

Brunswick Street & Smith Street Built Form Review: SNITH STREET BUILT FORM FRAMEWORK

Prepared by **Hansen Partnership** in conjunction with **GJM Heritage** for **City of Yarra** November 2019

urban planning | urban design | landscape architecture

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Smith Street, looking south from outside 208 Smith Street.

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* Note: This document is a part only of a broader Built Form Review for the Brunswick Street and Smith Street Activity Centres : Built Form Review. It is a component part of a broader body of work that sets out a future proposition for two of Yarra's key Activity Centre spines and their adjoining mixed use precincts.

Preamble

The following urban design report has been prepared for the City of Yarra as the basis for an urban design vision for the Smith Street Activity Centre Spine. It sets out a preferred built form framework underpinned by an integrated urban design and heritage assessment.

The report has been prepared by a multidisciplinary team comprising Hansen Partnership (Urban Design) and GJM Heritage (Heritage) with the support of City of Yarra's internal working group.

The study area is identified in Figure 1.

This report sets out the rationale for proposed built from controls for Smith Street and is underpinned by key components, namely:

Part 1: Brunswick & Smith Context

- Part 2: Smith Street Precinct : Influences
- Part 3: Smith Street : Built Form Proposition
- Part 4: Recommended Controls

The report is part of a broader Built Form Review.



Oblique View of the Study Area and Surrounding Context

PART 1 BRUNSWICK ST & SMITH ST CONTEXT

The Brunswick Street and Smith Street Built Form Review seeks to set a clear framework for future change within two of Yarra's key Activity Centres and their adjoining Mixed Use area. Planning policy identifies such Activity Centres as areas for accommodating growth and change. Therefore, these are the areas that must be carefully planned and managed in order to accommodate progressive change while protecting (or indeed enhancing) existing established character and heritage values.

The project was initiated in May 2017 and encompasses large areas bound by Alexandra Parade (to the north), Victoria Parade (to the south), Wellington Street (to the east) and Nicholson Street (to the west).

As part of the process extensive analysis of the existing conditions was undertaken and documented within an overall Background report. This comprehensive analysis identified and divided the overall Review Area into ten 'place specific' precincts. Furthermore, a series of guiding objectives were identified to be contemplated across ten defined precincts.

This report addresses the Smith Street Precinct. The Brunswick Street, Town Hall Precinct and Gertrude Precinct reports are also being prepared in 2019. A Collingwood Precinct report was prepared in June 2018 and a Johnston St Precinct, Fitzroy East Precinct report were completed in June 2019. The remaining five other precincts will be addressed in subsequent reports.

1.1 Overarching Built Form Objectives

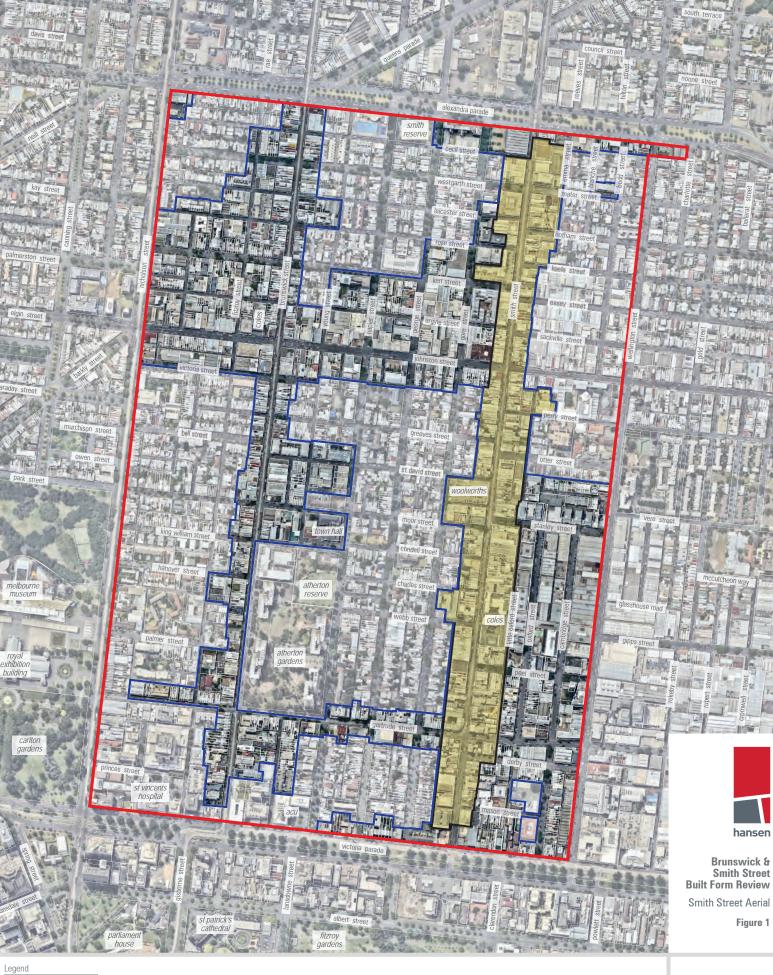
The following 8 objectives have been identified:

Objectives:

- 1. Recognise and carefully manage potential in key areas within the Activity Centres.
- 2. Highlight the character distinctions between the different retail streets and mixed use precincts within the Activity Centres.
- Reinforce the traditional Victorian cityscape of heritage streetscapes as dominant elements, including significant corner elements and identified local landmarks.
- 4. Ensure continued diversity through sensitive infill within traditional Victorian streetscapes.
- 5. Shape the retail streets and mixed use areas to ensure a high quality, people-oriented public realm.
- 6. Ensure development encourages walking, cycling and public transport usages through layout and design responses.
- 7. Ensure new development is sustainable and adaptive over time.
- 8. Manage the built form profile of new development to avoid adverse impact to surrounding areas, including heritage places, streetscapes and residential interfaces.



View looking north along Smith Street.







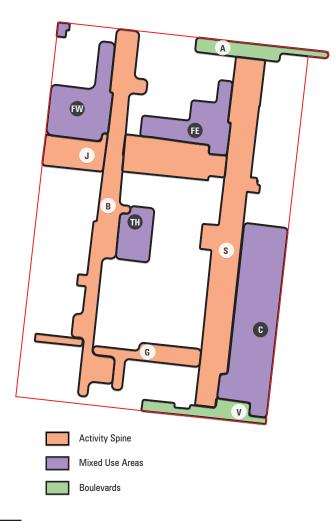
Project Ref: Dwg No.: Scale Date: Revision: 2017.073 UDD-002 1:6000 @A3 04.06.2019 A hansen partnership pty ltd melbourne | vietnam level 4 136 exhibition st melbourne vic 3000 t 61 3 9654 8844 f 61 3 9654 8088 e info@hansenpartnership.com.au w hansenpartnership.com.au

10 Precincts

The 10 precincts within the Brunswick & Smith Street Built Form Review are:

- Precinct 1: Brunswick Street (B);
- Precinct 2: Smith Street (S);
- Precinct 3: Gertrude Street (G);
- Precinct 4: Johnston Street (J);
- Precinct 5: Fitzroy West (FW);
- Precinct 6: Fitzroy East (FE);
- Precinct 7: Collingwood (C);
- Precinct 8: Town Hall (TH);
- Precinct 9: Alexandra Parade (A); and
- Precinct 10: Victoria Parade (V).

This report addresses Precinct 2: Smith Street (S).



1.2 Brunswick & Smith Built Form Precincts

Based on the initial analysis phase of the project the following Precincts were identified spatially as relatively coherent parts. The Precincts are largely defined by function as either:

- an Activity Spine;
- a Mixed Use Area; or
- a Boulevard.

Activity Spines

The Activity Spines are defined by the 'traditional' retail and commercial functions along the four main streets within the review area of:

- Brunswick Street;
- Smith Street;
- Gertrude Street; and
- Johnston Street.

Mixed Use Areas

The Mixed Use Areas are defined by the mixed use functions present in the non-residential land located generally in local streets, behind the Spines. The four renewal areas within the review area are:

- Fitzroy West;
- Fitzroy East;
- Collingwood; and
- Town Hall.

Boulevards

The Boulevards are the non-residential land to the northern and southern edges of the review area which front the broad road corridors of:

- Alexandra Parade; and
- Victoria Parade.



PART 2: PRECINCT INFLUENCES

Smith Street is one of the City of Yarra's Major Activity Centres and a key metropolitan activity spine with a long retail tradition and largely intact heritage character. The street defines the boundary between the suburbs of Fitzroy and Collingwood and is hemmed in by predominately Fitzroy residential properties and diverse Collingwood residential, mixed use and former industrial properties to either side. The overall streetscape character is diverse, comprising sections of highly consistent heritage scale and rhythm, sections defined by the strong profile of prominent heritage retail buildings and areas to the northern end where contemporary, renewal and taller forms have emerged.

The extent of the linear Smith Street Precinct is set out in Figure 3.

Boundary Description

This precinct encompasses the commercial properties which line Smith Street, bound by Victoria Parade in the south and Alexandra Parade in the north. The eastern extent of the precinct in defined by the extent of the C1Z and the western edge is also generally defined by the extent of C1Z and three discrete pockets of MUZ land.

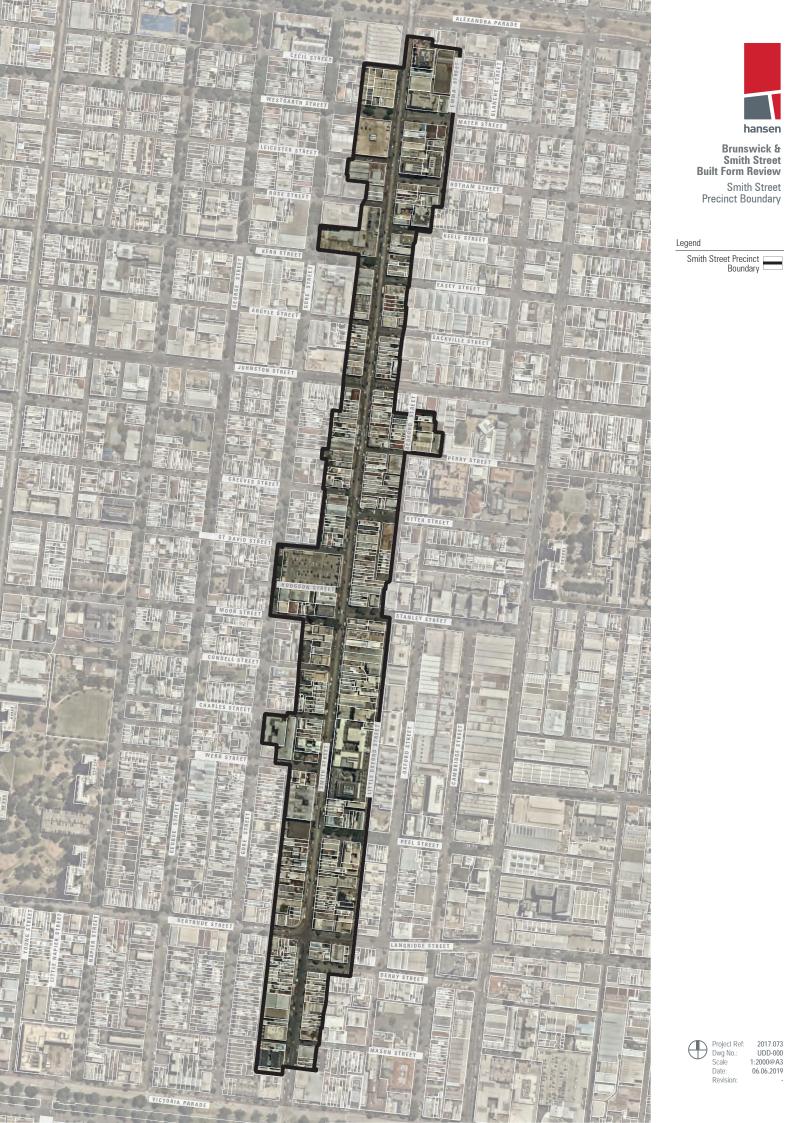
Built Form Character

Smith Street is a unique Activity Centre spine with a particularly strong north-south visual framework informed continuous segments of traditional and largely intact heritage retail buildings typically extend from anchoring key intersections such as Johnston and Gertrude Streets, before variation is presented by punctuations of 'grand retail' forms, remnant of the historical department store typology. Medium rise apartment forms set behind traditional street walls represents an emerging character of change, particularly north towards Alexandra Parade.

The corridor benefits from a series of important local landmarks, typically occurring at corners which act as important wayfinding elements through the precinct. Other local landmarks occur mid-block, some of which are located at the termination of perpendicular streets, increasing the visual extent and influence of these buildings, such as the Victorian Heritage Registered Post Office. The topography gently falls north of Johnston Street, resulting in the taller contemporary forms generally sited within the line of traditional 2 storey parapets in long distant corridor views from higher land south of Johnston Street. While the corridor is largely defined by long segments of fine grained allotments, the precinct presents a number of anomalous larger sites accommodating warehouses found both along the spine as well as in the adjacent 'back-blocks.'



Recent Smith & Co, development



2.1 : Foundations

Setting an agreed vision for this section of Smith Street must be underpinned by an understanding of its diverse conditions, including the fabric of existing and approved buildings and relevant 'foundation' influences as set out in Figure 4 and as follows:

Topography & Views

Along much of the Smith Street corridor, topography is relatively flat with the exception of a noticeable fall in the section north of Johnston Street down to Alexandra Parade. While, landform does fall considerably from west to east to either side of Smith Street. The west comprises the residential streets of Fitzroy 'perched' on higher ground in contrast to the 'Collingwood Slope' and predominantly former industrial land to the east. As a result views along the side streets are terminated by Smith Street frontages of the opposite side. However, from along Smith Street distant views towards the east are available.

Off-set side streets

A legacy of the area's initial subdivision and development pattern, with Smith Street defining the then eastern edge of Melbourne's first 'planned' suburb (Fitzroy) and evolving in a less controlled pattern Collingwood. As a result, there is limited direct connectively (both physical and visual) across Smith Street except of the main roads of Gertrude/Langridge Street and Johnston Street (and Westgarth -Mater Streets). This street pattern of terminating T-intersections with Smith Street reinforces the street's role and function as the primary activity and movement 'spine' for the neighbourhoods to either side.

Northern End

There is opportunity for development at the northern end of Smith Street (north of Argyle-Sackville Streets) in response to generally larger lots and limited heritage fabric, reinforced by the lack of the Heritage Overlay. To the north of Argyle Street, properties on the western side of Smith Street are strongly influenced by their industrial past and along the eastern side (north of Keele Street) is an emerging strip of prominent contemporary mixed use developments with clear street wall definition and setback taller form. Further consolidation of this northern end presents considerable opportunity for development of a commemorate scale.

Grand Retail Legacy

The central section of Smith Street (between Gertrude and Johnston Streets) was at the turn of the 20th Century Melbourne's premier retail destination. Dominated by the grand department store buildings of Foy and Gibson and Patersons, the emergence of the Coles Variety store and serviced by cable trams Smith Street was booming. The street blocks reflect this legacy with the provision of Little Smith Street and Little Oxford Street which mimic the big and little street arrangement of the CBD. Although some of these significant retail buildings have been lost, their built form legacy remains evident as Smith Street comprises a streetscape diversity of prominent grand buildings interspersed with traditional heritage shop fronts.



View north along Smith Street towards Johnston Street and low lying land beyond.



Terminating view along Leicester Street, looking east towards Smith Street.



Prominent recent developments defining northern end of Smith Street.



Former Foy and Gibson department store at 145 Smith Street.

Southern End

The prevailing Smith Street character dissipates to the south of the Gertrude/Langridge Street junctions and retail activity wanes due to the lack of tram provision. On approach to Victoria Parade to built form comprises a relatively consistent 2 storey street wall and rhythm although the architectural detail is less prominent with the presentation of simple façades and the presence of a few warehouse forms.

Local landmarks

Like many traditional high streets, Smith Street comprises a number of local landmarks which act as wayfinding devices along it's length. These more distinct and noticeable buildings often relate to more 'civic' services, articulate corners and punctuate the streetscape with distinguishing architectural features. Along Smith Street, 12 such 'local landmark' buildings have been defined in collaboration with GJM Heritage and are as follows:

- The Gasometer Hotel 484 Smith Street;
- Former State Saving Bank 337 Smith Street;
- The Birmingham Hotel 333 Smith Street;
- Corner shop 257 Smith Street;
- Ackman's Furniture Warehouse facade (Woolworths) -243-247 Smith Street;
- Paterson Furniture Warehouse 231 Smith Street;
- Former Post Office 174-180 Smith Street;
- Patersons Building 173-181 Smith Street;
- Former Union Bank Building 165-167 Smith Street;
- The Grace Darling Hotel 114 Smith Street;
- Foy & Gibson Store 145 Smith Street; and
- Stanford Block 119-129 Smith Street.

Key Junctions

The precinct comprises several prominent junctions along the Smith Street spine, which act as important gateway elements and anchor sections of the streetscape. Key junctions include the boulevard bookends of Victoria and Alexandra Parades to either end, with notable junctions of Gertrude/Langridge Streets and Johnston Street which are anchored by consistent streetscapes and corner forms and define the central section of Smith Street.

Movement Corridors

Smith Street is the primary movement corridor and spine for the Precinct. It comprises main north-south movements for pedestrians, cyclists, and vehicles. North of the Gertrude/ Langridge Street junction it also comprises public transport provision, accommodating Tram Route 86. The provision of kerbside parking restricts vehicle movements to a single lane (in each direction), with cars and trams sharing the lane. This leaves limited move for cyclists and slows traffic speeds and discourages through traffic movements. Designated north-south cycle movements are encouraged to either side of the Precinct along Napier and Wellington Streets.



Buildings along the western side of Smith Street, looking south.



Local landmark, the former Ackman's Furniture Warehouse - now Woolworths.



Junction of Gertrude/Langridge and Smith Streets.



Tram route 86 along Smith Street.

Adjoining Built Form Precincts

As a narrow linear corridor, Smith Street traverses varied abutting conditions to either side and along its length. To the west, on higher ground sit residential streets of Fitzroy fronting predominantly north-south tree lined streets of Gore and George Streets. To the east, is the 'Collingwood Slope' which is located within the Collingwood Precinct and dominated by the former industrial Foy and Gibson complex which presents a robust but consistent built form. Both the Gertrude Street and Johnston Street Precincts terminate into the Precinct at eastwest main street spines. North of Johnston Street the abutting conditions become more varied to either side with mixed use and commercial abuts transitioning to residential streets on approach to Alexandra Avenue.

Borrowed Landscape Amenity

The Smith Street spine is devoid of street trees between Gertrude/Langridge Streets and Johnston Street. The southern and northern end comprise provision of relatively recent street trees, which are yet to mature and become a prominent visual component of the streetscape. The central section of Smith Street 'borrows' some landscape amenity from the established street trees within the 'green streets' of Moor, Stanley and Peel Streets which project into the Smith Street streetscape and are reinforced at ground level through the provision of expanded public realm provision.

Heritage

The vast majority of the precinct is subject to the Heritage Overlays (H0333 and H0464), comprising individually significant and contributory buildings of varying typologies including fine grain shops, former department stores, bank buildings, corner pubs and a few former factories. Several buildings of individual significance are subject to a site-specific Heritage Overlay including the 15-17 Bedford Street (H095), 33-47 Bedford Street (H096), 2 Derby Street (H099), The Grace Darling Hotel (H0135), Former Post Office (H0136), 2 Stanley Street (H0137), 165-169 Smith Street (H0187). While the H0 extents across most of the Precinct, there are notable clusters of buildings north of Johnston Street which comprise non-contributory buildings.

Traditional Shop fronts

Located in clusters along Smith Street and to either side of the key junctions of Gertrude/Langridge and Johnston Street and attached rows of intact, heritage shop fronts which present a highly consistent streetscape character and build from rhythm. These sections of Smith Street are distinct from other more diverse parts of the streetscape.



Looking south along Little Oxford Street, abutting the Foy and Gibson complex.



Established street trees within Condell Street projecting into Smith Street.



The Grace Darling Hotel (HO135).



Consistent traditional shopsfronts along Smith Street to south of Perry Street.

Recent Development Trends

Substantial medium to high density development has occurred along the corridor, particularly to the northern end with forms ranging in scale from 7 to 10 storeys. In the central section of Smith Street development has been far less frequent and generally limited to upper level additions. The key exception being the significant mixed use development (Smith & Co) comprising a Coles supermarket on a large consolidated site which presents a varied 2-3 storey street wall and overall scale of 6 to 8 storeys. Recent planning permit approvals within the Precinct are typically 6 to 9 storeys and there has been a single 7 storey development in the stretch, south of Gertrude Street.

Open Space

There is a lack of notable open space in the Precinct. The nearest public open spaces are the pocket parks to the east, within the 'Collingwood Slope' and Smith Reserve, to the north and west. Therefore, the importance of the expanded public realm provision at 'green street' junctions with Smith Street is heightened. This provision of corner 'pause places' occurs at the junctions of Peel, Stanley, Otter and Moor Streets with Smith Street. Maintaining solar access to these locations will be important to ensuring their continued utilisation.

There is also a perceived public open node at the corner of Gertrude and Smith Street, however this open corner which comprises public benches and landscape provision is privately owned and utilised primarily for advertising purposes.



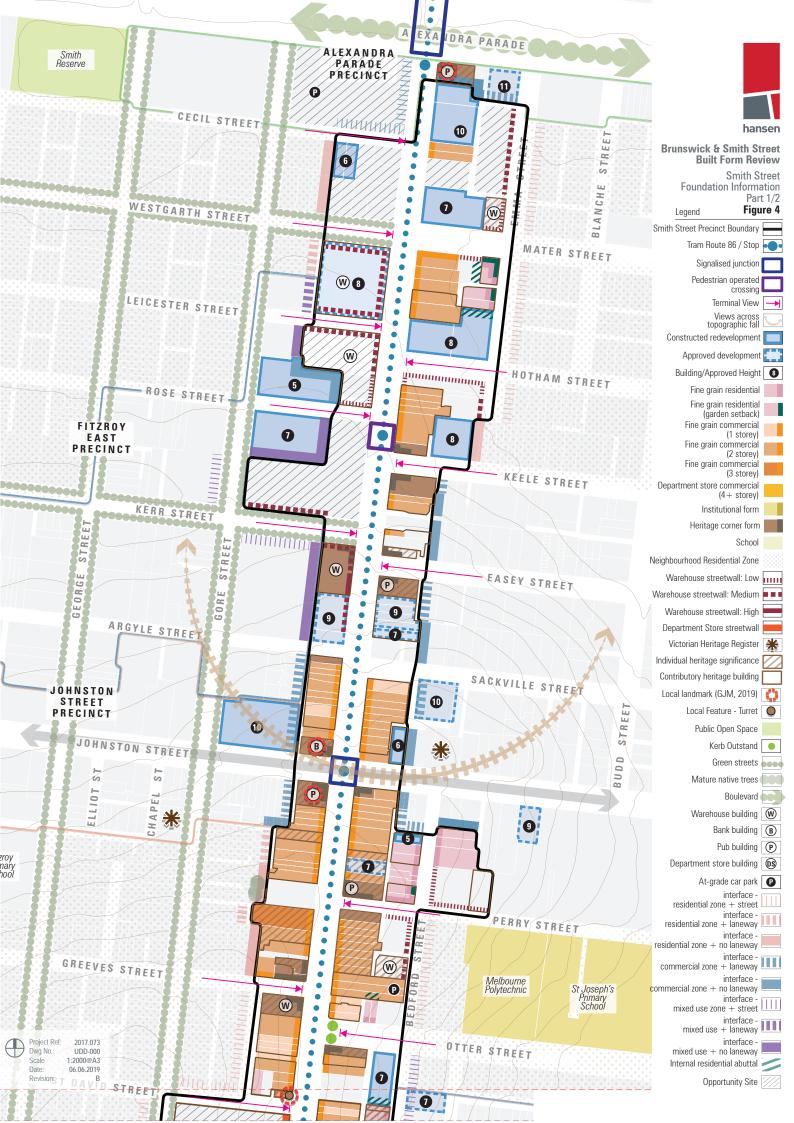
You and I' 7 storey development at 450 Smith Street.

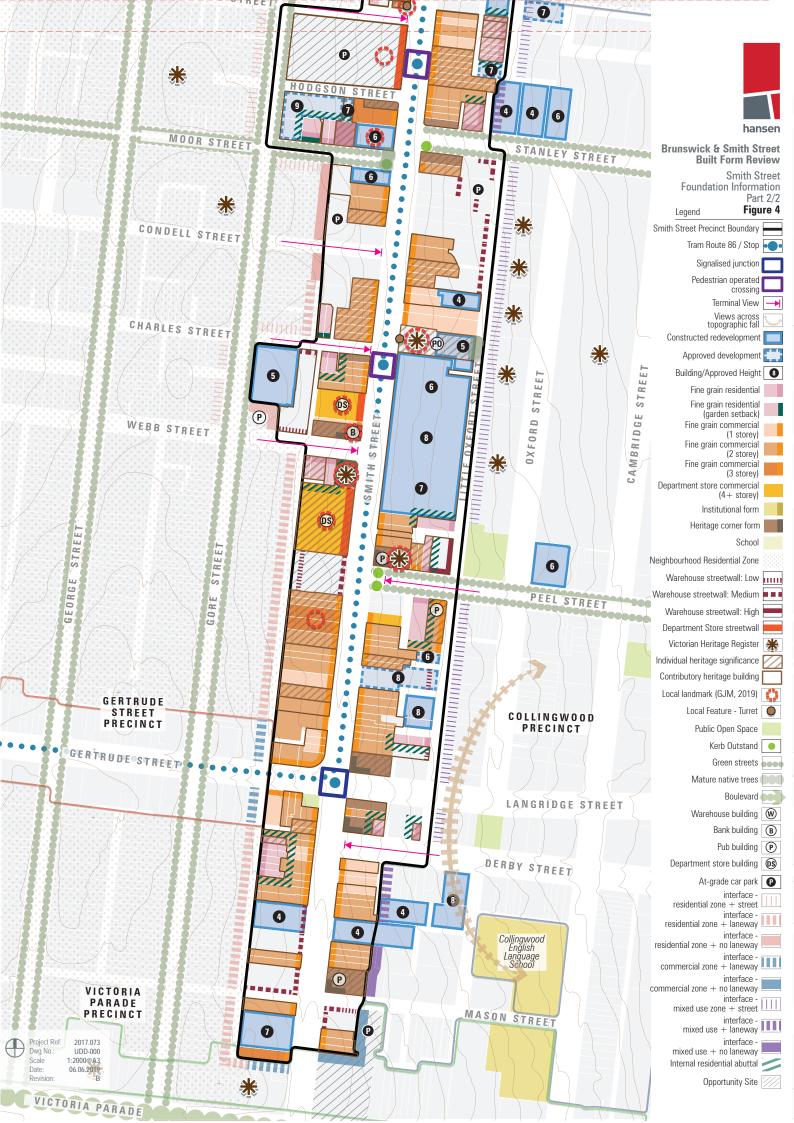


Expanded public realm incorporating flexible seating at Otter Street.



Privately owned 'public' space at 246-248 Gertrude Street.





2.2 : A Smith Street Precinct Built Form Framework

In response to these foundation matters, a Built Form Framework has been advanced to reinforce indicative locations for varying level of change within the locality. A Framework is not definitive (like a Built Form Control Plan). It seeks to identify 'gestures' that shape the look and feel of the city. In this instance, the framework recognises the importance of the following attributes- Refer to Figure 4:

Grand Retail

Central to the Smith Street spine and the strongest built form legacy of its rich history is the presence of grand retail buildings which project above the predominant datum of otherwise finer grain 2 storey shop fronts. These former large format stores are all located on the western (Fitzroy) side of the street and are all defined as local landmarks, given the presence within the broader streetscape. This section of Smith Street has always been the 'core' of activity along the corridor, confirmed by the positioning of the former Post Office and heritage bank buildings and still contains the main retail anchors and associated activity.

Order

Positioned beyond the central section of Smith Street and anchored by the key east-west main road interfaces are stretches comprising a consistent streetscape character of predominantly traditional 2 storey shop fronts. Comprising a fine grain rhythm with continuous street wall provision and verandahs to Smith Street resulting in a uniform presentation with individual façades being defined by subtle changes in colour, material and architectural features.

Capacity

These 'bookend' precincts lack heritage fabric and control present along the remainder of the Smith Street spine. Located to the periphery, at either end of the street and in proximity to the broad boulevards of Alexandra and Victoria Parades they are also distinguished from the more consistent sections due to the broader lots, comprising either heritage factory forms and warehouses. Both these precincts already contain recent developments which seek to provide a streetscape response, while also providing rising forms above.

Heritage Values

The precinct has considerable heritage values, comprising large stores, the post office, banks, heritage factories, corner hotels. The buildings are mainly located within the middle section of the corridor, between Gertrude/Langridge Street and Johnston Street junctions and on the western side of the street. Given the broad heritage control and street wall definition, there is potential for moderate infill for much of the Smith Street spine. However, there is no heritage control at either end of the corridor, which provides greater opportunity for infill development to occur.



Former Paterson Furniture and former Ackman's Furniture stores.



Former Foy and Gibson and Patersons Buildings on western side of Smith Street



Consistent heriage shopfront presentation to western side of Smith Street.



Former MacRobertson factory towards northern end of Smith Street.

Allotment Depth and Width

The precinct has a moderate level of growth opportunity in response to its generally consistent rhythm of block sizes and heritage/ residential abuttal constraints. The level of moderate growth is apparent along the majority of the spine and overall scale will be particularly influenced by lot depth and rear interface factors. In contrast, to either end of the corridor significant infill can occur in response to larger lot sizes and as landform falls away to the north.

Large Non-Contributory Sites

Are generally larger, non-contributory sites which contain wider than normal frontages and also often occupy corner positions with secondary street addresses. Along Smith Street, they also tend to terminate views from side streets. These subdivision attributes are favourably to future development. They are also sites that have not recently been developed. Therefore, clear built form guidance will be required to ensure that future forms on these sites, which more likely to experience built form change in the short to medium term is critical to ensure that the prevailing and valued streetscape character is respected.

Back Blocks

Behind the Smith Street spine are discrete pockets of 'back block' sites which front side streets or parallel 'little streets'. Traditionally these areas have serviced as an informal transitional area, between the rear of 'main street' forms and abutting residential or industrial areas. While these areas can accommodate new forms their development opportunity is strongly influenced by the proximity and sensitive of neighbouring properties beyond the Precinct. The existing hierarchy of primary and secondary street addresses will assist in managing future 'fronts' and 'backs', of development contributing to the strengthening of pedestrian activity to the Smith Street spine.

Junctions

Future built forms can contribute to junction definitions to assist with wayfinding and sense of place. Where Smith Street intersects with other 'main streets' at Gertrude/ Langridge Street and Johnston Street, future forms should be shaped to retain primacy of local landmarks when viewed in the round. Higher pedestrian footfall can also be expected along these commercial streets, where pedestrian amenity (solar, sense of enclosure and ground level activation) should be prioritised.

Green Streets

The Precinct is punctuated by the east-west 'green street' of Peel, Stanley, Moor, Kerr and Westgarth Streets, all comprise 20m road reserves and are defined by the large established canopy trees. The junction of these higher amenity streets are acknowledged through the provision of kerb extensions and public nodes or 'pause places'. It is imperative that future development continues to support high pedestrian movement. Opportunity to realise additional 'pause places' at Kerr and Westgarth Streets should be investigated as part of future Smith Street improvement.



Northern end of Smith Street, comprising varied lot sizes and associated form.



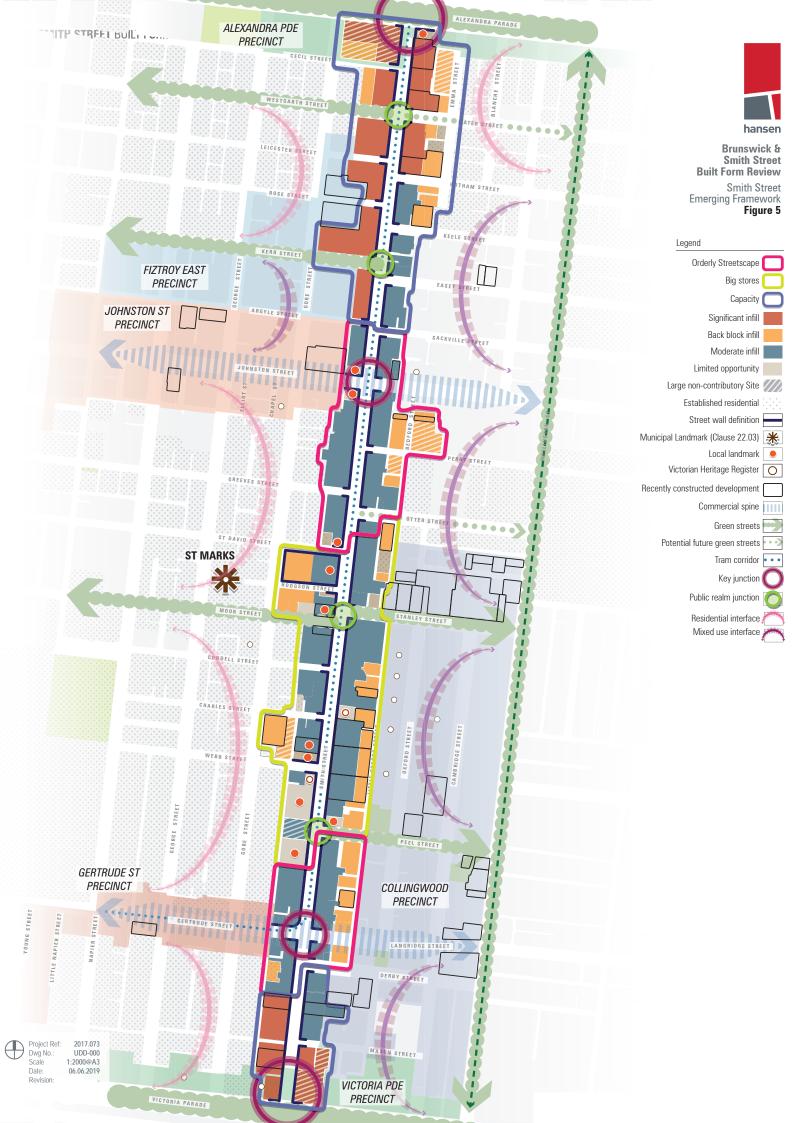
Junction of Gertrude and Smith Street.



Built form transition to Emma Street 'back block.



Green Street - Moor Street, looking east towards Smith Street



Given this Framework for change, the following future character statement is recommended.

Future Character Statement

Smith Street will continue to be a notable retail street, reflecting its rich history and largely intact heritage fabric. The northern and southern ends of the street have the greatest capacity for change, given larger lots sizes and less intact heritage values. The streetscape is diverse and varies from a low rise, fine grained character to a stronger profile defined by prominent retail buildings. These diverse 'shifts' in the streetscape character are to be retained and reinforced.

Future development in Smith Street will complement existing heritage values by the established reflecting streetscape rhythm and adopting a respectful scale and profile. Overall, future development along the street will retain the sense of openness and high public realm amenity.

Framework Principles

In response to the varied urban fabric of the precinct, the following future built form character principles apply.

This includes:

- 1 Recognise development opportunity on large, non-heritage sites and at both ends of Smith Street
- 2 Protect prominence of local landmarks
- 3 Reinforce consistent and orderly streetscape presentation around Gertrude and Johnston Street junctions
- 4 Retain prominence of heritage department stores
- 5 Maintain solar access to the opposite footpaths along the commercial spine and green streets
- 6 Acknowledge existing and approved development
- 7 Transition to the residential edges

PART 3: BUILT FORM PROPOSITION

The Built Form Proposition has been derived from the Framework, which was informed by the Foundation and underpinned by the overall background analysis. The **Smith Street Built Form Proposition** sets street by street parameters for the precinct's evolution. The parameters identified are neither fixed or absolute, but intended as benchmarks to guide change. They are represented in Figure 6 and are derived from the following basis.

- Heritage Input;
- Municipal Housing Strategy;
- Precinct Character;
- Solar Access;
- Terminal Views;
- Local Views and Vistas;
- Heritage Streetwall & Upper Levels;
- New Streetwall & Upper Levels;
- Upper Level Setbacks;
- Upper Level Expression;
- Heritage frontage;
- Transitions;
- Residential Interfaces;
- Non-residential Interfaces (including laneway); and
- Building Separation, Amenity & Equitable Development.

The rationale for height parameters is outlined as follows:

3.1 Basis of Height Parameters

Heritage Input

GJM Heritage provided extensive heritage input based on comprehensive analysis comprising:

- The heritage grading of each property within the Heritage Overlay;
- The currency of the existing Statements of Significance;
- Confirmation of places with Victorian Heritage Register nomination;
- Identification of local landmarks; and
- Recommended built form parameters to appropriately manage development within the heritage context.

Refer to GJM Heritage report for details.

Housing Strategy

The Smith Street corridor is predominantly designated for moderate change, with the exception of the northern end, which is identified for high change.

Precinct Character

Key characteristics that distinguish the Smith Street precinct are attributed to intact heritage fabric and perpendicular 'green' streets. Diversity in built form is attributed to a variation in the subdivision pattern, land use function and built form typology (dwellings, traditional shop fronts or warehouses). The built form presentation is varied and comprises a mix of fine grain residential, recent apartment buildings and department store forms. New development should seek to respond to the unique contextual characteristics and respond to particular sensitivities as required.



Smith Street, looking north from Keele Street

Solar Access

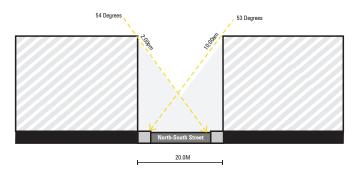
In inner urban areas such as Fitzroy and Collingwood, access to sunlight is an important consideration. Therefore, future urban form should protect sufficient solar access to key public realm and open spaces to ensure 'life and attraction' at the street level for residents and visitors.

The Urban Design Guidelines for Victoria contains the following relevant Objectives and Guidelines:

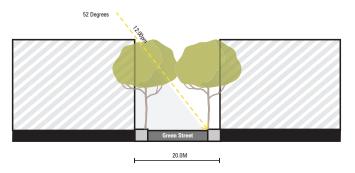
- 'Objective 5.1.3 To ensure buildings in activity centres provide equitable access to daylight and sunlight', and
- '5.1.3a Locate and arrange the building to allow daylight and winter sun access to key public spaces and key established street spaces.'

Along the Smith Street Precinct, we recommend the following solar access measures to avoid, or minimise overshadowing outcomes, measured on 22 September (equinox):

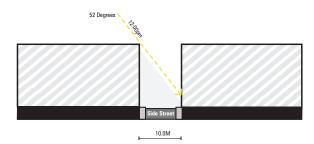
- Along Smith Street (commercial street): avoid overshadowing of western footpath (3m from property boundary) from 10am onwards.
- Along Smith Street (commercial street): avoid overshadowing of eastern footpath (3m from property boundary) before 2pm onwards.
- Along 'green streets' (refer to Figure 4): avoid overshadowing of southern footpath (3m from property boundary) between 10am to 2pm.
- Along side streets (within the study area): avoid overshadowing above the ground floor of buildings. On narrower perpendicular side streets, some overshadowing of footpath (south side) is inevitable. It was determined that protection of solar access to first floor should be supported.
- Along side streets (outside the study area): avoid overshadowing of footpaths to opposite side of the street between 10am to 2pm.



10am and 2pm exquinox solar angles along 20m wide Smith Street



12pm exquinox solar angle along 20m wide 'Green Streets'



12pm exquinox solar angle along 10m wide side streets

Local Views and Vistas

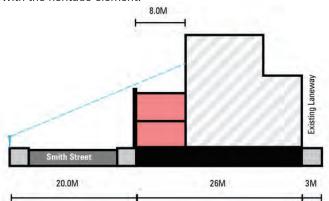
According to the Yarra Landmarks policy, there are no local views or vistas identified within the precinct. However, the presence of corner buildings is a characteristic of Smith Street, therefore retaining views to and 'space' behind these prominent corner forms is important to ensure they retain their prominence and 'hold' the corner. The following corner heritage buildings have been identified within the Smith Street precinct:

- Former State Savings Bank;
- The Birmingham Hotel;
- Shop at 257 Smith Street;
- Former National Bank of Australia;
- Former Union Bank; and
- The Grace Darling Hotel.

Heritage Street wall & Upper Levels

GJM has also provided heritage input for appropriate upper level setback to heritage buildings, which seek to reinforce the objectives found in Clause 22.02 and 22.10. A default 8m measurement (to the new built form and balcony line) is applied to all sites fronting Commercial Streets including Smith Street, Johnston Street and Gertrude Street. This is to ensure adequate protection of the primary heritage 'volume' and local landmark features (including chimneys, and exposed roof forms) often found at the junction of these streets. The default upper level setback will also protect facade articulation in the streetscape elevation with spatial separation between the street wall frontage and recessive upper levels (behind).

Where opportunity for taller development exists behind the heritage volume, an upper level setback greater than 8m will be 'required' (as an absolute parameter) in addition to consideration of a sensitive architectural design treatment (massing, form and materiality) to ensure the new form does not visually compete with the heritage element.



New Street wall & Upper Levels

In urban areas, almost all urban design guidelines seek to introduce a 'street wall' and 'upper level front setback' measure. The purpose for such a distinction and separation is to ensure predominance of the 'traditional' forms and parapets within the streetscape, while enabling provision of new and increased heights in a recessive order. Upper level setbacks also retain a sense of openness to the street, which are prominent in a pedestrian's field of vision and reinforce the traditional street wall scale. Within the study area, there is extensive heritage fabric which is to be retained and enhanced. The recommended built form parameters for heritage sites draw on the provisions of Clause 22.02 and 22.10 (refer Heritage Street wall).

Along Smith Street, heritage streetwalls vary in height, comprising sections of consistent heritage forms and noticeable shifts in profile between traditional commercial shopfronts and prominent department store forms. To respond to these different streetscape characteristic a new streetwall should match the adjoining heritage forms, whilst a variation of up to 1 storey (lower) is possible in a more 'diverse' streetscape. Importantly, new street wall should not result in diminishing the heritage quality of the streetscape.

For sites with the opportunity to establish a continuous new street wall (that responds to its abutting heritage walls) and recessive upper levels, recommendations are derived from other Planning Scheme Amendments, associated Panel reports as well as recent heritage advice from GJM Heritage.

It is preferred that new built form reinforce the established urban form patterns that are distinctive to Smith Street, comprising streetwalls and recessive upper levels. The visual distinction between street walls and upper levels is an important consideration. For this reason, a 'default' 8m setback along Commercial Streets and a minimum 3m* will be applicable to new form to:

- · Provide a clear separation between streetwall and upper forms;
- Ensure new upper form do not visually dominate streetscapes;
- Create consistent upper level setbacks along streetscapes that comprise a mix of heritage and non-heritage forms; and
- Reinforce the visual dominance of streetwalls.

*We note that from heritage perspective, a 6m setback is preferred.

Cross-section of rescessive form behind heritage frontage

Upper Level Setbacks

In urban areas, almost all urban design guidelines seek to introduce a 'streetwall' and 'upper level front setback' measures.

The purpose for such a distinction and separation is to ensure predominance of the 'traditional' forms and parapets within the streetscape, while enabling provision of new and increased heights in a recessive fashion. Upper level setbacks also retain a sense of openness to the street, which are prominent in a pedestrian's field of vision and reinforce the traditional streetwall scale.

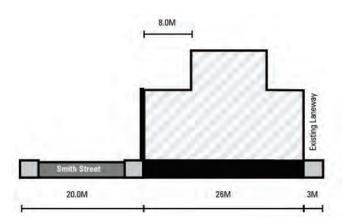
Along Smith Street there is extensive heritage fabric which is to be retained and enhanced. The recommended built form parameters for heritage sites draw on the provisions of Clauses 22.02 and 22.10 (refer Heritage Streetwall), recommendations from other PSAs and associated Panel reports and recent heritage advice from GJM Heritage.

The recommendations for non-heritage sites seeks to provide a clear distinction between streetwall presentations and upper forms, to reinforce the visual dominance of streetwalls (refer New Streetwall).

Upper Level Expression

The design of upper levels of new development should:

- Be well articulated and break up the building mass;
- Distinguish between the lower and upper levels through materials and articulation;
- Be designed so that side walls are articulated and read as part of the overall building design and not detract from the streetscape when viewed from direct and oblique views along the streetscape; and
- Provide passive surveillance of adjacent streets and public open space.

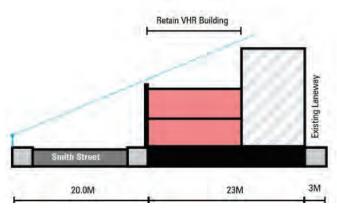


Preferred upper level setback above new street wall

Heritage frontage

Based on an understanding of heritage advice and the distinct built form character to the south of Gertrude Street, the following parameters guide the preferred built form response for heritage frontages in this area:

- Buildings subject to the Victorian Heritage Register should generally remain unchanged (aside from restoration).
- Where new buildings are proposed on VHR sites, they are to be positioned behind existing structures, ensuring heritage frontages are not concealed by new forms from streetscape views.



Cross-section of concealed form behind VHR frontage

Transitions

Transitions in scale are an existing characteristic of the broader Fitzroy and Collingwood area. There are many examples of older commercial or warehouse forms side by side with fine grained dwellings. In this context a change in streetwall height of one storey is common within the streetscapes of the precinct.

In order to maintain this characteristic of gradual variation, particularly within the streetwall, new buildings must contain a streetwall that matches the height of any abutting heritage streetwall/building, or is no greater than one storey higher in order to maintain the prevailing streetscape character and streetwall modulation.

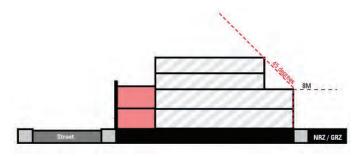
Larger sites may be able to accommodate for gradual transitions through recessive upper levels and transition in scale in response to abutting heritage forms. In order to avoid undesirable 'wedding cake' forms, minimal 'steps' in built form massing is encouraged. Transitions in scale should, as a minimum, occur in paired levels.

On sites which directly abut single storey heritage forms and existing private open spaces a more tempered built form transition is recommended to ensure new form sensitively responds to the existing abuttal.

Residential Interface (including laneway)

Most residential properties are generally located to the east and west and are separated from the study area by a laneway, or street. There are instances where the study area has a direct abuttal to residential properties (ie. between Cecil & Westgarth Streets and between Moor & Charles Streets) with shared side boundaries. These common boundaries are mostly defined by building sideages, or party wall (1-2 storeys). Direct abuttal to private open space exists but is limited.

Along both interfaces, we recommend a 8m (2 storey) form at the interface, with any built form above set back within a 45 degree built form envelope to protect residential amenity.



Cross-section of built form transition to residential zoned land



Smith Street, looking north from Condell Street

Non-residential Interfaces (including laneway)

Built form needs to respond to laneway interfaces. Within the study area the existing laneways, their function, widths and arrangements vary. New development will need to appropriately address both the existing laneway condition as well as adjacent properties. Therefore, we recommend:

To laneway abuttals new development should present a maximum 11.2m (3 storey) form at the interface, with any built form above set back 4.5m from the centreline of the laneway of up to 5 storeys.

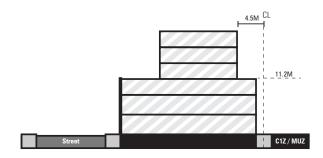
Building Separation, Amenity & Equitable Development

New development should provide a design response that considers the existing condition and future development opportunities of adjacent properties in terms of outlook, daylight and solar access to windows.

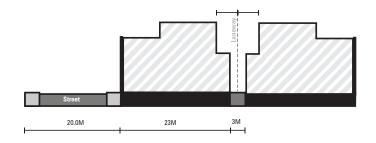
Development should be setback from common boundaries to provide separation between buildings at the upper levels:

- a minimum of 4.5m from the boundary where a habitable room window is proposed;
- a minimum of 3m from the boundary where a non-habitable room window or commercial window is proposed; and
- a minimum for 4.5m from the edge of a proposed balcony or terrace.

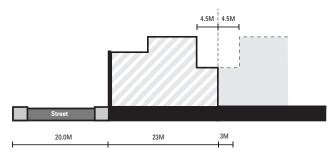
Where the common side boundary is a laneway, the setback is measured from the centre of the laneway.



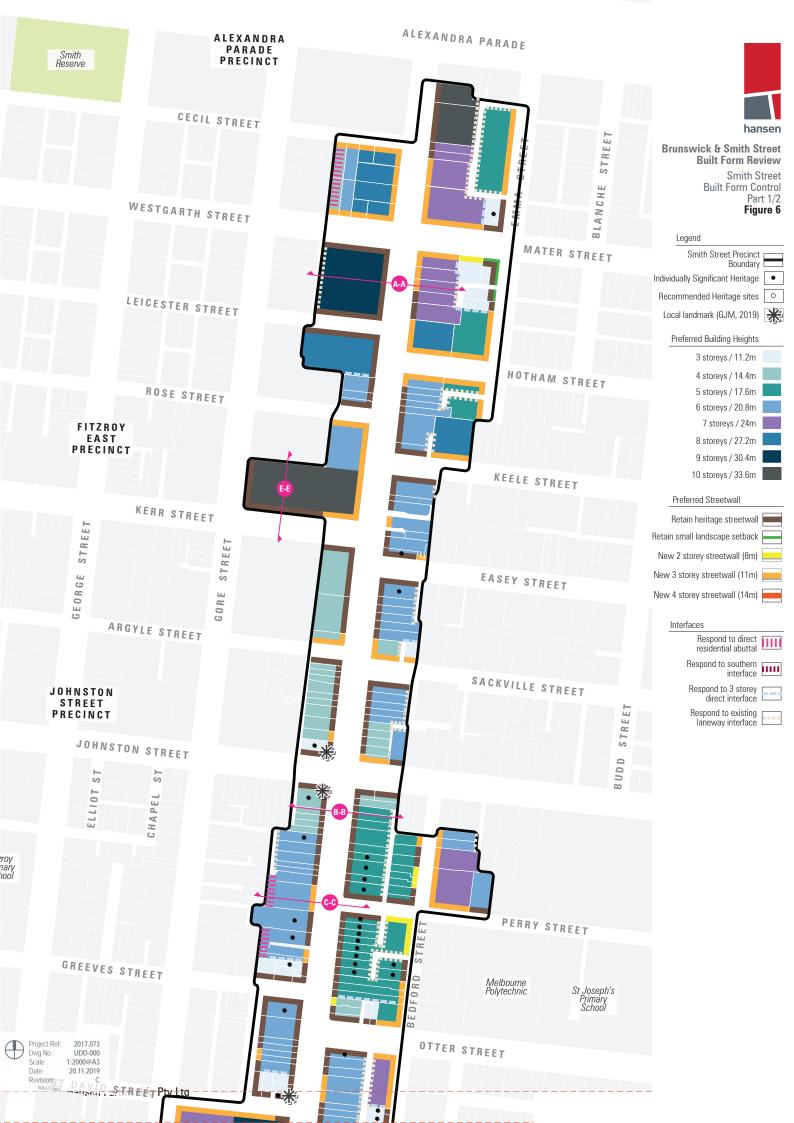
Preferred built form transition to MUZ or C1Z sites



Preferred 4.5m setback of upper levels from centreline of laneway (minimum 3m wide)



Preferred 4.5m setback of upper levels from rear boundary





PART 4: RECOMMENDED CONTROLS

4.1 Methodology

The formulation of future building heights and streetwall conditions within the Smith Street Precinct has been influenced by many factors, including:

- Planning Policy Framework;
- Local Planning Policy Framework, including Zones and Overlays;
- Practice Note No. 60 Height and Setback Controls for Activity Centre;
- Practice Note No. 59 The Role of Mandatory Provisions in Planning Schemes;
- City of Yarra Housing Strategy (Adopted 4 September 2018);
- Review & Development of the City of Yarra Landmarks Policy (March 2018);
- Urban Design Guidelines for Victoria, 2017;
- Anticipated scale and form of development outside the study area (i.e. within Residential and Employment Zones);
- · Views to existing landmarks from the public realm;
- Recognition of Yarra's heritage skyline;
- Recent development approvals (including those currently underconstruction);
- 3D computer modelling of built form testing for the study area;
- Independent heritage advice and existing character considerations, consistent with the expert heritage advice provided by Council's heritage advisors (GJM Heritage);
- The overall Brunswick Street and Smith Street Built Form Review Background Report (November 2019); and
- Extensive site inspections and workshops with Council's officers.
- Planning Panel Recommendations for:
 - Johnston Street Local Area Plan (C220);
 - Queens Parade Built Form Review (C223).

4.2 Assumptions

Formula for Deriving Numerical Building Heights

The maximum building heights has been calculated to a higher (than minimum) floor to floor heights in order to:

- Respond to the typical heights found within heritage buildings (between 8-11m);
- Accommodate for greater than minimum standards and provide flexibility for future uses;
- Allowance for other design elements to be accommodated, such as parapets, railings, etc.

The following numerical floor to floor dimensions where employed:

- Ground and First Floor: 4m
- Second Floor and above: 3.2m

Note: Higher numerical floor levels for mixed use development may be required at upper levels.

Formula for Deriving Numerical Streetwall Heights

The maximum streetwall heights have been calculated based on the above floor to floor heights, plus additional height to allow for parapets, balustrades and minor architectural features.

Zero front setback

New buildings within Activity Centres and inner urban areas such as Smith Street should generally be built to the street frontage in order to:

- Respond to the prevailing built form character of the area;
- Provide a clear definition at the street edge; and
- Maximise the developable area.

With the exception of retaining small front setbacks to heritage dwellings all new building within the commercial and mixed use zone should have a zero street setback.

Top Floor Depth

A minimum depth of approximately 10m for the upper most level has been considered in determining overall building heights. This minimum dimension is based on a typical apartment depth, and provision of efficient access.

4.3 Precincts

Based on the linear extent of Smith Street and the distinction in future built form characteristic along the corridor and back block areas (as determined by the Built Form Framework Plan), the study area is divided into several precincts as follows:

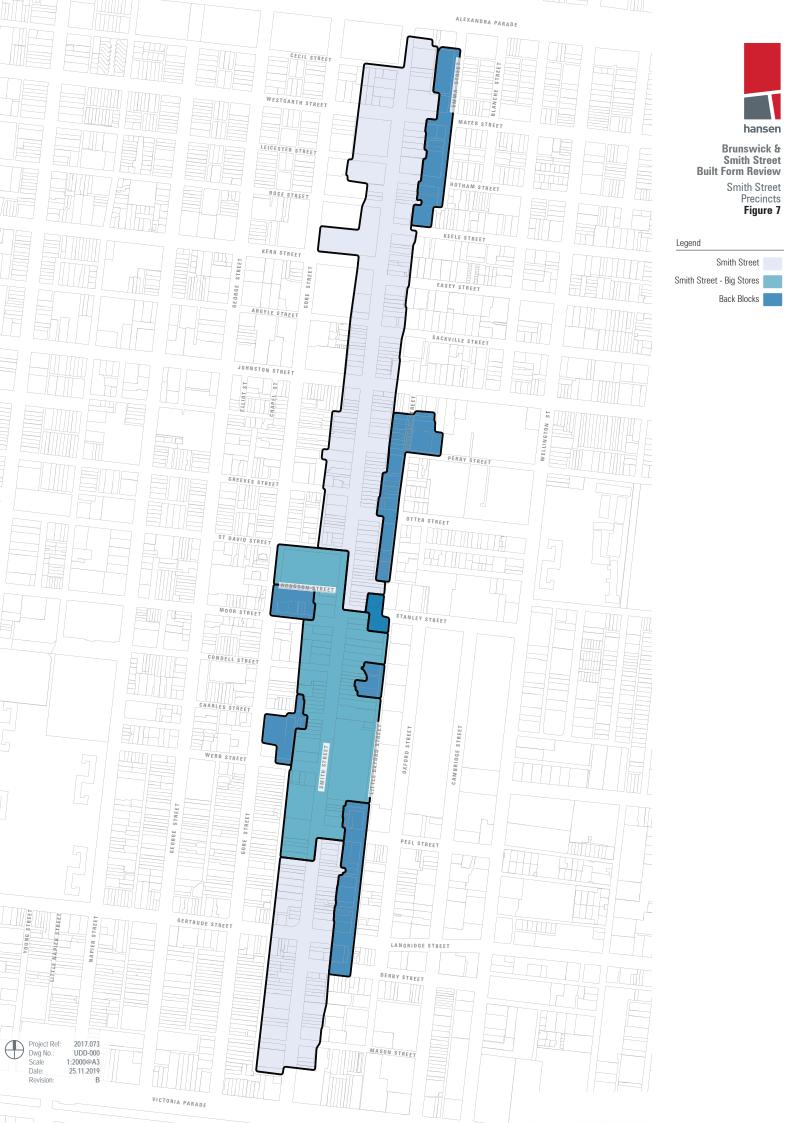
- Smith Street
- Smith Street Big Store; and
- Back Blocks.

The following table provides a concise breakdown of these precinct and key built form parameters.

Proposed Building Heights

PRECINCT	STREET WALLS / GROUND LEVEL SETBACKS	PREFERRED MAXIMUM BUILDING HEIGHTS
	 Match adjoining heritage eaves/parapet, or lower. 	
SMITH ST	 Where there is no adjoining heritage street wall, maximum 11.2m. 	11.2m to 32.8m (3 to 10 storeys)
SMITH ST - BIG STORE	 Match adjoining heritage eaves/parapet to a maximum of 11 2m 	
	 Preserve existing buildings on VHR sites. 	11.2m to 29.6m (3 to 9 storeys)
	 Retain existing front setback; 	
BACK-BLOCKS	 Match adjoining heritage eaves/parapet, or lower; or 	11.2m to 32.8m (3 to 9 storeys)
	 3 storey (11.2m) to 4 storey (14.4m). 	

The following diagram illustrates a breakdown of these precinct boundaries.



PRECINCT 1: SMITH STREET

This precinct comprises lots with a primary frontage to Smith Street, between Alexandra Avenue to St David Street-Stanley Street (in the north) and 119 Smith Street-Peel Street to Victoria Parade (in the south), excluding the corner Alexandra Avenue corner sites.

Preferred precinct character statement

Properties fronting Smith Street will continue to be defined by fine grained low scaled heritage buildings. New moderate infill with be recessive in profile, befitting a 'street wall and setback' model and transition down along its residential abuttal. Where Smith Street intersects with east- west streets, these junctions will continue to be defined by proud heritage forms with recessive upper levels that turn the corner, addressing both street frontages.

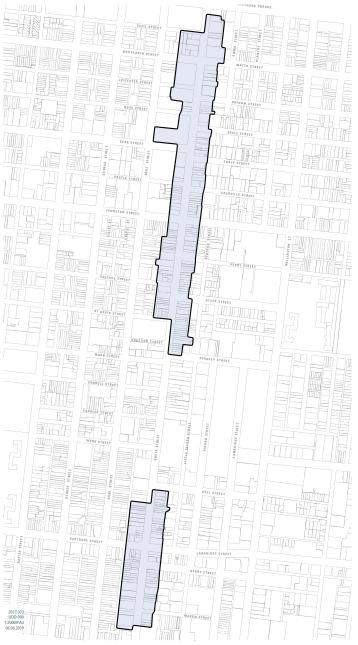
To the northern and southern ends of Smith Street, acknowledge development opportunities will manifest with rising forms set back behind the prevailing street wall profile.

To either side of the main street junctions, reinforce the consistent and orderly street wall character.

Built Form Objectives

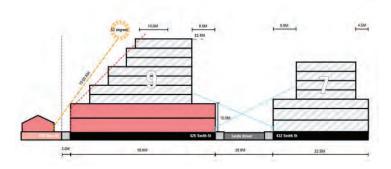
- To ensure the heritage frontage remains the visually dominant element of all development in Smith Street and that new development is visually recessive and does not dominate the streetscape.
- To acknowledge development potential on larger sites unaffected by the Heritage Overlay.
- To realise a moderate mixed-use redevelopment that respects the heritage and streetscape value of the precinct.
- To support development that contributes to an active, high quality and pedestrian friendly environment.
- To enhance a consistent and orderly streetscape presentation to the either side of the Johnston Street and Gertrude-Langridge Street junctions.
- To maintain a diverse streetscape presentation to the northern and southern ends of Smith Street.
- To ensure views to the local landmarks are maintained and highlighted.
- To minimise overshadowing of existing open space and footpaths along commercial and 'green' streets.
- To ensure suitable transition along its residential interface.



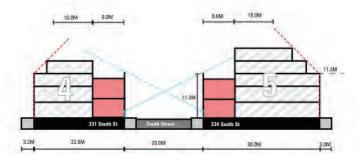


Guidelines

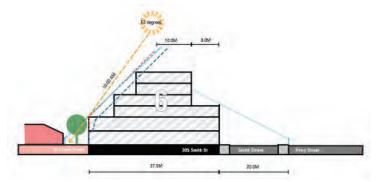
- 1. Establish a clear distinction between street wall and rising form behind.
- 2. Avoid new single storey street walls.
- 3. Ensure new infill street walls matches the parapet height of adjoining heritage forms.
- 4. Ensure new development complements heritage architectural features (grain and rhythm).
- 5. Ensure upper levels behind heritage street wall adopt a 'calm' architectural language and material palette.
- 6. Ensure new development on corner sites is designed in the round and 'turns the corner' to address all street frontages.
- 7. Ensure new development avoids the presentation of overly stepped or 'wedding-cake' presentation.
- 8. Ensure new development maintains solar access to:
- Smith Street, Johnston Street and Gertrude Street footpaths (opposite side) between 10am and 2pm at the equinox (21 September).
- Footpaths (opposite side) of Westgarth Street, Mater Street Kerr Street, Otter Street, Stanley Street and Derby Street between 10am and 2pm at the equinox (21 September).
- For other streets, to first floor between 10am and 2pm at the equinox (21 September).
- 9. Facilitate equitable development outcomes to adjacent sites through adequate building separation to side and rear boundaries.
- 10. Ensure exposed party walls to side boundaries are designed to be visually interesting.
- 11. Encourage laneway extension. or widening to accommodate servicing and parking access, where existing laneway conditions are too narrow.
- 12. Ensure new development provides opportunities for improved passive surveillance to streets at ground and upper levels.
- 13. Encourage continuation of awnings over footpaths.



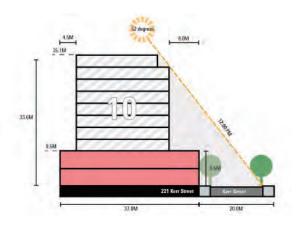
Smith Street Indicative cross-section A-A



Smith Street Indicative cross-section B-B



Smith Street Indicative cross-section C-C



Kerr Street Indicative cross-section E-E

PRECINCT 2: BIG STORES

This precinct is defined by the presence of the grand retail forms which reflect Smith Street's history as Melbourne's premier retail destination and presence of major Department Stores. This precinct comprises lots with a primary frontage to Smith Street, between St David Street-Stanley Street (in the north) and 119 Smith Street-Peel Street (in the south).

Preferred precinct character statement

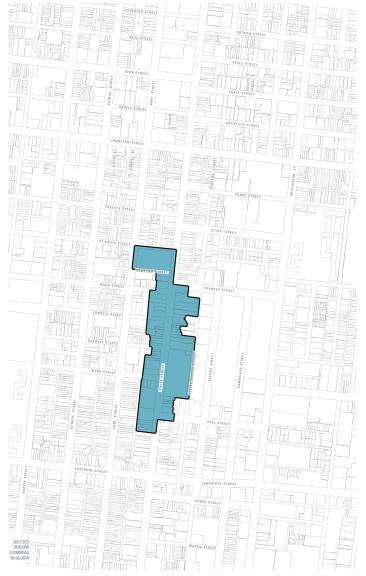
The Smith Street spine will continue to be defined by the grand punctuating forms of the heritage Department Store buildings. The prominence of these façades and varied heritage street walls will be maintained with low to mid-rise infill development that is be subservient in the streetscape, ensuring view lines to local landmarks and the profile of Department Stores is preserved.

Where Smith Street intersects with side streets, these junctions will continue to be bookended by proud heritage forms with complementary and recessive upper levels that turn the corner to address both street frontages.

Built Form Objectives

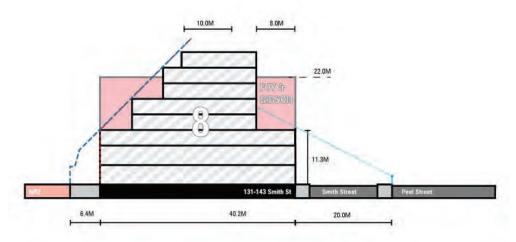
- To protect existing built form fabric with VHR designation.
- To maintain a diverse streetscape presentation and visual prominence of the heritage Department Stores.
- To ensure the heritage frontage remains the visually dominant element of all development in Smith Street and that new development is visually recessive and does not dominate the streetscape.
- To realise a moderate mixed-use redevelopment that respects the heritage and streetscape value of the precinct.
- To support development that contributes to an active, high quality and pedestrian friendly environment.
- To ensure views to the local landmarks are maintained and highlighted.
- To minimise overshadowing impact on existing open space and footpaths along commercial and 'green' streets.
- To ensure suitable transition along its residential interface.





Guidelines

- 1. Encourage retention and repurposing of exiting built forms on VHR sites.
- 2. Ensure that new street walls are subservient to the prominent heritage department stores.
- 3. Encourage new upper level development to be set back behind new or heritage street walls to preserve the prominent sheer profiles of the heritage department stores.
- 4. Ensure new infill street walls match the parapet height of adjoining heritage forms except heritage department stores.
- 5. Ensure new development avoids the presentation of overly stepped or 'wedding-cake' presentation.
- 6. Ensure new development maintains solar access to:
 - Smith Street footpath (opposite side) between 10am and 2pm at the equinox (21 September).
 - Footpaths (opposite side) of Peel Street between 10am and 2pm at the equinox (21 September).
 - For other streets, to first floor between 10am and 2pm at the equinox (21 September).
- 7. Facilitate equitable development outcomes to adjacent sites through adequate building separation to side and rear boundaries.
- 8. Ensure exposed party walls to side boundaries are designed to be visually interesting.
- 9. Encourage laneway extension. or widening to accommodate servicing and parking access, where existing laneway conditions are too narrow.
- 10. Ensure new development provides opportunities for improved passive surveillance to streets at ground and upper levels.
- 11. Encourage continuation of awnings over footpaths.



Smith Street Indicative cross-section D-D

PRECINCT 3: BACK BLOCKS

This precinct comprises a dispirate grouping of linear parcels located behind the Smith Street spine, within the Commercial 1 Zone and Mixed Use Zone. The key parcels of land are:

- East of Smith Street with frontages to Emma, Mater, Hotham, Keele and Sackville Streets;
- East of Smith Street with frontages to Bedford, Perry, Otter, Stanley, Little Oxford, and Peel Streets; and
- West of Smith Street with frontages to St David, Hodgson, Gore, Moor, Charles and Webb Streets.

Preferred precinct character statement

Future development will continue the pattern of recent mid-rise development, behind the Smith Street spine, retaining visual prominence of the heritage fabric. These backstreet streetscapes will be diverse and varying from low rise, fine grain residential to a stronger profile defined by contemporary buildings and transition down along the various residential edges.

Built Form Objectives

- To retain the heritage frontages, including street setbacks and street walls.
- To realise a moderate mixed-use redevelopment that respects the heritage and the individual streetscape character.
- To support development that contributes to an active, high quality and pedestrian friendly environment.
- To encourage development that is made up in parts on prime sites to reinforce the permeability and fine-grained profile of urban blocks in the precinct.
- To ensure suitable transition along its residential interface.



Guidelines

- 1. Ensure new development reinforces a dominant street wall presentation (where there is no heritage street wall, or street walls).
- 2. Ensure that new development on corner sites address multiple street frontages by 'turning' the corner.
- 3. Ensure new development maintain solar access to:
 - Footpath on opposite side of Emma Street between 10am to 2pm at the equinox (21 September);
 - Footpaths (opposite side) of, Mater, Otter, Stanley, Peel and Derby Street between 10am and 2pm at the equinox (21 September).
 - For other streets, to first floor between 10am and 2pm at the equinox (21 September).
- 4. Retain existing front setbacks including front gardens.
- 5. Retain existing canopy vegetation on site.
- 6. Ensure new development reinforces domestic character of residential streets through facade articulation and material treatment.
- 7. Ensure new development provides opportunities for improved passive surveillance to streets at ground and upper levels.
- 8. Facilitate equitable development outcomes to adjacent sites through adequate building separation to side and rear boundaries (above prescribed street wall height).
- 9. Ensure new development avoids the presentation of overly stepped or 'wedding-cake' presentation.

4.4 General Built Form Guidelines

Built Form Recommendations

A range of specific built form recommendations and design guidelines have been developed for all precincts.

These built form guidelines focus on the Smith Street Precinct, where future development is anticipated and design guidance is required.

Public Open Space provision

Public open space is an important element within urban areas, as is its spatial provision. In inner urban areas such as Smith Street the provision of small public parks is important to the social health and well-being of a local community. There are presently no 'pocket parks' within the study area. Therefore, there is a clear lack of open space provision within this precinct.

Visually distinct additions and upper levels

Given the prevailing heritage character of Smith Street, new buildings or additions should be designed to have a visually distinctive architectural expression from the heritage element. This is in order to ensure that new form can be clearly 'read' and understood as a more recent component. It also encourages contemporary architectural responses which will contribute to the 'richness' and diversity of built form.

Lightweight materials, colours and finishes that contrast with the prevailing masonry forms are also encouraged to assist in the clear distinction between new and old, while also assist in visually recessing new forms.

Architectural Considerations

To street frontages expansive blank walls should be avoided and where visible from within the public realm, any blank walls need to be visually divided into small elements through architectural treatments or artistic decoration to reduce visual mass.

Fenestration patterns and facade solid to void proportions need to reflect the prevailing streetscape rhythm and presentation.

New forms should 'fit' within the prevailing streetscape character. Avoid overly busy and complex architectural expressions.

Active and Semi Frontages

In Activity Centres and Mixed Use areas, buildings must provide sufficient activation at street level to foster 'life' on the street and provide opportunities to maximise safety via passive surveillance.

Along the key movement corridors active ground frontages are encouraged. However, this precinct does not comprise any such key corridors.

Along the local streets and within the mixed use area semi-active frontages are more appropriate. As these less active frontages still maintain an appropriate level of passive surveillance to occur, while also providing more privacy and seclusion to the inside of the building, befitting the nature of the use being either primarily office or dwelling.

Direct pedestrian entry into ground floor uses is encourage, particular on larger sites, with broad frontages.

Upper levels also provide 'eyes on the street' and contribute to passive surveillance of the public realm. Windows and balconies that orientate towards the street are encouraged.

