

# Expert Witness Statement to Panel Amendment C223, Yarra Planning Scheme

81-95 Burnley Street & 26-34 Doonside Street,  
Richmond

Prepared under instruction from Planning & Property Partners Pty Ltd  
May 2020

Bryce Raworth  
*Conservation Consultant and Architectural Historian*



## Contents

1.0	Introduction .....	2
2.0	Sources of Information .....	3
3.0	Author Qualifications .....	3
4.0	Declaration .....	3
5.0	Description .....	4
6.0	Heritage Status .....	12
7.0	Heritage Overlay .....	14
8.0	Amendment C223 .....	17
9.0	Discussion .....	19

## 1.0 Introduction

1. This statement of evidence was prepared under instruction from Planning & Property Partners Pty Ltd on behalf of the owner of the subject site at 81-95 Burnley Street and 26-34 Doonside Street, Richmond.
2. I have been asked to comment on the heritage considerations associated with Amendment C223 to the Yarra Planning Scheme.
3. Amendment C223 has been prepared to facilitate the redevelopment of the subject site with a mix of residential and commercial buildings. Specifically, it is proposed to make the following changes to the Yarra Planning Scheme:
  - Rezone the subject site from Industrial 3 Zone (INZ3) to Mixed Use Zone (MUZ).
  - Apply and Environmental Audit Overlay (EOA) to the subject site
  - Apply Development Plan Overlay Schedule 15 (DPO15) to the subject site.
4. It is noted that 53 submissions were received following the exhibition of the Amendment, 48 of which were objections. Three of the objecting submissions raised concerns that the scale and siting of the proposed development would adversely impact on the heritage overlay buildings occupying part of the subject site. Concerns were also expressed that Amendment would result in facadist outcomes for the heritage buildings.
5. I was retained by my client in March 2016 to provide advice in relation to the future development of the land. Further to this, I was asked to provide advice in relation to a proposed Amendment (C223), and to prepare a report setting out an analysis of heritage issues in relation to the rezoning of the land with regard to heritage considerations. The latter report was prepared in its first iteration in August 2016, and updated to address changes to the proposed Indicative Framework Plan for the site and the associated Development Plan Overlay (27 November 2017) in December 2017.
6. This statement was prepared with assistance from Martin Turnor of my office. The views expressed are my own.
7. I note that there is no private or business relationship between myself and the party(s) for whom this report is prepared other than that associated with the preparation of this statement and associated advice on heritage issues.

## 2.0 Sources of Information

8. This statement of evidence draws on the report prepared by my office in support of the Amendment (revised December 2017) along with inspections of the subject site and its environs. I have also reviewed the documentation associated with Amendment C223, including the Planning Scheme Amendment C223 Report prepared by Tract Consultants on behalf of the site owners (December 2018), and Council Officer's responses to submissions and recommended refinements to the proposed DPO [Council Officer's Report, March 2020]. Other documents referred to include:

- The relevant provisions of the Yarra Planning Scheme, notably the Heritage Overlay at Clause 43.01, the Development Guidelines for Sites Subject to the Heritage Overlay at Clause 22.02 and Built Form and Design Policy at Clause 22.10.
- Planning Panel reports relating to Amendments C173 (Part 2) and C214 to the Yarra Planning Scheme.
- *Heritage Gap Study: Review of 17 Heritage Precincts* (Context Pty Ltd, 2014).
- *City of Yarra Heritage Gap Study* (Graeme Butler & Assoc., 2007)
- *City of Yarra Heritage Review* (Allom Lovell & Assoc., 1998).

## 3.0 Author Qualifications

9. A statement of my qualifications and experience with respect to urban conservation issues is appended to this report. Note that I have provided expert witness evidence on similar matters before the VCAT, Panels Victoria, the Heritage Council and the Building Appeals Board on numerous occasions in the past, and have been retained in such matters variously by municipal councils, owners, developers and objectors to planning proposals.

## 4.0 Declaration

10. I declare that I have made all the inquiries that I believe are desirable and appropriate, and that no matters of significance which I regard as relevant have to my knowledge been withheld from the Panel.



**BRYCE RAWORTH**



## 5.0 Description

11. The subject site comprise a large parcel of land bound by Burnley Street to the west, Doonside Street to the north, recent multi-storey development to the east and Appleton Street to the south. The site is in part occupied by the former Repco factory complex, which was constructed in stages from c1930 through to the late twentieth century.



Figure 1 A 2019 aerial photograph of the subject site. Source: Nearmap.

12. The principal double-storey Moderne style building on the corner of Burnley and Doonside Streets was built for Repco in 1942. It has face brick walls and regularly spaced multi-pane steel framed windows with continuous concrete hoods providing a strong horizontal emphasis, counterposed by the vertical glass block windows above the corner entry.
13. The 1942 Repco building remains broadly intact in terms of its external form, but it has undergone various unsympathetic alterations. The alterations, which are described in detail in the heritage report prepared by my office in support of the Amendment, include an upper storey addition on the Doonside Street façade, removal of original signage, replacement of some original window frames and overpainting brickwork.
14. The southern end of the Burnley Street frontage (on the corner of Appleton Street) is occupied by a c1930s single-storey factory building with a saw tooth roof. It has face brick walls to the street boundaries with regularly spaced steel framed windows under a rendered parapet. The parapet has simple interwar Moderne style detailing in the form of horizontal incisions. The stepped pediment on the Burnley Street frontage is also characteristic of the interwar Moderne style.

15. The street façade appears to remain largely intact to its interwar state but all the walls and rendered surfaces have been painted over and the Burnley Street entrance has been infilled. There is also a plainly designed first floor addition on the Burnley Street frontage (abutting the southern end of the 1942 double storey building).
16. The former Repco complex also includes a double-storey interwar Moderne style office building at 26 Doonside Street. This building has a parapeted facade with manganese and cream brick walls. The curved corner has three vertical fins and a cantilevered concrete canopy above the entry. Port hole windows on the facade are typical of the Moderne style.
17. The balance of the site is occupied by a series of utilitarian factory buildings of one to two storeys, typically with sawtooth roofs and overpainted brick walls. There is also a modern tilt-up concrete building with a roof top carpark deck at the eastern end of the Appleton Street boundary.
18. In terms of its context, the subject site is located in a part of Richmond that was historically characterised by factories and warehouses of one to two storeys, but which is currently experiencing substantial change with a number of multi storey buildings completed or approved on redundant industrial sites. This includes the substantial 3-7 storey apartment complex in the early stages of construction at 171 Buckingham Streets (ie the west side of Burnley Street diagonally opposite the subject site).
19. The north side of Doonside Street, opposite the subject site, retains single and double-storey interwar industrial buildings (77 Burnley Street & 1 Doonside Street) and a large parcel of vacant land currently used as a carpark. The Victoria Gardens shopping centre backs onto the carpark.
20. The land to the immediate east of the subject site has recently been redeveloped with an apartment complex ranging from eight to thirteen storeys in height (36-44 Doonside Street and 27-41 Appleton Street). Further to the east, the single-storey façade of the former Builders' Steel Form Supply Co. was retained and incorporated into a multi-storey development (9-11 David Street).
21. The subject site also interfaces with a fine grain residential streetscape on the south side of Appleton Street. Notwithstanding that it is partially included in a Heritage Overlay precinct, Appleton Street does not present as an homogenous or highly intact heritage environment. The south side of the street contains a relatively diverse mix of late-Victorian, Edwardian and interwar residences in varying states of intactness, along with double storey infill at 14/14A Appleton Street and some architecturally non-descript single-storey post war workshops further to the east.



Figure 2 The former Repco/Russell Manufacturing building on the corner of Burnley and Doonside Streets.



Figure 3 Former Repco buildings on the subject site at the corner of Burnley and Appleton Streets.





Figure 4 View looking east towards Doonside Street from Burnley Street. The subject site is to the right.



Figure 5 The Doonside Street frontage of the subject site looking east.



Figure 6 The former Repco building at 26 Doonside Street in the foreground and recent multi-storey development to the rear and side.



Figure 7 Interwar factory building on the north side of Doonside Street, opposite the subject site.





Figure 8 Undeveloped land on the north side of Doonside Street with the Victorian Gardens shopping centre to the rear.



Figure 9 Recent multi-storey development on the south-west corner of Doonside and David Streets (ie adjacent to the east boundary of the subject site).



Figure 10 Multi-storey development on the east side of David Street incorporating the single-storey facade of the former Builders' Steel Form Supply Co. (HO250).



Figure 11 Multi-storey development on David Street, looking north from Appleton Street.





Figure 12      The north side of Appleton Street with buildings on the subject site in the foreground and multi-storey development on adjacent sites.



Figure 13      The residential streetscape opposite the subject site (south side Appleton Street).



## 6.0 Heritage Status

22. The land at 81-95 Burnley Street is partially covered by a site-specific heritage overlay HO375 – ‘Russell Manufacturing Pty Ltd later Repco’. The heritage overlay encompasses the pre-1945 office building and factory to a depth of 34 metres from the Burnley Street frontage. The former Repco Offices at 26 Doonside Street is separately listed on the heritage overlay schedule as HO252. External paint controls apply to both HO252 and HO375 but there are no internal alteration controls or tree controls. The balance of the subject site has no heritage overlay control.
23. South of the subject site, the residential properties at 2-38 Appleton Street form part of the Yarraberg Precinct (HO460). The dwellings at 2-6 Appleton Street and adjoining properties at 97-103 Burnley Street are separately listed as HO369. An individual heritage overlay control applies to 24 Appleton Street (HO370).

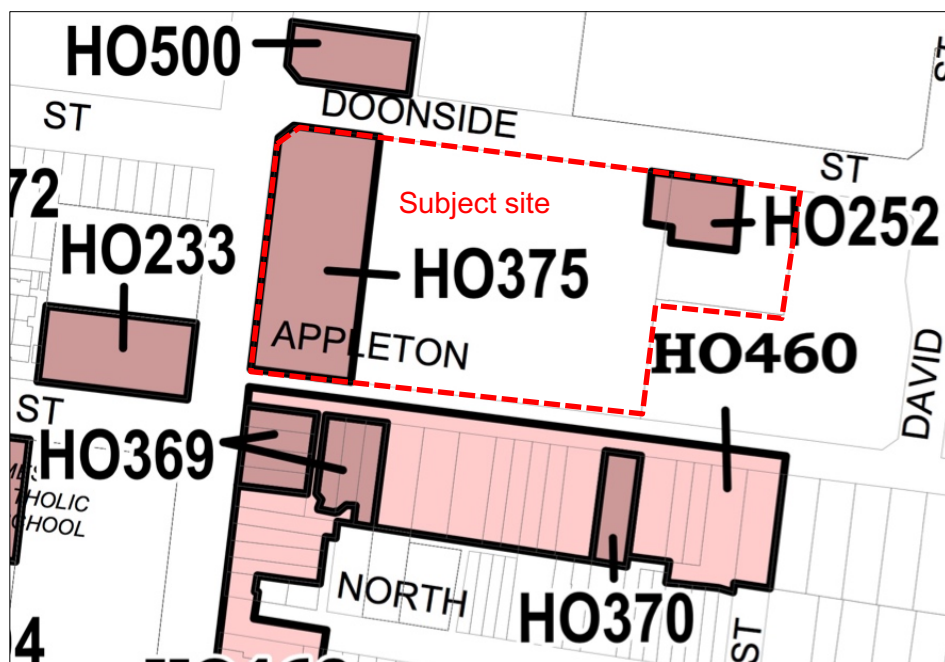


Figure 14 Heritage overlay map showing heritage overlays applying to 26 Doonside Street (HO252) and the front of the property at 81-95 Burnley Street (HO375). Note that HO500 has expired and has been removed from the written HO schedule.

24. The statements of significance for the buildings at 81-95 Burnley Street and 26 Doonside Street are reproduced below.

81-95 Burnley Street (HO375):

*What is significant?*

*The Russell Manufacturing Company Pty Ltd (later Repco) building at 81-95 Burnley Street, Richmond is significant to the extent of the pre-1945 fabric. Built in stages for the Russell Manufacturing Company Pty Ltd, the brick (overpainted) building has a strong Moderne styling, with horizontal banding on the main elevations.*

*Post-1945 alterations and additions to the building are not significant.*

*How is it significant?*

*The Russell Manufacturing Company Pty Ltd (later Repco) building is aesthetically and historically significant to the locality of Richmond and the City of Yarra.*

*Why is it significant?*

*The Russell Manufacturing Company Pty Ltd (later Repco) building is aesthetically significant (Criterion E):*

- for its strong Moderne styling as ideally presented on a corner site.*
- for the relationship with the significant Moderne style former Repco Building at 26 Doonside Street (HO256).*

*The Russell Manufacturing Company Pty Ltd (later Repco) building is historically significant (Criteria A & H):*

- as tangible evidence of the large factories built during the interwar period when Richmond became a centre of manufacturing in Victoria.*
- for the association with the successful motor spare parts firm of Russell Manufacturing Company Pty Ltd.*

26 Doonside Street (HO252):

*What is significant?*

*The building, built c. 1939 as an office and laboratories for the Russell Manufacturing Co., which later became Repco at 26 Doonside Street, Richmond is significant. It is a two storey Moderne style bichromatic brick building. It is approximately square in plan, with a curved corner at the northwest. The building is oriented north-west, and the composition of the main panels of brickwork is approximately symmetrical about a diagonal axis which runs through the corner entrance, which has a cantilevered concrete canopy. The north and west elevations are of face manganese brick, whilst large panels of cream brick give the appearance of wrapping around this, leaving a vertical strip of dark brown brick above the entrance. This corner element is decorated with a narrower vertical strip of horizontally-striped tapestry brickwork, and surmounted by three white painted vertical concrete fins. The north elevation features two bands of windows, each comprising three panels of multi-paned steel-framed windows with manganese brick spandrels and sills.*

*These windows turn the corner to the east elevation; to their right are two vertically placed circular windows, probably to a staircase. The west wall of the building was once attached to a single-storey building which has since been demolished, with the exception of part of the front wall and cream brick parapet which adjoins No. 26.*

*How is it significant?*

*The former Repco office and laboratory building at 26 Doonside Street, Richmond, is of local architectural significance of the City of Yarra.*

*Why is it significant?*

*It is architecturally and aesthetically significant as a particularly sophisticated example of a small building in the Moderne style, which exhibits an interesting composition of a limited palette of materials. It is thus distinctive for a building of its size and type. The demolition of other adjacent buildings has increased the aesthetic contribution of this building to an otherwise architecturally undistinguished industrial streetscape. (Criteria D & E)*

25. The heritage overlay control at 81-95 Burnley Street was implemented in 2015 under Amendment C149 the Yarra Planning Scheme. Council had proposed to incorporate this site into a broader heritage overlay precinct as part of Amendment C173 (Part 2). The proposed Doonside Industrial Precinct (HO455) also encompassed the sites at 1-9 Doonside Street and 61-63, 65, 67 and 77-79 Burnley Street – all of which were subsequently excluded from consideration by the Panel. The Panel was of the view that the remaining properties did not constitute a precinct. To this end, the Panel ultimately recommended the amendment be abandoned in so far as it affected 81-95 Burnley Street.
26. Heritage overlay controls were again proposed for the Doonside Industrial Precinct under Amendment C214, with the precinct this time reduced to the buildings at 77-79 and 81-95 Burnley Street and 1-9 Doonside Street. Council ultimately resolved to abandon this amendment on the recommendations of the C214 Panel. The interim heritage overlay control applying to 77-79 Burnley Street (HO500) expired on 30 November 2017 and the site has been removed from the Schedule to the Heritage Overlay (but remains on the HO map).

## 7.0 Heritage Overlay

27. As noted above, heritage overlay controls apply to two discrete areas of the subject site. These parts of the site are therefore subject to the provisions of Clause 43.01 of the Yarra Planning Scheme, the Heritage Overlay. The schedule specifies that there are external paint controls but no internal alteration controls or tree controls under this overlay. The purpose of the heritage overlay is as follows:

*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 specified 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.*

28. Before deciding on an application, in addition to the decision guidelines in Clause 65, the responsible authority will need to consider, as appropriate:

- *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 system will adversely affect the significance, character or appearance of the heritage place.*

29. Proposals for redevelopment of heritage overlay sites must also be assessed in terms of Council's Heritage Policy, Clause 22.02, the relevant sections of which are reproduced below:

**22.02-5.1 Demolition Removal of Part of a Heritage Place or Contributory Elements**

*Encourage the removal of inappropriate alterations, additions and works that detract from the cultural significance of the place.*

*Generally discourage the demolition of part of an individually significant or contributory building or removal of contributory elements unless:*

- *That part of the heritage place has been changed beyond recognition of its original or subsequent contributory character(s).*
- *For a contributory building:*
  - *that part is not visible from the street frontage (other than a laneway), abutting park or public open space, and the main building form including roof form is maintained; or*
  - *the removal of the part would not adversely affect the contribution of the building to the heritage place.*

- *For individually significant building or works, it can be demonstrated that the removal of part of the building or works does not negatively affect the significance of the place.*

[...]

## **22.02-5.7 New Development, Alterations or Additions**

### **22.02-5.7.1 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.*

[...]

### **22.02-5.7.2 Specific Requirements (where there is a conflict or inconsistency between the general and specific requirements, the specific requirements prevail)**

[...]

***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.*

[...]

***22.02-7 Decision Guidelines***

*Before deciding on an application the responsible authority will consider:*

- *Whether there should be an archival recording of the original building or fabric on the site.*
- *The heritage significance of the place or element as cited in the relevant Statement of Significance or Building Citation.*

## 8.0 Amendment C223

30. As previously noted, Amendment C223 to the Yarra Planning Scheme seeks, inter alia, to change the zoning of the subject site and introduce a Development Plan Overlay (DPO15).
31. The proposed DPO15 includes the requirement that future development plans generally be in accordance with the Indicative Framework Plan (IFP) [refer figure 1 of DPO15]. The IFP shows a mix of office and residential buildings with a low-rise streetwall expression and with multi-storey built form above. The streetwall has a nominal 8-11 metres height across most of the site but steps down to 6 metres behind the single-storey heritage facade at the corner of Burnley and Appleton Streets. The IFP also has a north-south pedestrian lane through the site connecting Doonside and Appleton Streets.
32. In terms of development occurring within the existing of HO375, the IFP shows a 12 storey (42 m) built form behind the double-storey Moderne style building with a 10 metre setback from the Burnley Street façade and 8 metres setback from the Doonside Street facade. A second higher built form with a preferred height of 7 storeys (24.5m) is located behind the single-storey heritage building at the corner of Burnley and Appleton Streets. The upper level setbacks of this built form are 10 metres from Burnley Street and 13 metres from Appleton Street.
33. Public open space is provided to the west and south west of the heritage building with low rise 8-11m high development to the south. Residential development is to occur to the east (entirely outside of the heritage overlay) comprising an 8-11m high streetwall surmounted by an 11 storey (38.5m) built form. A 10 metre upper level setback is called for from the east and south sides of the heritage building.

34. Permit requirements in relation to the heritage buildings are set out in DPO15, as follows:

**Heritage Impact Statement**

*A permit application must include, where relevant:*

- *A heritage impact statement prepared by a suitably qualified professional that assesses the impact of the proposed development on the heritage values of the heritage place and nearby heritage places, as identified in the conservation management plan or similar comprehensive heritage analysis prepared for the site, along with relevant heritage studies and citations.*
- *A siteline analysis and 3D modelling of the proposed development from key view points in the public realm to enable an assessment of the visual impact of the development on heritage places.*

35. A heritage impact statement is also required in relation to the Development Plan:

**Heritage**

*A heritage impact statement must be prepared by a suitably qualified professional to the satisfaction of the Responsible Authority that:*

- *Assesses the impact of the proposed development on the heritage values of the heritage place and nearby heritage places,*
- *Addresses the retention, restoration, redevelopment and adaptive reuse of the heritage buildings (81-95 Burnley Street and 26-34 Doonside Street); and heritage façade (Burnley Street);*
- *Assesses the impacts on the context and setting of heritage places in the vicinity of the site; Addresses the retention, recording and interpretation of links to the site's history and industrial past including interpretive panels depicting that past; and*
- *Provides a siteline analysis and 3D modeling of the proposed development from key view points in the public realm to enable an assessment of the visual impact of the development on heritage places, in particular 26 Doonside Street.*

36. DPO15 also provides requirements for a development plan vision of the site, inter alia:

- *To respect the scale and form heritage places within and adjacent to the site and provide for the conservation of heritage places within the site.*
- *To provide for the sensitive adaptive re-use of heritage buildings in accordance with the Indicative Framework Plan and informed by a comprehensive heritage analysis prepared for the site by a suitably qualified professional that:*
  - *articulates the significance of the heritage place, its component parts and its setting;*
  - *describes the relationship between the heritage place and any neighbouring or adjacent heritage place/s; and*
  - *establishes principles for managing the significance of the heritage place and its relationship with its surroundings.*

37. Further to heritage matters DPO15 includes the following built form guidelines:

- *Maximum building heights and envelopes responding to the site context;*
- *Building setbacks from street boundaries that ensure that new future development does not overwhelm the scale of the heritage buildings on the site or on heritage places in the vicinity of the site, including dwellings on the south side of Appleton Street;*



- *Building setbacks from the facades of 81-95 Burnley Street that ensure the heritage building can be understood as having a three dimensional form;*
- *Buildings set back a minimum of 10 metres (above podium) from the heritage building at 26-34 Doonside Street;*
- *Inter-floor heights within the heritage buildings on the site to ensure they relate to the existing floor levels and/or fenestration patterns;*
- *Indicative palette of building materials and architectural treatments throughout the site. The design and use of materials must be respectful of the industrial heritage of the site and its surrounds to the north and east, as well as to the residential heritage to the south.*
- *Provide for high quality architecture and spaces throughout the site and respond to heritage places through, as appropriate:*
  - *Use of lightweight materials*
  - *Simple architectural detail so as not to detract from significant elements of heritage buildings*
  - *Discouraging highly articulated facades with recessed and projecting elements*
  - *Ensuring the retention of solid built form behind retained facades and avoiding balconies behind existing openings*

## 9.0 Discussion

38. In my opinion, the Amendment has been prepared with appropriate regard for the significance, character and setting of the heritage overlay buildings on the subject site. The proposed development outcomes are consistent with the emerging character of the area, including developments that have occurred on heritage overlay places within the environs of the subject site.
39. Council have adopted a position of general support for the Amendment, although Council Officers have recommended that some refinements be made to the proposed DPO, as set out in further detail below.
40. As noted, a number of objecting submissions expressed concerns that the Amendment would result in adverse heritage impacts. The Council Officer's report summarised the heritage concerns as follows:

*The proposed heights and setbacks to the two heritage buildings would overwhelm and detract from the heritage significance of these places. It was suggested that it would result in facadism.*

41. GJM Heritage was engaged by Council to review the submissions that raised heritage issues and to consider the potential impact of the proposed DPO on the heritage overlay sites on the subject site. GJM were generally supportive of the proposed heights and setbacks for new development:

- (a) *There are two heritage places located on the land that is affected by the Amendment, being the Repco Factory building (HO375) and the Repco Laboratory and Office*



*building, 26 Doonside Street (HO252). Both heritage places are graded individually significant. Any future planning permit applications would be considered against the provisions of the Heritage Overlay and heritage policy of the Yarra Planning Scheme.*

- (b) *... it is our view that, assuming the retention of the Burnley, Doonside and Appleton Street elevations, the setbacks proposed in the Indicative Framework Plan are sufficient to retain the key heritage values of the Russell Manufacturing Company building and the visual prominence and legibility of the three-dimensional form of the building when viewed from street level; and*
  - (c) *While the lower (seven storey) height sought by Submitter 44 for the north-western tower would lead to reduced scale of new development, the emerging built form of the area and the proposed 8m and 10m setbacks from the heritage façades will, in our view, achieve an acceptable relationship between the retained heritage fabric and the new tower elements.*
42. I concur with GJM Heritage in respect to the above.
43. In relation to mitigating impacts on the heritage building at 26 Doonside Street, GJM Heritage recommended that consideration be given to refinements in the wording of the DPO:
- (a) *It is our recommendation that the Indicative Framework Plan be amended to clarify that this building as being conserved and adaptively reused without any development above its existing built form or, alternatively, stating a height limit on the plan equal to the existing height of the heritage building; and*
  - (b) *It is recommended that DPO15 be more explicit in relation to the retention of heritage fabric.*
44. Council have adopted GJM's recommendation in relation to the wording of DPO15. Council Officers have also expressed concern that it is unclear within the exhibited DPO15 whether development could occur above or over heritage place HO252 on Doonside Street. Inter alia, Council are now seeking to insert the following provisions within the Built Form Guidelines of DPO15 (new text is underlined):

#### BUILT FORM GUIDELINES

[...]

- Ensure the retention of heritage fabric of:
    - the Appleton Street, Burnley Street and Doonside Street elevations of 81-95 Burnley Street (former Repco Factory) for the extent of the building within in heritage overlay; and
    - external form of 21 [sic] Doonside Street (former Repco Offices and Laboratories).
- [...]

- Provide for high quality architecture and spaces throughout the site and respond to heritage places through, as appropriate:
  - Create an interesting and varied street wall and podium which is reinforced through the contemporary use of common historic industrial materials, a range of parapet heights and rebates of sufficient depth and texture to provide modulation in the street façade.
  - At upper levels use lightweight materials and detailing that compliments the significant elements of heritage buildings.

[...]

- *Discouraging highly articulated facades with recessed and projecting elements above retained heritage buildings*

[...]

#### HERITAGE

*A heritage impact statement must be prepared by a suitably qualified professional to the satisfaction of the Responsible Authority that:*

[...]

- *Provides a siteline analysis and 3D modelling of the proposed development from key view points in the public realm to enable an assessment of the visual impact of the development on heritage places, in particular 26 Doonside Street.*

45. Council are also seeking to amend DPO15 so that the IFP shows a 2 storey height for the heritage building at 26 Doonside Street – ie upper storey additions would be prevented.
46. In regard to the first bullet point above, the objective of retaining the heritage facades is implicit in DPO15 as exhibited. The Development Plan Vision at Clause 4.1 of the DPO includes the conservation and sensitive adaptive reuse of the heritage buildings. DPO15 also includes a requirement for specific development applications involving partial demolition of the heritage overlay buildings to be supported by a comprehensive heritage analysis that articulates the significance of the heritage place and its component parts.
47. Moreover, the Amendment will not obviate permit requirements for demolition works. Future development applications involving the heritage buildings will need to be assessed against the heritage overlay provisions and heritage policies at Clauses 43.01 and 22.02 of the Yarra Planning Scheme. Clause 22.02 specifically discourages the full demolition of heritage buildings. Partial demolition of an individually significant building can be considered where it can be demonstrated that the removal of part of the building does not negatively affect the significance of the place.
48. In my opinion, Council's changes to DPO15 to protect the external form of the heritage building at 26 Doonside Street are not appropriate and would be prejudicial to future development outcomes. The building is identified as significant for its Moderne style façade. This significance is not reliant on there being no change to its external form by way of upper storey additions. Changes to the external form of the building can reasonably occur provided it can be demonstrated that the appearance and significance of the interwar Moderne style façade are not diminished. This is a matter that can be addressed when a specific development application is made for 26 Doonside Street. The current heritage policy does not preclude additions to the side, rear or upper level of the building and there is no basis on which to prevent such outcomes from specifically occurring at 26 Doonside Street. It is

unreasonable to preclude options for additions to the building that are generally afforded to other places on the Heritage Overlay schedule.

49. Furthermore, Clause 22.02 recognises that industrial heritage buildings are generally not as sensitive to upper level additions as might be the case for residential heritage places. Clause 22.02 does not require upper level additions to industrial places to be contained within a sightline envelope, as per residential buildings, nor does it specify minimum setbacks for additions. Rather, Clause 22.02 provides policy direction of a more general nature for industrial places that encourages upper level additions to respect the scale and form of the existing heritage place and to incorporate treatments that make the additions less apparent.
50. Finally, to the extent that the phrase '*highly articulated facades with recessed and projecting elements above retained* heritage buildings' might anticipate built form on a neighbouring site that cantilevers or otherwise extends into the airspace above 26 Doonside Street, this also does not require prescription in my view. Any such development would extend into the Heritage Overlay curtilage of that building, albeit at a height, and would need to be judged against the relevant heritage policy. There have been many instances where such outcomes have been permitted in relation to industrial and commercial buildings, and there have been other instances where such works have been refused on the basis of Heritage Overlay considerations. The Heritage Overlay remains the appropriate mechanism to manage any such potential impacts.
51. In relation to concerns that the Amendment will result in facadism, the built form guidelines in DPO15 include the following provisions to mitigate against such outcomes:
  - *Ensuring the retention of solid built form behind retained facades and avoiding balconies behind existing openings*
  - *Building setbacks from the facades of 81-95 Burnley Street that ensure the heritage building can be understood as having a three dimensional form;*
52. The provision of solid built form behind the heritage facades, whether it be part of the existing fabric or an entirely new building envelope, will provide a sense of depth and help to avoid the perception of facadism. Avoiding balconies behind existing openings in the heritage façade is also appropriate measure, given that these types of balconies can sometimes accentuate or draw attention to outcomes where only the heritage façade has been retained.
53. In addition to the built form guidelines of DPO15, and as already noted, applications for redevelopment of the heritage building will still need to address the local heritage policies at Clause 22.02. Under Clause 22.02, applications that involve substantial demolition of built form in the heritage overlay curtilages will need to demonstrate that the works will not negatively affect the significance of the place.

54. Clause 22.02 does not make any specific reference to facadism being something that is to be avoided, and there are many approved and constructed precedent developments in the City of Yarra that retain only the heritage facades – one local example being the former Builders' Steel Form Supply Co. at 9-11 David Street (HO250) [where the upper level setbacks are much less than those proposed by the Amendment, being in the range of 2-3 metres]. Facadism has also been found to be an appropriate outcome in respect to the redevelopment of certain sites on the Victorian Heritage Register, notably the former Dimmey's store, Swan Street Richmond (VHR 2100).
55. In respect to the height of and setbacks of new built form and potential impacts on the heritage buildings, Clause 22.02 does not require that upper levels to industrial heritage buildings be concealed, but rather that they be set back from the face of the heritage building - ie that they 'respect the scale and size of the existing heritage place or contributory elements to the heritage place by stepping down in height and setting back from the lower built forms', and 'incorporate treatments which make them less apparent'. The principles laid out in Clause 22.02-5.7 also call for the external architectural treatment of any new building envelope to be visually respectful of its heritage context.
56. The Amendment does not involve specific development proposals, rather it seeks outcomes for new built form that are consistent with the objectives of Clause 22.02. Inter alia, the built form guidelines in DPO15 encourage the use of visually lightweight materials (as distinct from the heavy masonry facades of the heritage buildings), simple architectural detailing and restrained façade articulated without projecting elements, all with the aim of providing a framework for creating new built form of a visually recessive character.
57. The proposed development concept of constructing multi-storey built form behind the retained industrial heritage facades is an approach that has become increasingly common in inner metropolitan Melbourne.
58. It is instructive to review some of the recently approved and/or constructed precedents within the City of Yarra in terms of industrial heritage buildings that have received upper level additions, examples of which are illustrated below.
59. I note that several of these examples have exceedingly modest upper level setbacks in comparison to those proposed by the Amendment.





Figure 15 Illustration of the development currently under construction at 239-245 Johnston Street, Fitzroy (Contributory in the South Fitzroy Precinct, HO344). Single storey heritage building, 9 additional levels with a setback at first floor to create a shadowline, and no setback from the heritage facade at the second floor and above.



Figure 16 Recently completed development at 247-253 Johnston Street, Abbotsford (Individual heritage overlay, HO410). Two storey heritage building, 10 additional levels at a minimum 6 metre setback to heritage facade (decreasing to 5 metres at upper levels).



Figure 17 160-164 Argyle Street, Fitzroy (contributory building in HO344). Single storey heritage building, 5 additional levels with curved facade at minimum 0.57metre setback above heritage facade.



Figure 18 Illustration of the approved development at 365-379 Smith Street, Collingwood (a contributory building in HO333). Single storey heritage building, 8 additional levels at 2.8 metre (and greater) setback from heritage facade to Smith Street.



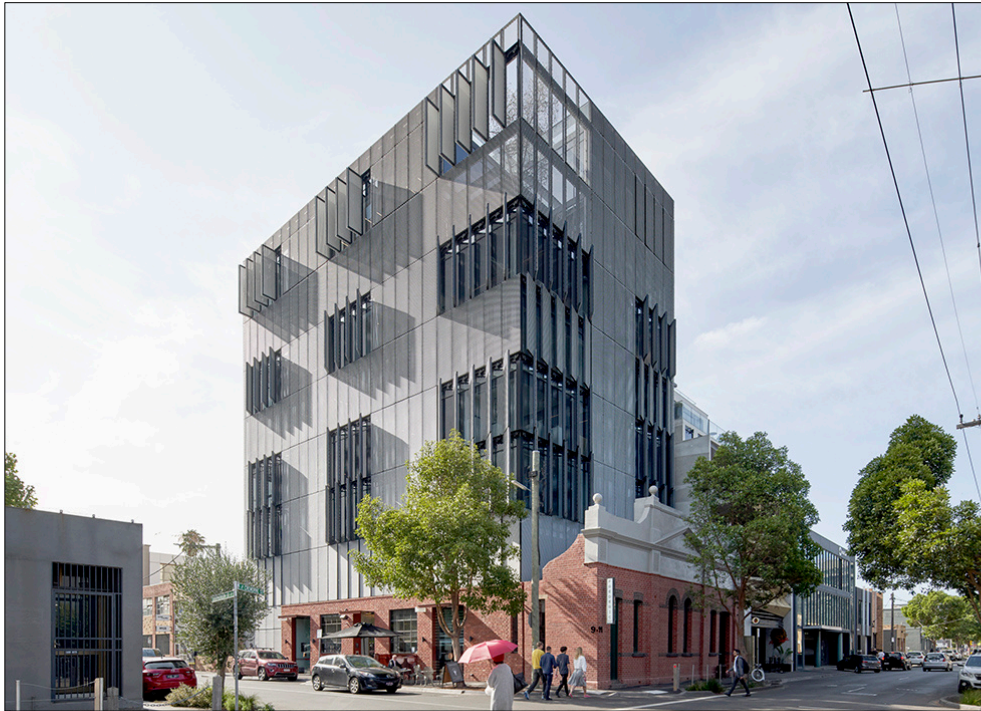


Figure 19 Recently completed development at 9-11 Cremorne Street, Cremorne (individual heritage overlay, HO463). Single-storey heritage building, 7 additional levels setback 4 metres from the Cremorne Street façade, with a 300mm setback from the sideage.



Figure 20 Illustration of approved development currently under construction at 221 Kerr Street, Fitzroy (individually significant in HO334). Two storey heritage building, 6 additional levels approved with a setback to the level above the heritage facade to create a shadowline, no setbacks to the two levels above, greater partial setbacks to the remaining levels.

60. In preparing this statement I have had an opportunity to review the evidence of Ms Catherine Heggen on urban design matters in relation to the Amendment as exhibited. To the extent that Ms Heggen contemplates the potential for additional height beyond that specifically encouraged by the exhibited Amendment, it is my view that any such additional height is a matter to be assessed in relation to urban design considerations rather than against heritage considerations, as height additional to that presently contemplated by the Amendment will not result in additional heritage impacts.
61. Similarly, in noting that Ms Heggen recommends introducing the potential for a range of setbacks to upper built form, I support flexibility and non-mandatory outcomes in this measure subject to appropriate design outcomes.
62. As noted in the heritage report prepared by my office in support of the Amendment, a key point to be made in relation to heritage issues is that only a relatively small part of the subject site is included the Heritage Overlay. Development proposals outside the limited heritage overlay curtilage for 81-95 Burnley Street and 26 Doonside Street are not subject to the heritage provisions of the Yarra Planning Scheme. In these circumstances the key design parameters for new development would be urban design requirements and other local planning policies rather than the Heritage Overlay. This notwithstanding, it is acknowledged that the City of Yarra has a planning policy at Clause 22.10 whereby new development adjacent to a heritage overlay place should:
- *Adopt a façade height to the street frontage which is no higher than the adjacent building within the Heritage Overlay;*
  - *Design and site taller structures so that they do not visually dominate surrounding heritage places; and*
  - *Match the floor levels of the adjacent heritage building.*
63. The Amendment is consistent with the above and has more generally been prepared with appropriate regard for potential impacts of new development adjacent to or nearby heritage overlay places. The use of low rise podiums at the street interface with taller elements at a setback will help to mitigate the change in scale from the low height heritage buildings, notwithstanding the dramatic contrasts in built form scale that already occur within the environs of the subject site. The Development Plan Vision set out in DPO15 is for new built form to be respectful of the scale and form of the heritage buildings. Also relevant are the Built Form Guidelines within DPO15 that development relate to the floor levels and fenestration of the heritage buildings.
64. Having regard for all the above, Amendment C223 is supported with regard to heritage considerations, accepting the qualifications expressed above with regard to some of Council's recently recommended refinements.





# Bryce Raworth

CONSERVATION | HERITAGE

---

## BRYCE RAWORTH

M. ARCH., B. A. (HONS), ICCROM (ARCH)

Bryce Raworth has worked with issues relating to heritage and conservation since the mid-1980s, and has specialised in this area since establishing his own consultant practice in 1991. **Bryce Raworth Pty Ltd, Conservation • Heritage**, provides a range of heritage services, including the assessment of the significance of particular sites, preparation of conservation analyses and management plans, design and/or restoration advice for interventions into significant buildings, and detailed advice regarding the resolution of technical problems relating to deteriorating or damaged building fabric.

From 2004-2011 Raworth was a member of the Official Establishments Trust, which advises on the conservation and improvement of Admiralty House and Kirribilli House in Sydney and Government House and The Lodge in Canberra. As a member of the former Historic Buildings Council in Victoria, sitting on the Council's permit, planning and community relations committees, Raworth has been involved with the registration and permit processes for many registered historic buildings. In 1996 he was appointed an alternate member of the new Heritage Council, the successor the Historic Buildings Council, and in 1998 was made a full member.

At present he provides regular advice to architects and private owners on technical, architectural and planning issues relative to the conservation and adaptation of historic buildings, and is occasionally called upon to provide expert advice before the VCAT. He is currently the conservation consultant for the cities of Frankston, Kingston and Stonnington, and is a member of the Advisory Board to the Australian Centre for Architectural History, Urban and Cultural Heritage, University of Melbourne (ACAHUCH).

With respect to historic precincts, the company has provided detailed advice towards the resolution of heritage issues along the Upfield railway line. The company is currently contributing to redevelopment plans for the former Coburg Prisons Complex (comprising Pentridge Prison and the Metropolitan Prison) and the former Albion Explosives Factory, Maribyrnong. In 1993 Bryce Raworth led a consultant team which reviewed the City of Melbourne's conservation data and controls for the CBD, and in 1997 **Bryce Raworth Pty Ltd** revised the former City of South Melbourne Conservation Study with respect to the area within the present City of Melbourne. The firm is currently completing documentation for significant heritage places and areas in the City of Stonnington.

In recent years **Bryce Raworth Pty Ltd** has also provided documentation and advice during construction on the restoration of a number of key registered and heritage overlay buildings, including the Ebenezer Mission church and outbuildings, Antwerp; the former MMTB Building, Bourke Street West, Melbourne; the former Martin & Pleasance Building, 178 Collins Street, Melbourne; the former Uniting Church, Howe Crescent, South Melbourne; Heide I & II, Heide Museum of Modern Art, Bulleen; Melbourne Grammar School, South Yarra; various guard towers and other buildings, Pentridge Prison, Coburg; and Coriyule Homestead, Curlewis.

## **BRYCE RAWORTH**

M. ARCH., B. A. (HONS), ICCROM (ARCH)

Professional Status:	Conservation Consultant and Architectural Historian
Current Positions:	Conservation Consultant to the cities of Kingston, Frankston and Stonnington
Organisation Membership:	Australian Institute of Architects VPELA (Victorian Planning and Environmental Law Association)
Professional Experience:	<p>independent practice as conservation consultant and architectural historian from January 1991 (ongoing). Services include: identification and assessment of the significance of sites and complexes; preparation of guidelines regarding the safeguarding of significant sites; provision of technical, design and planning advice to architects, owners and government on issues relating to the conservation of sites of cultural significance; expert witness advice on conservation issues before the VCAT</p> <p>member, Historic Buildings Council (architectural historian's chair) 1993-1996; member, Heritage Council (architect's chair) 1998-2002</p> <p>conservation consultant to the cities of Brighton, Northcote and Sandringham (1989 only), Essendon, Hawthorn and Kew (1989-1994), Melbourne (1992-2009) and Prahran (1992-1994)</p> <p>established the Metropolitan Heritage Advisory Service on behalf of the Ministry for Planning &amp; Environment - this service was offered to the cities of Brighton, Essendon, Hawthorn, Kew, Northcote and Sandringham in 1989-90</p>
Studies:	<p>Certificate of Architectural Conservation, ICCROM (International Centre for the Study of the Preservation and the Restoration of Cultural Property at Rome), 1994</p> <p>Master of Architecture by thesis, University of Melbourne, 1993 (thesis: A Question of Style: Domestic Architecture in Melbourne, 1919-1942)</p> <p>B. Architecture (First Class Honours), University of Melbourne, 1986</p> <p>B. Arts (Second Class Honours, Division A), University of Melbourne, 1986</p>
Committee Membership:	<p>Member of Advisory Board, ACAHUCH (Australian Centre for Architectural History, Urban and Cultural Heritage, University of Melbourne)</p> <p>Twentieth Century Buildings Committee, National Trust of Australia (Victoria), 1990-1994 (Chairman 1992-1993)</p> <p>RAIA Jury, Conservation Category, 1995, 1996, 1998 and 2001 Awards (Chairman 1996 &amp; 1998)</p>
Awarded:	<p>Henry and Rachel Ackman Travelling Scholarship in Architecture, 1987-88</p> <p>JG Knight Award, conservation of Heide 1, Royal Australian Institute of Architects, Victorian Chapter, 2003</p> <p>Lachlan Macquarie Award for heritage (commendation), conservation of Heide 1, Royal Australian Institute of Architects National Award program, 2003</p> <p>Award for Heritage Architecture, conservation of Coriyule Homestead, Australian Institute of Architects, Victorian Chapter, 2015</p> <p>Award for Heritage Architecture, conservation of Coriyule Homestead, Australian Institute of Architects, National Awards, 2015</p>