

BUILT FORM REVIEW:

VICTORIA STREET, ABBOTSFORD & RICHMOND HERITAGE ANALYSIS & RECOMMENDATIONS



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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 west down the northern side of Victoria Street from opposite the intersection of Lithgow Street, 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

All photos taken by GJM Heritage during 2017, 2018 and in January 2021 unless otherwise stated.

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EXECUTIVE SUMMARY

Victoria Street is one of the most important commercial corridors within the City of Yarra and separates the suburbs of Abbotsford to the north and Richmond to the south. Laid out in 1837 (at the same time as Bridge Road), Victoria Street has undergone substantial change with few intact streetscapes and a substantially smaller number of heritage buildings than other comparable commercial High Streets within the City of Yarra. As well as the linear form of Victoria Street, the study area includes lengths of mixed-use Zoned (MUZ) land on Nicholson, Lithgow and Little Charles streets, land abutting either side of the railway line to the south of North Richmond Station, land addressing the eastern side of Hoddle Street to the south of the intersection with Victoria Street, and the small area of MUZ land immediately east of Leslie Street to the south of Victoria Street.

Today the commercial and mixed-use zoned land along the Victoria Street corridor is the subject of more intensive development. This is evident where a number of multi-storey mixed-use developments have been constructed to date, particularly at the street's eastern end. Within the study area, recent development of four to nine storeys in height is evident at 313 Victoria Street, Abbotsford (five storeys); 486 Victoria Street, Richmond (six storeys); 11 Lithgow Street, Abbotsford (four storeys); and 8 Garfield Street, Richmond (nine storeys).

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 DDO22 applies to Victoria Street. 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 and commercial areas. It identified gaps, inconsistencies and inaccuracies in the current heritage controls and provided 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).

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 acceptable 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 DDO22 applies to Victoria Street. 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).

1.2 BRIEF DESCRIPTION OF THE VICTORIA STREET STUDY AREA

The Victoria Street Study Area (the study area) generally includes the Commercial 1 and 2 zoned (C1Z and C2Z) land that extends from Hoddle Street in the west to Flockhart Street in the east along the northern side of Victoria Street and from



Hoddle Street to Johnson Street on the southern side. In addition to the C1Z and C2Z zoned land along Victoria Street, the study area includes:

- Mixed Use Zone (MUZ) land north of Victoria Street on Nicholson, Lithgow and Little Lithgow streets;
- MUZ and C2Z zoned land abutting either side of the railway line to the south of North Richmond Station;
- C2Z zoned land addressing the eastern side of Hoddle Street to the south of the intersection with Victoria Street; and
- MUZ zoned land immediately east of Leslie Street in the south side of Victoria Street.

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



Figure 1: Victoria Street Study Area

PRECINCTS KEY

- 1: VICTORIA STREET WEST
- 2: VICTORIA STREET CENTRAL
- 3: NORTH RICHMOND STATION
- 4: VICTORIA STREET EAST
- 5: VICTORIA STREET END

1.3 BRIEF HISTORY OF VICTORIA STREET

The following brief history is drawn from the Statement of Significance for HO408 – Victoria Street Precinct the 1998 City of Yarra Thematic History (Allom Lovell & Associates) and supplemented with additional research.

Simpson’s Road (now Victoria Street) was created as a road reserve in Robert Hoddle’s Crown Allotment survey of 1837 and would form the boundary between the municipalities of Collingwood and Richmond. Although the name Victoria Street had been adopted by the 1850s, references to Simpson’s Road continued through the 19th century and into the early part of the 20th century.

Victoria Street began to develop a commercial character in the mid-19th century, particularly at its western extent near Hoddle Street, closest to Melbourne’s Central Business District (CBD). By the end of the 1860s this area was occupied by mixed shops and services.



Small industries developed at the eastern extent of the street where noxious trades were built on the Yarra River, which provided water supply and waste disposal. An example of a building that illustrates this early development is found at Nettleton's Fellmongery at no. 663 (1861; later Alma Woolworks).

The prosperous 1870s and 1880s boom period saw a significant increase in commercial development along Victoria Street in response to the increased residential development in the surrounding areas, and by the 1880s the street was a consolidated commercial strip. During this decade, many of the simple structures of the earlier decades were replaced with more substantial and decorated premises. Buildings of this period were predominantly one- or two-storey shops, with residences to the first floor or to the rear, and often built in rows with no front or side boundary setbacks. Notable buildings constructed during the Victorian period are the Savings Bank at no. 231 (1884), the former National Bank of Australia at no. 261 (1887), Lambeth Buildings at no. 275-277 (1886) and shops at nos. 297-301 (1880), nos. 371-377 (1890) and nos. 459-465 (1890).

The Victoria Street Bridge, connecting Richmond and Collingwood with Hawthorn and Kew, was constructed in the early 1880s (strengthened and widened 1915), allowing Victoria Street to become a major east-west thoroughfare. Its construction encouraged the subdivision of 150 allotments fronting Victoria Street, east of Church Street. Victoria Street was serviced by cable trams from 1886, and electric trams from the late 1920s, which made the commercial strip accessible to a wider clientele.

The 1890s depression caused development in Abbotsford and Richmond, and wider Melbourne, to virtually cease for a decade. Victoria Street continued as a local retail and service precinct into the 20th century. Some commercial development occurred during the Edwardian period, with a small number of simple examples remaining at 74-76, 112 and 118-120 Victoria Street. Interwar development along the street is evident in such buildings as the former Simpson's Glove Factory at 488-496 Victoria Street (1920), Terminus Hotel at no. 605 (originally built in 1866 as Brickmakers Arms and remodelled in the 1930s), the Handley & Tilley Building at no. 655 (1929) and the associated Crusader Plate Building at no. 651-653 (1937).

Victoria Street has been home to 'Little Audrey' of the Skipping Girl sign since 1936. A reproduction of the Skipping Girl sign is erected on top of 651-653 Victoria Street (since 1970); the original sign was located on the Skipping Girl Vinegar Factory at 627 Victoria Street from 1936 to 1968. It is believed to have been the first animated neon sign in Melbourne.

In the post-war period, the demographics of the area underwent a transformation with the arrival of European migrants, and later migrants from South-East Asia. This change in demographics was reflected in the commercial character of Victoria Street, with a shift to cake shops, delicatessens, confectioners and hairdressers operated by and catering for the new European arrivals. In the 1970s, many South East Asian refugees settled in the area and subsequently made Victoria Street their own, transforming the street into Melbourne's centre for Vietnamese grocery stores, green grocers and restaurants, drawing customers from all over Melbourne. The street has seen a large amount of modern development, comprising both small commercial premises and large-scale residential and commercial developments.



Figure 2. (left) 233 Victoria Street, Abbotsford Street c.1884 (SLV, Image 0006880)

Figure 3. (right) Intersection of Victoria and Church Street looking towards 278 Victoria Street (now demolished) (SLV, Image a39994)

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 Victoria Street, Abbotsford & Richmond and has been prepared simultaneously with that considering Bridge Road, Richmond.

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 the 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 completed in 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 Victoria Street Study Area.

1.5 METHODOLOGY

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

- Yarra Planning Scheme Heritage Overlay Maps 6HO and 7HO.
- 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 the 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 1987* 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 parts of the Victoria Street Major Activity Centre, are examples of where the tension between competing planning objectives must be resolved in a balanced way.

The Victoria Street corridor has excellent public transport connections, and is in close proximity to retail, commercial and hospitality centres as well as the Victoria Gardens shopping centre and Ikea at its eastern end. 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 Victoria Street 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 Victoria Street MAC as defined by Clause 11.03-1L applies to a larger area of land than that considered in this review.

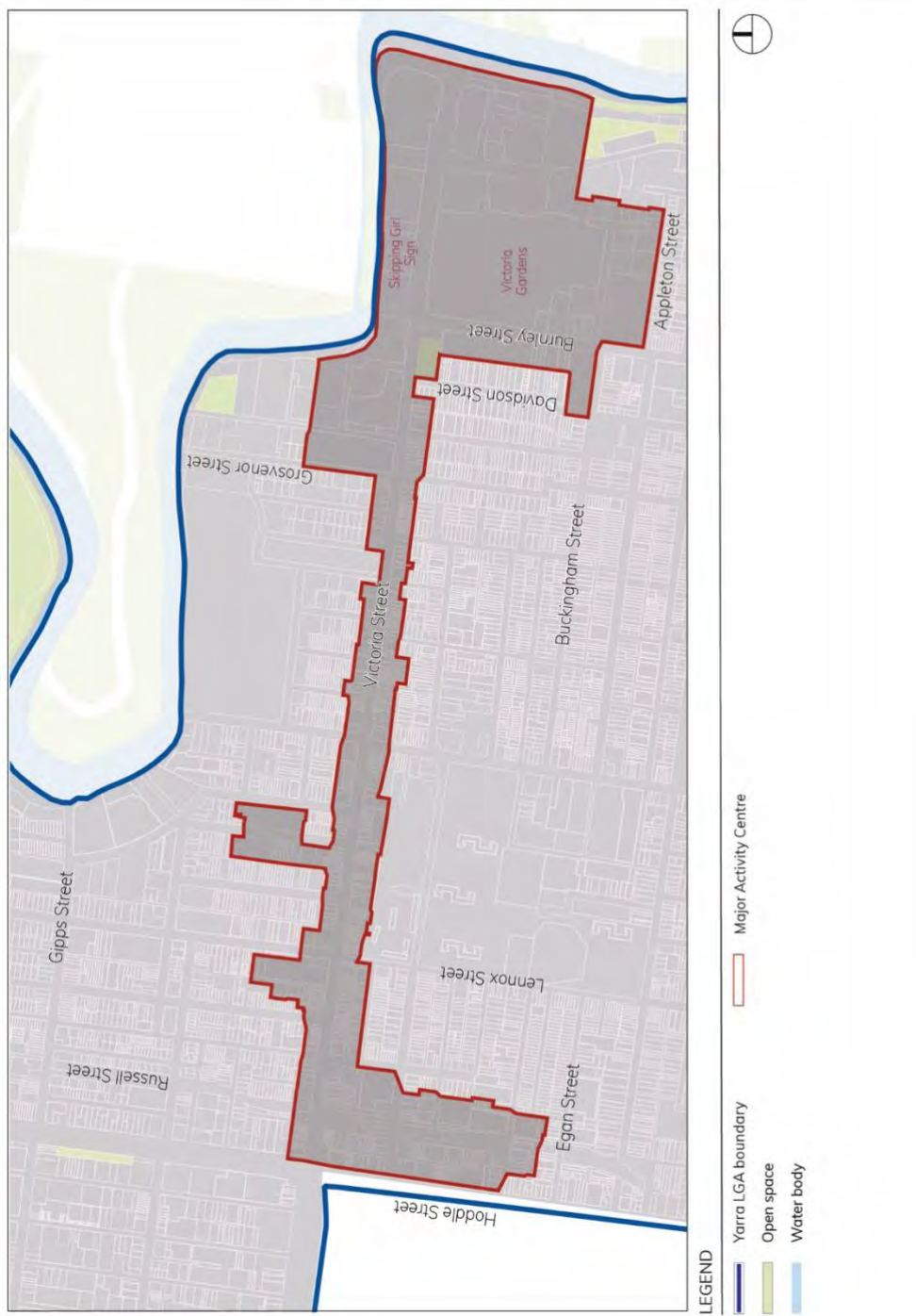


Figure 4. Victoria Street Major Activity Centre (Clause 11.03-1L as exhibited as part of C269yara)

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 Victoria Street 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 Street Study Area, 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 limits 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.

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.

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 narrow residential streets and is not readily applied to the commercial form of Victoria Street.

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 Victoria Street. 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. Although no identified municipal-wide landmarks are located within the study area itself, viewpoints to the Skipping Girl Sign at 651 Victoria Street, Abbotsford and the spire of St Ignatius Cathedral at 326-348 Church Street, Richmond are located along Victoria 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 Skipping Girl Sign and St Ignatius Catholic Church 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.
- It is appropriate for DDOs to provide guidance on heritage issues 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 Victoria Street 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 Victoria Street 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 Victoria Street included within the Heritage Overlay have 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 Victoria Street 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 Street. 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 5. Building envelope requirement – Heritage Building (Figure 1 in Schedule 15 to Clause 43.02 Design and Development Overlay).

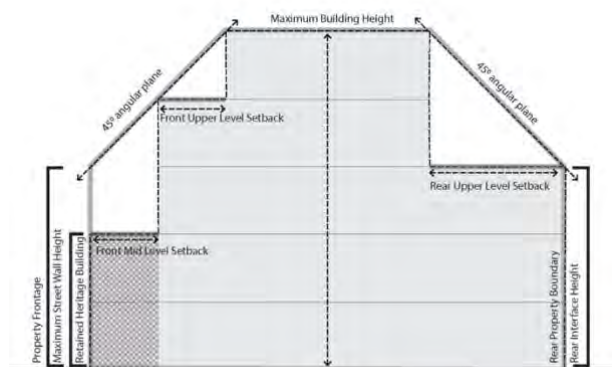
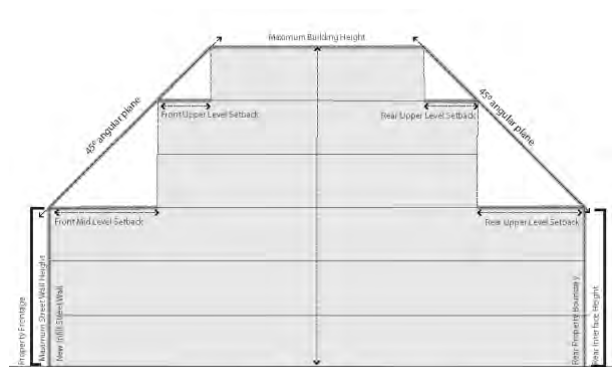


Figure 6. Building envelope requirement – Infill Building (Figure 2 in Schedule 15 to Clause 43.02 Design and Development Overlay).



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 streetscapes 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.*

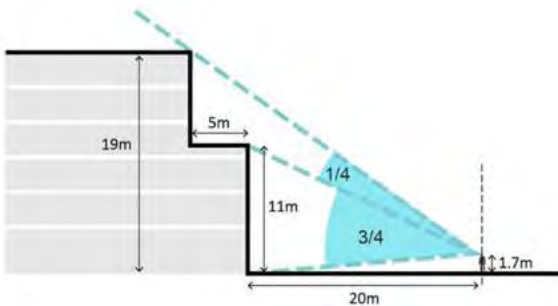


Figure 7. Upper-level setbacks along Sydney Road (Figure 1 in Moreland DDO18).

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 centres 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'*.¹ 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 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

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



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.	Victoria Street displays 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.	The majority of the Victoria Street MAC is 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.



<p>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.</p>	<p>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.</p>
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<p>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.</p>	<p>Upper-level development should be set further back from the street wall consistent with the guidance at 22.02-5.7.2.</p>
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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>
The application of mandatory street wall heights to Sydney Road is justified.	Provides a justification for the application of mandatory street wall heights within the study area.
Established a preferred ratio of ¾ : ¼ street wall to new upper-level built form.	The use of a sightline test to inform new upper-level built form is appropriate.

BOROONDARA AMENDMENT C108

<i>Recommendation</i>	<i>Implications</i>
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 DDO can included height, setback and design treatment controls to avoid new development dominating heritage places.
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.	Some visibility of new upper-level development (including from oblique views) will be acceptable and complete concealment is not necessary.



Mandatory upper-level setbacks to the commercial corridors are justified.

Provides a justification for the application of mandatory upper-level setbacks within the study area.

WHITEHORSE AMENDMENT C175

Recommendation***Implications***

In the absence of modelling, built form heritage controls should not proceed.

That 3D modelling, sightlines and viewshed analysis should inform built form controls.

STONNINGTON AMENDMENT C223

Recommendation***Implications***

Panel supported a 5m upper-level setback instead of the 8-10m setbacks proposed that effectively concealed upper-level development.

There is an expectation that the visibility of some new upper-level built form will be acceptable and complete concealment is not necessary.

Application of the words 'should' and 'must' within controls.

Use 'should' used for preferred controls and 'must' for mandatory controls.

DAREBIN AMENDMENT C161

Recommendation***Implications***

The application of mandatory building heights to Fairfield Village is justified.

Provides a justification for the application of mandatory building heights within the study area.

The application of mandatory street wall heights to Fairfield Village is justified.

Provides a justification for the application of mandatory street wall heights within the study area.

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*².

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 the built form objectives or outcomes identified from the comprehensive built

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

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, C134, C220yara, C191yara and C231yara provide further guidance on the application of mandatory built form controls along Victoria Street.

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 heights were appropriate
- 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.

Sections of the Victoria Street corridor are subject to the Heritage Overlay and are characterized by a highly consistent, intact and cohesive streetscape that warrants mandatory controls. A combination of mandatory and preferred height limits is appropriate to protect the visual primacy of the heritage streetscapes and heritage buildings 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 8. Victoria Street Study Area overlaid on an aerial image (Source: adapted from Nearmap).

PRECINCTS KEY

- 1: VICTORIA STREET WEST
- 2: VICTORIA STREET CENTRAL
- 3: NORTH RICHMOND STATION
- 4: VICTORIA STREET EAST
- 5: VICTORIA STREET END

The Victoria Street Study Area is split into five precincts:

1. Victoria Street West
2. Victoria Street Central
3. North Richmond Station
4. Victoria Street East
5. Victoria Street End

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 comprised with 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.

These characteristics are represented diagrammatically in the images below, which also illustrate various building typologies found within the study area.



Figure 9 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% above the ground floor. (Address of example shown is 241 Victoria Street, which is located in Precinct 1).



Figure 10. 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 examples are within Precinct 1 at 239-243 Victoria Street, Abbotsford Street)

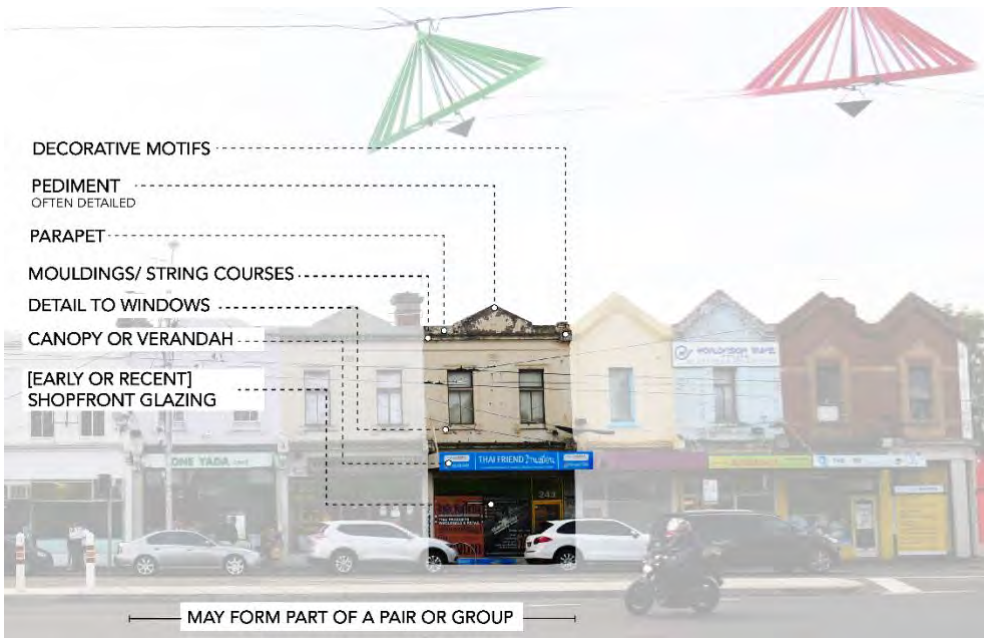


Figure 11. Shop/residence typology, showing key features. Some variation between examples is typical. This example is from Precinct 1 at 243 Victoria Street.



Figure 22. Shop/residence typology on a corner site with a return facade, showing typical features. This example is located within Precinct 3 at the northwest corner of Victoria Street and Park Street (address 277 Victoria Street).



Figure 33. Major commercial building typology, showing typical features. This example is the Former National Bank, located within Precinct 3 at the northwest corner of Victoria Street and James Street (address 261 Victoria Street, Abbotsford). Other examples of prominent commercial buildings may include pubs or hotels.

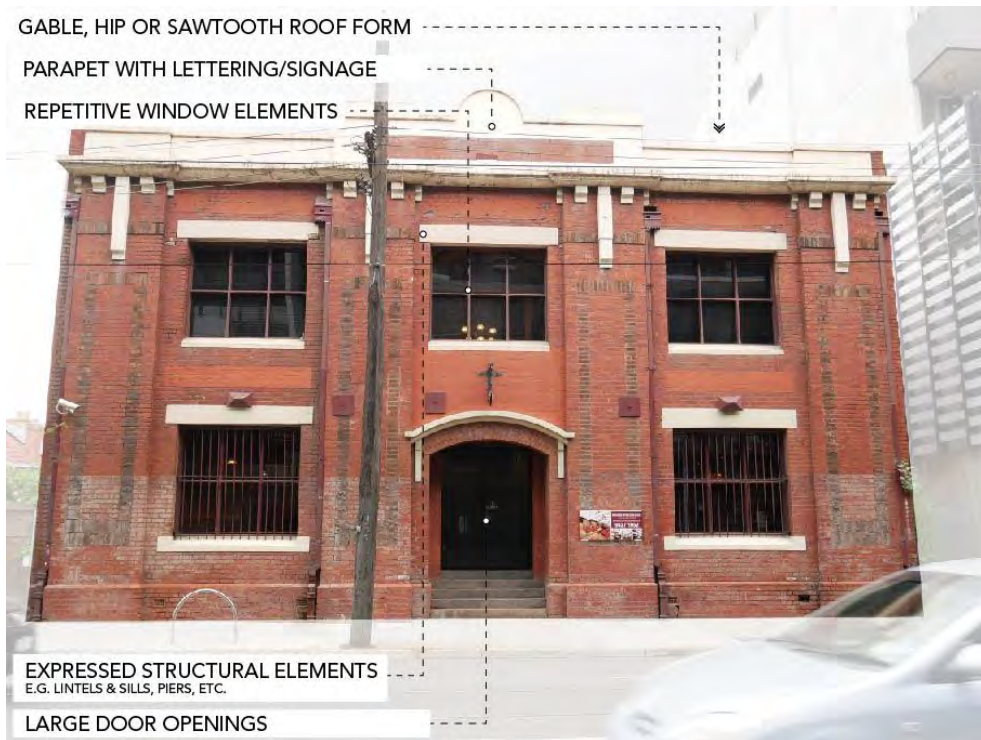


Figure 44. Industrial building typology, showing typical features. This example is the Former Simpson’s Glove Factory, located within Precinct 5 on the southern side of Victoria Street (address 488-496 Victoria Street, Richmond).

5.3 MUNICIPAL-WIDE LANDMARKS

Clause 22.03 of Yarra Planning Scheme identifies the Skipping Girl Sign at 651 Victoria Street and St Ignatius Cathedral at 326 Church Street as landmarks or tall structures of importance to the City of Yarra. This policy seeks, inter alia, to ensure that the spire of St Ignatius “...remain[s] as the principal built reference” and to protect views to the Skipping Girl 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.

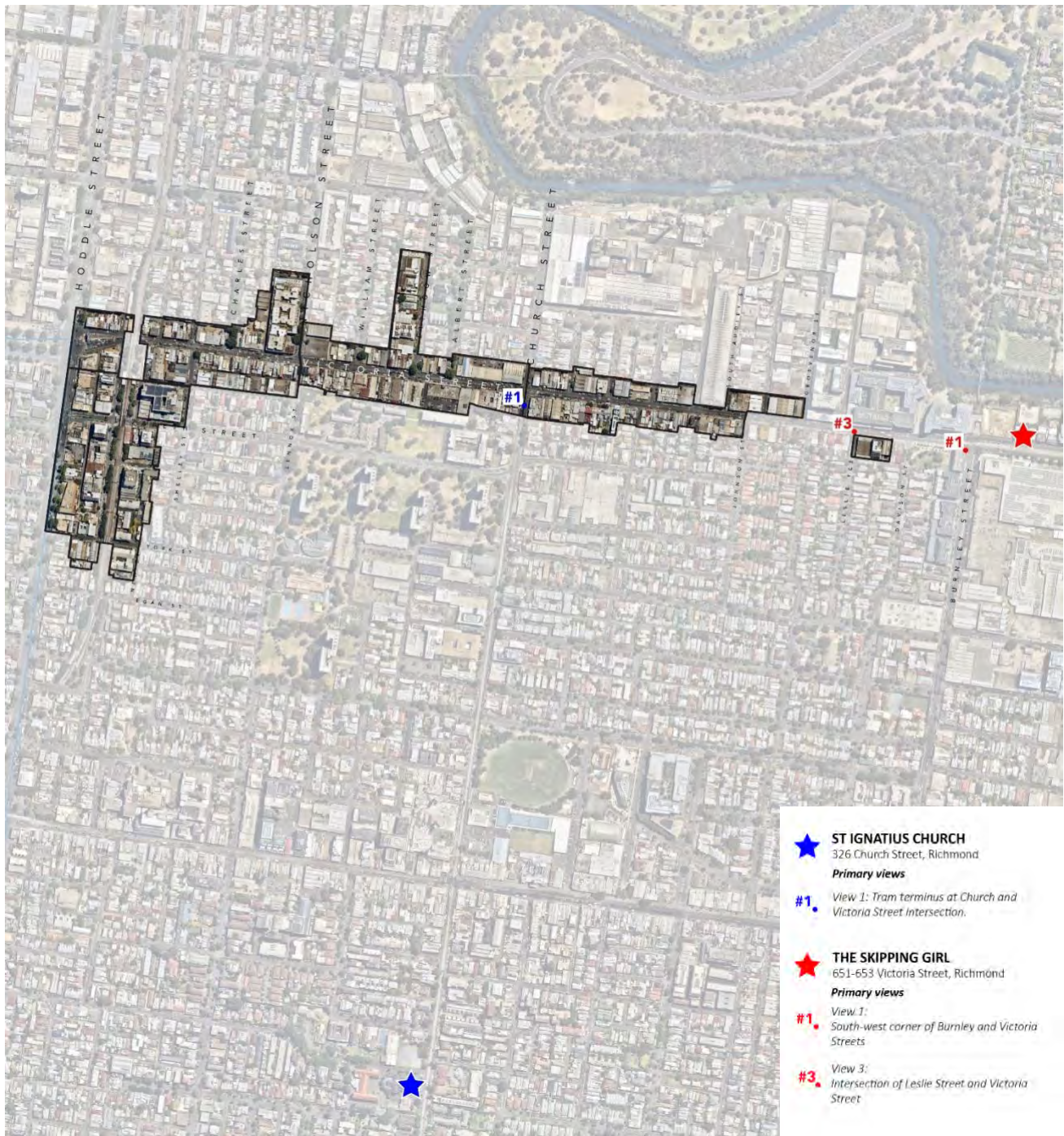


Figure 15. Landmark and Tall Structures map

5.3.1 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 place, as well as 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 are identified in the *Landmarks & Views Assessment* and Clause 15.01-2L and are accessed from within the Victoria Street Study Area:

View 1 Tram terminus at Church and Victoria Streets intersection

Clause 22.03 only identifies views of the spire of the church, however it is our view 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. Clause 15.01-2L proposes to embed the locations of the primary views and architecturally significant elements in the Yarra Planning Scheme as part of Amendment C269yara.

The belfry and spire of St Ignatius Church is visible along Church Street, with primary views from the intersection with Victoria Street.

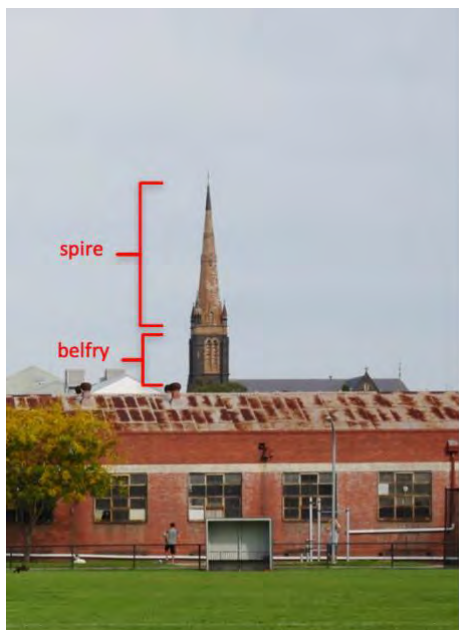


Figure 16. St Ignatius Church, Richmond from Citizens Park, Highbury Street.
(Source: Ethos Urban, October 2019)

5.3.2 Skipping Girl Sign

The Skipping Girl Vinegar sign is an animated illuminated sky-sign erected in 1970 on top of the former Crusader Plate Company building at 651 Victoria Street. The current sign is a replica of an earlier sign originally located on the roof of the nearby Skipping Girl Vinegar Factory at 627 Victoria Street. Erected in 1936 the original sign was dismantled in 1968 when the factory moved to Altona. The sign, but not the factory building beneath it, is included in the VHR (H2083), which means the heritage values of the fabric of the sign and development within the extents of registered land is managed through the *Heritage Act 2017*.

Even though the current Skipping Girls Sign is a replica, it is nonetheless an iconic element of the City of Yarra and greater Melbourne’s skyline. The provisions of Clause 22.03 are necessary to protect the views to the Skipping Girl Sign, which was designed to be viewed from a distance and along the major thoroughfare of Victoria Street.

The following primary views of the Skipping Girl Sign are identified in the *Landmarks & Views Assessment* and Clause 15.01-2L, and are accessed from within or adjacent to the Victoria Street Study Area:

- View 1 Southwest corner of the Burnley and Victoria Street intersection
- View 3 Intersection of Leslie Street and Victoria Street

The key views to be managed within the study area are identified in the analysis for each study area precinct in this report. Clause 15.01-2L proposes to embed the locations of the primary views and architecturally significant elements in the Yarra Planning Scheme as part of Amendment C269yara.



Figure 17. Skipping Girl Sign from the southwest corner of the intersection of Burnley and Victoria Streets.





Note: this view point is identified as Primary View #1 in the *Landmarks & Views Assessment* (Ethos Urban, October 2019) but is located outside the extent of the Victoria Street Study Area.

5.4 LOCAL LANDMARKS

In addition to the municipal-wide landmarks identified at Clause 22.03 the Victoria Street corridor also includes buildings and structures that, by virtue of 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 Victoria Street Study Area, the local landmarks are described in Table 2.

Table 2 – Local landmark buildings

Address	Building Name	Type	Corner	Grading	Photograph
231 Victoria Street, Abbotsford	Former State Savings Bank	Former bank on a prominent corner site	Victoria Street and Hoddle Street	Individual heritage place (HO53)	 (City of Yarra)
261 Victoria Street, Abbotsford	Former National Bank	Former bank on a corner site	Victoria Street and James Street	Individual heritage place (HO540)	
323-325 Victoria Street, Abbotsford	Former Duke of Albany Hotel	Former hotel on a prominent corner site	Victoria Street and Nicholson Street	Individual heritage place (HO416)	
385 Victoria Street, Abbotsford	Former East Collingwood Hotel	Former hotel on a corner site	Victoria Street and Lithgow Street	Individual heritage place (HO59)	

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 Victoria Street streetscape.

In addition to these buildings included on the Heritage Overlay, there are more recent elements that may be considered to have local landmark status including the Victoria Street Gateway within the carriageway at the western end of Victoria Street, and the clocktower of the Chợ Bến Thành commercial building.

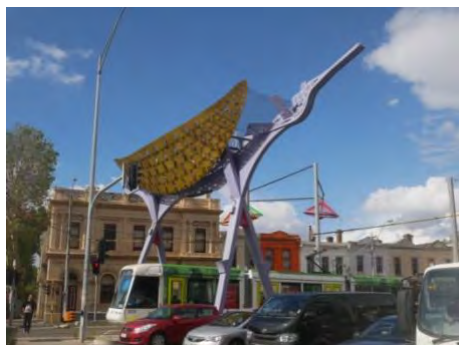


Figure 18. (left) Victoria Street Gateway (Gregory Burgess, 2014)

Figure 19. (right) Chợ Bến Thành building, 222-242 Victoria Street, Richmond
(Source: lastappetite.com/i-cant-believe-its-not-cho-ben-thanh/)

The Victoria Street Gateway was initiated by the City of Yarra and the Richmond Asian Business Association and was designed by architect Gregory Burgess. Erected in 2014, this dramatic structure dominates the entrance to the ‘Little Saigon’ precinct and interprets traditional Vietnamese motifs on a civic scale.

Chợ Bến Thành is a modest single storey commercial building dating from the 1990s at 222-242 Victoria Street, and is designed in a naïve Postmodern style. The name of the complex and form of the central clocktower draw inspiration from the famous market of the same name in Ho Chi Minh City, Vietnam.

While these, or other, structures may ultimately warrant inclusion on the Heritage Overlay in the future, their recent construction makes placing their social or broader cultural value within an historical context difficult and it not recommended that heritage assessments are progressed at this stage.

6.0 VICTORIA STREET WEST- PRECINCT 1

6.1 DESCRIPTION

Precinct 1 (Victoria Street West) runs along Victoria Street between Hoddle Street to the west and the railway overpass to the east. It comprises commercial and residential properties and extends south to include the property at 1-11 Hoddle Street and the properties from 2 to 14 Regent Street. The precinct is made up of commercial buildings addressing Hoddle and Victoria Streets and residential dwellings (including one currently vacant lot that previously comprised two dwellings) to Regent Street. The western end of Victoria Street is dominated by the Victoria Street Gateway. The northern side of Victoria Street within Precinct 1 contains one of the most intact and cohesive heritage streetscapes within the study area. The elaborately decorated former State Savings Bank (HO53) is located at the northeast corner of the intersection of Hoddle and Victoria Street with more modest two-storey shop/residences (HO444) running east to Ferguson Street. The facades of these buildings are generally rendered or face-brick buildings with parapets.

A large future development, sited at 1-11 Hoddle Street, Richmond is occupied by a late twentieth century office building. Regent Street has a pair of modest timber single-storey terraced houses at nos. 2 and 4 (HO399) and a row of four single-storey brick and render houses at nos. 10 to 14 (HO400). No. 6-8 Regent Street is mostly vacant with a low steel-clad shed structure to the east.

The topography of Precinct 1 is flat. The carriageway of Victoria Street narrows from approximately 45m at the intersection with Hoddle Street to approx. 20m wide at the railway overpass.



Figure 20. Precinct 1 map

PRECINCTS KEY	
1	VICTORIA STREET WEST
2	VICTORIA STREET CENTRAL
3	NORTH RICHMOND STATION
4	VICTORIA STREET EAST
5	VICTORIA STREET END



Figure 21. Precinct 1 – aerial photograph (Nearmap, 2021)

The existing buildings are no more than two storeys in height and there has been no recent development within this precinct.



Figure 22. (left) North side of Victoria Street from the intersection with Hoddle Street (HO53 and HO444)



Figure 23. (right) North side of Victoria Street from the intersection with Regent Street (HO53 and HO444)



Figure 24. (left) 2-4 Regent Street (HO399)



Figure 25. (right) 10-14 Regent Street (HO400)

6.2 ZONING

The land within Precinct 1 along the north side Victoria Street and at 1-11 Hoddle Street is included within the C1Z. The properties addressing Regent Street are included within the MUZ. The carriageway of Bridge Road itself is zoned RDZ1.



Figure 26. Precinct 1 – Zoning map

ZONE KEY	
[Pink square]	C1Z
[Purple square]	C2Z
[Light pink square]	NRZ
[Light purple square]	GRZ
[Orange square]	MUZ
[Green square]	PPRZ
[Yellow square]	PUZ
[Yellow square]	RDZ
[Light blue square]	IN1Z
[Light blue square]	IN3Z
[Light blue square]	CDZ1
[Light blue square]	PDZ
[Light blue square]	PUZ4

6.3 HERITAGE STATUS

The Precinct 1 includes four heritage places including the former State Savings Bank at 231 Victoria Street, Abbotsford, the row of shops at 233-251 Victoria Street, Abbotsford and the single-storey terraced houses that address Regent Street. There are no properties in the immediate vicinity that are included in the VHR.

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

- Two-storey scale
- Attached or terraced construction with no side setback
- Masonry construction with less than 40% of the street wall comprised with 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 Victoria Street or side streets.
- Early or altered ground floors
- Visible chimneys
- Some intact rear wings and outbuildings.

The residential buildings within the Heritage Overlay on Regent Street generally demonstrate the following characteristics:

- Single-storey scale with some later two-storey additions to the rear
- Attached or terraced construction with no side setback
- Verandahs built to the street boundary (nos. 2 and 4) or shallow front gardens (nos. 10 to 14).
- Less than 40% of the street wall comprised with openings such as windows and doors
- Plain weatherboard cladding with decorative bargeboards and finials (nos. 2 and 4) or painted render or face brick cladding (nos. 10 to 14).
- Pitched corrugated steel roofs expressed (nos. 2 and 4) or hidden behind parapeted front facades (nos. 10 to 14).
- Visible chimneys.



Figure 27. Precinct 1 – Heritage Overlay map
Precinct 1 outlined

In summary, the existing heritage status for Precinct 1 is:

Victorian Heritage Register				
<i>VHR No.</i>	<i>Name</i>	<i>Address</i>	<i>Heritage Overlay</i>	<i>Date</i>
-	-	-	-	-
Individual Heritage Overlays				
<i>Heritage Overlay</i>	<i>Name</i>	<i>Address</i>	<i>Grading</i>	<i>Date</i>
HO53	Former State Savings Bank	231 Hoddle Street, Abbotsford	Individual heritage place	1884
HO399	Houses (2)	2-4 Regent Street, Richmond	Individual heritage place	1850-1890
HO400	Houses (4)	10-14 Regent Street, Richmond	Individual heritage place	1900-1915
Precinct Heritage Overlays				
<i>Heritage Overlay</i>	<i>Name</i>	<i>Address</i>	<i>Grading</i>	<i>Date</i>
HO444	Victoria Street West Precinct	Various	Various	1875-1885

The *Victoria Street and Bridge Road Built Form Review: Heritage Assessments* report considered the heritage controls affecting Precinct 1 and recommended that an updated Statement of Significance be prepared for the Former State Savings Bank (HO53) and the Victoria Street West Precinct (HO444). 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 highly intact late 19th century row of shop/residences on the northern side of Victoria Street that terminates on Hoddle Street with the prominent former bank.

The Heritage Overlay should ensure the retention of the front parts of all ‘contributory’ and ‘individually significant’ buildings. There are no vacant sites within this small precinct as all the properties are graded ‘contributory’. The largely vacant land at 6-8 Regent Street is effectively an infill site located between HO399 and HO400. Development at the rear of the two short rows of houses on Regent Street subject to the Heritage Overlay (2-4 and 10-14 Regent Street) should reflect the small-scale residential character of these dwellings and be set back to retain the heritage fabric, including visible roofs and chimneys.

Any new upper-level development on the northern side of Victoria Street should be set back from the street wall to retain the low-scale character of the heritage places within Precinct 1. 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 Victoria Street, noting that the wider carriageway between Hoddle Street and the railway viaduct means that a larger proportion of new built form will be visible than is the case of a standard (20m width) street.

Development on the land addressing Regent Street will need to be moderated to ensure that it does not visually dominate the single-storey heritage buildings of HO399 and HO400.

6.5 RECOMMENDED BUILT FORM PARAMETERS

Any DDO applied to Victoria Street – 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, and proposed Clause 15.03-1L as endorsed by Council.

The DDO should:

- Adopt a street wall height and setback for infill development at 6-8 Regent Street that respects the low-rise scale of the HO399 and HO400.
- Adopt a mandatory maximum building height and setbacks of 7m from the front wall to 2-14 Regent Street that retains the visual prominence of, and avoids visually dominating, the single-storey heritage buildings.
- Ensure that the heritage buildings remain visually prominent on the northern side of Victoria Street and at the intersection with Hoddle Street 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 development to respect the existing inter-floor heights of the heritage fabric.
- Ensure that new redevelopment behind heritage buildings respects the existing inter-floor heights of the existing heritage fabric.
- Retain the visual prominence of the return façades of buildings that address Hoddle and Ferguson 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-storey heritage buildings within HO399 (2-4 Regent Street) and HO400 (10-14 Regent Street).
- Retain the visual prominence of local landmarks within the streetscape, including the Former State Savings Bank at 231 Hoddle Street, Abbotsford (HO53).

7.0 VICTORIA STREET CENTRAL - PRECINCT 2

7.1 DESCRIPTION

Precinct 2 (Victoria Street Central) includes the north side of Victoria Street between the rail viaduct to the west and Nicholson Street to the east, and on the south side of Victoria Street between the rail viaduct to the west and Lennox Street to the east. It extends north along Nicholson Street to include the recent Hive Shopping Centre mixed-use development at 313 Victoria Street. The precinct includes small industrial and residential properties on the western side of Little Charles Street. South of Victoria Street, the precinct includes the commercial properties on the north side of Butler Street and the south side of Little Butler Street.

The precinct is predominantly commercial, with residential elements at the townhouses at the southern end of Little Charles Street and apartments above the Hive Shopping Centre. The southern side of Victoria Street within Precinct 2 contains one of the few intact rows of Victorian and Edwardian-era century shop/residences within the Victoria Street Study Area.



Figure 28. Precinct 2 map



Figure 29. Precinct 2 – aerial photograph (Nearmap, 2021)



The topography of Precinct 2 is flat and the side streets do not generally align to the north and south of Victoria Street. The carriageway of Victoria Street east of the rail viaduct is approximately 20m wide.

The majority of properties remain low (one- and two-storey) scale with the Hive Shopping Centre development being the tallest new built form at five storeys.



Figure 30. (left) Former National Bank, 261 Victoria Street, Abbotsford (HO54)



Figure 31. (right) Shops, 275-277 Victoria Street, Abbotsford (HO55)



Figure 32. (left) Shop, 295 Victoria Street, Abbotsford (HO56)



Figure 33. (right) Shops, 397-301 Victoria Street, Abbotsford (HO57)



Figure 34. (left) Former Duke of Albany Hotel, 323 Victoria Street, Abbotsford (HO416). Note: the Hive Shopping Centre behind.



Figure 35. (right) Western end of Victoria Street Precinct (HO408) looking east, 68 Victoria Street, Richmond on the right.



Figure 36. (left) South side of Victoria Street looking east from the intersection with Charles Street, 86 Victoria Road on the right (HO408)



Figure 37. (right) Eastern end of Victoria Street Precinct (HO408) looking west, 120 Victoria Street, Richmond on the right.

Precinct 2 has had little recent development with the five-storey Hive Shopping Centre (and apartments above) representing the largest building in the precinct.

7.2 ZONING

The land within Precinct 2 along Victoria Street is included within the C1Z. The land immediately north of the Hive Shopping Centre development addressing Nicholson Street, and the properties on the western side of Little Charles Street, are zoned MUZ. The properties on the north side of Butler Street are zoned C2Z. The carriageway of Victoria Street itself is zoned RDZ1.





Figure 38. Precinct 2 – zone map

ZONE KEY	
[Light Purple]	C1Z
[Light Blue]	C2Z
[Light Green]	NRZ
[Light Yellow]	GRZ
[Light Orange]	MUZ
[Light Red]	PPRZ
[Light Purple]	PUZ
[Light Blue]	RDZ
[Light Green]	IN1Z
[Light Orange]	IN3Z
[Light Red]	CDZ1
[Light Purple]	PDZ
[Light Blue]	PUZ4

7.3 HERITAGE STATUS

Precinct 2 includes the reasonably intact rows of shop/residences on the south side of Victoria Street at numbers 68-120 (HO408). The precinct also includes a number of ‘individually significant’ buildings including former hotels and banks dating from the Victorian-era through to the 1930s. The buildings within the Heritage Overlay generally demonstrate the following characteristics:

- Attached or terraced construction
- Masonry construction with less than 40% of the first-floor street wall face 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 Victoria Street
- Early or altered shop fronts to the ground floor
- Verandahs or later canopies on the south side of Victoria Street
- Visible chimneys.



Figure 39. Precinct 2 – Heritage Overlay map



Figure 40. Precinct 2 – VHR map



In summary, the existing heritage status for Precinct 2 is:

Victorian Heritage Register				
<i>VHR No.</i>	<i>Name</i>	<i>Address</i>	<i>Heritage Overlay</i>	<i>Date</i>
-	-	-	-	-
Individual Heritage Overlays				
<i>Heritage Overlay</i>	<i>Name</i>	<i>Address</i>	<i>Grading</i>	<i>Date</i>
HO54	Former National Bank	261 Victoria Street, Abbotsford	Individual heritage place	1887
HO55	Shops	275-277 Victoria Street, Abbotsford	Individual heritage place	1886
HO56	Shop	295 Victoria Street, Abbotsford	Individual heritage place	1865
HO57	Shops	297-301 Victoria Street, Abbotsford	Individual heritage place	1880
HO416	Quint Café (former Duke of Albany Hotel)	323-325 Victoria Street, Abbotsford	Individual heritage place	1880-1930
Precinct Heritage Overlays				
<i>Heritage Overlay</i>	<i>Name</i>	<i>Address</i>	<i>Grading</i>	<i>Date</i>
HO408	Victoria Street Precinct	68-120 Victoria Street, Richmond	Contributory except: No. 70 and 82 - not contributory Nos. 92-94 - individually significant	1875-1885

The *Victoria Street and Bridge Road Built Form Review: Heritage Assessments* report considered the heritage controls affecting 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.

7.4 POTENTIAL FUTURE CHARACTER CONSIDERATIONS

Precinct 2 contains a highly intact late 19th century row of shop/residences on the south side of Victoria Street which forms the core of the historic streetscape.

The Heritage Overlay should ensure the retention of the front parts of all 'contributory' and 'individually significant' buildings. There are only two 'not-contributory' graded buildings (at nos. 70 and 82) that are potential sites for infill development within the streetscape. In these infill locations the potential future development's character should reflect the existing consistent streetscape, with new built form constructed to the street boundary and 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, and the relationship between solid and void elements as established at, the 'individually significant' and 'contributory' buildings within the precinct.

Any new upper-level development – either behind retained heritage forms or new infill – should be set back from the street wall in order to retain the low-scale, 19th century 'High Street' character of HO408 (Victoria Street Precinct) and the individual heritage places, 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 Victoria Street, as well as from oblique angles when moving along the opposite footpath.

7.5 RECOMMENDED BUILT FORM PARAMETERS

Any DDO applied to Victoria Street - 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, 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-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 Victoria Street boundaries for infill development.
- Ensure that the heritage buildings remain visually prominent within the Victoria Street 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 development to respect the existing inter-floor heights of the heritage fabric.
- Ensure that new redevelopment behind heritage buildings respects the existing inter-floor heights of the existing heritage fabric.
- Retain the visual prominence of the return façades of buildings that address Victoria Street and (from west to east) James, Park, Shelley, Charles and Nicholson 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.
- Retain the visual prominence of local landmarks within the streetscape including the former National Bank, 261 Victoria Street, Abbotsford (HO540) and the former Duke of Albany Hotel, 323-325 Victoria Street, Abbotsford (HO416).

8.0 NORTH RICHMOND STATION - PRECINCT 3

8.1 DESCRIPTION

Precinct 3 (North Richmond Station) includes the C2Z and MUZ zoned land south of Precinct 1 between Hoddle Street to the west and Shelley Street to the east. The precinct includes land zoned MUZ on the eastern side of the railway line. This Precinct includes single- and two- to three-storey warehouses and commercial buildings, small scale residential buildings, and more recent apartment development, commercial buildings and at-grade forecourts facing Hoddle Street.



Figure 41. Precinct 3 map

PRECINCTS KEY

- 1: VICTORIA STREET WEST
- 2: VICTORIA STREET CENTRAL
- 3: NORTH RICHMOND STATION
- 4: VICTORIA STREET EAST
- 5: VICTORIA STREET END



Figure 42. Precinct 3 – aerial photograph (Nearmap, 2021)

The topography of Precinct 3 is flat and is bisected by the railway line which is elevated on an embankment. The minor streets (Butler, Garfield, Jonas, Regent and York Streets) within this precinct are narrow (approx. 10m wide), with Little Hoddle Street being the width of a laneway (approx. 4m wide).

The heritage properties within Precinct 3 are generally substantial, multi-storey, red brick former factories. The Walters' House warehouse and stables (HO390) addressing Hoddle Street are more domestic in scale and character. The larger scale industrial buildings contrast with the low scale residential buildings to the east of Precinct 3.



Figure 43. Walters' House, warehouse and stables, 27-29 Hoddle Street, Richmond (HO390)



Figure 44. (left) Henry Walters' Boot Factory (Paragon Shoes), 38-50 Regent Street (HO450)



Figure 45. (right) Henry Walters' Boot Factory (Paragon Shoes), 35-39 Regent Street (HO450)



Figure 46. Marchants Aerated Waters and Cordials Pty Ltd, 21-31 York Street (HO407)

Precinct 3 includes recent townhouses and medium-rise apartment developments. The Hub Apartment Building at 8 Garfield Street rises to nine storeys and occupies land that is subject to part of HO407 – Marchants Aerated Waters and Cordials Pty Ltd. However, no historic fabric appears to be retained on this part of the site.

8.2 ZONING

The land within Precinct 3 along Hoddle Street is included in the C2Z, as are the properties at the northeast corner of the precinct addressing Shelley Street. The Hurstbridge Railway Line bisects the precinct and is zoned PUZ4; land either side of the railway is MUZ. The carriageway of Hoddle Street itself is zoned RDZ1.



Figure 47. Precinct 3 – zone map

ZONE KEY

C1Z
C2Z
NRZ
GRZ
MUZ
PPRZ
PUZ
RDZ
IN1Z
IN3Z
CDZ1
PDZ
PUZ4

8.3 HERITAGE STATUS

Only isolated buildings within Precinct 3 are subject to the Heritage Overlay; these being Edwardian-era industrial buildings and a residence with associated stables.

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

- Two- to three-storey (industrial) scale
- 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 expressed pitched roofs.
- No setbacks from street frontage, with the exception being the Walters' House at 27 Hoddle Street.

Figure 48. Precinct 3 – Heritage Overlay map



In summary, the existing heritage status for Precinct 3:

Victorian Heritage Register				
<i>VHR No.</i>	<i>Name</i>	<i>Address</i>	<i>Heritage Overlay</i>	<i>Date</i>
-	-	-	-	-
Individual Heritage Overlays				
<i>Heritage Overlay</i>	<i>Name</i>	<i>Address</i>	<i>Grading</i>	<i>Date</i>
HO390	Walters' house, warehouse and stables complex	27-29 Hoddle Street, Richmond	Individual heritage place	1900-1910
HO407	Marchants Aerated Waters and Cordials Pty Ltd	21-27 York Streets, Units 1-7 of 31 York Street, Richmond	Individual heritage place	1915-1925
HO450	Henry Walters' Boot Factories (former)	38-50 Regent Street & 35-49 Little Hoddle Street, Richmond	Individual heritage place	1900-1915
Precinct Heritage Overlays				
<i>Heritage Overlay</i>	<i>Name</i>	<i>Address</i>	<i>Grading</i>	<i>Date</i>
-	-	-	-	-

The *Victoria Street and Bridge Road Built Form Review: Heritage Assessments* report considered the heritage controls affecting 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.

Further to this advice, the mapped extent of HO407 does not reflect the current extent of the former Marchants Aerated Waters and Cordials Pty Ltd complex, with no heritage fabric being evident at the Hub Apartment Building at 8 Garfield Street. It is recommended that HO407 be removed from this land but remain applied to 21-31 York Street in accordance with the entry in the Schedule to the Heritage Overlay.

8.4 POTENTIAL FUTURE CHARACTER CONSIDERATIONS

The heritage properties within the North Richmond Station Precinct vary greatly in character, from larger scale industrial buildings to new medium-rise apartment buildings. The heritage places in Precinct 3 are generally isolated from each other



and there is no consistent character created by the buildings included on the Heritage Overlay. Development behind the two-storey house and single-storey parapeted warehouse/stables building at 27-29 Hoddle Street should retain the visual prominence of these two buildings when viewed from the opposite side of the street, noting that Hoddle Street is 40m wide and therefore new upper-level development will be visible.

The industrial buildings are larger in scale than the single-storey dwellings in the surrounding residential context. It is noted that the Marchants Aerated Waters and Cordials Pty Ltd (HO407) has already been developed and is unlikely to undergo further change. The pocket's southern end abuts the predominantly single- and two-storey West Richmond Precinct (HO338), and development within the MUZ should consider the impact on this Heritage Overlay precinct.

8.5 RECOMMENDED BUILT FORM PARAMETERS

Any DDO applied to Victoria Street – 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, and proposed Clause 15.03-1L as endorsed by Council.

No additional controls are likely to be required at the former Marchants Aerated Waters and Cordials Pty Ltd (factory and stables) at 8-14 Garfield Street and 21-31 York Street as this complex has been recently redeveloped.

In relation to the former Henry Walters' Boot Factory (Paragon Shoes) at 35-39 Little Hoddle Street and 38-50 Regent Street the DDO should:

- Ensure that the heritage buildings retain their three-dimensional form as viewed from the public realm to avoid 'facadism'. This will require new development to be set back approximately 6m from the street wall and for development to respect the existing inter-floor heights of the heritage fabric.
- Ensure that new development does not visually dominate the existing heritage fabric.
- Ensure that any upper-level development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality.

To protect the 'individually significant' buildings at 27-29 Hoddle Street a DDO should:

- Ensure that the heritage buildings retain their three-dimensional form as viewed from the public realm to avoid 'facadism'. This will require new development to be set back 6m from the street to ensure that the gablet on the residential building is retained and the roof form understood; a setback of similar distance would also retain the three-dimensional form of the former warehouse building.
- Ensure that new development does not visually dominate the existing heritage fabric.
- Ensure that any upper-level development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality.

9.0 VICTORIA STREET EAST - PRECINCT 4

9.1 DESCRIPTION

Precinct 4 (Victoria Street East) runs along both sides of Victoria Street between Nicholson and Lennox Street in the west to Church Street to the east. The precinct extends north at its western end to include 2 Nicholson Street, Abbotsford and south at the southern end to include 6 Church Street, Richmond. Precinct 4 includes the MUZ zoned land between Lithgow and Little Lithgow streets.

The topography of Precinct 4 is flat and the side streets do not generally align to the north and south of Victoria Street, with the exception of Lennox and Nicholson Streets and Church Street. The carriageway of Victoria Street is approx. 20m wide.



Figure 49. Precinct 4 map



Figure 50. Precinct 4 – aerial photograph (nearmap, 2021)

The northern side of Victoria Street within Precinct 4 ranges from at-grade car parking, one- and two-storey shop/residences, commercial buildings and showrooms dating from the late 19th to late 20th century. While Precinct 4 retains a



number of the properties dating from the late 19th and early 20th century, collectively they do not form a visually or historically cohesive streetscape. A small number of properties at 371-377 Victoria Street (HO58) and 385 Victoria Street (HO59) are included on the Heritage Overlay as individual heritage places. The southern side of Victoria Street within Precinct 4 is made up of a diverse mix of two-storey shops/residences dating from the 19th and early 20th century as well as one- to three-storey commercial buildings also from this period. Again, although a number of the properties along this strip date from the same period, collectively these do not form a visually or historically cohesive streetscape, nor have they been determined to meet the threshold for inclusion in the Heritage Overlay in their own right. The northern side of Victoria Street has a larger proportion of single-storey buildings than the southern side.

The MUZ zoned land running north of Victoria Street between Lithgow and Little Lithgow streets has mid-20th century factory/warehouses at its southern end as well as a recent four-storey apartment building. Five single-storey houses dating from the early-20th century, a detached house at 25 Lithgow Street, and two pairs of semidetached houses at 27-33 Lithgow Street are located between the commercial buildings and the substantial two-storey Former Cordial Factory at 35-47 Lithgow Street.



Figure 51. (left) South side of Bridge Road looking east from Burnley Street, 496 Bridge Road on the right (HO310).

Figure 52. (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 53. (left) 25-33 Lithgow Street, Abbotsford (HO339)

Figure 54. (right) Former Cordial Factory, 35-47 Lithgow Street, Abbotsford (HO339)

Recent development in Precinct 4 is limited to low scale infill and the four-storey apartment building at 15 Lithgow Street.

9.2 ZONING

The land within Precinct 4 along Victoria Street is included within the C1Z zone. The land between Lithgow and Little Lithgow streets is zoned MUZ. The carriageway of Bridge Road itself is zoned RDZ1.

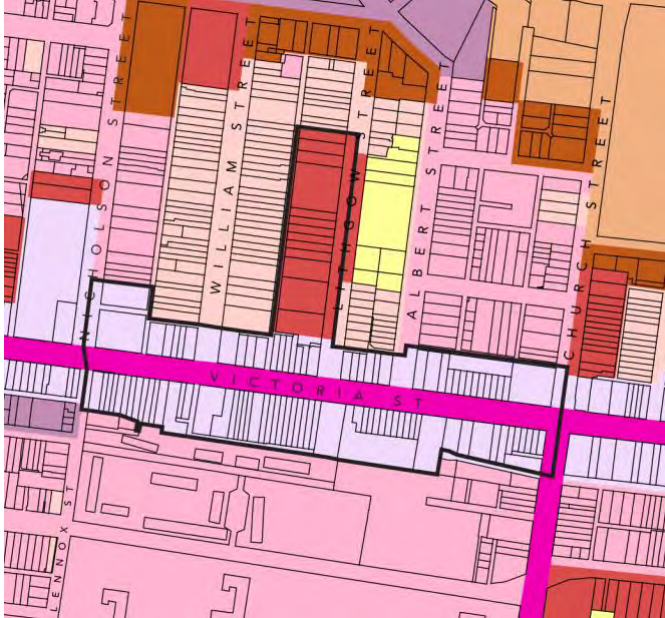


Figure 55: Precinct 4 – zone map

ZONE KEY	
	C1Z
	C2Z
	NRZ
	GRZ
	MUZ
	PPRZ
	PUZ
	RDZ
	IN1Z
	IN3Z
	CDZ1
	PDZ
	PUZ4

9.3 HERITAGE STATUS

The majority of the land within Precinct 4 is not subject to the Heritage Overlay. Two individual heritage places address the northern side of Victoria Street; additionally, the single-storey houses at 25-33 Lithgow Street and Former Cordial Factory are included within HO339 and adjacent to the precinct.

The commercial 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 Victoria Street or side streets.
- Early or altered shop fronts to the ground floor
- Visible chimneys.

In addition, the residential buildings within the Heritage Overlay generally demonstrate the following characteristics:

- Detached or semi-detached with front garden setbacks
- Masonry construction with less than 40% of the street wall comprising openings such as windows and doors

- Face brick walls
- Tiled or corrugated steel hipped or pitched roofs
- Prominent chimneys
- Low brick or timber picket front fences.

Figure 56: Precinct 4 – Heritage Overlay map



Figure 57: Precinct 4 – VHR map



In summary, the existing heritage status for Precinct 4 is:

Victorian Heritage Register				
VHR No.	Name	Address	Heritage Overlay	Date
-	-	-	-	-
Individual Heritage Overlays				
Heritage Overlay	Name	Address	Grading	Date
HO58	Shops	371-377 Victoria Street, Abbotsford	Individual heritage place	1890

HO59	Former Collingwood East Hotel	385 Victoria Street, Abbotsford	Individual heritage place	1873
Precinct Heritage Overlays				
<i>Heritage Overlay</i>	<i>Name</i>	<i>Address</i>	<i>Grading</i>	<i>Date</i>
HO339	William Street Precinct, Abbotsford	Various (Abbotsford)	Various	Various

The *Victoria Street and Bridge Road Built Form Review: Heritage Assessments* report considered the heritage controls affecting Precinct 4, and recommended that an updated Statement of Significance be prepared for the shops at 371-377 Victoria Street (HO58) and the former Collingwood East Hotel (HO50). 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.

9.4 POTENTIAL FUTURE CHARACTER CONSIDERATIONS

All the heritage places within Precinct 4 are located between Lithgow and Little Lithgow Street and the Heritage Overlay should ensure the retention of the front parts of all ‘contributory’ and ‘individually significant’ buildings. The heavily altered single-storey warehouse/showroom at 379-381 Victoria Street located between the shop/residences at numbers 371-377 (HO58) and the former Collingwood East Hotel at number 385 (HO59) is the only site where future development will potentially have an impact on these two Heritage Overlays. The street wall height of new development on this site should not exceed that established by the parapet height of 371-377 Victoria Street.

Any new upper-level development within the Heritage Overlays or the adjoining infill site 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 Victoria Street.

Development on sites to the north side of Victoria Street between Little Nicholson and Albert Streets (343 to 395 Victoria Street) that immediately adjoin HO339 (William Street Precinct, Abbotsford) will need to be massed to provide a sensitive transition to the predominantly single-storey character of this abutting residential context.

Development at the rear of the five late 19th/early 20th century houses at 25-33 Lithgow Street should reflect the resident character of these properties. Although the Former Cordial Factory is more robust in form and scale, there are a number of features of this building, such as the visible roof form, that need to be appropriately responded to in any new development.

The tram terminus at the intersection of Church and Victoria streets at the eastern end of Precinct 4 is identified in the *Landmarks & Views Assessment* Ethos Urban as being a primary viewpoint of the belfry and spire of St Ignatius Church at 326 Church Street, Richmond. New development should be massed to avoid adversely affecting this view.

New development that abuts the single-storey William Street Precinct (HO339) should consider the impact on this Heritage Overlay precinct.



Development in the remainder of Precinct 4 will not have any impact on heritage places.

9.5 RECOMMENDED BUILT FORM PARAMETERS

Any DDO applied to Victoria Street – 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 and proposed Clause 15.03-1L as endorsed by Council.

The DDO should:

- Adopt a street wall height for infill development at 379-381 Victoria Street that reflects the two- (Victorian-era) storey scale of the adjacent heritage properties and discourages single-storey infill development.
- Ensure zero setback from the Victoria Street boundaries.
- Ensure that the heritage buildings remain visually prominent within the Victoria Street, Lithgow Street and Little Lithgow 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 development to respect the existing inter-floor heights of the heritage fabric. A greater setback of 8m from the front wall is required to retain the visible roof forms and chimneys, and legibility of the three-dimensional form of the single storey houses at 25-33 Lithgow Street.
- Adopt a maximum building height to 25-33 Lithgow Street that retains the visual prominence of, and avoids visually dominating, the single-storey heritage buildings.
- Retain the visual prominence of the return façades of the former East Collingwood Hotel that address Victoria and Lithgow 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 heritage buildings adjacent to the precinct within HO339 (William Street Precinct, Abbotsford).
- Retain views of the belfry and spire of St Ignatius Church as viewed from the north along Church Street from the tram terminus.
- Retain the visual prominence of local landmarks within the streetscape including the former East Collingwood Hotel, 385 Victoria Street, Abbotsford (HO59).

10.0 VICTORIA STREET END - PRECINCT 5

10.1 DESCRIPTION

Precinct 5 (Victoria Street End) runs along the northern side of Victoria Street between Church Street to the west and Grosvenor Street to the east, noting the IN1Z zoned land between South Audley and Bond Streets is excluded. On the south side of Victoria Street, Precinct 5 runs from Church Street in the west to Johnson Street in the east. It also includes the pocket of MUZ zoned land addressing Victoria Street between Leslie and Davison streets. While it is a predominantly commercial precinct, it becomes more domestic character and scale towards the east.

The precinct is made up of a wide range of building types – including late 19th century single-storey shops and two-storey shop residences, 20th century commercial buildings, former factories and warehousing, multi-storey apartment buildings, and Victorian-era terraced housing. The periods and styles of the buildings within this precinct vary greatly, from ornate Victorian styles to utilitarian and Functionalist buildings of the 20th century. Building heights are generally low (one- to three-storey) scale. A number of sites have at-grade car parking addressing Victoria Street.

The topography of Precinct 5 is flat and the side streets do not generally align to the north and south of Victoria Street. The carriageway of Victoria Street approx. 20m wide.



Figure 58. Precinct 5 map



Figure 59. Precinct 5 – aerial photograph (nearmap, 2021)

East of Precinct 5, the built form transitions to contemporary mid-rise development and the Victoria Gardens Shopping Centre. Postmodern-style townhouse development and modest single- and two-storey housing is located in the GRZ zoned land between Johnson Street and Leslie Street. Although a number of the properties within Precinct 5 date from the late 19th and early 20th twentieth century, collectively these do not form a visually or historically cohesive streetscape, nor have they been determined to meet the threshold for inclusion on the Heritage Overlay in their own right.



Figure 60. (left) Shops, 459-465 Victoria Street, Abbotsford (HO60)



Figure 61. (right) House, 316 Victoria Street, Richmond (HO289)



Figure 62. Byrne's Arcade Terrace, 318-326 Victoria Street, Richmond (HO290)



Figure 63. (left) Shop, 511 Victoria Street, Abbotsford (HO61)



Figure 64. (right) Former Simpson's Glove Factory, 488-496 Victoria Street, Richmond (HO291)

There has been little recent development within Precinct 5, with the exception of the seven-storey apartment building at 486 Victoria Street, Richmond. The land to the east of Precinct 5 has been substantially developed in recent years, with commercial and mixed-use developments of up to nine storeys in height.

10.2 ZONING

The land within Precinct 5 along Victoria Street is included within the C1Z, C2Z and MUZ zones. The carriageway of Victoria Street itself is zoned RDZ1.



Figure 65. Precinct 5 – zone map

10.3 HERITAGE STATUS

The vast majority of the land within Precinct 5 is not subject to the Heritage Overlay. Five individual heritage places are included on the Schedule to the Heritage Overlay. The precinct abuts HO320 – Fairchild Street Precinct, Abbotsford to the north and HO459 – Wells Street Precinct, Richmond and HO363 – Cole's Paddock Precinct, Richmond to the south. The VHR-listed former Grosvenor Common School (H0654) at 2-3 Bond Street, Abbotsford also adjoins the precinct to the north.

The commercial 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
- Face brick façades



- Parapeted front facades
- No setback from Victoria Street or side streets.
- Early or altered shop fronts to the ground floor of commercial buildings
- Visible chimneys.

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

- Attached or terraced construction with no side setbacks
- Masonry construction with less than 40% of the street wall face comprising openings such as windows and doors
- Painted rendered masonry façades
- Parapeted front facades with some pitched and hipped roofs to single-storey buildings
- Two-storey verandahs
- Consistent small setback from Victoria Street of approx. 6m-6.5m with gardens
- Visible chimneys.



Figure 66. Precinct 5 – Heritage Overlay map

Figure 67. Precinct 5 – VHR 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	Name	Address	Grading	Date
HO60	Shops	459-465 Victoria Street, Abbotsford	Individual heritage place	1890
HO61	Shop	511 Victoria Street, Abbotsford	Individual heritage place	1860
HO289	House	316 Victoria Street, Richmond	Individual heritage place	1885
HO290	Byrne's Arcade Terrace	318-326 Victoria Street, Richmond	Individual heritage place	1879
HO291	Former Simpson's Glove Factory	488-496 Victoria Street, Richmond	Individual heritage place	1920
Precinct Heritage Overlays				
Heritage Overlay	Name	Address	Grading	Date
-	-	-	-	-

The *Victoria Street and Bridge Road Built Form Review: Heritage Assessments* report considered the heritage controls affecting 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 form, with only isolated heritage buildings or terraces included on the Heritage Overlay. A recent development of up to seven storeys in height has been accommodated in this Precinct.

The Heritage Overlay should ensure the retention of the front parts of all 'contributory' and 'individually significant' buildings. Any new upper-level development, either behind retained commercial buildings or on adjacent sites, should be set back from the street wall (or from the primary facade in the case of the residential terraces at 316-326 Victoria Street) 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 Victoria Street.

New development behind the grand Victorian terraced houses should be limited in height to retain the visual prominence of the historic fabric of these properties.

Development on sites immediately adjacent to properties on Victoria Street that are subject to the Heritage Overlay should respect the existing height of the neighbouring heritage buildings' façade, and upper-level development should be set back to retain the prominence of the heritage street wall.

Development that immediately adjoins HO3 (former Grosvenor Common School, 2-4 Bond Street, Abbotsford (VHR H0654)), HO320 (Fairchild Street Precinct, Abbotsford), HO363 (Cole's Paddock Estate, Richmond) and HO459 (Wells Street Precinct, Richmond) will need to be massed to provide a sensitive transition to the predominantly single-storey character of these precincts.

The tram terminus at the intersection of Church and Victoria Streets at the western end of Precinct 5 is identified in the *Landmarks & Views Assessment* Ethos Urban as being a primary viewpoint of the belfry and spire of St Ignatius Church at 326 Church Street, Richmond. Likewise, the intersection of Leslie and Victoria Streets near the eastern end of Precinct 5 is identified as a primary viewpoint of the Skipping Girl Sign at 651 Victoria Street, Abbotsford. New development should be massed to avoid adversely affecting these views.

Development in the remainder of Precinct 5 will not have any impact on heritage places.

10.5 RECOMMENDED BUILT FORM PARAMETERS

Any DDO applied to Victoria Street – 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, and proposed Clause 15.03-1L as endorsed by Council

The DDO should:

- Ensure zero setback from the Victoria Street except where the terraced houses at 316 and 318-326 are set back from the street frontage.
- Ensure that the heritage buildings remain visually prominent within the Victoria 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 development to respect the existing inter-floor heights of the heritage fabric. A greater setback of 8m from the front wall is required to retain the visible chimneys and legibility of the three-dimensional form of the two storey terraced houses at 316 and 318-326 Victoria Street.

- Adopt a maximum building height to 316-326 Victoria Street that retains the visual prominence of, and avoids visually dominating, the Victorian-era terraced houses.
- Retain the visual prominence of the return façades of the heritage buildings that address Victoria Street and (from west to east) Fairchild and Thompson 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 new development adjacent to VHR-listed places provides appropriate transitions to these single- and two-storey places (HO3 (former Grosvenor Common School, 2-4 Bond Street, Abbotsford (VHR H0654)) and the heritage buildings within HO320 (Fairchild Street Precinct, Abbotsford), HO363 (Cole's Paddock Estate, Richmond) and HO459 (Wells Street Precinct, Richmond)).
- Retain views of the belfry and spire of St Ignatius Church when viewed from the north along Church Street from the tram terminus.
- Retain views of the Skipping Girl Sign when viewed from the intersection of Victoria and Leslie streets.

PART III: BUILT FORM RECOMMENDATIONS

11.0 BUILT FORM TESTING

To assist in translating 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. This approach ensured the proposed built form controls could be thoroughly tested in terms of the appropriateness of particular built form outcomes.

3D computer modelling of potential bulk and massing envelopes for the study area was interrogated. The existing built form was modelled along with approved, but not yet constructed, development proposals and as well as development currently under construction. This was used as a 'working' massing model to inform heights and setbacks on key development sites and to facilitate 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 tends to dwell or linger. 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 and site visits were undertaken and used to inform the recommendations made in this report. Views of heritage places were only considered from the public footpath, public parks or from 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 Victoria Parade Precinct 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 following recommended controls are provided on a precinct-by-precinct basis and only refer to land subject to the Heritage Overlay unless otherwise stated.

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	-	<u>6 Regent Street</u> Match the parapet or roof height of the adjacent heritage building	To ensure new built form responds to its immediate heritage context.
Front setback (infill development) within or immediately adjacent to land subject to the Heritage Overlay	-	<u>6 Regent Street</u> Match the setback of the front wall of the adjacent heritage building	To ensure new built form responds to the heritage context which generally has a small garden set back or verandah on the street.
Minimum setbacks above street wall within or immediately adjacent to land subject to the Heritage Overlay	<u>Land subject to HO53 (231 Hoddle Street) and HO444 (233-251 Victoria Street)</u> 6m from the façade to Hoddle Street and Victoria Street <u>Land subject to HO399 (2-4 Regent Street) and HO400</u>		A mandatory minimum 6m setback from the Victoria and Hoddle 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 visible chimneys and roof forms. The demolition policy at Clause 22.02-5.1 seeks to retain individually significant buildings unless "...it can be demonstrated that the removal of part of the building or works does not

(10-14 Regent Street) and 6 Regent Street
7m*

negatively affect the significance of the place.” The proposed policy at Clause 15.02-1L seeks to retain the front two room depth of residential dwellings such as those subject to HO399 and HO400. This will retain the legibility of the three-dimensional form the houses and visible chimneys and roof forms.

Maximum building heights within the Heritage Overlay	<u>Land subject to HO53 (231 Hoddle Street) and HO444 (233-251 Victoria Street)</u> 18m (5 storeys)	=	A five-storey mandatory height limit to HO53 and HO444 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. The single storey houses at HO399 and HO400 will be visually dominated if development above 11m was to occur within their property boundaries.
	<u>Land subject to HO399 (2-4 Regent Street) and HO400 (10-14 Regent Street) and 6 Regent Street</u> 11m (3 storeys)		

* setback distance measured from the front wall of the dwelling rather than the boundary.

12.2 RECOMMENDED DDO CONTROLS – PRECINCT 2

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	6m from Victoria Street and Nicholson Street	6m from other side streets	A mandatory minimum 6m setback from the Victoria and Nicholson 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 storeys)	=	A five-storey 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.
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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	-	Match the parapet or roof height of the adjacent heritage building	To ensure new built form responds to its immediate heritage context. A preferred control is appropriate to reflect the range of different conditions.
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 generally has no setback. A preferred control is appropriate to reflect the range of different conditions.
Minimum setbacks above street wall within or immediately adjacent to land subject to the Heritage Overlay	-	6m	A preferred control is appropriate to reflect the range of different conditions.
Maximum building heights within the Heritage Overlay	-	<u>HO390 (27-29 Hoddle Street)</u> 18m (5 storeys) <u>HO407 (38-50 Regent Street) and HO450 (21-31 York Street)</u> 34m (10 storeys)	<p>The height of development behind the front parts of the single and two storey buildings at 27-29 Hoddle Street, Richmond should be limited to 18m to avoid visually dominating these buildings.</p> <p>The more robust forms and taller heights of the former industrial buildings at 38-50 Regent Street and 21-31 York Street, Richmond can accommodate higher built form noting the emerging built form in this precinct.</p> <p>The uppermost level (or levels) should be set further back than the mid-level development to minimise their visual impact.</p> <p>A preferred control will enable a wide range of design responses on these individual heritage properties.</p>



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 at 379-381 Victoria Street, Abbotsford 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 shop/residences on Victoria Street to the residential buildings at 25-33 Lithgow Street, Abbotsford.
Minimum setbacks above street wall within or immediately adjacent to land subject to the Heritage Overlay	6m from Victoria and Church streets <u>Land at 25-33 Lithgow Street</u> 8m* <u>Land at 35-47 Lithgow Street</u> 6m	6m from side streets	<p>A mandatory minimum 6m setback from the Victoria and Church Street 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 prominence of return facades, visible roof forms and chimneys and enable a variety of design responses.</p> <p>The demolition policy at Clause 22.02-5.1 seeks to retain individually significant buildings unless "...it can be demonstrated that the removal of part of the building or works does not negatively affect the significance of the place." The proposed policy at Clause 15.02-1L seeks to retain the front two room depth of residential dwellings such as those at 24-33 Lithgow Street. This will retain the legibility of the three-dimensional form the houses and visible chimneys and roof forms.</p> <p>New roof-top development above the former Cordial Factory at 35-47 Lithgow Street should be informed by the individual characteristics of that building but should be set back from Lithgow Street.</p>
Maximum building heights within the Heritage Overlay	<u>371-385 Victoria Street, Abbotsford</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

1-21 Lithgow Street
18m (5 storey)

25-33 Lithgow Street
11m (3 storey)

35-47 Lithgow Street
15m (4 storey)

the mid-level development. The new four storey development at 15 Lithgow Street demonstrates emerging built form at this scale.

The single storey houses at 25-33 Lithgow Street will be visually dominated if development above 11m was to occur within their property boundaries. A 15m height limit to 35-47 Lithgow Street will protect the visual prominence of the former Cordial Factory and provide for an appropriate transition to surrounding single and two-storey scale heritage places (HO28 and HO339).

* setback distance measured from the front wall of the dwelling rather than the boundary.

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 the variety of conditions which range from the shop/residences on Victoria Street to grand terraced houses.
Minimum setbacks above street wall within or immediately adjacent to land subject to the Heritage Overlay	<p><u>HO60 (459-465 Victoria Street) & HO61 (511 Victoria Street) and HO291 (488-496 Victoria Street)</u> 6m from Victoria Street</p> <p><u>HO289 (316 Victoria Street) & HO290 (318-326 Victoria Street)</u> 8m*</p>	6m from side streets	<p>A mandatory minimum 6m setback from the Victoria Street 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 prominence of return facades, visible roof forms and chimneys and enable a variety of design responses.</p> <p>The demolition policy at Clause 22.02-5.1 seeks to retain individually significant buildings unless "...it can be demonstrated that the removal of part of the building or works does not negatively affect the significance of the place." The proposed policy at Clause 15.02-1L seeks to retain the front two room depth of residential dwellings</p>

such as those subject to HO289 and HO290. This will retain the legibility of the three-dimensional form the houses and visible chimneys and roof forms.

Maximum building heights within the Heritage Overlay	<u>HO60 (459-465 Victoria Street) & HO61 (511 Victoria Street) and HO291 (488-496 Victoria Street)</u> 18m (5 storey) <u>316 & 318-326 Victoria Street, Richmond</u> 15m (4 storey) <u>488-496 Victoria Street, Richmond</u> 21m (6 storey)	-	<p>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.</p> <p>The two storey terraced houses at 316-326 Victoria Street will be visually dominated if development above 15m was to occur within their property boundaries.</p> <p>A 21m height limit to 488-496 Victoria Street will protect the visual prominence of the former Simpson's Glove Factory if the upper most level (or levels) is set further back than the mid-level development. This height will also assist in transitioning to the adjacent low scale residential development subject to HO363 (Cole's Paddock Estate, Richmond).</p>
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* setback distance measured from the front wall of the dwelling rather than the boundary.

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 upper-level development behind rows of identical or similar shop/residences to be consistent in form, massing and façade treatment (where this exists).
- New development on land immediately abutting heritage places and precincts 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.