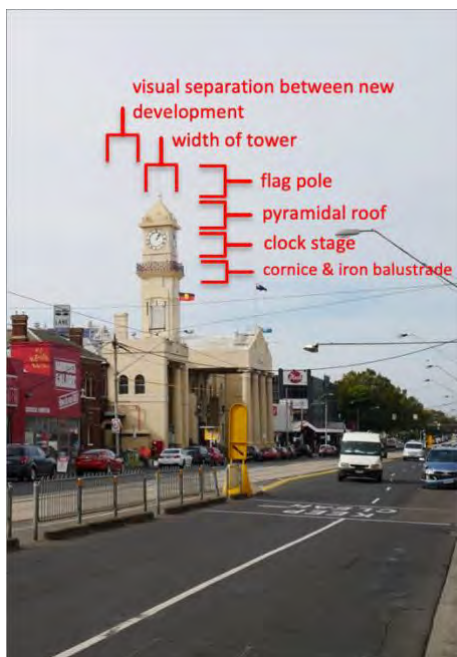
The following primary views of the clock tower of the Richmond Town Hall are identified in the *Landmarks & Views Assessment* and are provided from within or adjacent to the Bridge Road study area:

- View 1 Southwest corner of the intersection of Lennox Street and Bridge Road
- View 2 Southeast corner of the intersection of Burnley Street and Bridge Road
- View 3(i) Citizens Park (path around oval at Highett Street/Church Street entry)
- View 3(ii) Citizens Park (path around oval where it meets the central entry from Highett Street)

The following secondary view is identified:

- View 4 Southeast corner of the intersection of Mary Street and Bridge Road.

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



**Figure 15.** Richmond Town Hall, Bridge Road (Source: Ethos Urban, October 2019)

### 5.3.2 St Ignatius Church

St Ignatius is tall Gothic Revival-style church designed by prominent Victorian architect William Wardell and constructed in stages between 1867 and 1894. It is included in the VHR (H2146), which means the heritage values of the fabric of the



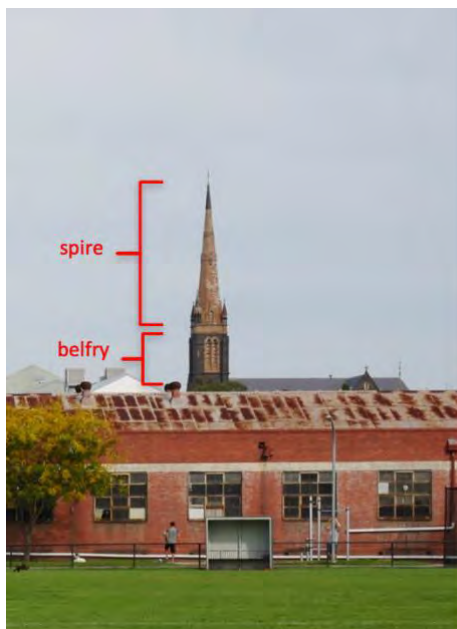
place and development within the extent of registered land is managed through the *Heritage Act 2017*.

The slender spire and belfry of the tower of St Ignatius Church are prominent features visible across the existing low-scale roofscape of Richmond. These elements are a major landmark when looking south along Church Street. Although St Ignatius Church is located south of the study area, key views of this building are provided from within the study area. The following primary views of the church identified in the *Landmarks & Views Assessment* are provided from within or adjacent to the Bridge Road study area:

- View 2      Northeast corner of the intersection of Church Street and Bridge Road
  
- View 4      Citizens Park (path around oval at Highett Street/Gleadell Street entry)

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

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



**Figure 16.** St Ignatius Church, Richmond from Citizens Park, Highett Street

### 5.3.3 Pelaco Sign

The Pelaco Sign is an illuminated sky-sign erected in 1936 on top of the Pelaco Company's former factory building at 21-31 Goodwood Street. The sign, but not the factory building beneath it, is included in the VHR (H1149), which means the heritage values of the fabric of the sign and development within the extent of registered land is managed through the *Heritage Act 2017*. The Pelaco Sign was designed to both signal the location of the Pelaco Factory Building and serve as a major advertising device visible from up to 1km away along Wellington Parade. It is one of a number of illuminated signs that have become synonymous with the City of Yarra.

The provisions of Clause 22.03 are necessary to protect the views to the illuminated Pelaco Sign, which was designed to be viewed from a distance and from the major thoroughfares of Wellington Parade and Bridge Road.

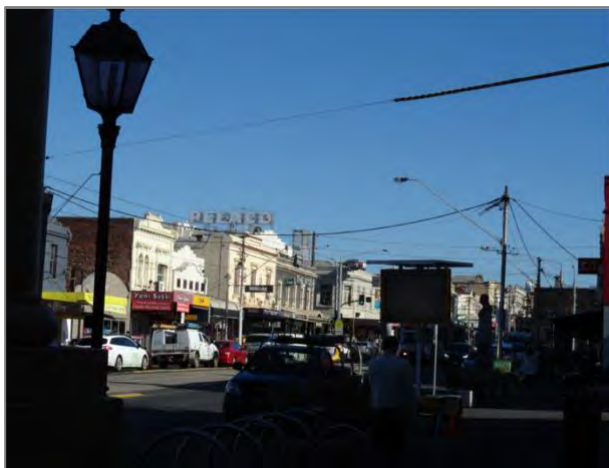
The following primary views of the Pelaco Sign are identified in the *Landmarks & Views Assessment* are provided from within or adjacent to the Bridge Road study area:

- View 1      Tram Stop 13 on Wellington Parade
- View 2      Northwest corner of the intersection of Punt Road and Wellington Parade
- View 3      Southwest corner of the intersection of Hodgson Terrace and Church Street

The following secondary view is identified:

- View 4      The intersection of Lord and Abinger streets.

In addition, it is our opinion that the impact on the view from the forecourt of the Richmond Town Hall warrants consideration in any planning approvals. However, we understand that an approved five-storey development at 242 Bridge Road will remove this view if constructed.



**Figure 17.** Pelaco Sign from the forecourt of Richmond Town Hall (©Ethos Urban)

## 5.4 LOCAL LANDMARKS


In addition to the municipal-wide landmarks identified at Clause 22.03 the Bridge Road corridor also includes buildings and structures that, through their location,





scale, function and architectural form and detail, act as local landmarks. These buildings are frequently graded 'individually significant' and serve as markers, wayfinding aids or landmarks in the local streetscape context due to their siting at key intersections, their scale or their historic uses within the surrounding streetscape.

In the context of the Bridge Road study area, the local landmarks are described in Table 2.

**Table 2 – Local landmark buildings**

Address	Building Name	Type	Corner	Grading	Photograph
2 Bridge Road	Former Napier Hotel	Former hotel on a prominent corner site	Bridge Road and Punt Road	Individually Significant (HO310)	
254 Bridge Road	The Vine Hotel	Hotel on a prominent corner site	Bridge Road and Church Street	Individually Significant (HO310)	
319-323 Bridge Road	Former Richmond Police Station	Public building within a civic complex	-	Individual heritage place (HO230)	
325-333 Bridge Road	Richmond Town Hall	Major public building within a civic complex	-	Individual heritage place (HO532)	
372 Bridge Road	Spread Eagle Hotel	Hotel on a prominent corner site	Bridge Road and Coppin Street	Individually Significant (HO310)	
527-533 Bridge Road	Royal Oak Hotel	Hotel on a prominent corner site	Bridge Road and Burnley Street	Individual heritage place (HO529) (also mapped within HO310)	



534 Bridge Road (includes part 516-524 Bridge Road)	Former Flour Mill & Grain Store Complex  (addressed as 518- 524 in the <i>Database of Heritage Significant Areas</i> )	Group of four grain silos	Bridge Road and Type Street	Individual heritage place  (HO531)  (also graded Individually Significant within HO310)	
642 Bridge Road	The Bridge Hotel	Hotel on a prominent corner site	Bridge Road and Westbank Terrace	Not within the HO	

While these local landmarks do not warrant specific controls to protect specific view lines or vistas it is desirable that they remain visually prominent within the Bridge Road streetscape.

## 6.0 BRIDGE ROAD WEST- PRECINCT 1

### 6.1 DESCRIPTION

Precinct 1 (Bridge Road West) runs along Bridge Road between Hoddle Street/Punt Road to the west and Church Street to the east. It is a predominantly commercial precinct with a MUZ zoned area to the north of Bridge Road. The precinct is largely made up of two-storey buildings with shops on the ground floor and residences on the upper level(s) dating from the late nineteenth century to the mid-twentieth century, as well as a smaller number of single-storey shops dating from the same period. The facades of these buildings are generally rendered or face-brick buildings with parapets.

Bridge Road rises up from Hoddle Street/Punt Road in the west and from Church Street in the east, with the ridge line running on the approximate alignment of Lennox Street. With the exception of Lennox Street none of the cross streets align on the north and south sides of Bridge Road. The carriageway of Bridge Road is approx. 20m wide between Punt Road and Church Street.



Figure 18. Precinct 1 map

#### PRECINCTS KEY

- 1: BRIDGE ROAD WEST
- 2: BRIDGE ROAD SOUTH
- 3: BRIDGE ROAD CENTRAL
- 4: BRIDGE ROAD EAST SOUTH
- 5: BRIDGE ROAD EAST NORTH





Figure 19. Precinct 1 – aerial photograph (Nearmap, 2021)

The precinct includes three major intersections: Punt Road/Hoddle Street at the western end, Lennox Street, and Church Street at the eastern end. The ‘individually significant’-graded two-storey former Napier Hotel occupies the southeast corner of the intersection of Bridge Road and Hoddle Street. The intersection of Bridge Road and Lennox Street has ‘individually significant’ buildings on the northwest, southwest and southeast corners including the Toole’s Building – the three-storey scale of which is unusual in the context of Bridge Road. Similarly, the intersection of Bridge Road and Church Street has ‘individually significant’ buildings on three corners (the northeast, southwest and southeast corners) which are of a consistent two-storey scale.

The tallest Victorian-era buildings are no more than three-storeys in height (numbers 37-41, 132 and 194 Bridge Road), with two-storey buildings generally ranging in height (to the flat upper surface of the parapet or balustrade) from approximately<sup>3</sup> 8m to 11m, with the average street wall height being around the mid-point of this range. Decorative features generally extend from between 300mm (for a small urn) to over 1500mm (for a large pediment) above the height of the parapet.

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<sup>3</sup> Estimated from Google Earth Pro.





**Figure 20.** (left) Looking west down the southern side of Bridge Road from Hoddle Street (HO310)



**Figure 21.** (right) South side of Bridge Road (22 Bridge Road on the right) (HO310)



**Figure 22.** (left) South side of Bridge Road (112 Bridge Road on the right) (HO310)



**Figure 23.** (right) North side of Bridge Road looking west from the intersection with Lennox Street (141 Bridge Road on the right) (HO310)



**Figure 24.** (left) South side of Bridge Road looking west from the intersection with Lennox Street (170 Bridge Road on the right) (HO310)



**Figure 25.** (right) South side of Bridge Road looking east from the intersection with Lennox Street (132 Bridge Road on the right) (HO310)



**Figure 26.** (left) South side of Bridge Road (192 Bridge Road on the right) (HO310)



**Figure 27.** (right) Southwest corner of the intersection with Church Street (HO310)

There has been little recent or higher rise development on the southern side of Bridge Road. On the north side, the Epworth Hospital Complex dominates the western end of the street. A new seven-storey development is located behind the ‘contributory’ single storey facades at 123-125 Bridge Road. A major 14-storey development with a three-storey podium on the site of the demolished National Picture Theatre has recently been constructed at 153-177 Bridge Road. A major mixed-use development is currently under construction at the former Richmond Plaza/Coles site which extends north up the western side of Church Street.



Other recent development includes:

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

The depth of these sites has generally enabled upper-level development to be set well back from the Bridge Road frontage so that the new form is read as a separate building behind the Bridge Road heritage buildings. It has also enabled the retention of the primary form of the heritage building – and not simply the street façade – in a number of cases.

## 6.2 ZONING

The land within Precinct 1 along Bridge Road is generally included within the C1Z. The Epworth Hospital Complex is included within the Special Use Zone – Schedule 5 (SUZ5) and the land generally bounded by McGoun and Hull streets to the north, Richmond Plaza to the east, Leggo Place to the south and Lennox Street to the west is zoned Mixed Use Zone (MUZ). The carriageway of Bridge Road itself is zoned RDZ1.

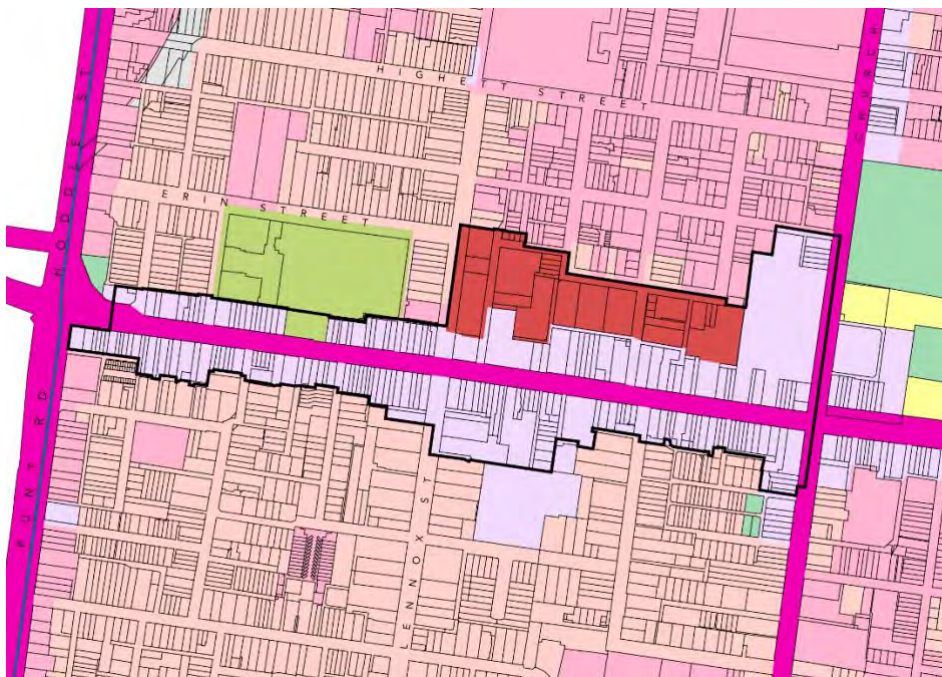


Figure 28. Precinct 1 – Zoning map

### ZONE KEY

- C1Z
- C2Z
- NRZ
- GRZ
- MUZ
- PPRZ
- PUZ
- RDZ
- IN1Z
- IN3Z
- CDZ1
- SUZ5

## 6.3 HERITAGE STATUS

The majority of Precinct 1 is subject to HO310 (Bridge Road Precinct), along with adjacent sections of HO315 (Church Street Precinct) and HO332 (Richmond Hill Precinct) that are commercially zoned. The Pelaco Sign at 21-31 Goodwood Street



and is included on the VHR (H1149) and falls just outside Precinct 1. The precinct also includes a number of ‘individually significant’ buildings including former hotels and banks of the Victorian and Edwardian eras.

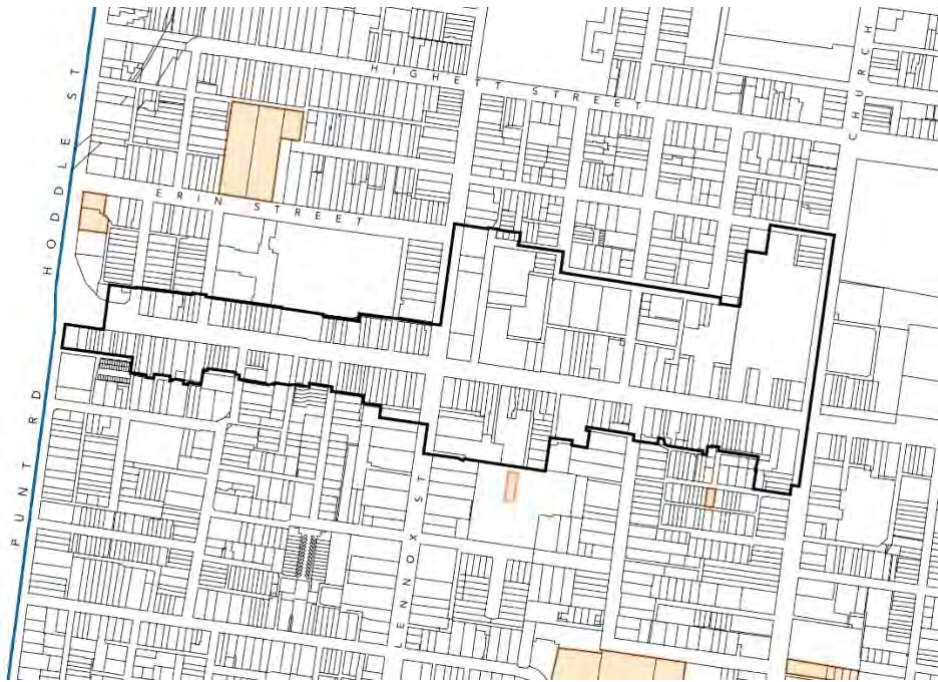
The buildings within the Heritage Overlay generally demonstrate the following characteristics:

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

Precinct 1 as it addresses Bridge Road is included within the Heritage Overlay.



**Figure 29.** Precinct 1 – Heritage Overlay map  
Precinct 1 outlined



**Figure 30.** Precinct 1 – VHR map  
Precinct 1 outlined

In summary, the existing heritage status for Precinct 1 (noting that the Pelaco Sign is included here for completeness even though it is located immediately south of Precinct 1) is:

<b>Victorian Heritage Register</b>				
<i>VHR No.</i>	<i>Name</i>	<i>Address</i>	<i>Heritage Overlay</i>	<i>Date</i>
H1149	Pelaco Sign	21-31 Goodwood Street, Richmond	HO259	1939
<b>Individual Heritage Overlays</b>				
<i>Heritage Overlay</i>	<i>Name</i>	<i>Address</i>	<i>Grading</i>	<i>Date</i>
HO526	Halls Building	202-206 Church Street, Richmond	Individual heritage place	1886
HO527	Houses	32 & 34 Thomas Street, Richmond	Individual heritage place	c.1894
<b>Precinct Heritage Overlays</b>				
<i>Heritage Overlay</i>	<i>Name</i>	<i>Address</i>	<i>Grading</i>	<i>Date</i>
HO310	Bridge Road Precinct	Various	Various	1860s onwards
HO315	Church Street Precinct	Various	Various	1850s onwards
HO332	Richmond Hill Precinct	Various	Various	1850s onwards
HO338	West Richmond precinct	Various	Various	1850s onwards

The Victoria Street and Bridge Road Built Form Review: Heritage Assessments report recommended the addition of heritage places and the amendment of existing Statements of Significance. Amendment C245yara (gazetted in February 2021) implemented the findings of the heritage assessments. This included updating the Statements of Significance and making other changes to the Heritage Overlay.



## 6.4 POTENTIAL FUTURE CHARACTER CONSIDERATIONS

Precinct 1 contains a reasonably intact late nineteenth and early twentieth century High Street, with the southern side being substantially more intact and cohesive in form and appearance.

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

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

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

Development on the south side of Bridge Road should be massed to retain existing views of the Pelaco Sign over the rooftops and parapets from the important viewpoints at Wellington Parade in East Melbourne, including from Tram Stop 13 and the northwest corner of the intersection of Bridge Road and Punt Road/Hoddle Street. To the east, development should be massed to retain existing views of the Pelaco Sign offered from the Civic Precinct noting that the approved, but not commenced, development at 242 Bridge Road (VCAT Ref: P2068/2017) will obscure this view if constructed. The residential zoning (NRZ and GRZ) of the majority of the land within HO332 will largely protect the identified primary views to the Pelaco Sign looking west from the intersection of Hodgson Terrace and Church Street due to the mandatory height controls applied to these zones.

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

## 6.5 RECOMMENDED BUILT FORM PARAMETERS

Any DDO applied to the Bridge Road – Precinct 1 should include provisions to complement, but not duplicate, the decision guidelines at Clause 43.01-8 (Heritage Overlay), State Planning Policy at Clause 15.03-1S and local policy within Clauses 22.02, 22.03 and 22.10 (or as translated into the post-VC148 Planning Policy Framework through Amendment C269yara) of the Yarra Planning Scheme to inform new development.

Having regard to the heritage conditions within the study area as well as cross-sectional drawings and 3D modelling prepared by MGS Architects and Urban Circus, it is recommended that the built form controls set out below be applied to new development to ensure appropriate weight is given to the heritage values within the study area. The cross-sectional drawings and 3D modelling helped assess whether or not the upper-level development would ‘be visually recessive and not dominate the heritage place’ as sought at Clause 22.02-5.7.1.

The cross-sectional diagrams and 3D modelling helped assess whether or not the upper-level development would ‘be visually recessive and not dominate the heritage place’ as sought at Clause 22.02-5.7.1 and proposed Clause 15.03-1L as endorsed by Council.

The DDO should:

- Adopt a street wall height for infill development that reflects the established (Victorian and Edwardian-era) two-storey scale of the precinct and discourages single-storey infill development.
- Encourage the street wall height of any new infill development to not exceed the height of the flat upper surface of the parapet of the adjacent ‘individually significant’ or ‘contributory’ heritage building.
- Ensure zero setback from the Bridge Road and Church Street boundary for infill development.
- Ensure that the heritage buildings remain prominent within the Bridge Road and Church Street streetscapes and retain their three-dimensional form as viewed from the public realm to avoid ‘facadism’. This will require new upper-level development to be set back from the street wall by a minimum of 6m and for redevelopment to respect the existing inter-floor heights of the existing heritage fabric. A greater setback is required where taller built form is proposed on the north side of Bridge Road between Judd and Church streets; noting that this reflects existing and emerging built form.
- Retain the visual prominence of the return façades of buildings that address Bridge Road and (from west to east) Hoddle Street, Normanby Place, Rotherwood, Verity, Union, Lennox, Bosisto, Waltham and Church Streets, by setting back new upper-level development from both street frontages.
- Retain chimneys and principal roof forms visible from the public realm (excluding laneways).

- Ensure that new development within the Heritage Overlay does not visually dominate the existing heritage fabric and that the historic street wall retains its visual prominence through:
  - the application of height limits informed by the 3D modelling, existing characteristics and existing and emerging built form
  - encouraging the top-most level (or levels) of new development to be set further back from a principal heritage frontage (as encouraged at Clause 22.02-5.7.2) and treated as a visually separate roof top element.
- Ensure that any upper-level or infill development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality.
- Ensure appropriate transitions to the single- and two-storey adjacent heritage buildings within HO315 (Church Street Precinct), HO332 (Richmond Hill Precinct), HO338 (West Richmond Precinct), HO526 (202-206 Church Street) and HO527 (32 & 34 Thomas Street).
- Retain views of the clock tower of Richmond Town Hall from the west when viewed from the south side of Bridge Road, particularly from the southwest corner of the intersection of Lennox Street and Bridge Road.
- Retain views of the belfry and spire of St Ignatius Church when viewed along Church Street from the north, particularly from the northeast corner of the intersection of Bridge Road and Church Street.
- Retain views of the Pelaco Sign when viewed over the parapets and rooflines from Tram Stop 13 on Wellington Parade in East Melbourne, the north western side of the intersection of Bridge Road and Punt Road/Hoddle Street.
- Retain the visual prominence of other local landmarks within the streetscape including the former Napier Hotel at 2 Bridge Road.

A DDO should be applied to land in Bridge Road – Precinct 1 adjacent to properties on the Heritage Overlay, including 268-274 and 278-280 Church Street (not included within HO315 – Church Street Precinct), which:

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





## 7.0 BRIDGE ROAD SOUTH - PRECINCT 2

### 7.1 DESCRIPTION

Precinct 2 (Bridge Road South) runs along the southern side of Bridge Road between Church Street to the west and Burnley Street to the east. It is a predominantly commercial precinct. The precinct is made up predominantly of two-storey buildings with shops on the ground floor and residences on the upper level(s) dating from the late nineteenth century to the mid-twentieth century, as well as a smaller number of single-storey shops dating from the same period. The facades of these buildings are generally rendered or face-brick buildings with parapets.

The topography of Precinct 2 is flat and side streets do not generally align to the north and south of Bridge Road, the exceptions being Coppin Street and Lord Street / Gardner Street. The carriageway of Bridge Road widens to approx. 30m east of Church Street, which means that any development above the street wall east of this intersection will be inherently more visible than if the same development was to occur west of Church Street.



Figure 31. Precinct 2 map

#### PRECINCTS KEY

- 1: BRIDGE ROAD WEST
- 2: BRIDGE ROAD SOUTH
- 3: BRIDGE ROAD CENTRAL
- 4: BRIDGE ROAD EAST SOUTH
- 5: BRIDGE ROAD EAST NORTH



Figure 32. Precinct 2 – aerial photograph (Nearmap, 2021)

The precinct includes the major intersections of Bridge Road with Church, Coppin and Burnley streets. The intersection of Bridge Road and Church Street has ‘individually significant’ buildings on three corners (the northeast, southwest and

southeast corners) which are of a consistent two-storey scale. At the southeast corner of the intersection of Bridge Road and Coppin Street is the ‘individually significant’ Morans Spread Eagle Hotel. The southwest corner of the intersection are occupied by ‘contributory’ two-storey early twentieth century buildings. The southwestern side of Bridge Road and Burnley Street intersection is located within Precinct 2 with a single storey ‘contributory’ building at the southwest corner of this intersection.

The predominant two-storey form buildings generally ranges in height (to the flat upper surface of the parapet or balustrade) from approximately 8m to 11m<sup>4</sup>, with the average street wall height being around the mid-point of this range. Decorative features generally extend from between 300mm (for a small urn) to over 1500m (for a large pediment) above the height of the parapet.

The Stanford Block buildings at 314-328 Bridge Road retain highly intact rear wings and brick outbuildings that are visible from the Mary Street, Waterloo Place (to a lesser degree) and the Pandoleon Lane to the rear.



**Figure 33.** (left) The Vine Hotel (254 Bridge Road) southeast corner of Bridge and Church streets (HO310)



**Figure 34.** (right) Looking west along Bridge Road from the intersection with Gleadell Street, 300 Bridge Road on the left (HO310)



**Figure 35.** (left) South side of Bridge Road (Stanford Block Building, 314-328 Bridge Road on the left) (HO310)



**Figure 36.** (right) rear of the Stanford Block Building viewed from Mary Street (HO310)

<sup>4</sup> Estimated from Google Earth Pro.





**Figure 37.** (left) South side of Bridge Road looking east toward Coppin Street, 350 Bridge Road on the right (HO310)



**Figure 38.** (right) South side of Bridge Road looking west from the intersection with Coppin Street (368 Bridge Road on the left) (HO310)



**Figure 39.** (left) South side of Bridge Road looking east from Coppin Street, Spread Eagle Hotel, 372 Bridge Road on the right (HO310)



**Figure 40.** (right) South side of Bridge Road looking west towards Coppin Street, 394 Bridge Road on the left (HO310)



**Figure 41.** (left) South side of Bridge Road looking east towards Lord Street, 396 Bridge Road on the right (HO310)



**Figure 42.** (right) Bleasby's Buildings (1885), 398-404 Bridge Road (HO310)



**Figure 43.** (left) Southwest corner of the intersection with Burnley Street, 494 Burnley Street to the left (HO310)

There has been little recent or higher rise development within Precinct 2.

## 7.2 ZONING

The land within Precinct 2 along Bridge Road is included within the C1Z. The carriageway of Bridge Road itself is zoned RDZ1.



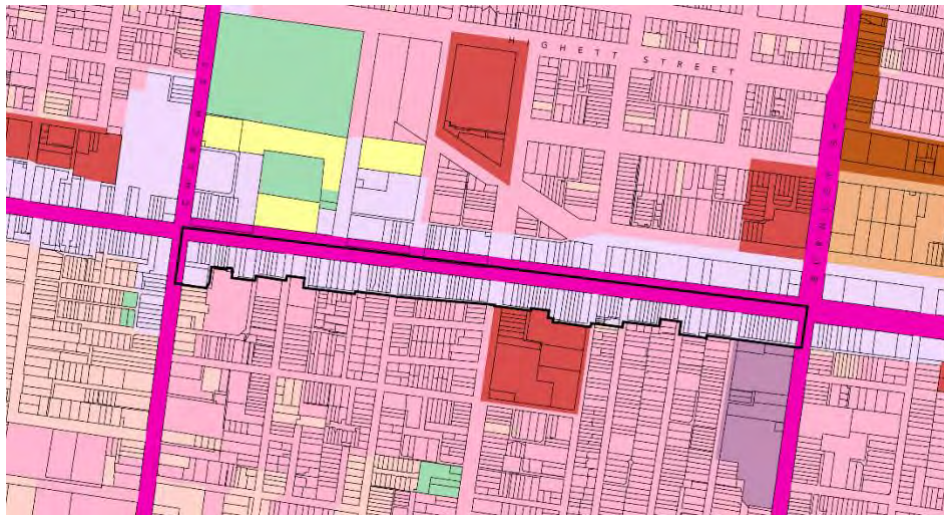


Figure 44. Precinct 2 – zone map

**ZONE KEY**

- C1Z
- C2Z
- NRZ
- GRZ
- MUZ
- PPRZ
- PUZ
- RDZ
- IN1Z
- IN3Z
- CDZ1
- SUZ5

### 7.3 HERITAGE STATUS

The majority of Precinct 2 is subject to HO310 (Bridge Road Precinct), along with adjacent sections of HO315 (Church Street Precinct). The precinct also includes a number of ‘individually significant’ buildings including former hotels of the Victorian and Edwardian eras.

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

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

Precinct 2 as it addresses Bridge Road is included within the Heritage Overlay.



Figure 45. Precinct 2 – Heritage Overlay map



Figure 46. Precinct 2 – VHR map

In summary, the existing heritage status for Precinct 2:

Victorian Heritage Register				
VHR No.	Name	Address	Heritage Overlay	Date
-	-	-	-	-
Individual Heritage Overlays				
Heritage Overlay	Name	Address	Grading	Date
-	-	-	-	-
Precinct Heritage Overlays				
Heritage Overlay	Name	Address	Grading	Date
HO310	Bridge Road Precinct	Various	Various	1860s onwards
HO315	Church Street Precinct	Various	Various	1850s onwards

The *Victoria Street and Bridge Road Built Form Review: Heritage Assessments* report made a number of recommendations in relation to the current heritage controls applying to Precinct 2. Amendment C245yara (gazetted in February 2021) implemented the findings of the heritage assessments. This included updating the Statements of Significance and making other changes to the Heritage Overlay.

In addition to these it is noted that the unusually intact nature of the rear wings of the Stanford Block building at 314-328 Bridge Road, which are highly visible from Mary Street and Pandoleon Lane, is not articulated in the Statement of Significance for the Bridge Road Precinct. It is therefore recommended that a separate Statement



of Significance be prepared and incorporated into the Yarra Planning Scheme to provide a tailored description of the fabric and values of this row of shop/residences.

#### **7.4 POTENTIAL FUTURE CHARACTER CONSIDERATIONS**

Precinct 2 contains a highly intact late nineteenth and early twentieth century High Street on the south side of Bridge Road. The intact rear wings and outbuildings of the Stanford Block building at, 314-328 Bridge Road, contribute to the historical understanding of the precinct.

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

Any new upper-level development – either behind retained heritage forms or new infill – should be set back from the street wall to retain the low-scale, turn-of-the-century High Street character of the commercial strip and to retain the prominence of the heritage fabric in the streetscape. New upper-level development should be designed so as not to dominate the façades of the heritage buildings when viewed from the opposite side of Bridge Road, as well as on the oblique angle when moving along the opposite footpath.

In this precinct development above the street wall between Church Street to the west and Waterloo Place to the east has the potential to obscure views of the Pelaco Sign that are currently offered from the forecourt of the Richmond Town Hall.

#### **7.5 RECOMMENDED BUILT FORM PARAMETERS**

Any DDO applied to the Bridge Road – Precinct 2 should include provisions to complement, but not duplicate, the decision guidelines at Clause 43.01-8 (Heritage Overlay), State Planning Policy at Clause 15.03-1S and local policy within Clauses 22.02, 22.03 and 22.10 (or as translated into the post-VC148 Planning Policy Framework through Amendment C269yara) of the Yarra Planning Scheme to inform new development.

Having regard to the heritage conditions within the study area as well as cross-sectional drawings and 3D modelling prepared by MGS Architects and Urban Circus, it is recommended that the built form controls set out below be applied to new development to ensure appropriate weight is given to the heritage values within the study area. The cross-sectional drawings and 3D modelling helped assess whether or not the upper-level development would 'be visually recessive and not dominate the heritage place' as sought at Clause 22.02-5.7.1.

The cross-sectional diagrams and 3D modelling helped assess whether or not the upper-level development would 'be visually recessive and not dominate the heritage

place' as sought at Clause 22.02-5.7.1 and proposed Clause 15.03-1L as endorsed by Council.

The DDO should:

- Adopt a street wall height for infill development that reflects the established (Victorian and Edwardian-era) two-storey scale of the precinct and discourages single-storey infill development.
- Encourage the street wall height of any new infill development to not exceed the height of the flat upper surface of the parapet of the adjacent 'individually significant' or 'contributory' heritage building.
- Ensure zero setback from the Bridge Road and Church Street boundaries for infill development.
- Ensure that the heritage buildings remain prominent within the Bridge Road and Church Street streetscapes and retain their three-dimensional form as viewed from the public realm to avoid 'facadism'. This will require new upper-level development to be set back from the street wall by a minimum of 6m and for redevelopment to respect the existing inter-floor heights of the existing heritage fabric.
- Retain the visual prominence of the return façades of buildings that address Bridge Road and (from west to east) Church, Lyndhurst, Hosie, Mary, Coppin, Lord, Hunter, Fraser, and Neptune Streets.
- Retain chimneys and principal roof forms visible from the public realm (excluding laneways).
- Ensure that new development within the Heritage Overlay does not visually dominate the existing heritage fabric and that the historic street wall retains its the visual prominence through:
  - the application of height limits informed by the 3D modelling, existing characteristics and existing and emerging built form
  - encouraging the top-most level (or levels) of new development to be set further back from a principal heritage frontage (as encouraged at Clause 22.02-5.7.2) and treated as a visually separate roof top element.
- Ensure that any upper-level or infill development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality.
- Ensure appropriate transitions to the single and two-storey adjacent heritage buildings within HO269 (4-6 Hunter Street), HO315 (Church Street Precinct), HO332 (Richmond Hill Precinct) and HO338 (West Richmond Precinct).
- Retain the visual prominence of local landmarks within the streetscape including the Vine Hotel at 254 Bridge Road and the Spread Eagle Hotel at 372 Bridge Road.

## 8.0 BRIDGE ROAD CENTRAL - PRECINCT 3

### 8.1 DESCRIPTION

Precinct 3 (Bridge Road Central) runs along the northern side of Bridge Road between Church Street to the west and Gardner Street to the east. It is a civic and commercial precinct that has a varied character comprising major civic buildings including the Richmond Town Hall (HO532) and the neighbouring former Richmond Police Station (HO230), a highly intact terraced row of two-storey shop/residences at 289-307 Bridge Road, and the former Richmond Cinema/Ice-skating rink at numbers 311-317 which has been heavily remodelled where it addresses Bridge Road for its current use as a retail show room. The single-storey polychrome brick former Gas Inspector's Residence is located at 7 Gleadell Street (VHR H1610). The other built form between Gleadell and Gardner Streets is a mix of single- and two-storey shop/residences dating from the late nineteenth century to the mid-twentieth century, interspersed with late twentieth century buildings of up to three storeys in height. The facades of these buildings are generally rendered masonry or precast panels with parapets. A single-storey, domestically-scaled McDonald's restaurant set within a car park is located within Precinct 3 at 227 Church Street.



Figure 47. Precinct 3 map

PRECINCTS KEY	
1	BRIDGE ROAD WEST
2	BRIDGE ROAD SOUTH
3	BRIDGE ROAD CENTRAL
4	BRIDGE ROAD EAST SOUTH
5	BRIDGE ROAD EAST NORTH





**Figure 48.** Precinct 3 – aerial photograph (Nearmap, 2021)

Visually the Richmond Town Hall dominates this precinct in its scale, grand portico entrance and landmark clock tower. It is physically separated from neighbouring buildings and is significantly taller than its single- and two-storey neighbours. A number of civic, sporting and educational facilities are located to the immediate north of the precinct including the Richmond Police Station, the Richmond Union Bowling Club, Richmond High School, Citizens Park and Richmond Swimming Pool and Recreation Centre.

The topography of Precinct 3 is flat and the side streets do not generally align to the north and south of Bridge Road. The carriageway of Bridge Road widens to approx. 30m east of Church Street, which means that any development above the street wall east of this intersection will be inherently more visible than if the same development was to occur west of Church Street.

Like the Stanford Block buildings within Precinct 2, the terrace row of shop/residences at northeast corner of the intersection of Bridge Road and Church Street (289-307 Bridge Road) retain highly intact rear wings and brick outbuildings that are visible from the rear laneway and to a lesser degree from Church Street.



**Figure 49.** (left) The northeast corner of Bridge and Church streets, 289-307 Bridge Road (HO310)

**Figure 50.** (right) rear of 289-307 Bridge Road viewed from the laneway (HO310) (Google Streetview, Oct 2016)





**Figure 51.** (left) North side of Bridge Road looking west from opposite Richmond Town Hall (HO230, HO532 and HO310)



**Figure 52.** (right) North side of Bridge Road looking towards Richmond Town Hall from the intersection with Mary Street, 345 Bridge Road on the right (HO532 and HO310)



**Figure 53.** (left) North side of Bridge Road looking west from opposite the intersection with Griffiths Street, 367 Bridge Road on the right (HO310)



**Figure 54.** (right) 381-389 Bridge Road (HO310)



**Figure 55.** (left) North side of Bridge Road looking east from the southeast corner of the intersection with Coppin Street, 403 Bridge Road on the left (HO310)



**Figure 56.** (right) North side of Bridge Road looking west, 419 Bridge Road on the right (part HO310)



**Figure 57.** (left) North side of Bridge Road looking west from the intersection with Gardner / Lord streets, 433 Bridge Road on the right (part HO310)



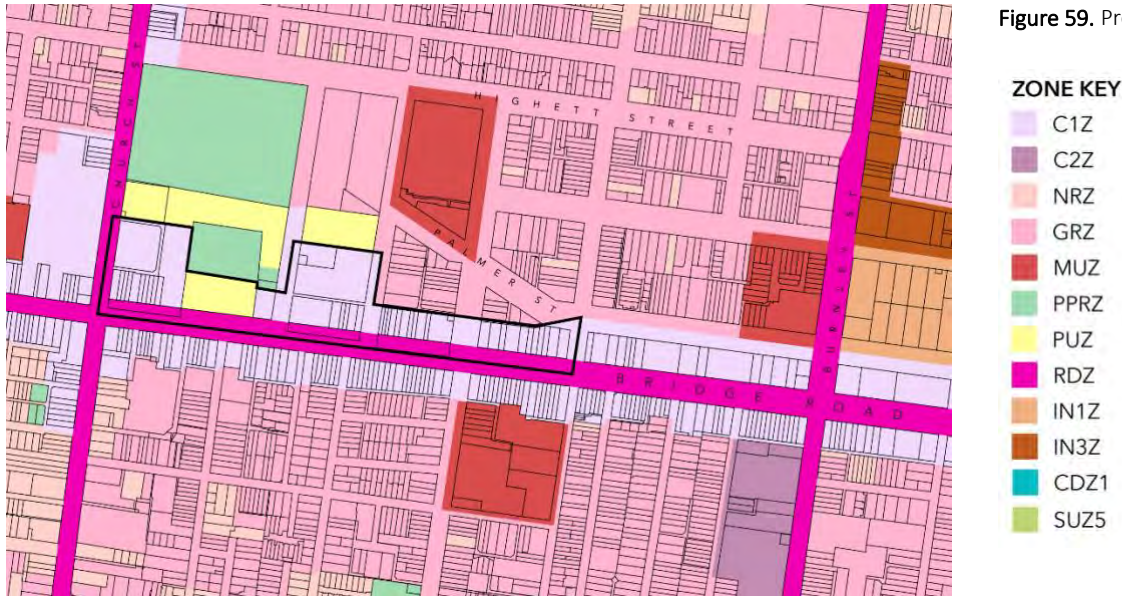
**Figure 58.** (left) Former Gas Inspector's Residence, 7 Gleadell Street (VHR H1610) (Heritage Victoria, 2008)

The recent development in Precinct 3 is limited to low-scale infill development of between one and two storeys with a single, more substantial development at 345 Bridge Road.

## 8.2 ZONING

The land within Precinct 3 along Bridge Road is generally included within the C1Z. The former Richmond Police Station and the Richmond Town Hall are zoned Public Use Zone (PUZ). The carriageway of Bridge Road itself is zoned RDZ1.

Figure 59. Precinct 3 – zone map



### 8.3 HERITAGE STATUS

The approximately half of Precinct 3 is subject to HO310 (Bridge Road Precinct). The application of HO310 within Precinct 3 is unusual as it omits non-contributory parts of the streetscape from the Heritage Overlay leaving gaps between graded buildings. The former Richmond Police Station and the Richmond Town Hall are subject to individual heritage overlays. The former Gas Inspector's Residence at 7 Gleadell Street is included on the VHR (H1610).

The buildings within the Heritage Overlay generally demonstrate the following characteristics, noting that this precinct includes a number of unique heritage buildings including the former Richmond Police Station, Richmond Town Hall and former Gas Inspector's Residence:

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

**Figure 60.** Precinct 3 – Heritage Overlay map



**Figure 61.** Precinct 3 – VHR map



In summary, the existing heritage status for Precinct 3:

<b>Victorian Heritage Register</b>				
<i>VHR No.</i>	<i>Name</i>	<i>Address</i>	<i>Heritage Overlay</i>	<i>Date</i>
H1610	Former Gas Inspector's Residence	7 Gleadell Street, Richmond	HO260	1883
<b>Individual Heritage Overlays</b>				
<i>Heritage Overlay</i>	<i>Name</i>	<i>Address</i>	<i>Grading</i>	<i>Date</i>
HO230	[former] Richmond Police Station	319 Bridge Road	Individual heritage place	1877
HO532 also included in HO310	Richmond Town Hall	325-333 Bridge Road	Individual heritage place	1869, remodelled 1934
<b>Precinct Heritage Overlays</b>				
<i>Heritage Overlay</i>	<i>Name</i>	<i>Address</i>	<i>Grading</i>	<i>Date</i>
HO310	Bridge Road Precinct	Various	Various	1860s onwards

The *Victoria Street and Bridge Road Built Form Review: Heritage Assessments* report made a number of recommendations in relation to the current heritage controls applying to Precinct 3. Amendment C245yara (gazetted in February 2021)



implemented the findings of the heritage assessments. This included updating the Statements of Significance and making other changes to the Heritage Overlay.

In addition to these it is noted that the unusually intact nature of the rear wings of the terraced row of shop/residences at 289-307 Bridge Road, which are high visible from the rear laneway, is not articulated in the Statement of Significance for the Bridge Road Precinct. It is therefore recommended that a separate Statement of Significance be prepared and incorporated into the Yarra Planning Scheme to provide a tailored description of the fabric and values of this row of shop/residences.

#### 8.4 POTENTIAL FUTURE CHARACTER CONSIDERATIONS

Precinct 3 is a diverse precinct of civic and commercial buildings. East of the Richmond Town Hall the streetscape is less intact than those of Precincts 1 and 2. The intact rear wings and outbuildings of the shop/residences at 289-307 Bridge Road, contribute to the historical understanding of the precinct.

The inclusion of the Former Gas Inspector's Residence at 7 Gleadell Street on the VHR means any development of this heritage place will be managed through the *Heritage Act 2017*.

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

Any new upper-level development – either behind retained heritage forms or new infill – should be set back from the street wall to retain the low-scale, turn-of-the-twentieth century High Street character of the commercial strip and to retain the prominence of the heritage fabric in the streetscape. New upper-level development should be designed so as not to dominate the façades of the heritage buildings when viewed from the opposite side of Bridge Road, as well as on the oblique angle when moving along the opposite footpath.

Although graded 'contributory', the former Richmond Cinema/Ice-skating rink at 311-317 Bridge Road has been substantially altered, particularly as it addresses the street frontage which provides an opportunity for more substantial alteration to the front part of the building. If redevelopment of both this site and 335 Bridge Road (on the corner of Gleadell Street) is proposed, new development should reflect the consistent two (Victorian-era) storey street wall height of the broader streetscape.

Within Precinct 3, new upper-level development should be scaled and massed so as not to diminish the prominence of Richmond Town Hall or its clock tower within the broader streetscape or key public realm views of its clock tower.

The height of development within Precinct 3 and the PUZ zoned land immediately north of it should be moderated to avoid obscuring views of the clock tower of



Richmond Town Hall and the belfry and spire of St Ignatius Church afforded from the entrances to, and within, Citizens Park.

## 8.5 RECOMMENDED BUILT FORM PARAMETERS

Any DDO applied to the Bridge Road – Precinct 3 should include provisions to complement, but not duplicate, the decision guidelines at Clause 43.01-8 (Heritage Overlay), State Planning Policy at Clause 15.03-1S and local policy within Clauses 22.02, 22.03 and 22.10 (or as translated into the post-VC148 Planning Policy Framework through Amendment C269yara) of the Yarra Planning Scheme to inform new development.

Having regard to the heritage conditions within the study area as well as cross-sectional drawings and 3D modelling prepared by MGS Architects and Urban Circus, it is recommended that the built form controls set out below be applied to new development to ensure appropriate weight is given to the heritage values within the study area. The cross-sectional drawings and 3D modelling helped assess whether or not the upper-level development would ‘be visually recessive and not dominate the heritage place’ as sought at Clause 22.02-5.7.1.

The cross-sectional diagrams and 3D modelling helped assess whether or not the upper-level development would ‘be visually recessive and not dominate the heritage place’ as sought at Clause 22.02-5.7.1 and proposed Clause 15.03-1L as endorsed by Council.

The DDO should:

- Adopt a street wall height for infill development that reflects the established two (Victorian and Edwardian-era) storey scale of the precinct and discourages single-storey infill development.
- Encourage the street wall height of any new infill development to not exceed the height of the flat upper surface of the parapet of the adjacent ‘individually significant’ or ‘contributory’ heritage building.
- Ensure zero setback from the Bridge Road and Church Street boundaries for infill development.
- Ensure that the heritage buildings remain prominent within the Bridge Road and Church Street streetscapes and retain their three-dimensional form as viewed from the public realm to avoid ‘facadism’. This will require new upper-level development to be set back from the street wall by a minimum of 6m and for redevelopment to respect the existing inter-floor heights of the existing heritage fabric.
- Retain the visual prominence of the return façades of buildings that address Bridge Road and (from west to east) Church and Coppin streets.
- Retain chimneys and principal roof forms visible from the public realm (excluding laneways).
- Ensure that new development within the Heritage Overlay does not visually dominate the existing heritage fabric and that the historic street wall retains its the visual prominence through:

- the application of height limits informed by the 3D modelling, existing characteristics and existing and emerging built form
- encouraging the top-most level (or levels) of new development to be set further back from a principal heritage frontage (as encouraged at Clause 22.02-5.7.2) and treated as a visually separate roof top element.
- Ensure that any upper-level or infill development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality.
- Ensure appropriate transitions to the single and two-storey adjacent heritage buildings within HO269 (4-6 Hunter Street), HO315 (Church Street Precinct), HO332 (Richmond Hill Precinct) and HO338 (West Richmond Precinct).
- Retain the views of the tower and spire of St Ignatius Church when viewed from within Citizens Park at the path around the oval at the Highett Street/Gleadell Street entry.
- Retain the views of the clock tower of the Richmond Town Hall when viewed from within Citizens Park at the:
  - path around the oval at the Highett Street / Church Street entry; and
  - path around the oval where it meets the central entry from Highett Street.
- Retain the visual prominence of local landmarks within the streetscape.

A DDO should be applied to land in Bridge Road – Precinct 3 adjacent to properties on the Heritage Overlay, including numbers 345, 369-379, 393, 409-415 & 421-431 Bridge Road and 17 Griffiths Street which:

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

## 9.0 BRIDGE ROAD EAST SOUTH - PRECINCT 4

### 9.1 DESCRIPTION

Precinct 4 (Bridge Road East South) runs along the southern side of Bridge Road between Burnley Street to the west and Park Avenue to the east, with the exception of the NRZ zoned land subject to HO331 – Racecourse Precinct. Precinct 4 includes the C2Z zoned land immediately south of Bridge Road between Neptune and Burnley streets and the Officeworks site at 566 Bridge Road. It is a commercial precinct that has a highly varied character.

The topography of Precinct 4 is flat and the side streets do not generally align to the north and south of Bridge Road. The carriageway of Bridge Road is approx. 30m wide.



Figure 62. Precinct 4 map

**PRECINCTS KEY**

1	BRIDGE ROAD WEST
2	BRIDGE ROAD SOUTH
3	BRIDGE ROAD CENTRAL
4	BRIDGE ROAD EAST SOUTH
5	BRIDGE ROAD EAST NORTH



Figure 63. Precinct 4 – aerial photograph (Nearmap, 2021)

The precinct is made up of a mix of single- and two-storey shops/residences from the late nineteenth century and early twentieth centuries, single and two-storey factories, warehouses and showrooms dating from the early to mid-twentieth



century, as well as hotels and the former Flour Mill and Grain Store Complex at 516-534 Bridge Road. The late twentieth and early twenty-first century development includes office buildings of up to three-storeys in height. There is little consistency of form or architectural style with the majority of twentieth century development being utilitarian in nature. A number of sites have at-grade car parking or service station-type forecourts addressing Bridge Road.

The C2Z zoned land between Neptune and Burnley streets is occupied by large scale industrial buildings that once formed part of Patterson’s and Alcock’s Electric Light and Motive Power Co buildings (HO443). The southern part of 198 Stawell Street is occupied by a Modernist-style two storey office building (addressed on the building as 240 Burnley Street). The MUZ zoned land at 2-4 Stawell Street is occupied by the former Fincham Organ Factory (HO284) and a recent townhouse development. The C2Z zoned land on the eastern side of Stawell Street at 566 Bridge Road is occupied by a large single-storey big-box retail outlet (Officeworks) set back from Bridge Road and Stawell Street by at-grade car parking and mature trees.



**Figure 64.** (left) South side of Bridge Road looking east from Burnley Street, 496 Bridge Road on the right (HO310).



**Figure 65.** (right) Southwest corner of the intersection of Bridge Road and Type Street, Former Flour Mill and Grain Store Complex, 516-534 Bridge Road (HO531 and HO310)



**Figure 66.** (left) rear of the Former Flour Mill and Grain Store Complex, 516-534 Bridge Road (HO531 and HO310) viewed from Type Street



**Figure 67.** (right) Southeast corner of the intersection of Bridge Road and Westbank Terrace, Bridge Hotel, 544 Bridge Road (no HO)



**Figure 68.** (left) former Alcock’s Electric Light and Motive Power Co building, 196A and 200 Burnley Street (HO443)



**Figure 69.** (right) Oblique aerial view of the Patterson’s and Alcock’s Electric Light and Motive Power Co buildings from Neptune Street (HO443)





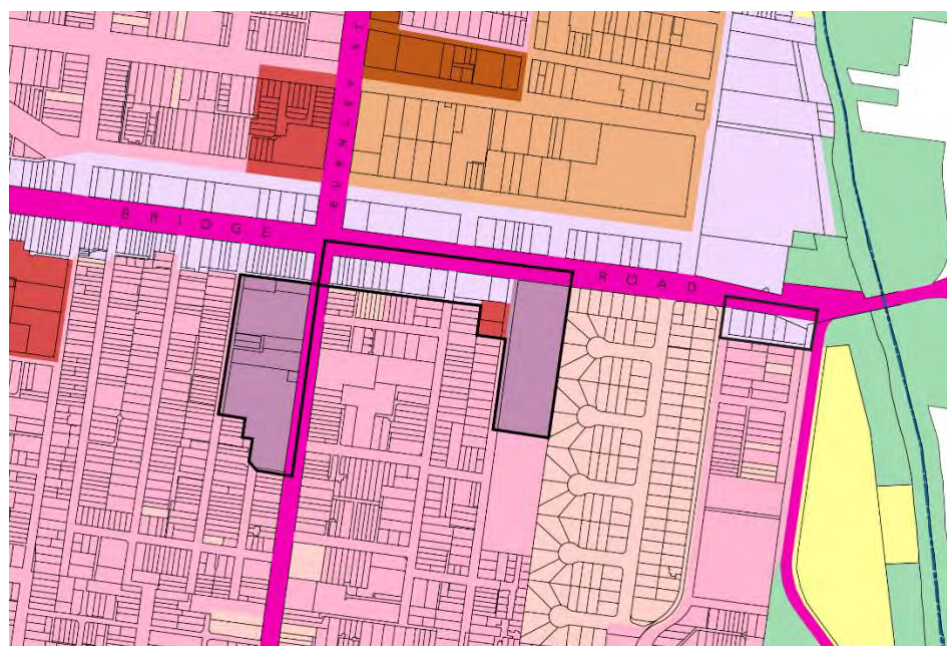
**Figure 70.** (left) Modern-style office building, 240 Burnley Street (no HO) (domain.com.au)

**Figure 71.** (right) Former Fincham Organ Factory, 2-4 Stawell Street (HO284)

The recent development in Precinct 4 is limited to low scale infill development of between one and two storeys with a single, three-storey development at 648-650 Bridge Road. A planning permit has been issued for a nine-storey commercial development between Burnley and Neptune streets which includes the land subject to HO443 and the Modernist two storey office building at 240 Burnley Street.

## 9.2 ZONING

The land within Precinct 4 along Bridge Road is generally included within the C1Z zone. The Officeworks site at 566 Bridge Road and the land south of Bridge Road between Neptune and Burnley streets is zoned C2Z. The former Fincham Organ Factory at 2-4 Stawell Street is zoned MUZ. The carriageway of Bridge Road itself is zoned RDZ1.



**Figure 72.** Precinct 4 – zone map

### ZONE KEY

- C1Z
- C2Z
- NRZ
- GRZ
- MUZ
- PPRZ
- PUZ
- RDZ
- IN1Z
- IN3Z
- CDZ1
- SUZ5

## 9.3 HERITAGE STATUS

The majority of the land within Precinct 4 is not subject to the Heritage Overlay. The historic commercial High Street of Bridge Road ends east of Burnley Street and although HO310 includes all nine lots between 496 and 514 Bridge Road it is only two-storey shop residences at 498, 500 and 502 that make any meaningful contribution to the Bridge Road Precinct. The former Flour Mill and Grain Store Complex at 518-534 Bridge Road, the Patterson's and Alcock's Electric Light and



Motive Power Co buildings at 196-220 Burnley Street the former Fincham Organ Factory at 2-4 Stawell Street are identified as individual heritage places.

Precinct 4 abuts a number of single-storey detached and terraced houses to the south, including 185 Burnley Street (HO426), 1-11 Dickens Street (HO431) and 6-28 Stawell Street (HO481). Immediately east of the Officeworks Site at 566 Bridge Road is the Richmond Racecourse Precinct (HO331) which comprises an estate of pairs of semi-detached single storey brick and tile houses. This estate addresses Bridge Road between the Officeworks site and Westbank Terrace but excluded from the extent of Precinct 4.



**Figure 73.** HO331 – Racecourse Precinct, Richmond viewed from Bridge Road

The heritage buildings within Precinct 4 reflect a diverse range of forms reflecting their original or existing retail, commercial, factory or grain store uses. The following characteristics are typical for these heritage places:

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

**Figure 74.** Precinct 4 – Heritage Overlay map

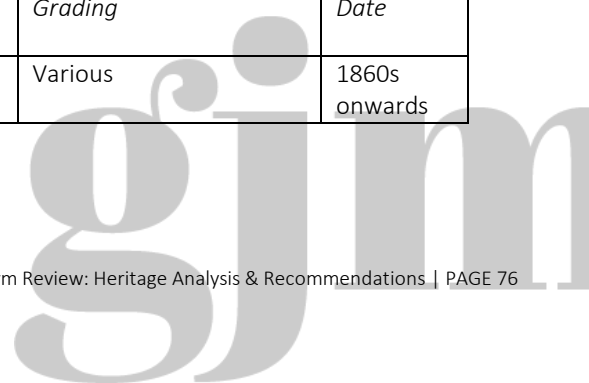


**Figure 75.** Precinct 4 – VHR map



In summary, the existing heritage status for Precinct 4:

<b>Victorian Heritage Register</b>				
<i>VHR No.</i>	<i>Name</i>	<i>Address</i>	<i>Heritage Overlay</i>	<i>Date</i>
-	-	-	-	-
<b>Individual Heritage Overlays</b>				
<i>Heritage Overlay</i>	<i>Name</i>	<i>Address</i>	<i>Grading</i>	<i>Date</i>
HO284	[former] Fincham Organ Factory	2-4 Stawell Street	Individual heritage place	1896
HO443	[former] Patterson's and Alcock's Electric Light and Motive Power Co buildings	196A, 198 and 200-220 Burnley Street	Individual heritage place	1890-1940
HO531 (also included in HO310)	[former] Flour Mill & Grain Store Complex	534-534A Bridge Road Note: the grain silos are located within the land addresses as 516-524 Bridge Road	Individual heritage place	c.1870-1955
<b>Precinct Heritage Overlays</b>				
<i>Heritage Overlay</i>	<i>Name</i>	<i>Address</i>	<i>Grading</i>	<i>Date</i>
HO310	Bridge Road Precinct	Various	Various	1860s onwards

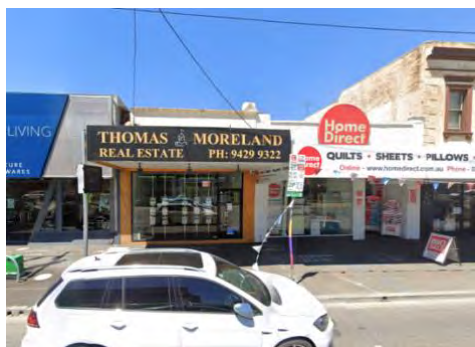


The *Victoria Street and Bridge Road Built Form Review: Heritage Assessments* report made a number of recommendations in relation to the current heritage controls applying to Precinct 4. Amendment C245yara (gazetted in February 2021) implemented the findings of the heritage assessments. This included updating the Statements of Significance and making other changes to the Heritage Overlay.

In addition to these it is recommended that the extent of HO310 be reduced to remove numbers 504 to 514 Bridge Road (inclusive) from the Heritage Overlay. Of these only number 506 is graded 'contributory' in the *Database of Heritage Significance Areas* and this building has been substantially altered with later shopfront and canopy. The flat parapet retains a simple cornice, but only the westernmost of the two pilasters with a decorative pediment mounding. It is not considered that the presence of this much-altered single storey building warrants the application of the Heritage Overlay over 504 to 514 Bridge Road.

Two buildings within Precinct 4 warrant assessment of their heritage significance to determine whether they warrant inclusion on the Heritage Overlay. These are:

1. The Bridge Hotel located at the corner of Bridge Road and Westbank Terrace is a prominent and highly intact late nineteenth century hotel with a prominent tiled hipped roof form. It is not included on the Schedule to the Heritage Overlay but is comparable with a number of corner hotels included on the Heritage Overlay as 'individually significant' buildings in precincts or in their own right; and
2. The Modernist-style two storey office building at 240 Burnley Street that is associated with the Patterson's and Alcock's Electric Light and Motive Power Co buildings at 196-220 Burnley Street.



**Figure 76.** (left) 506 Bridge Road (left) and 504 Bridge Road (right). (Google Streetview , 2020)

**Figure 77.** (right) The Bridge Hotel, 544 Bridge Road.



**Figure 78.** (left) 240 Burnley Street (Source: Mark Douglass Design)



## 9.4 POTENTIAL FUTURE CHARACTER CONSIDERATIONS

Precinct 4 contains a wide range of building types, periods and architectural detail and form. The precinct retains its low-scale form and the silos of the former Flour Mill and Grain Store Complex at 516-534 Bridge Road remain a highly visible local landmark in the streetscape. The majority of new development within Precinct 4 is expected to occur on land not subject to the Heritage Overlay.

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

The redevelopment of the former industrial and factory buildings will need to be considered on a site-by-site basis as they differ considerably in form and scale. New development should be massed and set back to allow for the industrial nature and the scale of these buildings to be understood.

Development on the Officeworks site at 566 Bridge Road should consider the impact on the abutting single-storey semi-detached houses that comprise the Richmond Racecourse Precinct by setting new building form off the eastern boundary, and should help retain the 'Garden City' character and setting of this estate. Likewise, development within the precinct should consider the visual impact on the adjacent heritage places which are typically single-storey detached and terraced houses.

## 9.5 RECOMMENDED BUILT FORM PARAMETERS

Any DDO applied to Bridge Road – Precinct 4 should include provisions to complement, but not duplicate, the decision guidelines at Clause 43.01-8 (Heritage Overlay), State Planning Policy at Clause 15.03-1S and local policy within Clauses 22.02, 22.03 and 22.10 (or as translated into the post-VC148 Planning Policy Framework through Amendment C269yara) of the Yarra Planning Scheme to inform new development.

Having regard to the heritage conditions within the study area as well as cross-sectional drawings and 3D modelling prepared by MGS Architects and Urban Circus, it is recommended that the built form controls set out below be applied to new development to ensure appropriate weight is given to the heritage values within the study area. The cross-sectional drawings and 3D modelling helped assess whether or not the upper-level development would 'be visually recessive and not dominate the heritage place' as sought at Clause 22.02-5.7.1.

The cross-sectional diagrams and 3D modelling helped assess whether or not the upper-level development would 'be visually recessive and not dominate the heritage place' as sought at Clause 22.02-5.7.1 and proposed Clause 15.03-1L as endorsed by Council.

The DDO should:

- Adopt a street wall height for infill development that reflects the established two (Victorian and Edwardian-era) storey scale of the precinct and discourages single-storey infill development.

- Encourage the street wall height of any new infill development to not exceed the height of the flat upper surface of the parapet of the adjacent 'individually significant' or 'contributory' heritage building.
- Ensure zero setback from the Bridge Road except to 566 Bridge Road where the mature trees facing the street frontage help provide a garden setting for the Richmond Racecourse Estate.
- Ensure that the heritage buildings remain prominent within the Bridge Road streetscape and retain their three-dimensional form as viewed from the public realm to avoid 'facadism'. This will require new upper-level development to be set back from the street wall by a minimum of 6m and for redevelopment to respect the existing inter-floor heights of the existing heritage fabric.
- Retain the visual prominence of the return façades of buildings that address Bridge Road and (from west to east) Type Street and Westbank Terrace.
- Retain chimneys and principal roof forms visible from the public realm (excluding laneways).
- Ensure that new development within the Heritage Overlay does not visually dominate the existing heritage fabric and that the historic street wall retains its the visual prominence through:
  - the application of height limits informed by the 3D modelling, existing characteristics and existing and emerging built form
  - encouraging the top-most level (or levels) of new development to be set further back from a principal heritage frontage (as encouraged at Clause 22.02-5.7.2) and treated as a visually separate roof top element.
- Ensure that any upper-level or infill development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality.
- Ensure appropriate transitions to the single- and two-storey adjacent heritage buildings within HO426 (185 Burnley Street), HO431 (1-11 Dickens Street), HO481 (Stawell Street Precinct) and HO331 (Racecourse Precinct, Richmond)
- Retain the visual prominence of local landmarks within Precinct 4 particularly the group of four silos associated with the former Flour Mill and Grain Store Complex (HO531).

## 10.0 BRIDGE ROAD EAST NORTH - PRECINCT 5

### 10.1 DESCRIPTION

Precinct 5 (Bridge Road East North) runs along the northern side of Bridge Road between Gardner Street to the west and River Street to the east. It is a commercial precinct that has a highly varied character and scale.

The topography of Precinct 5 is flat and the side streets do not generally align to the north and south of Bridge Road. The carriageway of Bridge Road is approx. 30m wide.



Figure 79. Precinct 5 map

**PRECINCTS KEY**

1	BRIDGE ROAD WEST
2	BRIDGE ROAD SOUTH
3	BRIDGE ROAD CENTRAL
4	BRIDGE ROAD EAST SOUTH
5	BRIDGE ROAD EAST NORTH



Figure 80: Precinct 5 – aerial photograph (Nearmap, 2021)

The precinct is made up of a mix of single and two-storey shops/residences from the late nineteenth century and early twentieth centuries, and single- and two-storey factories, warehouses and showrooms dating from the early to mid-twentieth century. A number of sites have at-grade car parking or service station-type forecourts addressing Bridge Road. Heritage buildings are isolated and include the Royal Oak Hotel (HO529 and HO310), which is prominently located at the



intersection of Bridge Road and Burnley Street. There are no identified heritage places between Gardner and Burnley Streets.

Immediately east of the precinct on the north side of Bridge Road is the six-storey Amora Riverwalk Hotel which incorporates the façade of the Melbourne Tramway & Omnibus Co. Ltd Cable Tram Depot (HO228).



**Figure 81.** (left) Northeast corner of the intersection of Bridge Road and Burnley Street, Royal Oak Hotel, 527 Bridge Road (HO529 and HO310)

**Figure 82.** (right) Whipp's Terrace (1873), 597-599 Bridge Road (HO530 and HO310)



**Figure 83.** (left) James Boland's Shop & Residence (1867), 635 Bridge Road (HO528 and HO310) (left) and shop/residences (1892), 637-639 Bridge Road (HO525 and HO310).

**Figure 84.** (right) Amora Riverwalk Hotel, 549-655 Bridge Road (HO228)

Recent development includes the five-storey office building at 545 Bridge Road and the seven-storey apartment building at 571 Bridge Road (also addressed as 120 Palmer Street).

## 10.2 ZONING

The land within Precinct 5 along Bridge Road is included within the C1Z zone. The carriageway of Bridge Road itself is zoned RDZ1.



**Figure 85:** Precinct 5 – zone map

### ZONE KEY

- C1Z
- C2Z
- NRZ
- GRZ
- MUZ
- PPRZ
- PUZ
- RDZ
- IN1Z
- IN3Z
- CDZ1
- SUZ5

### 10.3 HERITAGE STATUS

The vast majority of the land within Precinct 5 is not subject to the Heritage Overlay. Four individual heritage places are included on the Schedule to the Heritage Overlay. There are no heritage places directly abutting the precinct.

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

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



Figure 86. Precinct 5 – Heritage Overlay map

In summary, the existing heritage status for Precinct 5:

Victorian Heritage Register				
VHR No.	Name	Address	Heritage Overlay	Date
-	-	-	-	-
Individual Heritage Overlays				
Heritage Overlay (also included on HO310)	Name	Address	Grading	Date
HO255	Shop and residence	637-639 Bridge Road	Individual heritage place	1892

HO528	James Boland's Shop & Residence	635 Bridge Road	Individual heritage place	1867
HO529	Royal Oak Hotel	529-533 Bridge Road	Individual heritage place	1867
HO530	Whipp's Terrace	597-599 Bridge Road	Individual heritage place	1873
<b>Precinct Heritage Overlays</b>				
<i>Heritage Overlay</i>	<i>Name</i>	<i>Address</i>	<i>Grading</i>	<i>Date</i>
HO310	Bridge Road Precinct	Various	Various	1860s onwards

The *Victoria Street and Bridge Road Built Form Review: Heritage Assessments* report made a number of recommendations in relation to the current heritage controls applying to Precinct 5. Amendment C245yara (gazetted in February 2021) implemented the findings of the heritage assessments. This included updating the Statements of Significance and making other changes to the Heritage Overlay.

#### 10.4 POTENTIAL FUTURE CHARACTER CONSIDERATIONS

Precinct 5 contains a wide range of building types, periods and architectural detail and form with only isolated heritage building. Recent commercial and apartment development of up to seven storeys has been accommodated in this Precinct.

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

Future development associated with the prominently located Royal Oak Hotel at the corner with Burnley Street should retain the visible roof form and be massed to retain its local landmark value.

#### 10.5 RECOMMENDED BUILT FORM PARAMETERS

Any DDO applied to Bridge Road – Precinct 5 should include provisions to complement, but not duplicate, the decision guidelines at Clause 43.01-8 (Heritage Overlay), State Planning Policy at Clause 15.03-1S and local policy within Clauses 22.02, 22.03 and 22.10 (or as translated into the post-VC148 Planning Policy Framework through Amendment C269yara) of the Yarra Planning Scheme to inform new development.

Having regard to the heritage conditions within the study area as well as cross-sectional drawings and 3D modelling prepared by MGS Architects and Urban Circus, it is recommended that the built form controls set out below be applied to new development to ensure appropriate weight is given to the heritage values within the study area. The cross-sectional drawings and 3D modelling helped assess whether or not the upper-level development would 'be visually recessive and not dominate the heritage place' as sought at Clause 22.02-5.7.1.

The cross-sectional diagrams and 3D modelling helped assess whether or not the upper-level development would 'be visually recessive and not dominate the heritage place' as sought at Clause 22.02-5.7.1 and proposed Clause 15.03-1L as endorsed by Council.



The DDO should:

- Encourage the street wall height of any building abutting a heritage place to not exceed the height of the flat upper surface of the parapet for a distance of 6m.
- Ensure zero setback from the Bridge Road.
- Ensure that the heritage buildings remain prominent within the Bridge Road 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 by a minimum of 6m and for redevelopment to respect the existing inter-floor heights of the existing heritage fabric.
- Retain the visual prominence of the return façades of the Royal Oak Hotel to Burnley Street.
- Retain chimneys and principal roof forms visible from the public realm (excluding laneways).
- Ensure that new development within the Heritage Overlay does not visually dominate the existing heritage fabric and that the historic street wall retains its the visual prominence through:
  - the application of height limits informed by the 3D modelling, existing characteristics and existing and emerging built form
  - encouraging the top-most level (or levels) of new development to be set further back from a principal heritage frontage (as encouraged at Clause 22.02-5.7.2) and treated as a visually separate roof top element.
- Ensure that any upper-level or infill development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality.
- Retain the visual prominence of local landmarks within the streetscape.

## PART III: BUILT FORM RECOMMENDATIONS



## 11.0 BUILT FORM TESTING

To assist in the translation of the 'Recommended Built Form Parameters' in Part II into specific guidance that could be translated into a DDO control, the heritage analysis was reviewed against cross-sectional drawings of potential development envelopes and 3D computer modelling prepared by MGS Architects and Urban Circus to test the appropriateness of particular built form outcomes that achieved the intent of the 'Recommended Built Form Parameters'.

Cross-sectional drawings and 3D computer modelling of potential bulk and massing envelopes for the study area were interrogated. The existing built form was modelled along with approved, but not yet constructed, proposals as well as development under construction. This was used as a 'working' massing model to inform heights and setbacks on key development sites and to provide a comparative visual analysis.

The images were taken from the model from natural eye level (1.7m) on the public footpath with an emphasis placed on cross-street intersections and locations where the public dwells. Key views of municipal-wide landmarks as identified in the *Landmarks & Views Assessment* (Ethos Urban, October 2019) were also modelled and reviewed.

Extensive field work was undertaken and site visits were used to inform the recommendations made in this report. Views of heritage places were only considered from the public footpath, public parks or from the tram stops where relevant with particular emphasis placed on intersections and tram stops where pedestrians are likely to dwell.

## 12.0 BUILT FORM RECOMMENDATIONS

Any DDO applied to the Bridge Road study area should include provisions to complement, but not duplicate, the decision guidelines at Clause 43.01-8 (Heritage Overlay), State Planning Policy at Clause 15.03-1S and local policy within Clauses 22.02, 22.03 and 22.10 (or as translated into the post-VC148 Planning Policy Framework through Amendment C269yara) of the Yarra Planning Scheme to inform new development.

Having regard to the heritage conditions within the study area as well as the 3D modelling prepared by MGS Architects and Urban Circus, it is recommended that the built form controls set out below be applied to new development to ensure appropriate weight is given to the heritage values within the study area. The cross-sectional drawings and 3D modelling helped assess whether or not the upper-level development would 'be visually recessive and not dominate the heritage place' as sought at Clause 22.02-5.7.1, and proposed Clause 15.03-1L as endorsed by Council.

Buildings graded 'individually significant' and 'contributory' or included in the VHR are referred to as 'heritage buildings' within the table below and those graded 'not-contributory' or that are vacant are considered 'infill sites'. The Executive Director, Heritage Victoria will be the principal decision maker in relation to any redevelopment of the VHR places within the Bridge Road study area, namely the former Gas Inspector's Residence at 7 Gleadell Street which is included on the VHR as H1610.

*Note: the setbacks for individual heritage places should be informed by their Statements of Significance and an analysis of the historic fabric of the heritage place.*

### 12.1 RECOMMENDED DDO CONTROLS – PRECINCT 1

Built Form Element	Mandatory	Preferred	Rationale
Street wall height (infill development) within or immediately adjacent to land subject to the Heritage Overlay	Maximum 11m; minimum 8m	Match the parapet height of the adjacent heritage building	To ensure new built form responds to its immediate heritage context and discourage single storey infill within the two-storey streetscape.
Front setback (infill development) within or immediately adjacent to land subject to the Heritage Overlay	0m	-	To ensure new built form responds to the heritage context which has no setback to the street.
Minimum setbacks above street wall within or immediately adjacent to land subject to the Heritage Overlay	<u>Lennox and Church streets</u> 6m  <u>Bridge Road: north side west of Judd Street</u> 6m	6m from the side elevations to other side street	A mandatory minimum 6m setback from the Bridge Road, Lennox Street and Church Street boundaries is necessary given the highly consistent two-storey built form and the need to protect the visual prominence of the heritage street wall. This distance will also retain the majority of visible chimneys and roof forms.

Bridge Road: north side  
between Judd and  
Church streets

13m

Bridge Road: south side

6m

The increased setback between Judd and Church Streets reflects existing and emerging built form which is necessary to moderate the taller built form in this area.

A preferred minimum 6m setback from side streets will protect the prominence of return facades, visible roof forms and chimneys and enable a variety of design responses.

Maximum building heights within the Heritage Overlay

North side of Bridge Road between Moorhouse Street and Normandy Place

18m (5 storeys)

North side of Bridge Road between Lennox Street and Church Street

18m (5 storeys)

South side of Bridge Road between Punt Road and 42 Bridge Road

15m (4 storeys)

South side of Bridge Road between 444 Bridge Road and Rotherwood Street

11m (3 storeys)

South side of Bridge Road between Rotherwood Street and Church Street

18m (5 storeys)

North side of Bridge Road between Normandy Place and Lennox Street

21m (6 storeys)

202-206 Church Street and 32 & 34 Thomas Street

15m (4 storeys)

A range of mandatory height limits are necessary to maintain the prominence of the heritage buildings within the streetscape.

Low (11m) height limits are necessary at the western end of Bridge Road to protect the primary views of the Pelaco Sign when viewed from the northwest corner of the intersection of Wellington Parade and Punt Road.

The variety of existing higher built form and current development on the north side Bridge Road between the Epworth Hospital and Church Street means that mandatory controls are not warranted in these locations.

Lower (15m) built form is required behind the two storey Halls Building, 202-206 Church Street (HO526) and Houses at 32 & 34 Thomas Street (HO527).

The uppermost level (or levels) should be set further back than the mid-level development to avoid visually dominating the heritage street wall.

## 12.2 RECOMMENDED DDO CONTROLS – PRECINCT 2

Built Form Element	Mandatory	Preferred	Rationale
Street wall height (infill development) within or immediately adjacent to land	Maximum 11m; minimum 8m	Match the parapet height of the adjacent heritage building	To ensure new built form responds to its immediate heritage context and discourage single storey infill within the two-storey streetscape.



subject to the Heritage Overlay

Front setback (infill development) within or immediately adjacent to land subject to the Heritage Overlay	0	-	To ensure new built form responds to the heritage context which has no setback to the street.
Minimum setbacks above street wall within or immediately adjacent to land subject to the Heritage Overlay	<u>Bridge Road and Church Street</u> 6m	6m from the side elevations to other side street	A mandatory minimum 6m setback from the Bridge Road and Church Street boundaries is necessary given the highly consistent two-storey built form and the need to protect the visual prominence of the heritage street wall. This distance will also retain the majority of visible chimneys and roof forms.  A preferred minimum 6m setback from side streets will protect the prominence of return facades, visible roof forms and chimneys and enable a variety of design responses.
Maximum building heights within the Heritage Overlay	18m (5 storey)	-	A five-storey mandatory height limit to will maintain the prominence of the heritage buildings within the streetscape if the upper most level is set further back than the mid-level development

### 12.3 RECOMMENDED DDO CONTROLS – PRECINCT 3

Built Form Element	Mandatory	Preferred	Rationale
Street wall height (infill development) within or immediately adjacent to land subject to the Heritage Overlay	Maximum 11m; minimum 8m	Match the parapet height of the adjacent heritage building	To ensure new built form responds to its immediate heritage context and discourage single storey infill within the two-storey streetscape.
Front setback (infill development) within or immediately adjacent to land subject to the Heritage Overlay	0m	-	To ensure new built form responds to the heritage context which has no setback to the street.
Minimum setbacks above street wall within or immediately adjacent to land subject to the Heritage Overlay	<u>Bridge Road, Church and Coppin streets</u> 6m	6m from other side streets	A mandatory minimum 6m setback from the Bridge Road, Church and Coppin Street boundaries is necessary given the need to protect the visual prominence of the heritage street wall. This distance will also retain the majority of visible chimneys and roof forms.

A preferred minimum 6m setback from side streets will protect the prominence of return facades, visible roof forms and chimneys and enable a variety of design responses.

Maximum building heights within the Heritage Overlay	18m (5 storey)	-	<p>A 18m maximum height control is necessary to protect identified primary views of the clocktower of Richmond Town Hall and the belfry and spire of St Ignatius Church from Citizens Park and the visual prominence of existing heritage buildings.</p> <p>The upper most level (or levels) should set further back than the mid-level development to avoid dominating the existing heritage buildings.</p> <p>Note: the heritage significance and building form of the Richmond Town Hall, the former Richmond Police Station and the VHR-listed Former Gas Inspectors' Residence at 13 Gleadell Street means these properties have little or no development potential beyond their current building heights.</p>
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## 12.4 RECOMMENDED DDO CONTROLS – PRECINCT 4

Built Form Element	Mandatory	Preferred	Rationale
Street wall height (infill development) within or immediately adjacent to land subject to the Heritage Overlay	Maximum 11m; minimum 8m	Match the parapet height of the adjacent heritage building	To ensure new built form responds to its immediate heritage context and discourage single storey infill within the two-storey streetscape.
Front setback (infill development) within or immediately adjacent to land subject to the Heritage Overlay	-	Match the setback of the neighbouring heritage building	To ensure new built form responds to the heritage context which has no setback to the street. A preferred control will provide for the variety of conditions which range from the commercial buildings built to the street frontage to the Racecourse Precinct (HO331).
Minimum setbacks above street wall within or immediately adjacent to land subject to the Heritage Overlay	<u>Bridge Road</u> 6m	<p>6m from side streets</p> <p>The upper-level setbacks to the diverse former factories and grain store and flour mill should be informed by their individual form but</p>	<p>A mandatory minimum 6m setback from the Bridge Road boundary is necessary given the need to protect the visual prominence of the heritage building. This distance will also retain the majority of visible chimneys and roof forms.</p> <p>A preferred minimum 6m setback from side streets will protect the</p>

should generally not be less than 6m.

Setbacks from the north and eastern boundary should be provided to new development at the Officeworks site at 566 Bridge Road to retain the 'Garden City' setting of the Racecourse Precinct.

prominence of return facades, visible roof forms and chimneys and enable a variety of design responses.

The former Fincham Organ Factory at 2-4 Stawell Street (HO284), the former Patterson's and Alcock's Electric Light and Motive Power Co buildings at 196A, 198 and 200-220 Burnley Street (HO443) and the former Flour Mill & Grain Store Complex at 534-534A Bridge Road (HO531) should be informed by the individual characteristics of that building.

Maximum building heights within the Heritage Overlay	<u>South side of Bridge Road</u> 18m (5 storey)	<u>West side of Burnley Street</u> 21m (6 storey) <u>East side of Stawell Street</u> 18m (5 storey)	A 18m mandatory height limit will maintain the prominence of the heritage buildings within the streetscape if the upper most level is set further back than the mid-level development.  A preferred control is appropriate to inform development on the large industrial site at 196A, 198 & 200-220 Burnley Street noting that a nine storey has been approved. Likewise, the Officeworks site at 566 Bridge Road should have a preferred height limit which protects the setting if the Racecourse Precinct.
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## 12.5 RECOMMENDED DDO CONTROLS – PRECINCT 5

Built Form Element	Mandatory	Preferred	Rationale
Street wall height (infill development) within or immediately adjacent to land subject to the Heritage Overlay	-	Match the parapet height of the adjacent heritage building	To ensure new built form responds to its immediate heritage context. A preferred control recognises that there are no infill sites within intact streetscapes.
Front setback (infill development) within or immediately adjacent to land subject to the Heritage Overlay	-	Match the setback of the neighbouring heritage building	To ensure new built form responds to the heritage context which has no setback to the street. A preferred control will provide for this mixed character precinct.
Minimum setbacks above street wall within or immediately adjacent to land subject to the Heritage Overlay	6m from Bridge Road and Burnley Street	-	A mandatory minimum 6m setback from the Bridge Road boundary is necessary given the need to protect the visual prominence of the heritage building. This distance will also retain the majority of visible chimneys and roof forms.

A mandatory minimum 6m setback from the Burnley Street boundary for the Royal Oak Hotel at 529-533 Bridge Road the is necessary to protect the landmark quality and historic form of this building.

Maximum building heights within the Heritage Overlay	<u>529-533 Bridge Road</u> 18m (5 storey)	<u>597-599, 635 &amp; 637-639 Bridge Road</u> 18m (6 storey)	<p>A 18m mandatory height limit will maintain the prominence of the Royal Oak Hotel on the prominent Bridge Road and Burnley Street corner. buildings within the streetscape if the upper most level is set further back than the mid-level development.</p> <p>The other heritage buildings within Precinct 5 should have new built from behind them limited to 18m. A preferred control is appropriate due to the mixed character of this precinct.</p> <p>The uppermost level (or levels) should be set further back than the mid-level development to avoid dominating the existing heritage buildings.</p>
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## 12.6 ADDITIONAL GUIDANCE

The heritage policy proposed as part of C269yara includes specific strategies to address new development and alterations to commercial and industrial heritage places. If these provisions are implemented through Amendment C269yara, additional heritage design requirements are not likely to be needed within a DDO. However, if new development is to be informed by the existing heritage provisions at Clauses 15.03-1S, 21.05-1, 22.02 and 43.01 of the Yarra Planning Scheme, we recommend that the following heritage design requirements be applied to a DDO:

- New infill development within heritage precincts should:
  - Interpret the historic façade rhythm, including fenestration patterns and proportions, the relationship between solid and void, and the existing module of structural bays.
  - Retain the visual prominence of prominent corner buildings and local landmarks.
  - 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 heritage fabric.
  - Avoid the replication of existing decorative features and architectural detail.
- The adaptation of existing heritage 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 existing heritage buildings should:
  - Retain the visual prominence of parapet and roof-top elements including parapets, balustrades, pediments, chimneys, lanterns, urns and other architectural features, where these exist.
  - Be set back to retain the visual prominence of prominent corner buildings and local landmarks.
  - 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.
  - 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 streetscape within precincts and to individual heritage buildings.
  - Avoid highly articulated facades with recessed and projecting elements.
  - Avoid highly contrasting or vibrant primary colours.
  - Avoid unarticulated façades that give a bulky appearance, especially from oblique views.
  - Be articulated to reflect the fine-grained character of narrow sites.
  - Encourage that upper-level development behind rows of identical or similar shop/residences is consistent in form, massing and façade treatment as existing upper-level development (where this exists).
- New development on land immediately abutting heritage places should:
  - Provide a sensitive site-responsive transition between the existing heritage fabric and the new proposed built form.
  - Retain the visual prominence of prominent corner buildings and local landmarks.
  - 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 heritage fabric.
- Avoid the replication of existing decorative features and architectural detail.