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BUILT FORM REVIEW:

ALEXANDRA PARADE

HERITAGE ANALYSIS & RECOMMENDATIONS



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As is the case for 37.5% of Victoria, no Traditional Owners have been formally recognized for parts of the land included in the study area. The land to the north of Alexandra Parade, however, forms part of the traditional lands of the Wurundjeri People, who are represented by the Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation.

This report is limited in its scope to consideration of post-contact cultural heritage and does not provide advice on any Aboriginal cultural heritage significance. Nonetheless, we acknowledge the Traditional Owners of the land at this place, including the Wurundjeri People, and pay our respects to their Elders past, present and emerging. For more information on the Wurundjeri People, please visit <https://www.wurundjeri.com.au>.

PROJECT TEAM

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Cover Image: Alexandra Parade looking east towards the Clifton Hill Shot Tower from the intersection with Wellington Street

GLOSSARY OF ABBREVIATIONS

Appendix 8	Incorporated Document 'City of Yarra Review of Heritage Overlay Areas 2007: Appendix 8 (revised May 2018)'
C1Z	Commercial 1 Zone
C2Z	Commercial 2 Zone
DDO	Design and Development Overlay
DELWP	Department of Environment, Land, Water and Planning
GRZ	General Residential Zone
HO	Heritage Overlay
MAC	Major Activity Centre
MUZ	Mixed Use Zone
NAC	Neighbourhood Activity Centre
NRZ	Neighbourhood Residential Zone
PPN	Planning Practice Note
VHR	Victorian Heritage Register

All photos taken by GJM Heritage in March 2020 unless otherwise stated.

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EXECUTIVE SUMMARY

Hansen Partnership, on behalf of the City of Yarra (Council), has prepared a Built Form Review of three precincts: Alexandra Parade, Victoria Parade and Fitzroy West. This forms part of a larger project that considers built form controls for commercial high streets and mixed use / commercial zoned precincts within Fitzroy, Collingwood and (part) Clifton Hill (Figure 1). The purpose of this Built Form Review work is to determine where and how new development can appropriately occur. The desired built form outcomes will be translated into Design and Development Overlay (DDO) controls for the study area.

This report specifically considers the Alexandra Parade Precinct (also referred to as the 'study area' in this report) which includes land within the southern part of Clifton Hill and the northern parts of Collingwood and Fitzroy. The heritage advice contained within this report will help ensure that the Built Form Review and the subsequent DDO controls appropriately respond to the heritage fabric and values within the study area.

This advice then considers the built form parameters that are required to ensure that the values of the heritage places within the Alexandra Parade Precinct are appropriately managed and protected, and that good heritage outcomes are being achieved for potential future new development or redevelopment on land subject to, or abutting, the Heritage Overlay. This includes a consideration of the impact of development on the Clifton Hill Shot Tower (VHR H0709), views of which are identified in the Landmarks and Tall Structures Policy at Clause 22.03 of the Yarra Planning Scheme.

Part II of this report provides an analysis of gaps, inconsistencies and inaccuracies in the current heritage controls within the study area and provides recommendations for addressing these issues. This has resulted in the recommendation to include two additional properties on the Heritage Overlay a Quonset Warehouse at 20 Reeves Street, Clifton Hill and the Gasometer Hotel, 484 Smith Street, Collingwood.

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

Part I: The Project and Planning Framework

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

Part II: Heritage Analysis

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

Part III: Built Form Recommendations

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

PART I: THE PROJECT AND PLANNING FRAMEWORK



1.0 INTRODUCTION

1.1 YARRA'S HIGH STREETS & BOULEVARDS

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

These High Streets contrast with the wide boulevards of Alexandra and Victoria Parade, which retain their wide median strips. Unlike the more typical commercial High Street, these boulevards do not exhibit a consistency of use or built form. Nonetheless, while the built form, character and heritage values of these boulevards differ greatly over their length, the pockets of heritage buildings warrant special consideration as does the interfaces to the generally low-scale residential heritage areas they directly abut. Like the historic High Streets, it is necessary to manage the tension between the desire to retain the heritage values of these areas and meet the growth objectives of the Yarra Planning Scheme.

1.2 BRIEF DESCRIPTION OF THE ALEXANDRA PARADE PRECINCT

Alexandra Parade is a major arterial road running east-west connecting to Princes Street at Nicholson Street and the Eastern Freeway at the Hoddle Street interchange. It has a 60m wide carriageway with three to four lanes of traffic either side of a wide (20m-25m) grassed median strip, with traffic running in both directions. The median is planted at the western end with a regular avenue of trees and less formal rows and groups of trees toward the east. Street trees are planted along the majority of the footpaths. The major north-south oriented roads (including Brunswick, Napier, George, Smith, Wellington and Gold streets) align across Alexandra Parade, but minor streets and block lengths differ between the northern and southern side of the boulevard.



Figure 2: Alexandra Parade precinct – outlined in red.
Source: Nearmap, 4 June 2020

The precinct extends along the north side of Alexandra Parade between Smith Street in the west and Hoddle Street in the east, with the exception of the Neighbourhood Residential Zoned (NRZ) properties addressing Alexander and Wellington streets and the parcel of land at 64 Alexandra Parade, Clifton Hill (which is subject to the site-specific Design and Development Overlay (DDO19)). The precinct extends to the north up the eastern side of Smith Street and both sides of Reeves and Hilton streets to the extent of Commercial 2 Zone (C2Z) land. The whole of the block bounded by Noone Street, Hoddle Street, Alexandra Parade and Alexander Street is included within the precinct including the Department of Health and Human Services (DHHS) low-rise housing estate. On the south side of Alexandra Parade the precinct extends one property deep between George Street in the west and Charlotte Street in the east.

The built form of the Alexandra Parade Precinct is highly varied, ranging from large industrial sites such as the former British United Shoes Machinery Co. Pty. Ltd. Factory (200 Alexandra Parade, Fitzroy [HO334]) at the western end of the precinct, the former Murray Co. Wool Works (457 Hoddle Street, Clifton Hill [HO89]), and the State heritage listed Clifton Hill Shot Tower at the eastern end of the precinct, to smaller commercial and factory buildings on Smith Street, and late nineteenth and early twentieth century hotels and single-storey terraced housing addressing Alexandra Parade. There is little visual cohesion within the precinct. The areas of land subject to the Heritage Overlay is limited to short runs of streetscape on Alexandra Parade and Smith Street or individual properties.

The Gasometer Hotel at 484 Smith Street was also considered as part of the Brunswick and Smith Street Built Form Review and an assessment of its heritage

values was undertaken as part of that project. The Gasometer Hotel is not currently included in the Heritage Overlay but was recommended for inclusion as an individual heritage place as part of the Brunswick and Smith Street Built Form Review (see also Appendix II for the (draft) citation for the Gasometer Hotel).

1.3 BRIEF HISTORY OF ALEXANDRA PARADE

This historical summary is based on the City of Yarra Heritage Review Thematic History (Allom Lovell & Associates, 1998) with additional sources as cited.

Alexandra Parade (first called Darebin, then Reilly Street) was evident on both James Kearney's 1855 map of Melbourne and its suburbs, and Clement Hodgkinson's 1858 map of East Collingwood, extending from Nicholson Street in the west to the Yarra River in the east, and marking the northern boundary of the early suburbs of Fitzroy (originally called Newtown) and Collingwood. By the late 1850s, Alexandra Parade had undergone very little development between Smith and Hoddle streets, with only a group of slaughter houses and approximately six buildings - presumably residences - located on the south side, as evident on Proeschel's c1855 map of Collingwood and Hodgkinson's 1858 map of East Collingwood. In 1859, an open drain was constructed along what was then known as Reilly Street (now under the median strip of Alexandra Parade) to drain the crown land in Clifton Hill. This was, however, an immediate failure, overflowing into the Collingwood Flat the first winter after it was constructed. The drain continued to be a health hazard and was referred to as 'the sickly Reilly Street drain' (Garryowen; cited in Lovell 1998:69) until it was enclosed in sections in the early 1900s (*Age*, 5 Dec 1905:6; 16 Jan 1906:6).

An early development along Alexandra Parade was the Collingwood, Fitzroy and District Gas and Coke Company gasworks, established on the north-west corner of Smith and Reilly Street in 1861. From the late-Victorian period onwards, industrial sites consolidated along the route of the Reilly Street drain. Buildings such as the Clifton Hill Shot Tower (1882; 94 Alexandra Pde, Clifton Hill) and Murray and Co. Wool Works (1918; 457 Hoddle Street, Clifton Hill) remain as evidence of this development. The 1882 Clifton Hill Shot Tower has long been a dominant landmark in the area, and is the earliest and tallest of the two remaining shot towers in Victoria (VHD).

Prominent corner sites along Alexandra Parade were occupied by hotels from the Victorian period onwards. Within the study area, these included the Gasometer Hotel (c1859-60; 484 Smith Street, Collingwood) and Fox's Hotel (351 Wellington Street, Collingwood), which was first built in 1871 and renamed the Tower Hotel (Figure 3) after the nearby Clifton Hill Shot Tower in 1882 (the hotel was substantially remodelled during the Interwar period) (Holmes, 2015). Residential development increased along, and within the vicinity of, Alexandra Parade in the late-Victorian and Edwardian periods. In 1878 Fitzroy Council changed the name of Reilly Street (between Nicholson and Smith streets) to Alexandra Parade (*Mercury and Weekly Courier*, 28 Sep 1878:2). While Collingwood Council voted to change the name to Alexandra Parade East in 1908 (*Age*, 23 Sep 1908:11).

Light industrial development became more prevalent in the precinct during the Interwar and Postwar periods. The larger industrial buildings were often praised for their 'fine' and 'modern' appearance and for the facilities they could offer in terms

of improved working conditions. Evidence of this was the British United Shoe Machinery Co factory (1932; 200 Alexandra Parade, Fitzroy) (Figure 4).



Figure 3: (left) The Tower Hotel (built 1871 as Fox's Hotel; remodelled during the Interwar period) at 351 Wellington Street, Collingwood. Photo dated c1886-c1898). ('Contributory' within HO321)
Source: Royal Historical Society of Victoria, Object number GN-GN-1018



Figure 4: The British United Shoe Machinery Co factory at 200 Alexandra Parade, Fitzroy, in 1948 ('Individually Significant' within HO334)
Source: Picture Victoria, ID: 15232

From the 1960s onwards, a mix of residential and large industrial and commercial developments have been established along this part of Alexandra Parade. In the 1970s Alexandra Parade was widened as part of the construction of the Eastern Freeway to the east, which established it as a major east-west route.

Sources:

Allom Lovell & Associates (1998), *City of Yarra Heritage Review, Thematic History*.

Hodgkinson, Clement, Noone, John, and Wilkinson, John, (1858), *Plan shewing the streets and buildings in existence in East Collingwood on January 1st 1858 : with schedule of heights of bench-marks above low water datum at Queen's wharf* [cartographic material]. Printed by De Gruchy & Leigh [Melbourne].

Holmes, Anne (Dec 2015) 'Fordes at the Fox', at Collingwood Historical Society Inc, <<https://collingwoodhs.org.au/fordes-at-the-fox/>>, accessed 10 June 2020.

Kearney, James (draughtsman), Brown, James D. and Tulloch, David (engravers) (1855), *Melbourne and its suburbs* [cartographic material].

Mercury and Weekly Courier [Vic.].

Picture Victoria.

Proeschel, F. (c1855), *Map of Collingwood, Showing the Western part (of Fitzroy ward) as it will be in a very short time, according to the Collingwood improvement act, and the Eastern part as it is, with indication (by dotted lines) of a few alterations which if adopted would greatly improve its thoroughfare* [cartographic material]. Campbell & Fergusson, Lithographers [Melbourne].

Royal Historical Society of Victoria, online picture collection.

The Age.

Victorian Heritage Database (VHD), Heritage Victoria's citation for 'Shot Tower, 94 Alexandra Parade Clifton Hill, Yarra City', <<https://vhd.heritagecouncil.vic.gov.au/places/295>>, accessed 10 June 2020.

1.2 SCOPE OF THE HERITAGE ANALYSIS & RECOMMENDATIONS REPORT

GJM Heritage has been commissioned to provide a detailed analysis of the heritage considerations for the Brunswick and Smith Street Built Form Review project area and to detail recommendations for the future management of these areas in the context of potential new development. This report considers the Alexandra Parade Precinct and has been prepared simultaneously with those considering the Victoria Parade and Fitzroy West Mixed Use precincts.

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

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

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

The Collingwood Mixed Use Precinct was considered as part of a separate study: *Collingwood Mixed Use Pocket Heritage Analysis & Recommendations*, GJM Heritage, 6 June 2018.

The Alexandra Parade Precinct is located in close proximity to the area considered as part of the *Queens Parade Built Form Heritage Analysis & Recommendations*, GJM Heritage, 11 December 2017. That report, along with the *Queens Parade Built Form Review*, (Hansen Partnership, 15 December 2017) and subsequent modelling by Ethos Urban, informed the preparation of DDO16 and DDO20 applied to Queens Parade through Amendments C262yara and C241yara respectively. Yarra Amendment C231 Part 1 was gazetted on 1 October 2020. It replaced DDO16 and DDO20, which included interim controls, with a new DDO16 that introduced permanent controls, and applied the Heritage Overlay to various sites within the Queens Parade Neighbourhood Activity Centre and modified building gradings amongst other things. Amendment C231yara Part 3 was also gazetted on 1 October 2020 and introduced permanent built form controls to 141-167 Queens Parade, Clifton Hill by replacing DDO20 with the new DDO16.

The purpose of our advice as part of this project is to ensure that any DDO controls arising from the Built Form Review take proper account of the heritage values of the precincts and individual buildings within the study area, in order to ensure appropriate weight is given to heritage when considering new development.

The analysis within this report builds on previous built form reviews and heritage analysis work conducted for the City of Yarra, and considers the parameters necessary to appropriately manage increased commercial and residential development within the Alexandra Parade Precinct. Of particular relevance to this precinct is its role in protecting the key views to the Clifton Hill Shot Tower which is

included on the Victorian Heritage Register (VHR) and is identified as a valued landmark within the City of Yarra at Clause 22.03.

1.3 METHODOLOGY

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

- Yarra Planning Scheme Heritage Overlay Map 2HO
- Relevant Statements of Significance for heritage places and precincts within the study area and associated heritage studies
- Incorporated Document 'City of Yarra Review of Heritage Overlay Areas 2007: Appendix 8 (revised May 2018)' (Appendix 8)
- City of Yarra Heritage Grading Maps
- 'Review & Development of the City of Yarra Landmarks Policy – Landmarks & Views Assessment' prepared by Ethos Urban for the City of Yarra, October 2019.

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

- The relevant provisions of the Yarra Planning Scheme, in particular, are:
 - Clause 15.03-1S 'Heritage conservation'
 - Clause 21.05-1 'Heritage'
 - Clause 22.02 'Development Guidelines for Sites Subject to the Heritage Overlay'
 - Clause 22.03 'Landmarks and Tall Structures'
 - Clause 22.10 'Built Form and Design Policy'
 - Clause 43.01 'Heritage Overlay'
 - Clause 43.01 'Schedule to the Heritage Overlay'
 - Clause 71.02-3 'Integrated Decision Making'
- PPN 1: *Applying the Heritage Overlay* (August 2018) (PPN1)
- PPN 59: *The role of mandatory provisions in the planning schemes* (September 2018) (PPN59)
- PPN 60: *Height and setback controls for activity centres* (September 2018) (PPN60).

We note that the Minister for Planning has authorised the preparation and exhibition of Amendment C269yara to introduce a new Municipal Planning Strategy, local policies and supporting documents into the Yarra Planning Scheme. This amendment has gone on exhibition but is at an early stage of the amendment process, therefore the advice provided in this report has been informed by the relevant existing Local Planning Policy, in particular clauses 22.02, 22.03 and 22.10.

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

- Boroondara C108 'Neighbourhood Centres and Commercial Corridors' (26 February 2014)
- Moreland Planning Scheme Amendment C134 'Brunswick Activity Centre' (15 May 2015)
- Melbourne Planning Scheme Amendment C240 'Bourke Hill' (4 May 2015)
- Bayside Planning Scheme Amendments C113, C114 and C115 'Mandatory provisions for the Sandringham Village, Bay Street and Church Street Activity Centres' (14 January 2015)
- Whitehorse Planning Scheme Amendment C175 'Box Hill Metropolitan Activity Centre' (6 October 2017).
- Stonnington Planning Scheme Amendment C223 'Glenferrie Road and High Street Activity Centre' (15 December 2017)
- Darebin Planning Scheme Amendment C161 'Fairfield Village' (3 December 2018)
- Yarra Planning Scheme Amendment C220 'Johnston Street Built Form Controls' (22 February 2019)
- Melbourne Planning Scheme Amendment C308 'Central Melbourne Urban Design' (16 May 2019)
- Melbourne Planning Scheme Amendment C258 'Heritage Policies Review' (21 May 2019)
- Yarra Planning Scheme Amendment C231 'Queens Parade Built Form Review' (31 October 2019)
- Yarra Planning Scheme Amendment C191 'Swan Street Built Activity Centre' (15 October 2020).

The following reports have also informed this study:

- 'Review & Development of the City of Yarra Landmarks Policy – Landmarks & Views Assessment' prepared by Ethos Urban for the City of Yarra, October 2019.
- 'Fitzroy & Collingwood Built Form Review Stage 2: Alexandra Parade Built Form Framework', Hansen Partner, April 2020.
- Previous heritage built form reports and analysis prepared by GJM Heritage for Brunswick and Smith Street and Queens Parade study areas.

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

1. Completion of a desktop review of the above listed documents, heritage mapping and grading information, and the Statements of Significance for heritage places within the study area, including those places included in the VHR. The extent of the Heritage Overlays were cross-checked against Google Streetview and VicPlan. This preliminary review familiarised the project team with the heritage fabric of the study area prior to fieldwork being undertaken.
2. Completion of fieldwork by Jim Gard'ner. All buildings and structures within the study area were inspected from the public realm with particular attention paid to the presentation of heritage buildings to the public realm

(principally the street frontage). The rear and side interfaces to the neighbouring residential areas subject to the Heritage Overlay were also considered, where relevant. The purpose of the fieldwork was to:

- Review the suitability of the extent of the existing Heritage Overlays and to identify if gaps or anomalies existed.
- Review the suitability of the existing Statements of Significance for heritage places against the extant heritage fabric and to identify where the Statements required updating for the purposes of properly considering built form recommendations.
- Review the extant heritage fabric against the heritage gradings contained within Appendix 8 and the Yarra Heritage Grading Map to identify any inconsistencies and inaccuracies.
- Review the heritage buildings and streetscapes within the study area to identify the architectural and streetscape heritage features (e.g. parapets, roof forms, view lines, corner sites) that are relevant to a consideration of built form recommendations.

3. Participation in a workshop with Council and Hansen Partnership. The workshop:

- Reviewed the proposed 'built form precincts' within the study area, characterised by existing built form characteristics.
- Identified the desired future built form character of the precincts against heritage analysis and State and local planning policy drivers.
- Reviewed the key views of landmarks identified in Clause 22.03 – Landmarks and Tall Structures, in particular the Clifton Hill Shot Tower.
- Identified local landmarks within each streetscape or precinct.
- Tested built form parameters for new development against the existing heritage fabric utilising both cross-sectional drawings, with sight-lines taken at natural eye level (1.6m) on the public footpath, and 3D modelling prepared by Hansen Partnership. Views were only considered from public streets; laneway and private realm views were not assessed.

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

2.0 ANALYSIS OF THE PLANNING CONTEXT

2.1 ACTIVITY CENTRE PLANNING AND HERITAGE

The *Planning & Environment Act 1987* and the Victoria Planning Provisions (VPPs) requires planning and responsible authorities to take a balanced approach to strategic and statutory planning functions that consider potentially competing objectives in an integrated manner to deliver a net community benefit for current and future generations.

The objectives of planning in Victoria as set out in Section 4(1) of the Planning and Environment Act are:

- *To provide for the fair, orderly, economic and sustainable use and development of land.*
- *To provide for the protection of natural and man-made resources and the maintenance of ecological processes and genetic diversity.*
- *To secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria.*
- *To conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value.*
- *To protect public utilities and other assets and enable the orderly provision and coordination of public utilities and other facilities for the benefit of the community.*
- *To facilitate development in accordance with the objectives set out in the points above.*
- *To facilitate the provision of affordable housing in Victoria.*
- *To balance the present and future interests of all Victorians.*

Clause 71.02-3 of the VPP addresses 'integrated decision making', and states:

Society has various needs and expectations such as land for settlement, protection of the environment, economic well-being, various social needs, proper management of resources and infrastructure. Planning aims to meet these by addressing aspects of economic, environmental and social wellbeing affected by land use and development.

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

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

Activity Centres that are also subject to Heritage Overlay controls, such as parts of the Alexandra Parade Precinct, are an example of where the tension between competing planning objectives must be resolved in a balanced way. The Alexandra Parade Precinct has excellent public transport connections, and is in close proximity to vibrant retail, commercial and hospitality centres. The precinct also includes a number of sites of various sizes that can accommodate new, larger scale development without adversely affecting the heritage values of surrounding heritage places. In order to balance the demand for more intensive development with the management of heritage values embodied in buildings and precincts, it is considered necessary that any DDO – and the background work that underpins it – specifically includes heritage considerations.

Amendment C269 proposes to introduce Clause 11.03-1L to the Yarra Planning Scheme which provides local policy in relation to Major, Neighbourhood and Local Activity Centres and designates the majority of the southern side of Alexandra Parade as a Major Activity Centre (MAC) (Figure 5).



Figure 5. Major and Neighbourhood Activity Centres in Fitzroy (Council-endorsed version of Clause 11.03-1L)

2.2 YARRA PLANNING SCHEME – HERITAGE PROVISIONS

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

2.2.1 Heritage Policy

The relevant objective within Clause 21.05-1 'Heritage' of the Municipal Strategic Statement (MSS) is *Objective 14: To protect and enhance Yarra's heritage places*. The strategies to implement this objective are:

- *Strategy 14.1 - Conserve, protect and enhance identified sites and areas of heritage significance including pre-settlement ecological heritage.*
- *Strategy 14.2 - Support the restoration of heritage places.*
- *Strategy 14.3 - Protect the heritage skyline of heritage precincts.*
- *Strategy 14.4 - Protect the subdivision pattern within heritage places.*
- *Strategy 14.5 - Protect the significant landscape and heritage within streets, parks, gardens, waterways or other open spaces*
- *Strategy 14.6 - Protect buildings, streetscapes and precincts of heritage significance from the visual intrusion of built form both within places and from adjoining areas.*
- *Strategy 14.7 Protect sites of significance to Aboriginal people.*
- *Strategy 14.8 Apply the Development Guidelines for sites subject to a Heritage Overlay policy at clause 22.02.*
- *Strategy 14.9 Apply the Landmarks and Tall Structures policy at clause 22.03.*

Objective 14 and its associated strategies are considered to be generally compatible with appropriately sited and scaled higher-density development within the Alexandra Parade Precinct where it is subject to the Heritage Overlay. Strategy 14.3 to 'Protect the heritage skyline of heritage precincts' would not be achieved unless new upper-level development was to be of such low scale that it was fully concealed when viewed from the opposite side of the street as defined by the sightline tests described in Figures 2 and 3 of Clause 22.02. Avoiding any new visible built form above existing buildings within the Heritage Overlay - although achieving the 'best' heritage outcome - would not enable a level of development that may reasonably be expected to be achieved within this MAC, nor meet other strategic directions of the Yarra Planning Scheme. A balance therefore needs to be struck between achieving the outcome sought by Strategy 14.3 and meeting the development objectives of the City of Yarra. An acceptable heritage outcome would be one where, although new built fabric is visible above the parapets, rooflines or chimneys of these buildings, the development is of a scale, setback and massing such that it retains the primacy of the heritage streetscape and avoids visually dominating the existing buildings.

Clause 22.02 'Development Guidelines for Sites Subject to the Heritage Overlay' provides detailed guidance for the development of places within the Heritage Overlay, including demolition. The relevant objectives of Clause 22.02 are:

- *To conserve Yarra's natural and cultural heritage.*
- *To conserve the historic fabric and maintain the integrity of places of cultural heritage significance.*
- *To retain significant view lines to, and vistas of, heritage places.*
- *To preserve the scale and pattern of streetscapes in heritage places.*
- *To encourage the preservation, maintenance, restoration and where appropriate, reconstruction of heritage places.*
- *To ensure the adaptation of heritage places is consistent with the principles of good conservation practice.*
- *To ensure that additions and new works to a heritage place respect the significance of the place.*
- *To encourage the retention of 'individually significant' and 'contributory' heritage places.*
- *To protect archaeological sites of cultural heritage significance.*

Again, these objectives do not preclude higher-density development within the Alexandra Parade Precinct, with the possible exception of 'To preserve the scale ... of streetscapes in heritage places'.

The demolition policy provided at Clause 22.02-5.1 encourages the retention of 'individually significant' and 'contributory' buildings within a heritage precinct. Removal of part of a heritage place or a contributory element is contemplated if (in general terms) it can be demonstrated that the removal of the part will not adversely affect the significance of the building, or, for a contributory building, the part is not visible from the street, abutting a park or public open space.

With the exception of those heritage places included on the VHR – and therefore regulated under the *Heritage Act 2017* – the significance of the heritage buildings and precincts within the study area lies primarily in fabric visible from the public realm. Therefore, in most circumstances, the heritage controls within the Yarra Planning Scheme effectively limits the control of heritage fabric within the study area to that which is visible from the street, including primary building facades, rear laneway views (where they exist) and visible roof and chimney elements.

In relation to 'New Development, Alterations and Additions', Clause 22.02-5.7.1 sets out the following policy:

General

Encourage the design of new development and alterations and additions to a heritage place or a contributory element to a heritage place to:

- *Respect the pattern, rhythm, orientation to the street, spatial characteristics, fenestration, roof form, materials and heritage character of the surrounding historic streetscape.*

- *Be articulated and massed to correspond with the prevailing building form of the heritage place or contributory elements to the heritage place.*
- *Be visually recessive and not dominate the heritage place.*
- *Be distinguishable from the original historic fabric.*
- *Not remove, cover, damage or change original historic fabric.*
- *Not obscure views of principle façades.*
- *Consider the architectural integrity and context of the heritage place or contributory element.*

Encourage setbacks from the principal street frontage to be similar to those of adjoining contributory buildings; where there are differing adjoining setbacks, the greater setback will apply.

Encourage similar façade heights to the adjoining contributory elements in the street. Where there are differing façade heights, the design should adopt the lesser height.

Minimise the visibility of new additions by:

- *Locating ground level additions and any higher elements towards the rear of the site.*
- *Encouraging ground level additions to contributory buildings to be sited within the ‘envelope’ created by projected sight lines (see Figure 1).*
- *Encouraging upper level additions to heritage places to be sited within the ‘envelope’ created by projected sight lines (for Contributory buildings refer to Figure 2 and for Individually significant buildings refer to Figure 3).*
- *Encouraging additions to individually significant places to, as far as possible, be concealed by existing heritage fabric when viewed from the front street and to read as secondary elements when viewed from any other adjoining street.*

Discourage elements which detract from the heritage fabric or are not contemporary with the era of the building such as unroofed or open upper level decks or balconies, reflective glass, glass balustrades and pedestrian entrance canopies.

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

Corner Sites and Sites with Dual Frontages

Encourage new building and additions on a site with frontages to two streets, being either a corner site or a site with dual street frontages, to respect the built form and character of the heritage place and adjoining or adjacent contributory elements to the heritage place.

Encourage new buildings on corner sites to reflect the setbacks of buildings that occupy other corners of the intersection.

...

Industrial, Commercial and Retail Heritage Place or Contributory Elements

Encourage new upper level additions and works to:

- *Respect the scale and form of the existing heritage place or contributory elements to the heritage place by being set back from the lower built form elements. Each higher element should be set further back from lower heritage built forms.*
- *Incorporate treatments which make them less apparent.*

The specific provisions prevail over the general policy where there is a conflict or inconsistency. This establishes an expectation that new development behind industrial, commercial and retail buildings within the Heritage Overlay is not going to be fully or substantially concealed from public realm views. In addition, it should be noted that Alexandra Parade, being a boulevard with multi-lane carriageways and a broad median strip, is 60m wide (building line to building line) where the residential examples shown in Figures 2 and 3 of Clause 22.02-5.7.1 show a sightline test from across an approx. 10m wide residential street. In effect, the wider the street, the more visible a new rear development will be.

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

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

2.2.2 Landmarks and Tall Structures

Clause 22.03 – 'Landmarks and Tall Structures' identifies a number of landmark buildings and advertising signs to which views should be protected and provides the following policies:

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

Of particular relevance to Alexandra Parade are the views of the Clifton Hill Shot Tower.

As a prominent feature of Alexandra Avenue, multiple views are afforded of the shot tower. This includes close-range views of the tower, and dynamic views which can be obtained while moving along Alexandra Avenue, generally between Queens Parade and the Eastern Freeway, and from Punt Road.

There are also numerous glimpses of the tower from surrounding streets and open spaces.

To retain the visual prominence of the structure, it is recommended that 'Primary' views include visibility of at least a third of the height of the structure.

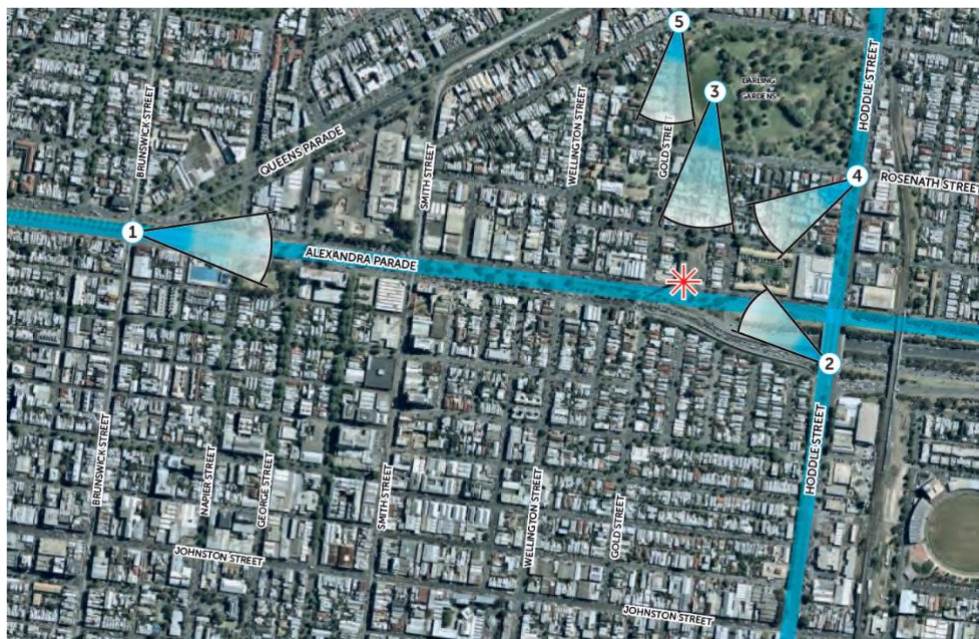


Figure 6: Diagram of viewsheds to the Clifton Hill Shot Tower.

Note: viewpoints 1, 2 and 3 are identified as 'Primary' while 4 and 5 are identified as 'Secondary'.

(from 'Landmarks and Views Assessment' page 24, October 2019, prepared by Ethos Urban).



VIEW 1



VIEW 2

Figure 7: ‘Primary’ Views 1, 2 and 3 to the Clifton Hill Shot Tower.

(from ‘Landmarks and Views Assessment’ page 24, October 2019, prepared by Ethos Urban).



VIEW 3



VIEW 4



VIEW 5

Figure 8: ‘Secondary’ Views 4 and 5 to the Clifton Hill Shot Tower.

(from ‘Landmarks and Views Assessment’ page 24, October 2019, prepared by Ethos Urban).

While the Ethos Urban analysis only identified a limited number of ‘primary’ and ‘secondary’ view points, there are additional distant and proximate views of the Clifton Hill Shot Tower accessible to motor vehicle users from the north carriageway and to pedestrians from the southern footpath of Alexandra Parade.

2.2.3 Heritage Overlay

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

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To conserve and enhance heritage places of natural or cultural significance.
- To conserve and enhance those elements which contribute to the significance of heritage places.

- *To ensure that development does not adversely affect the significance of heritage places.*
- *To conserve specifically identified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably assist with the conservation of the significance of the heritage place.*

Clause 43.01-8 sets out 'Decision Guidelines' – in addition to those included in Clause 65 – that the Responsible Authority must consider before determining a permit application. These are:

- *The Municipal Planning Strategy and the Planning Policy Framework.*
- *The significance of the heritage place and whether the proposal will adversely affect the natural or cultural significance of the place.*
- *Any applicable statement of significance (whether or not specified in the schedule to this overlay), heritage study and any applicable conservation policy.*
- *Any applicable heritage design guideline specified in the schedule to this overlay*
- *Whether the location, bulk, form or appearance of the proposed building will adversely affect the significance of the heritage place.*
- *Whether the location, bulk, form and appearance of the proposed building is in keeping with the character and appearance of adjacent buildings and the heritage place.*
- *Whether the demolition, removal or external alteration will adversely affect the significance of the heritage place.*
- *Whether the proposed works will adversely affect the significance, character or appearance of the heritage place.*
- *Whether the proposed subdivision will adversely affect the significance of the heritage place.*
- *Whether the proposed subdivision may result in development which will adversely affect the significance, character or appearance of the heritage place.*
- *Whether the proposed sign will adversely affect the significance, character or appearance of the heritage place.*
- *Whether the lopping or development will adversely affect the health, appearance or significance of the tree.*
- *Whether the location, style, size, colour and materials of the proposed solar energy facility will adversely affect the significance, character or appearance of the heritage place.*

While some of these considerations are not obviously consistent with intensification of development associated with heritage buildings, the first purpose of 43.01 and the first decision guideline encompasses the whole Municipal Planning Strategy and the Planning Policy Framework (integrated decision-making). Therefore, a balance is to be struck by the Responsible Authority between achieving the objectives of the Heritage Overlay and meeting the objectives of other parts of the VPPs, including Activity Centre policy and commercial zoning. There is established precedent for

new rear development to be accommodated behind heritage buildings in commercial precincts throughout inner Melbourne without substantially compromising the identified heritage values of these heritage places.

3.0 HERITAGE IN DESIGN AND DEVELOPMENT OVERLAYS – PANEL FINDINGS

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

Panels for these Amendments considered the appropriateness of mandatory controls in the context of PPN59 and, in their recommendations, provided guidance on which circumstances mandatory controls should be applied. In response to submissions, they also considered the issue of whether or not the DDO control should include objectives to protect heritage or whether this should be the sole domain of the Heritage Overlay provisions. In addition to these Panel reports, Amendment C123 to the Banyule Planning Scheme, approved via ministerial intervention, provides further instruction as to the use and role of mandatory controls.

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

In summary, Panel has concluded that:

- The Heritage Overlay identifies what is of heritage significance within an Activity Centre.
- Heritage is an appropriate issue for DDOs to provide guidance on to inform future development.
- Mandatory controls should be used only in exceptional circumstances and their application should be guided by PPN59 and PPN60.
- Formulae defining the proportion of new built form that can be viewed above the street wall may be an appropriate mechanism for informing the design and massing of new built form.

In this project, the approach taken in the formulation of the built form controls to manage development affecting heritage places is to complement existing policy. Clause 22.02 - 'Development Guidelines for Sites Subject to the Heritage Overlay' and relevant parts of Clause 22.10 – 'Built Form and Design Policy' have been taken as the starting point for the development of these complementary controls and policy.

Where existing policy is considered to be satisfactory, no additional policy has been recommended. However, specific policy has been recommended where it is considered necessary to provide guidance to recognise the current role of the Alexandra Parade Precinct as a major boulevard and to enable its future development while protecting its heritage values.

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

3.1 YARRA PLANNING SCHEME AMENDMENT C231

GJM Heritage prepared the Queens Parade Built Form Heritage Analysis and Recommendations (11 December 2017) which informed C231yara. C231yara applied built form controls in the form of DDOs to Queens Parade (Fitzroy North and Clifton Hill) and amended Heritage Overlay controls within the study area. Precinct 4 within DDO20 covers the commercial shopping strip that forms part of the Queens Parade Neighbourhood Activity Centre. Queens Parade, as a 60m wide boulevard, is of a similar width to Alexandra Parade, however the built form of each differs considerably. Whereas the heritage places within the Alexandra Parade Precinct are generally isolated and do not form a cohesive streetscape, Queens Parade has a highly consistent commercial strip with traditional two-storey shop/residence built form of high architectural quality.

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

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

The Panel recognised that the wider, boulevard context would lead to a high visibility of upper-level development, which in turn warranted the application of height limits, and linked the use of mandatory (instead of preferred) controls to the consistency of the heritage streetscape.

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

3.2 YARRA PLANNING SCHEME AMENDMENT C220

Johnston Street in Collingwood and the western part of Abbotsford (west of the railway viaduct) is a highly intact, predominantly Victorian/early-Edwardian era streetscape covered by the Heritage Overlay. C220yara introduced DDO controls along Johnston Street.

Of note, the Panel stated:

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

...

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

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

Figure 9: Building envelope requirement – Heritage Building (Figure 1 in Schedule 15 to Clause 43.02 Design and Development Overlay).

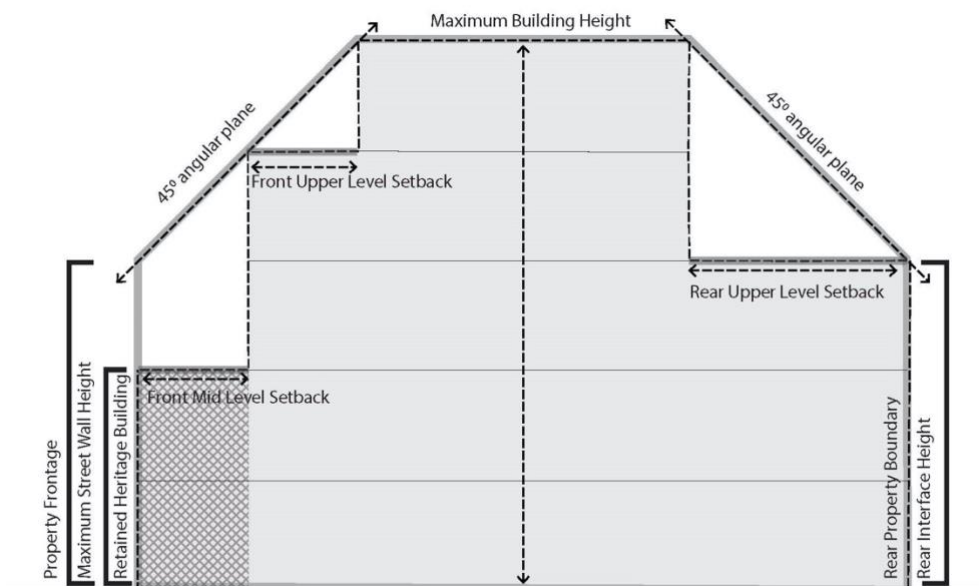
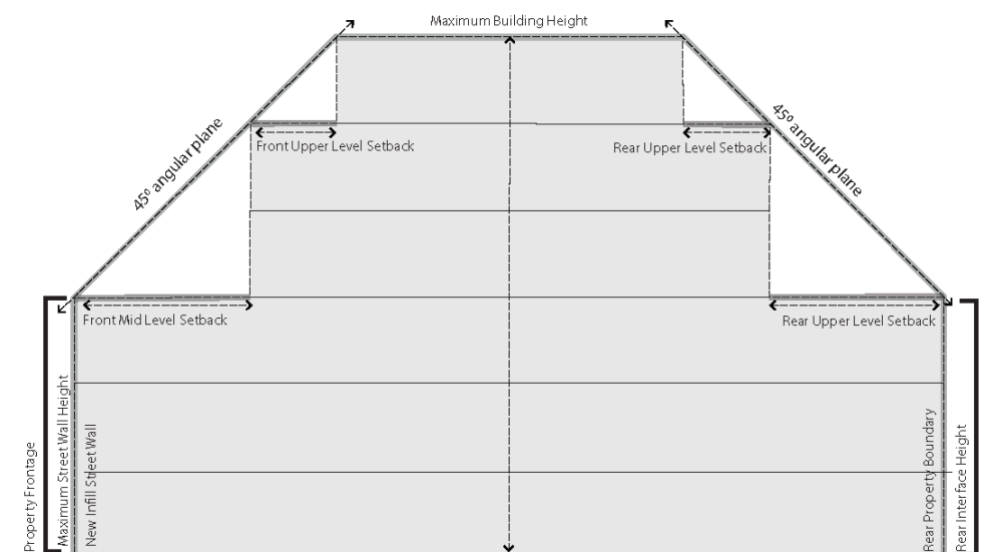


Figure 10: Building envelope requirement – Infill Building (Figure 2 in Schedule 15 to Clause 43.02 Design and Development Overlay).



3.3 YARRA AMENDMENT C191

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

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

In its report of 15 October 2020, the Panel supported the use of mandatory controls for street wall and 6m upper-level setbacks for individually significant heritage places and intact heritage streetscapes, as well as mandatory controls for overall building heights in intact heritage streetscapes. Mandatory controls were also supported to protect views to local landmarks.

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

In contrast to the Panel considering C220yara, the C191yara Panel considered that it was unnecessary to provide additional parameters to guide the form of upper level development, instead finding that the combination of specified heights, setbacks and design requirements for new upper-level development to be “visually recessive”, were sufficient.

3.4 MORELAND AMENDMENT C134

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

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

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

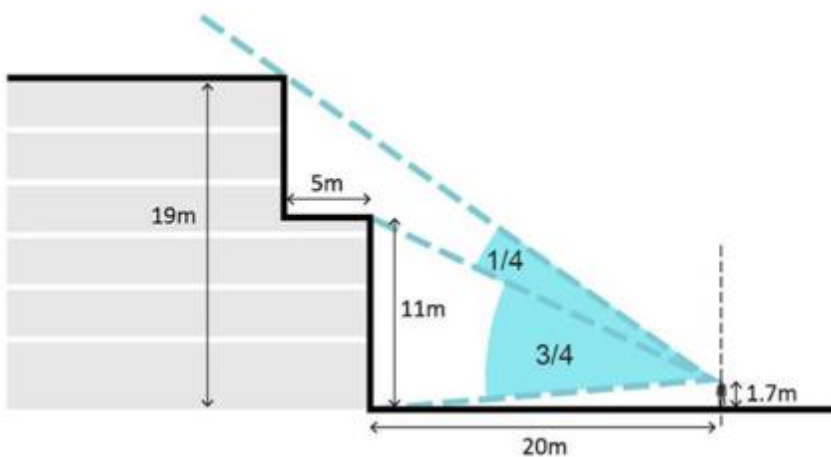


Figure 11: Upper-level setbacks along Sydney Road (Figure 1 in Moreland DDO18, retrieved 2 June 2017).

DDO18 also provides a useful model for dealing with upper-level development where an existing heritage building in the heritage streetscape has a street wall height of less than the 11m street wall height provided in that control:

- *Where an existing building with a street wall height of less than 11 metres is to be retained for heritage reasons new development may occupy more than one quarter of the vertical angle defined by the whole building outlined in Figure 1 above [Figure 11 of this Built Form Review].*

3.5 BOROONDARA AMENDMENT C108

The Panel considering C108boro discussed the use of mandatory street wall height, upper-level setbacks and overall heights across 31 Neighbourhood Activity Centres and three commercial corridors (Camberwell Road/Burwood Road and Canterbury Road).

In its report dated 26 February 2014, the Panel noted its strong support for the protection of heritage assets in Boroondara and recommended reinstatement of policy in the exhibited Amendment that encouraged new development on or adjoining a heritage place to be moderated. In particular, the Panel recommended that policy guidance be included that:

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

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

The Panel report recognised that mandatory provisions that prescribed standards without a capacity for departures have been supported in areas of consistently high heritage value with consistent character. While acknowledging the heritage values and ‘main street’ character of the Neighbourhood Activity Centres subject to C108, the Panel also recognised that new development will be visible behind the retained façades – particularly from oblique views – and that invisibility of upper-level development is either unreasonable or not necessary to maintain the primacy of the street wall.

In conclusion, the Panel accepted some use of mandatory controls within Boroondara’s neighbourhood centres, but not in the commercial corridors:

The Panel recognises that Plan Melbourne foreshadows stronger policy support for the use of mandatory provisions in neighbourhood centres (and residential areas) to increase certainty. The Panel considers the combination of the street wall and upper level setbacks is critical in neighbourhood centres to maintain the established main street character and in these situations mandatory controls can be justified. However, we consider development with elements that exceed the nominated height and/or adopt alternative setbacks should not be precluded as they may produce better outcomes in some circumstances. The overall maximum height limits should therefore remain discretionary to allow for such circumstances.

It was the Panel’s conclusion that mandatory street wall heights which reflected the dominant character of the neighbourhood centres were acceptable (either 8m or 11m, depending on the context). It also found that if mandatory upper-level setbacks were to be adopted, they should be sufficient to ensure that in most cases the upper-storey will be clearly distinguishable from the street wall of the heritage building and be a recessive element in neighbourhood centre streetscapes. To achieve this, the Panel identified 5m as being an appropriate mandatory minimum setback for upper-level development in the context of Boroondara’s Neighbourhood Activity Centres.

3.6 WHITEHORSE AMENDMENT C175

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

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

and concluded that in the absence of this modelling:

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

The absence of 3D modelling, and sight line and view-shed analysis in relation to those areas of the Box Hill Activity Centre that are subject to the Heritage Overlay appears to have been critical in Panel recommending that the proposed built form controls not be applied to address heritage.

3.7 STONNINGTON AMENDMENT C223

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

While the Amendment proposed an 8-10m setback above the street wall for precincts A and B, the Panel found it to be effectively a concealment of upper-level additions, supporting instead a 5m setback as adequate to respect heritage values without removing development capacity. This was derived from the precedent in the Boroondara Planning Scheme and was seen to equate to the typical first room of a Victorian-era building. The Amendment was otherwise generally supported by the Panel as an appropriate balance between protecting heritage values and enabling growth. Discretionary preferred maximum building heights between 14.5 metres (4 storeys) and 21 metres (6 storeys) were supported through precincts A and B.

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

3.8 DAREBIN AMENDMENT C161

C161dare proposed to implement the *'Fairfield Village Heritage Assessment, 2017'* (Heritage Intelligence) and *'Fairfield Village Built Form Guidelines 2017'* (Hansen Partnership) through the application of Heritage Overlay HO313 and DDO21 to the Fairfield Village Neighbourhood Centre. DDO21 created two sub-precincts: Area 1 to

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

be applied to the proposed HO313 precinct; with the remainder of the Neighbourhood Centre covered by Area 2.

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

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

3.9 SUMMARY

Table 1 – Summarised recommendations and implications

YARRA AMENDMENT C231	
<i>Recommendation</i>	<i>Implications</i>
Combination of preferred and mandatory heights.	The use of a balanced combination of preferred and mandatory heights is appropriate to respond to varied conditions.
Limiting heights within heritage precincts while allowing housing capacity to be met elsewhere in the broader precinct.	The most highly intact areas warrant low heights to protect heritage place. Larger scale development should be encouraged outside these heritage places.
Mandatory controls provide appropriate protection of key views of landmarks.	Views of landmarks (such as the Clifton Hill Shot Tower) may be protected through the use of mandatory controls.
YARRA AMENDMENT C220	
<i>Recommendation</i>	<i>Implications</i>
A 6m upper-level setback will retain the ‘human scale’ of Johnston Street, securing the distinction between the [heritage] street wall and upper-levels.	A 6m mandatory upper-level setback is an appropriate minimum.
In combination with upper-level front setbacks and maximum building heights the angular plane creates a further upper-level setback from the mid-level setback.	Upper-level development should be set further back from the street wall consistent with the guidance at 22.02-5.7.2.
YARRA AMENDMENT C191	

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

MORELAND AMENDMENT C134

<i>Recommendation</i>	<i>Implications</i>
The application of mandatory street wall heights to Sydney Road is justified.	Provides a justification for the application of mandatory street wall heights within intact and consistent heritage streetscapes.

BOROONDARA AMENDMENT C108

<i>Recommendation</i>	<i>Implications</i>
The combination of the height, setbacks and design treatment of new buildings should ensure a heritage place on or adjoining the site is not overwhelmed or dominated.	The DDO can included height, setback and design treatment controls to avoid new development dominating heritage places.
New development will be visible behind the retained façades and that invisibility of upper-level development is not necessary.	Some visibility of new upper-level development (including from oblique views) will be acceptable and complete concealment is not necessary.
Mandatory upper-level setbacks to the commercial corridors are justified.	Provides a justification for the application of mandatory upper-level setbacks within the study area.

WHITEHORSE AMENDMENT C175

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

STONNINGTON AMENDMENT C223

<i>Recommendation</i>	<i>Implications</i>
Panel supported a 5m upper-level setback instead of the 8-10m setbacks proposed that effectively concealed upper-level development.	There is an expectation that the visibility of some new upper-level built from will be acceptable and complete concealment is not necessary.
Application of the words 'should' and 'must' within controls.	Use 'should' for preferred controls and 'must' for mandatory controls.

DAREBIN AMENDMENT C161

<i>Recommendation</i>	<i>Implications</i>
The application of mandatory street wall heights to Fairfield Village is justified.	Provides a justification for the application of mandatory street wall heights within intact and consistent heritage streetscapes.
The application of mandatory street wall heights to Fairfield Village is justified.	Provides a justification for the application of mandatory street wall heights within the Study Area.

4.0 MANDATORY AND DISCRETIONARY HEIGHT AND SETBACK CONTROLS

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

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

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

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

Mandatory height or setback controls should only be applied where:

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

In relation to 'exceptional circumstances', PPN60 states:

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

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

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

To pursue mandatory controls, PPN60 also states:

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

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

For this project, the purpose of the Hansen Built Form Review and this report is to provide a comprehensive strategic basis for height and setback controls within the study area.

The Panels that considered C108boro, C161dare, C134, C220yara, C191yara and C231yara provide further guidance on the application of mandatory built form controls along Alexandra Parade.

These Panels concluded that for Heritage Overlays within Activity Centres:

- Mandatory controls were appropriate for street wall heights along Sydney Road, in 31 neighbourhood centres in Boroondara and Area 1 of the Fairfield Village Neighbourhood Centre
- Mandatory upper level setbacks were appropriate in many of Boroondara's neighbourhood centres
- Mandatory heights were appropriate for Area 1 of the Fairfield Village Neighbourhood Centre
- Mandatory setbacks were appropriate for Johnston Street with a mixture of preferred and mandatory height limited combined with a 45 degree angular plane test.
- Mandatory height and upper level setback controls were appropriate to protect the most highly consistent and intact parts of Queens Parade and to protect views to key landmarks.

The Alexandra Parade Precinct does not include consistent, intact or cohesive streetscapes or large numbers of heritage places that warrant the widespread use of mandatory controls. Mandatory height controls are appropriate to protect key views of landmarks, such as the Clifton Hill Shot Tower. Mandatory minimum upper level setback controls are also warranted where it is necessary to protect the legibility and heritage fabric of buildings that are subject to the Heritage Overlay.

PART II: HERITAGE ANALYSIS



5.0 STUDY AREA ANALYSIS

5.1 PRECINCT BOUNDARY



Figure 12: Aerial image - Alexandra Parade Study Area outlined in black.
Source: adapted from VicPlan

As noted previously, this report focuses on the Alexandra Parade Precinct, as shown in Figure 12 above. The following precincts were considered in the *Brunswick and Smith Street Built Form Review*, GJM Heritage, 25 November 2019:

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

Gertrude Street was the subject of the *Gertrude Street Built Form Framework: Heritage Analysis & Recommendations*, GJM Heritage, 9 December 2019.

The Collingwood Mixed Use Precinct was considered as part of a separate study: *Collingwood Mixed Use Pocket Heritage Analysis & Recommendations*, GJM Heritage, 6 June 2018.

The Fitzroy West Mixed-Use and the Victoria Parade Boulevard precincts are subject of separate reports prepared as part of this study.

The following sections contain an analysis of the heritage components and qualities of the Alexandra Parade Precinct, including significant views. An analysis of future built form character considerations has also been provided, along with recommended built form parameters to appropriately manage heritage values.

5.2 HERITAGE CHARACTERISTICS

The Alexandra Parade Precinct does not include any cohesive or linear heritage streetscapes. The precinct includes only two individual heritage places: Clifton Hill

Shot Tower (VHR H0709) and the former Murray Co. Wool Works at 457 Hoddle Street, Clifton Hill (HO89). The former is a municipal-wide landmark of State-level significance, while the latter is a locally significant single-storey brick factory dating to 1918.

The remaining properties subject to the Heritage Overlay are located in precincts that are generally residential in character. These precincts include small-scale early-twentieth century factory buildings (612-614, 616-622 and 628-632 Smith Street; within HO317), the large multi-storey Interwar British United Shoes Machinery Machinery Co. Pty Ltd factory (200 Alexandra Parade, Fitzroy, within HO334) and the former Haliburton Wool Works (94-100 Alexandra Parade, Clifton Hill, within HO317). Other graded heritage properties within the study area include the modest single-storey terraced, semi-detached or freestanding houses at 1 Council Street, Clifton Hill (HO317); 58 & 60 Alexandra Parade, Clifton Hill (HO317); 47 & 49 Alexandra Parade, Collingwood (HO321); and 347 & 347a Wellington Street, Collingwood (HO321). The precinct includes two corner hotels, the Gasometer Hotel at 484 Smith Street, Collingwood dating from c.1859 (not Heritage Overlay at the time of writing, but recommended for inclusion as an individual heritage place as part of the Brunswick and Smith Street Built Form Review) and the Fox Hotel (formerly the Tower Hotel) at 351 Wellington Street dating from the 1930s in its current form (HO321).

The built form within the study area exhibits little visual cohesion and the areas of land subject to the Heritage Overlay is limited to individual buildings or short runs of heritage precinct streetscape on Alexandra Parade, Smith Street and Wellington Street.



Figure 13: (left) British United Shoes Machinery Co. Pty Ltd factory, 200 Alexandra Parade ('Individually significant' within HO334).



Figure 14: (right) Former Spry Bros. Boot Factory, 628-632 Smith Street, Clifton Hill ('Contributory' within HO317)



Figure 15: Gasometer Hotel, 484 Smith Street, Collingwood (recommended for inclusion on the Heritage Overlay as an individual heritage place)



Figure 16: (right) View of the Clifton Hill Shot Tower (VHR H0709) from the intersection of Alexandra Parade and Wellington Street (note this is not one of the primary views identified in the Ethos Urban 'Landmarks and Views Assessment')



Figure 17: (left) Fox Hotel, 351 Wellington Street and terraced houses, 47 & 49 Alexandra Parade, Collingwood ('Contributory' within HO321).



Figure 18: (right) Semidetached pair of houses, 347 & 347A Wellington Street and the Fox Hotel, 351 Wellington Street, Collingwood ('Contributory' within HO321)



Figure 19: (left) 56, 58 & 60 Alexandra Parade, Clifton Hill (no. 56 graded 'Not-contributory', nos. 58 & 60 graded 'Contributory' within HO321)



Figure 20: (right) Former Haliburton Wool Works, 94-100 Alexandra Parade, Clifton Hill ('Contributory' within HO321).



Figure 21: (left) Former Haliburton Wool Works, 94-100 Alexandra Parade, Clifton Hill viewed from Noone Street ('Contributory' within HO321).



Figure 22: (left) Former Murray Co. Wool Works, 457 Hoddle Street, Clifton Hill (individual heritage place HO89).





5.3 LOCAL LANDMARKS

While municipal-wide landmarks within the City of Yarra are identified within Clause 22.03 'Landmarks and Tall Structures' of the Yarra Planning Scheme, the location, scale, function and architectural form and detail of some other buildings within the study area has resulted in these buildings acting as local landmarks. These buildings serve as markers, wayfinding aids or landmarks in the local streetscape context due to their siting at key intersections, or their scale within the surrounding streetscape.

In identifying these local landmarks, this report has also considered the Ethos Urban report entitled *Landmarks & Views Assessment* (October 2019). Chapter 2.2.2 of this report considers the views of the Clifton Hill Shot Tower which is identified at Clause 22.03-4 of the Yarra Planning Scheme.

In the context of the Alexandra Parade Precinct, the local landmarks are limited to two corner hotels and a large industrial building, as described in Table 2.

Table 2 – Local landmark buildings

Address	Building Name	Type	Corner	Grading	Photograph
200 Alexandra Parade, Fitzroy	British United Shoes Machinery Co. Pty Ltd factory	Large industrial building occupying an entire block	Alexander Parade and George & Gore streets	Individually significant (HO334)	 ©City of Yarra (VHD)
457 Hoddle Street, Clifton Hill	Former Murray Co Wool Works	Industrial building on a prominent corner site with highly visible roof slopes and a prominent chimney	Alexandra Parade and Hoddle Street	Individually significant (HO89)	 ©City of Yarra (VHD)
484 Smith Street, Collingwood	Gasometer Hotel	Hotel on a prominent corner site	Alexander Parade and Smith Street	Not within an HO	
351 Wellington Street, Collingwood	Fox Hotel (former Tower Hotel)	Hotel on a prominent corner site	Alexander Parade and Wellington Street	Contributory (HO321)	

The Fox Hotel dates from 1871 but underwent an external remodelling in the interwar period, which was commonplace at this time. The Gasometer Hotel is more intact to its c.1859 form. These two buildings share similar characteristics, namely:

- two storey height
- parapeted form (only in part to the Fox Hotel)
- visible roof form (only in part to the Gasometer Hotel)
- visible chimneys
- masonry construction with less than 40% of the upper-level street wall face comprised with openings such as windows and doors
- splayed corners with return façades to both street frontages.

The British United Shoes Machinery Co. Pty Ltd and former Murray Co Wool Works building are imposing industrial buildings located in prominent corner locations.

6.0 ALEXANDRA PARADE HERITAGE ANALYSIS

6.1 HERITAGE STATUS

6.1.1 Existing conditions

The majority of the Alexandra Parade Precinct is not subject to any heritage controls. The study area includes two individual heritage places, one of which is included on the VHR (H0709 - Clifton Hill Shot Tower). The remaining properties subject to the Heritage Overlay are located at the southern boundary of HO317 – Clifton Hill West Precinct; or at the northern boundary of HO321 – Gold Street Precinct, Collingwood and HO334 – South Fitzroy Precinct.

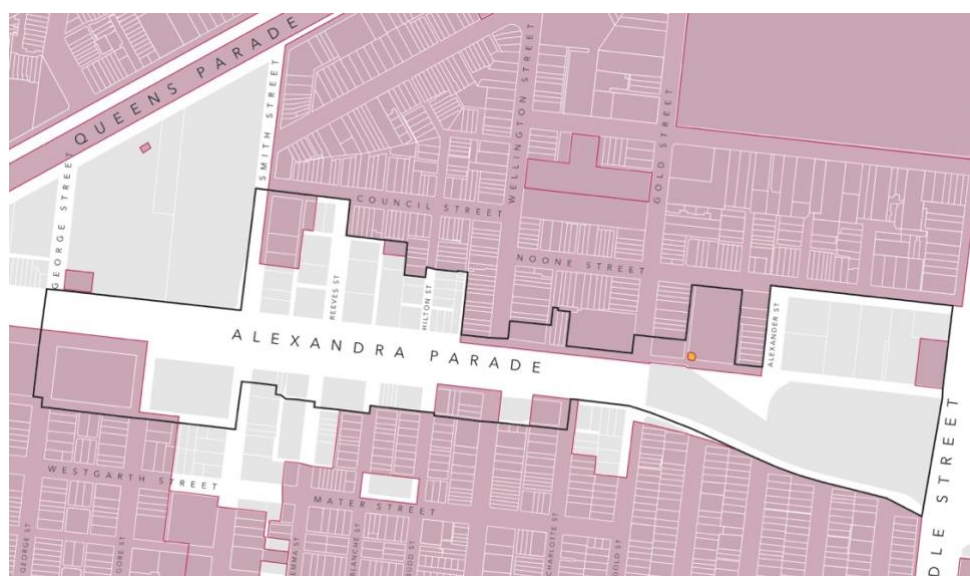


Figure 23: Heritage Overlay and VHR map – Alexandra Parade precinct outlined in black.
Source: adapted from VicPlan

Note: the only VHR site that falls within the study area is the Clifton Hill Shot Tower (H0709), the extent of registration for which is indicated by yellow circle.

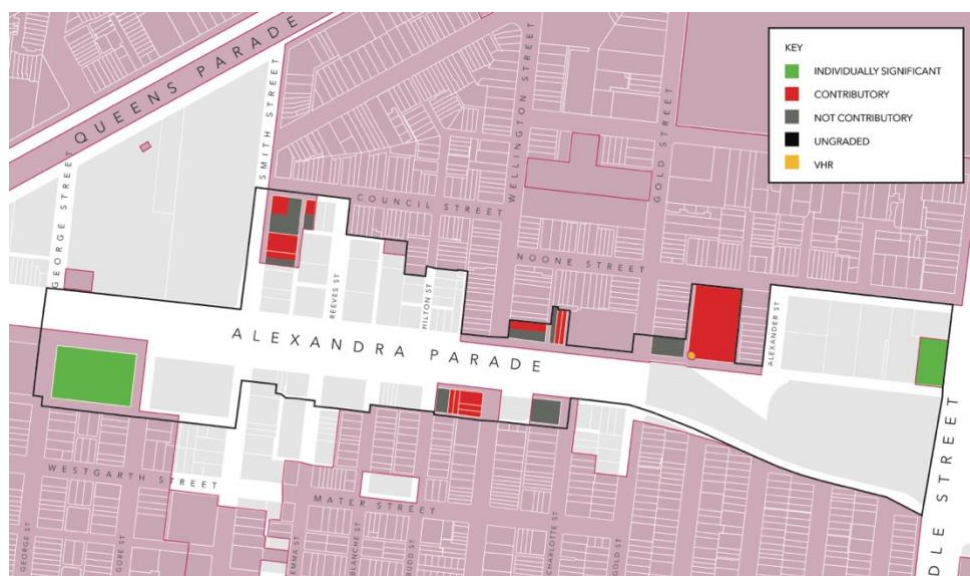


Figure 24: Current heritage gradings from Appendix 8 – Alexandra Parade precinct outlined in black.
Source: adapted from VicPlan

Note: the only VHR site that falls within the study area is the Clifton Hill Shot Tower (H0709), the extent of registration for which is indicated.

The existing heritage status for the buildings within the study area are listed in Table 3. We note however that there is some inconsistency between the street addresses provided within Appendix 8 and those identified in VicPlan. The addresses, dates of construction and gradings provided below are taken directly from Appendix 8.

Table 3 – Existing heritage status

VICTORIAN HERITAGE REGISTER				
<i>VHR #</i>	<i>Name</i>	<i>Address</i>	<i>Heritage Overlay</i>	<i>Date</i>
H709	[Clifton Hill] Shot Tower	94 ALEXANDRA PARADE CLIFTON HILL	HO85	1882
INDIVIDUAL HERITAGE OVERLAYS				
<i>Heritage Overlay #</i>	<i>Name</i>	<i>Address</i>	<i>Appendix 8 Grading</i>	<i>Date</i>
HO89	Former Murray Co Wool Works	457 HODDLE STREET CLIFTON HILL	Individually significant	1918
PRECINCT HERITAGE OVERLAYS				
<i>Heritage Overlay #</i>	<i>Name</i>	<i>Address</i>	<i>Appendix 8 Grading</i>	<i>Date</i>
HO317	Clifton Hill West Precinct	628-632 Smith Street: Factory, former Spry Bros. Boot Factory Site	Contributory	1910
		628-632a Smith Street: Factory & Offices (Cantarella)	Not Contributory	1960 -1970
		616-622 Smith Street: Factory, former	Contributory	1900 – 1925
		612-614 Smith Street: Factory	Contributory	1900 – 1915?
		1 Council Street: House	Contributory	1880 -1890
		1a Council Street: Factory	Not Contributory	1930 -1950
		7 Council Street	Contributory	1900 -1915
		9 Council Street	Contributory	1900 -1915
		11 Council Street	Contributory	1900 – 1915
		13 Council Street	Contributory	1880 -1890
		15 Council Street	Contributory	1850 -1890
		15a Council Street	Ungraded	
		20 Reeves Street	Ungraded	

		406 Wellington Street: Factory	Not contributory	1930 -1940
		406a Wellington Street	Contributory	1880 -1890
		406b Wellington Street	Contributory	1880 -1890
		56 Alexandra Parade	Not contributory	1880 -1890
		58 Alexandra Parade	Contributory	1880 -1890
		60 Alexandra Parade	Contributory	1880 1890
		88-92 Alexandra Parade: Factory complex	Not contributory	??
		94 Alexandra Parade: Haliburton Wool Works. Former (& Shot Tower)	Contributory	1880 – 1890 ¹
HO321	Gold Street Precinct, Collingwood	43-45 Alexandra Parade: Flats	Not contributory	1960 – 1970
		47 Alexandra Parade	Contributory	1870 – 1890
		49 Alexandra Parade	Contributory	1870 – 1890
		351 Wellington Street: Tower Hotel, former later The Office Inn	Contributory	1850 – 1930 ²
		347a Wellington Street	Contributory	1925 – 1930
		347 Wellington Street	Contributory	1925 – 1930
		51-61 Alexandra Parade: Factory	Not contributory	1915 – 1925
HO334	South Fitzroy Precinct	200 Alexandra Parade: British United Shoe Machinery Co. Pty Ltd Factory	Individually significant	1932

¹ The history and analysis prepared for the former Haliburton Wool Works did not identify any extant fabric dating from pre-1945 with the exception of brickwork associated with the shot tower.

² The history prepared as part of this report identified the original construction of the Tower Hotel as 1871.

6.1.2 Recommended Changes

The review of the existing extent and grading of buildings was limited to substantial omissions and anomalies. The review did not include a complete re-assessment of the 'Individually significant' / 'Contributory' / 'Not-contributory' gradings of individual buildings. A table of the identified anomalies is provided at Appendix I.

The Gasometer Hotel at 484 Smith Street, Collingwood was identified as warranting inclusion on the Heritage Overlay as an individual heritage place in the field work undertaken for the Brunswick and Smith Street Built Form Review, and a citation was prepared (see Appendix II).

In addition, it was noted that neither the Quonset Warehouse-type prefabricated building at 20 Reeves Street nor the former Haliburton Wool Works at 94-100 Alexandra Parade, Clifton Hill demonstrate the identified heritage characteristics of HO317 – Clifton Hill West Precinct and assessments have been undertaken to determine whether or not these warrant inclusion on the Heritage Overlay as individual heritage places. The Quonset Warehouse was associated with former industrial uses within this part of Clifton Hill and it is recommended that it be included as an individual heritage place in the Schedule to the Heritage Overlay; the citation for this building is provided at Appendix III. The extant fabric of the former Haliburton Wool Works dates from after 1945 and does not contribute to the heritage values of HO317, nor is it considered to meet the threshold for inclusion on the Heritage Overlay in its own right as an individual heritage place.

The former British United Shoe Machinery Co. Pty Ltd Factory at 200 Alexandra Parade, Fitzroy is located within the predominantly low-rise residential South Fitzroy Precinct (HO334). While HO334 includes industrial complexes including the former MacRobertson Confectionary factory, the former British United Shoe Machinery Co. Pty Ltd Factory does not form part of a consistent heritage context and is located at the northern edge of the Heritage Overlay precinct, separated physically from other heritage fabric. We note the Statement of Significance prepared for this building included in the Reference Document 'City of Yarra Review of Heritage Precincts 2007: Appendix 7 - Individually significant places not from the main development era', which should inform the redevelopment of this heritage place.

Other recommended changes are:

- Re-grading the substantially altered terraced houses at 58 and 60 Alexandra Parade, Clifton Hill from 'Contributory' to 'Not-contributory' within HO317 to recognise the extent of their alteration, lack of heritage context, and lack of contribution to a heritage streetscape;
- Removing 51-61 Alexandra Parade, Collingwood from the extent of HO321 as this large parcel of land does not contain heritage fabric;
- Seeking an amendment to the extent of registration of the Clifton Hill Shot Tower to provide an adequate curtilage and to include the nineteenth century fabric at the base of the structure; and
- Amend Appendix 8 to identify the Clifton Hill Shot Tower as a place on the VHR.

6.2 ZONING

6.2.1 Existing conditions

The carriageway and median strip of Alexandra Parade, as a major east-west thoroughfare, is zoned Road Zone (RDZ1). The land within the study area on the northern side of Alexandra Parade is variously zoned Commercial 2 Zone (C2Z), General Residential Zone (GRZ) and Mixed Use Zone (MUZ). Along the southern side of Alexandra Parade the land is zone Commercial 1 Zone (C1Z), C2Z and MUZ. These zones generally reflect the historic and contemporary land use of the Alexandra Parade Precinct.

The land to the north and south of the Alexandra Parade Precinct is generally zoned Neighbourhood Residential Zone (NRZ), the majority of which is also included within HO317, HO321 or HO334.



Figure 25: Zone map - Alexandra Parade Precinct outlined in black.
Source: adapted from VicPlan

6.2.2 Recommended Changes

The current zoning of land within the Alexandra Parade Precinct is considered to be appropriate in heritage terms and no changes are recommended.

6.3 POTENTIAL FUTURE CHARACTER CONSIDERATIONS

Alexandra Parade is an area of highly variable built form, the majority of which is not subject to the Heritage Overlay. There are no cohesive heritage streetscapes within the study area, with the continuous runs of heritage buildings limited to no more than three graded buildings in a row. The limited heritage fabric, coupled with the significant variation in the form and character of the graded buildings (from large factory complexes to modest terraced housing) means that heritage considerations will have a more limited role in informing the overall preferred future character of the Alexandra Parade Precinct than in many other parts of the City of Yarra.

Where the Heritage Overlay applies³, new development within, or adjacent to, these sites should consider the heritage values of that place and be sited, massed and designed to retain the visual prominence of the heritage building. For example, the Former Murray Co Wool Works at 457 Hoddle Street, Clifton Hill, has highly visible roof slopes and a prominent chimney that is visible from the eastern side of Hoddle Street. These features, as well as being integral to the heritage form of the building, help communicate its historic use and function and should be retained within any future development.

The Alexandra Parade Precinct has sensitive interfaces to the north and south which are characterised by a transition to single and two-storey terraced, semi-detached and detached housing dating from the mid-late nineteenth century through to the early twentieth century. These residential areas are generally located within the NRZ and are subject to HO317, HO321 or HO334. New development should consider the impacts on these heritage precincts in terms of the visual and physical interfaces, as well as amenity considerations.

6.4 RECOMMENDED BUILT FORM PARAMETERS

Any DDO proposed for the Alexandra Parade Precinct should apply built form guidance to ensure that new built form is respectful of the heritage places within the area.

A DDO control applied to properties within the Alexandra Parade Precinct that are subject to – or immediately adjacent to – the Heritage Overlay should ensure new development respects the heritage significance of the place and is sited, massed and designed to be visually recessive and to not dominate the heritage place. This includes ensuring that appropriate interfaces are provided between the generally smaller-scale heritage buildings within predominantly residential precincts and potential new development along Alexandra Parade.

A DDO control should also ensure that key views to the State-significant Clifton Hill Shot Tower are maintained and not diminished by future development.

To develop appropriate built form parameters for the Alexandra Parade Precinct, Hansen Partnership, the City of Yarra and GJM Heritage undertook the following analysis:

- Heritage and urban context information, known planning scheme amendments, and past and current planning applications was collected and analysed; and

³ With the exception of that land which is recommended to be removed from the extent of the Heritage Overlay, namely 51-61 Alexandra Parade, Collingwood.

- Built form parameters from the above analysis were drawn and then tested, firstly via cross-sectional drawings and then via a 3D model to determine their appropriateness.

Informed by the analysis and testing methodology outlined above, it is recommended that a DDO should seek built form outcomes that:

- Ensure new development does not obscure 'primary' views of the Clifton Hill Shot Tower and retains 'secondary' (as identified in 'Landmarks and Views Assessment', Ethos Urban, October 2019) and other views from street intersections.
- Retain the visual prominence of local landmarks in the streetscape.
- Retain chimneys and principal roof forms visible from the public realm (excluding laneways) in new development within the Heritage Overlay.
- Ensure new development within the Heritage Overlay does not visually dominate the existing heritage fabric.
- Ensure any upper-level or infill development is subservient to heritage fabric and is visually recessive in mass, scale and materiality.
- Encourage the top-most level (or levels) of new development to be set further back from a principal heritage frontage (as encouraged at Clause 22.02-5.7.2) and treated as a visually separate roof top element.
- Retain the visual prominence of the return façades of buildings that address both Alexandra Parade and cross streets (particularly at the principal intersection with Smith and Wellington streets) by setting back new upper-level built form from both street frontages.
- Ensure that the heritage buildings remain prominent within the streetscape and retain their three-dimensional form as viewed from the public realm to avoid 'facadism'.

7.0 BUILT FORM TESTING

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

As well as the cross-sectional drawing studies, 3D computer modelling using Sketchup Pro™ of potential bulk and massing envelopes for the study area was also interrogated. The existing built form was modelled along with approved, but not yet constructed, development in the Alexandra Parade Precinct. It was used as a 'working' massing model to inform heights and setbacks on key development sites and to provide a comparative visual analysis. Given the relatively small proportion of the study area that is subject to the Heritage Overlay, the 3D modelling was particularly useful in testing the generally more generous built form parameters applied to the larger, less-encumbered potential development sites rather than those with intact heritage buildings.

The Sketchup model was also interrogated to consider the impact of new buildings from the natural eye level (1.6m) on the public footpath.

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

PART III: BUILT FORM RECOMMENDATIONS

8.0 BUILT FORM RECOMMENDATIONS

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

Having regard to the heritage conditions within the study area as well as cross-sectional drawings and 3D modelling prepared by Hansen Partnership and the City of Yarra, it is recommended that the built form controls set out in 8.1 below be applied to new development to ensure appropriate weight is given to the heritage values within the study area. The cross-sectional drawings and 3D modelling helped assess whether or not the upper-level development would 'be visually recessive and not dominate the heritage place' as sought at Clause 22.02-5.7.1.

The lack of any consistent streetscapes within the Heritage Overlay removes the need for a $\frac{3}{4} : \frac{1}{4}$ ratio of street wall to new built form sightline (from Moreland DDO18) or a '45° angular plane' test (from Yarra DDO15) to protect the visual prominence of the street wall. Likewise, the lack of consistent heritage streetscape, the wide variety of heritage built form, and the need to allow for a range of design outcomes means that preferred, rather than mandatory, height controls should be applied.

The protection of the views to – and visual backdrop of – the Clifton Hill Shot Tower would normally warrant the application of mandatory upper-level setback and overall height controls, however in this case the land at 94-100 Alexandra Parade, Clifton Hill is zoned GRZ and is subject to Schedule 4 which provides a mandatory maximum height limit of 11.5m. While GRZ4 provides an exemption "...for the construction of a new building that exceeds the specified building height which does not exceed the height of immediately adjacent buildings facing the same street"⁴, it is assumed that this does not establish a policy position that development on this site can match, or even approach, the 68.97m⁵ height of the Shot Tower. Likewise, the land to the north, east and west of this site is zoned NRZ1 which provides for a mandatory maximum height of 9m and two (2) storeys, protecting the backdrop and setting of the shot tower. Should the zoning regime change in this location, insofar

⁴ The mandatory height limit of 11.5m is subject to the following exemptions:

- An extension of an existing building that exceeds the specified building height provided that the extension does not exceed the existing building height.
- An extension of an existing building or the construction of a new building that exceeds the specified building height which does not exceed the height of immediately adjacent buildings facing the same street.
- The rebuilding of a lawful building or works which have been damaged or destroyed.
- A building which exceeds the specified building height for which a valid building permit was in effect prior to the introduction of this provision.

⁵ Statement of Significance - Shot Tower, 94 Alexandra Parade, Clifton Hill (VHR H0709) (VHD Place ID 295)

as mandatory height controls within the NRZ and GRZ zones, built form parameters should be reviewed and mandatory height limits introduced to protect the views to the Shot Tower.

Buildings graded 'Individually Significant' and 'Contributory' are referred to as 'heritage buildings' within the table below and those graded 'Not-contributory' or that are vacant are considered 'infill sites'.

8.1 RECOMMENDED DDO CONTROLS

Built Form Element	Mandatory	Preferred	Rationale
New built form	<p>New built form must:</p> <ul style="list-style-type: none"> not impede views to the Clifton Hill Shot Tower from: <ol style="list-style-type: none"> Brunswick Street and Alexandra Parade Intersection (north-east corner of centre median) Eastern Freeway (west of the Hoddle Street Overpass) Darling Gardens (Rotunda); 	<p>Retain the Clifton Hill Shot Tower as the principal built form landmark when viewed from the south side of Alexandra Parade between Brunswick and Hoddle streets.</p> <p>Encourage the retention of views of the Clifton Hill Shot Tower from:</p> <ol style="list-style-type: none"> Roseneath Street and Hoddle Street Intersection Gold Street and Queens Parade intersection. 	<p>The Clifton Hill Shot Tower is a State-significant structure that is identified as a landmark of municipal significance in Clause 22.03.</p> <p>Note: while it is policy at Clause 22.03-4 that "New buildings within the vicinity of the following landmarks should be designed to ensure the landmarks remain as the principal built reference" additional guidance is required to protect the 'Primary' and 'Secondary' views identified in the from 'Landmarks and Views Assessment' (Ethos Urban, October 2019).</p>
Street wall height (infill development) within or immediately adjacent to land subject to the Heritage Overlay	-	Match the parapet height of the adjacent heritage building to the width of the property boundary or for a distance of 6m, whichever is less. (preferred)	To ensure new built form responds to its immediate heritage context. A preferred control is appropriate given the highly varied heritage fabric and interface conditions.
Front setback (infill development) within or immediately adjacent to land subject to the Heritage Overlay	-	Match the setback of the principal façade of the adjacent heritage building (preferred)	To ensure new built form responds to the heritage context which generally has a small or no setback.
Minimum setbacks above street wall within or immediately adjacent to land subject to the Heritage Overlay	<p>6m minimum for heritage buildings</p> <p>Note: the setbacks for individual heritage places should also be informed by their Statements of Significance and the</p>	6m minimum for sites immediately abutting land subject to the Heritage Overlay	<p>The built form of heritage buildings varies across the Alexandra Parade Precinct.</p> <p>The application of a mandatory 6m setback is consistent with that through DDO25, DDO26, DDO27 and DDO28 proposed to</p>

historic fabric of the heritage place.

be introduced through C191yara. A larger setback from the principal facades of heritage buildings may be required development to be set back, and for the retention of an appropriate and legible three-dimensional heritage form.

Maximum building heights within the Heritage Overlay	-	<p>43-45 Alexandra Parade, Collingwood – 14m</p> <p>47 & 49 Alexandra Parade and 347, 347a & 351 Wellington Street, Collingwood – 11m</p> <p>200 Alexandra Parade, Fitzroy – 32m</p> <p>1 Council Street, Clifton Hill – 11m</p> <p>457 Hoddle Street – 11m</p> <p>20 Reeves Street, Clifton Hill – 9m</p> <p>484 Smith Street, Collingwood – 14m</p> <p>612-632 Smith Street, Clifton Hill – 21m</p>	<p>The variety of heritage building stock, existing urban form and interface conditions require a range of maximum building heights. The overall height that can be accommodated on large former industrial buildings such as the former British United Shoes Machinery factory is much greater than may be achieved on sites occupied by two storey corner hotels or single storey houses without adversely affecting their heritage values.</p> <p>A preferred control will enable a wide range of design responses.</p> <p>Note: 408-412 Wellington Street, Clifton Hill and 56-60, 88-92 & 94-100 Alexandra Parade, Clifton Hill are zoned GRZ4 and therefore have a mandatory 11.5m height limited applied. Therefore, no height limited is required to be established in the DDO.</p>
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8.2 ADDITIONAL GUIDANCE

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

- New infill development within heritage precincts should:
 - Interpret the historic façade rhythm, including fenestration patterns and proportions, the relationship between solid and void, and the existing module of structural bays.
 - Retain the visual prominence of prominent corner buildings and local landmarks.



- Be distinguishable from the original heritage fabric and adopt a high quality and respectful contextual design response.
 - Ensure façade treatments and the articulation of new development are simple and do not compete with the heritage fabric.
 - Avoid the replication of existing decorative features and architectural detail.
- The adaptation of existing heritage buildings should:
 - Discourage highly reflective glazing in historic openings.
 - Ensure the inter-floor height of the existing building is maintained and avoid new floor plates and walls cutting through historic openings.
 - Encourage the retention of solid built form behind retained facades and avoid balconies behind existing openings.
- New upper-level development behind existing heritage buildings should:
 - Retain the visual prominence of parapet and roof-top elements including parapets, balustrades, pediments, visible roof forms, chimneys, lanterns, urns and other architectural features, where these exist.
 - Be set back to retain the visual prominence of prominent corner buildings and local landmarks.
 - Ensure that the design and setback of the addition does not visually dominate the heritage building or surrounding heritage places.
 - Retain the primacy of the three-dimensional form of the heritage building.
 - Incorporate materials and finishes that are recessive in texture and colour.
 - Generally utilise visually lightweight, but high quality, materials that create a juxtaposition with the heavier masonry of the heritage facades.
 - Incorporate simple architectural detailing so it does not detract from significant elements of the existing building or streetscape.
 - Provide a recessive backdrop to the heritage streetscape within precincts and to individual heritage buildings.
 - Avoid highly articulated facades with recessed and projecting elements.
 - Avoid highly contrasting or vibrant primary colours.
 - Avoid unarticulated façades that give a bulky appearance, especially from oblique views.
 - Be articulated to reflect the fine-grained character of narrow sites.
- New development on land immediately abutting heritage places should:

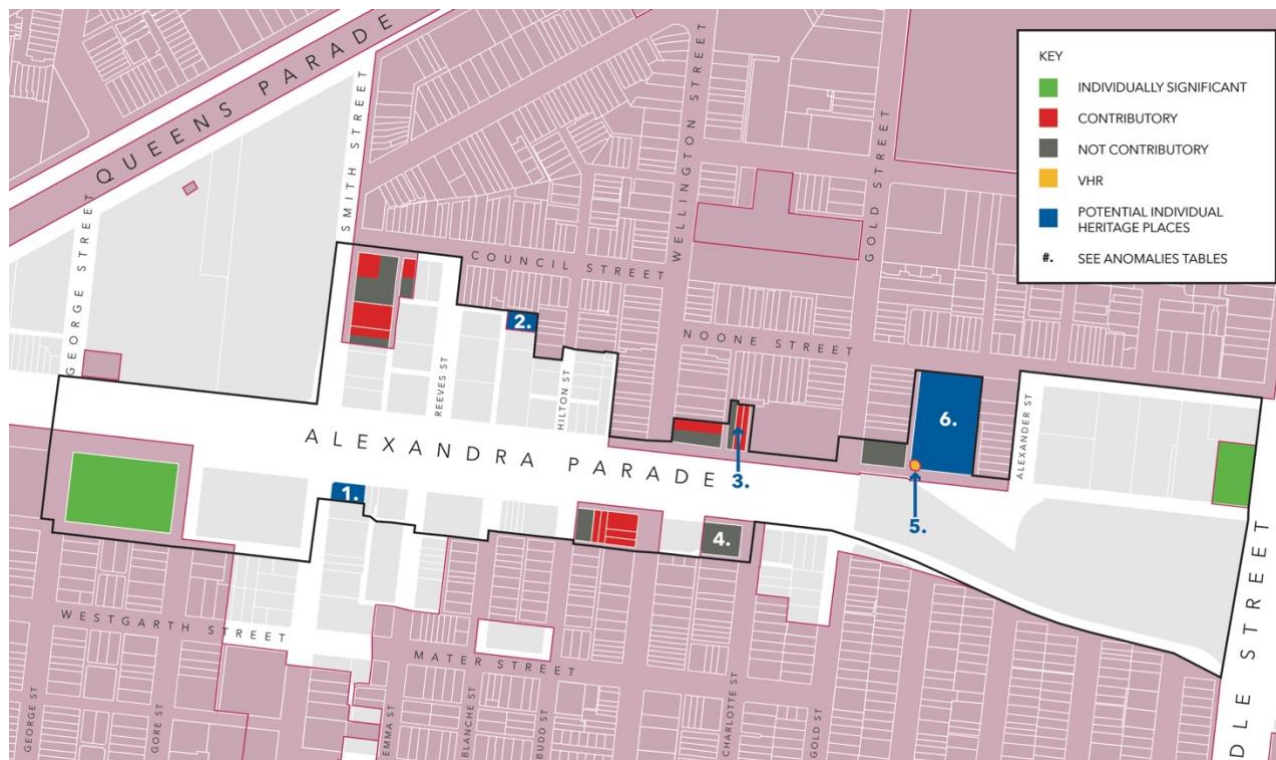
- Provide a sensitive site-responsive transition between the existing heritage fabric and the new proposed built form.
- Retain the visual prominence of prominent corner buildings and local landmarks.
- Be distinguishable from the original heritage fabric and adopt a high quality and respectful contextual design response.
- Ensure façade treatments and the articulation of new development are simple and do not compete with the heritage fabric.
- Avoid the replication of existing decorative features and architectural detail.

APPENDIX I - Alexandra Parade Precinct Anomalies

A1.1 Qualifications

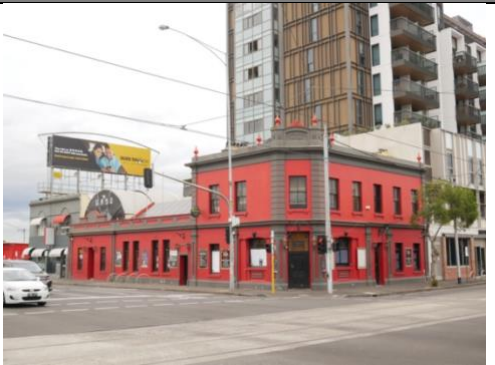

- Only obvious omissions and anomalies have been identified
- Review of individual gradings across the precinct has not been undertaken
- Photos taken by GJM March 2020 unless otherwise noted.



A1.2 Anomalies Map

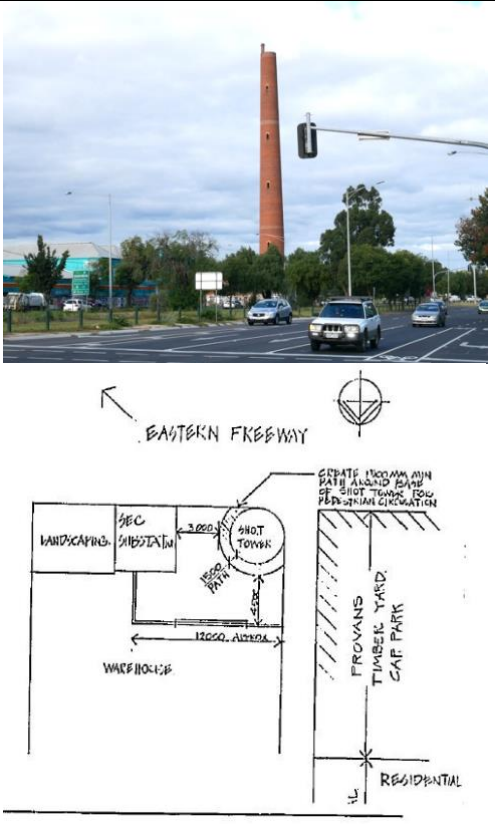



A1.3 Anomalies

Recommendations are provided in **bold**.

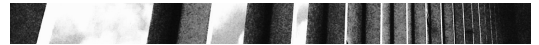
MAP REF	ADDRESS (HO NUMBER)	CURRENT GRADING APPENDIX 8	CURRENT GRADING PRECINCT MAP	PROPOSED GRADING	COMMENTS / RECOMMENDATION (BOLD)	IMAGES
1.	The Gasometer Hotel, 484 Smith Street, Collingwood (No HO)	Not within HO	-	Individual heritage place	<p>The Gasometer Hotel is an intact mid nineteenth century hotel on the prominent Smith Street / Alexandra Parade intersection. It is similar to other hotels currently graded individually significant within Appendix 8 and warrants inclusion on the HO.</p> <p>Assessment and citation prepared by GJM August 2019.</p> <p>Include the Gasometer Hotel as an individual heritage place on the Schedule to the Heritage Overlay. Refer to Appendix II for citation.</p>	
2.	20 Reeves Street, Clifton Hill (HO317)	No grading	No grading	Reviewed	<p>The building located at 20 Reeves Street is a steel framed corrugated metal clad building in a Quonset Warehouse-form. It does not display any of the characteristics of the Clifton Hill Western Precinct Statement of Significance but warrants inclusion on the HO in its own right.</p> <p>An assessment has identified that this building was associated with former industrial uses within this part of Clifton Hill and warrants inclusion on</p>	

					<p>the Heritage Overlay as an individual place.</p> <p>Include the steel building at 20 Reeves Street, Clifton Hill as an individual heritage place on the Schedule to the Heritage Overlay. Refer to Appendix III for citation.</p>	
3.	56, 58 and 60 Alexandra Parade, Clifton Hill (HO317)	<p>56 Alexandra Pde - Not contributory</p> <p>58 Alexandra Pde - Contributory</p> <p>60 Alexandra Pde - Contributory</p>	<p>56 Alexandra Pde - Not contributory</p> <p>58 Alexandra Pde - Contributory</p> <p>60 Alexandra Pde - Contributory</p>	<p>56 Alexandra Pde - Not contributory</p> <p>58 Alexandra Pde - Not contributory</p> <p>60 Alexandra Pde - Not contributory</p>	<p>These three single-storey terraced houses are identified in Appendix 8 as dating from 1880-90. All have undergone very substantial alterations such that their original form is no longer readily discernible. Additionally, they have no cohesive residential context as defined by the Clifton Hill Western Precinct Statement of Significance. Collectively, and individually, they make little or no contribution to HO317.</p> <p>Prepare an assessment to inform a potential amendment to Appendix 8.</p>	
4.	51-61 Alexandra Parade, Collingwood (HO321)	Not contributory	Not contributory	Remove from HO321	<p>The Gold Street Precinct (HO321) extends north of the laneway at the rear of 51-61 Alexandra Pde to include an isolated factory building dating from 1915-25 that is graded 'Not-contributory' in Appendix 8.</p> <p>Amend the extent of HO321 and Appendix 8 to omit 51-61 Alexandra Parade.</p>	

6.	<p>Shot Tower, 94 Alexandra Parade, Clifton Hill</p> <p>(VHR H0709; H085)</p>	Contributory	Individually significant	VHR – amend extent	<p>The Shot Tower at 94 Alexandra Parade is included in the VHR “to the extent of all of the whole of the Shot Tower building and the land ... the extent of 1.5 metres of circulating space surrounding the base of the Shot Tower”. It is considered that this does not provide an adequate curtilage for the structure.</p> <p>It is recommended that an application be made under s.62(1) of the <i>Heritage Act 2017</i> to amend the VHR entry to include an appropriate area of land at the base of the Shot Tower that includes associated nineteenth century fabric.</p> <p>Appendix 8 and the grading map do not accurately reflect the VHR registration.</p> <p>Amend Appendix 8 and the grading map to identify the Shot Tower as a place included on the VHR.</p>	
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7.	Former Haliburton Wool Works, 94-100 Alexandra Parade, Clifton Hill (HO317)	Contributory	Non-contributory	Reviewed	<p>The Former Haliburton Wool Works complex is located adjacent to the Shot Tower. While it is identified in Appendix 8 as being constructed between 1880-90 and is graded 'Contributory', the built fabric on site dates from after 1945. It does not display any of the characteristics of the Clifton Hill Western Precinct Statement of Significance.</p> <p>The assessment concluded that the post-war factory complex does not contribute to the heritage values of HO317, nor does it warrant inclusion on the Heritage Overlay in its own right.</p> <p>Amend Appendix 8 and the grading map to identify this site as 'Not-contributory'.</p>	
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**APPENDIX II – Citation and Statement of Significance:
The Gasometer Hotel, 484 Smith Street, Collingwood**



Heritage Citation

GASOMETER HOTEL

Address: 484 Smith Street, Collingwood

Prepared by: GJM Heritage

Date: August 2019

Place type: Hotel	Architect: Not known
Grading: Locally significant	Builder: Not known
Integrity: High	Construction Date: c1859
Recommendation: Include in the Heritage Overlay	Extent of Overlay: To property title boundaries



Figure 1. 484 Smith Street, Collingwood (GJM Heritage, October 2019)

Statement of Significance

What is significant?

The Gasometer Hotel, 484 Smith Street, Collingwood, built c1859.

Elements that contribute to the significance of the place include (but are not limited to):

- The original external form, materials and detailing of the building
- The high level of integrity to its original design
- Façade parapet, with pitched roofs behind
- No front setbacks
- Rendered walls
- Rendered detailing and ornament including pilasters, quoining and ball finials
- Horizontal lines formed by parapet, cornice, string course and rows of windows
- Repetitive upper floor fenestration patterns
- Splayed corner with entrance, pilasters, quoining and pediment.

Later alterations and additions, including the barrel-vaulted roofed section to the east, are not significant.

How is it significant?

The Gasometer Hotel, 484 Smith Street, Collingwood is of local historical and architectural significance to the City of Yarra.

Why is it significant?

The Gasometer Hotel, 484 Smith Street, Collingwood is of significance as a suburban hotel constructed at a prominent corner location in Collingwood. The hotel has operated on this site since c1859 (Criterion A).

The Gasometer Hotel, 484 Smith Street, Collingwood is an intact and representative example of a Victorian-era hotel. It displays typical characteristics of the early Victorian period in Collingwood and across Melbourne more broadly, including a plain parapeted façade with repetitive upper floor fenestration, rendered facades and a prominent splayed corner entrance with pilasters, quoining and pediment (Criterion D).

Historical Themes

The place illustrates the following themes as outlined in the *City of Yarra Thematic History* (1998):

7.0 Leisure and Entertainment in the Suburbs

- 7.1 Licensed Hotels and 'Sly Grog'

Place History

This corner building was not evident on the 1858 Clement Hodgkinson map of Collingwood; the map shows the east side of Smith Street, between what is now Keele Street and Alexandra Parade as vacant land.

The earliest found reference to the hotel was an advertisement published in March 1860 in *The Argus* (20 March 1860:1) entitled 'Gasometer Hotel, Collingwood Gas Works, to Let, on Lease', describing the property as follows:

erected as a pioneer to the settlement of a populous neighbourhood. The whole paddock adjoining is surveyed, with plans for sale in allotments at a low price, with deferred payments. The new market contiguous is fenced. The great and increasing traffic of Smith-street, with the numerous employees at the gasworks, give assurance for the establishment of a good business within a short period.

This indicates that the hotel was built c1859-60, while the parapet of the building records the date 1861. The hotel was presumably named after the three large gasometers that were located opposite at the

Fitzroy Gasworks (north-west corner of Smith Street and Alexandra Parade, gasometers dismantled 1978) (Lovell, 1998: Vol 1, 71). In 1861, tenders were requested from carpenters for the erection of a stable and verandah, with applicants to apply to the Gasometer Hotel, Smith Street, Collingwood (*Argus*, 19 Nov, 1861:1).

The 1864 rate books record that Charles A. Mater was the owner of the stone hotel on the site, letting to George Pashley, licensed victualler. The 1867 rate books described the 'Gasometer Hotel' as a brick and stone building with twelve rooms, still owned by Mater. By 1874 the hotel was owned by Richard Benham and the following year ownership passed to Johanna Benham, licensed victualler (Ward, 1995:553). Richard and Johanna Benham retained ownership of the hotel for many years, until at least 1906 (*Age*, 19 Feb 1906:9), and by 1916 their son Richard William Benham was the owner (*Argus*, 12 Feb 1916:11; 22 Feb 1916:4).

A Melbourne and Metropolitan Board of Works (MMBW) plan (Figure 2) show the extent of the hotel and its outbuildings in 1896. The 1900 MMBW detail plan (Figure 3) showed the corner hotel and outbuildings annotated with their use. The rear of the property had a pitched, open space bordered along the east and south boundaries by stables, a wash house and water closets, with access provided off Alexandra Parade (then called Reilly Street).

Plans of the property dating to 1956 show footprints of the hotel building and outbuildings and records the occupant and owner at this date as S. Moore (Figure 4). The plan appears to show that the accessway off Alexandra Parade and stables, set back from the front title boundary (as in figure 3), remained at this date (PSP). Later additions and structures now occupy the south-east portion of the property; a barrel-vaulted building occupies the site of the original stable, washhouse and accessway.

The building continues to serve as the Gasometer Hotel in 2019.

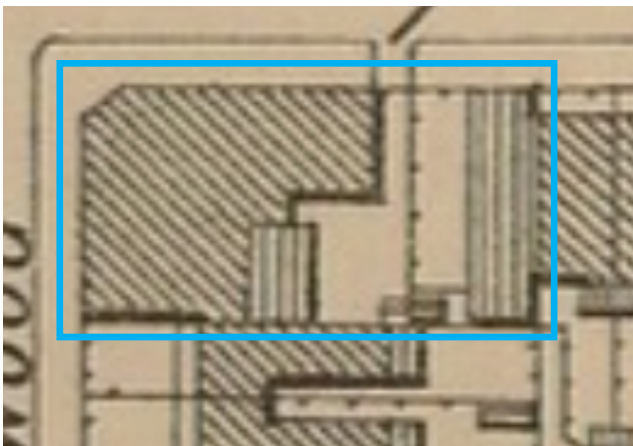


Figure 2. A footprint of the corner hotel and its outbuildings in 1896 (subject site indicated by blue polygon). The diagonal hatching indicates buildings constructed of brick or stone; vertical/horizontal hatching indicates buildings constructed of timber (MMBW 29, dated 1896).

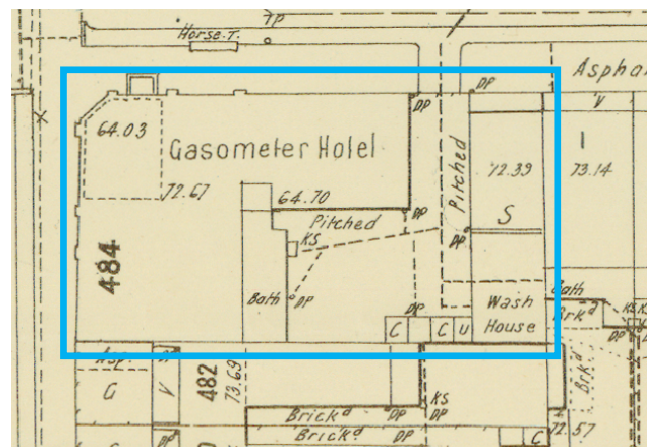


Figure 3. A footprint of the Gasometer Hotel dated 1900 (subject site indicated by blue polygon) (MMBW Detail Plan 1214, dated 1900).

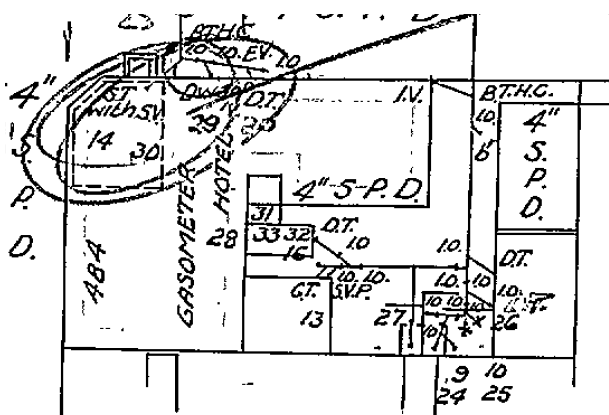


Figure 4. A plan of the site showing footprints of the buildings extant in 1956, annotated with sewerage works (PSP).

Physical Description

The Gasometer Hotel, 484 Smith Street, Collingwood is prominently located on the south-east corner of Smith Street and Alexandra Parade. Built in the early Victorian period, the building comprises a two-storey element addressing the street corner, an adjoining single-storey wing to the east and additional buildings further to the east along Alexandra Parade.

The two-storey corner hotel is a rendered stone (overpainted) building with two corrugated steel-clad, hipped roofs which run in a north-south direction, and two large rendered chimneys at the southern end. A third broad chimney is situated at the east wall of the two-storey building, behind the Alexandra Parade façade. The building has a splayed corner with ground floor entrance door, window at first floor level and pediment above which contains the description 'Gasometer Hotel' and the date '1861'. The ground floor façades contain a variety of window and door openings and are articulated with plain pilasters, while the corners of the upper façades are quoined. The upper-level fenestration comprises regularly spaced rectangular windows – six in the longer Smith Street façade and two facing Alexandra Parade. Openings are frameless and window sills are supported on plain corbels. A simple cornice forms the parapet of the building and a string course between the ground and upper floor relieves the plain façades.

An adjacent single-storey wing, facing Alexandra Parade, has a simple gable-roof which runs parallel to the front façade and is parapeted at the eastern end. The detailing of the corner building is repeated in this wing, with simple pilasters and frameless rectangular windows. The string course of the adjacent two-storey building continues to form the base of the single storey parapet which contains a row of recessed panels.

A barrel-vaulted roofed section, located further to the east in Alexandra Parade, is set behind a single-storey, parapeted façade. Constructed across an original accessway from Alexandra Parade to an internal courtyard at some stage after 1956, the façade of this later addition appears to repeat some of the earlier detailing of the original building.

Integrity

The Gasometer Hotel, 484 Smith Street, Collingwood retains a high degree of integrity to the early Victorian period in fabric, form and detail. While the building has undergone some additions to the east, these do not diminish the ability to understand and appreciate the place as a fine example of an early Victorian hotel.

Comparative Analysis

The Gasometer Hotel, 484 Smith Street, Collingwood is an intact and representative example of an early Victorian corner hotel. There are a substantial number of hotels included in the Heritage Overlay of the

Yarra Planning Scheme as individually significant buildings, including some built in the 1850 to 1870 period. Direct comparison can be made with the following examples:

- Birmingham Hotel, 333 Smith Street, Fitzroy (1853-), 'individually significant' in HO333, Smith Street Precinct
- Former Liverpool Arms Hotel, 299 Brunswick Street, Fitzroy (1860-70), 'individually significant' in HO311, Brunswick Street Precinct.



Figure 5. Birmingham Hotel, 333 Smith Street, Fitzroy (VHD)



Figure 6. Former Liverpool Arms Hotel, 299 Brunswick Street, Fitzroy (VHD, photo dated 2009)

These comparators are representative of hotel buildings constructed in the early Victorian period and are architecturally significant as intact examples of hotels from this period. Like the places above, the Gasometer Hotel displays a range of early Victorian characteristics including:

- Façade parapet, with pitched roof behind
- No front setbacks
- Rendered walls and detailing
- Horizontal lines formed by parapet, cornice, string course and rows of windows
- Repetitive upper floor fenestration patterns
- Splayed corner with entrance.

The Gasometer Hotel remains highly intact to demonstrate the key characteristics of this early type of hotel development in the City of Yarra.

Assessment Against Criteria

Following is an assessment of the place against the recognised heritage criteria set out in *Planning Practice Note 1: Applying the Heritage Overlay* (August 2018).

Criterion A: *Importance to the course or pattern of our cultural or natural history (historical significance).*

The Gasometer Hotel, 484 Smith Street, Collingwood is of significance as a suburban hotel constructed at a highly prominent corner location in Collingwood. The hotel has operated on this site since c1859.

Criterion D: *Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments (representativeness).*

The Gasometer Hotel, 484 Smith Street, Collingwood is an intact and representative example of a Victorian-era Hotel. It displays typical characteristics of the early Victorian period in Collingwood and across Melbourne more broadly, including a plain parapeted façade with repetitive upper floor fenestration, rendered facades and a prominent splayed corner entrance with pilasters, quoining and pediment.

Grading and Recommendations

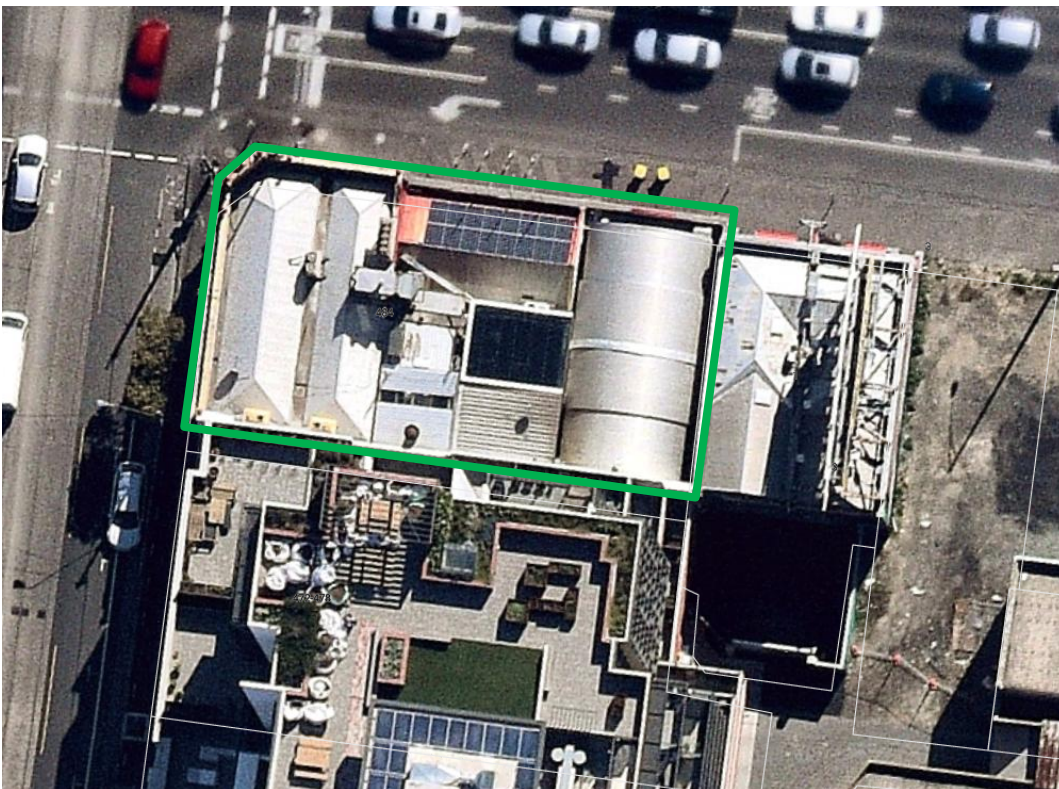
It is recommended that the place be included in a site-specific Heritage Overlay in the Yarra Planning Scheme as an individually significant heritage place.

Recommendations for the Schedule to the Heritage Overlay (Clause 43.01) in the Yarra Planning Scheme:

External Paint Controls?	No
Internal Alteration Controls?	No
Tree Controls?	No
Outbuildings or Fences not exempt under Clause 43.01-3?	No
Prohibited Uses Permitted?	No
Incorporated Plan?	No
Aboriginal Heritage Place?	No

Extent of the recommended Heritage Overlay

To the property title boundary, as indicated by the green polygon on the aerial below.

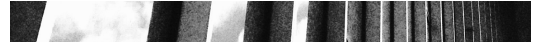


(Source: Nearmap, aerial dated Aug 2019)

Identified by:

Andrew C Ward & Associates (1989), *Collingwood Conservation Study* & (1995) *Collingwood Conservation Study Review* :

Recommended for Planning Scheme protection.



Significance: The "Gasometer" hotel is important as a prominent and early hotel which recalls the existence of the former Metropolitan Gas Co. premises opposite.

GJM Heritage (2019), *Brunswick Street and Smith Street Built Form Review, Heritage Assessments.*

References:

Allom Lovell & Associates (1998), *City of Yarra Heritage Review.*

Andrew Ward & Associate (1995), *Collingwood Conservation Study Review.*

Clement Hodgkinson, 'Plan shewing the streets and buildings in existence in East Collingwood on January 1st 1858' compiled from surveys executed under the direction of Clement Hodgkinson.

Melbourne and Metropolitan Board of Works: Plan 29 (scale 160ft to 1 inch), Fitzroy & Collingwood, dated 1896; Detail Plan 1214, dated 1900.

Property Sewerage Plan (PSP), No. 53022.

The Age.

The Argus.

Victorian Heritage Database (VHD), place records.

**APPENDIX III – Citation and Statement of Significance:
Quonset Warehouse, 20 Reeves Street, Clifton Hill**

QUONSET WAREHOUSE

20 REEVES STREET, CLIFTON HILL, 3068



Figure 1. 20 Reeves Street, Clifton Hill (GJM Heritage, March 2020).

DATE: 27 August 2020 - DRAFT

FILE: 2020-008

QUONSET WAREHOUSE

20 REEVES STREET, CLIFTON HILL

Place type: Prefabricated wartime building	Architect: Not applicable
Construction Date: Erected on site between 1945 and 1951	Builder: Not applicable
Recommendation: Remove from HO317 and include in a site-specific Heritage Overlay	Extent of Overlay: To the property title boundary (see plan at Figure 18).

Contextual history

Nissen, Romney and Quonset huts

The Nissen hut is a prefabricated steel and corrugated iron structure developed in 1916 by Major Peter Nissen, an Officer in the Royal Engineers, and extensively by British and Commonwealth forces during World War II. The Romney hut is a larger variation of the Nissen hut. The Quonset hut is another variation of the Nissen hut type and was developed by the American Navy in 1941.

Although Australian troops became familiar with Nissen and Romney huts through overseas service during the war, they were not used in Australia until they were sourced to provide migrant accommodation in the late 1940s.

In 1949, 860 Nissen huts and 100 Romney huts were bought from the British Ministry of Works and a supply of at least 50 Quonset huts was acquired from an ex-US base on Manus Island off Papua New Guinea. These were dismantled and shipped to Australia by January 1950. Later that year another 1500 Nissen huts and 50 Romney huts were bought from the Ministry of Works for £20,000. A further 2000 prefabricated huts of various sizes were bought from private dealers. These prefabricated huts were distributed amongst migrant centres throughout the country.

By 1953 there was a surplus of these huts and they began to be used for other Commonwealth uses such as at military bases and airports, as well as for civilian uses where they became a popular temporary structure for community organisations such as the scouts, local clubs and church groups. A number also found their way into private use, particularly as farm structures (VHD).

Nissen huts had standard sizes, being either 16ft, 24ft or 30ft wide (4.9m, 7.3m or 9.1m) with longitudinal bays in multiples of 6ft (1.8m). The Quonset hut measured either 16ft x 36ft (4.9m x 11.0m) or 24ft x 60ft (7.3m x 18.2m) and the Stran-Steel Quonset measured either 20ft x 40ft (6.1m x 12.2) or 20ft x 56ft (6.1m x 17.1m) (Stuart).

Quonset warehouses

A 'warehouse' version of the Quonset hut was developed, providing floor space of 40ft x 100ft (12.2m x 30.5m). About 300 of these were produced. These were later replaced by a Quonset-type warehouse which had the same measurements but also had the option of a concrete floor. These buildings were often called Elephant Houses and in Australia, attracted the name of SAAR Hut (possibly a corruption of Stran-Steel Arched Rib) (Stuart).

Place History

The Quonset warehouse was constructed at 20 Reeves Street in the immediate post-World War II period. The site was originally occupied by a small, timber building in the late nineteenth-century, which had been demolished by the turn of the century. The 1901 Melbourne and Metropolitan Board of Works (MMBW) plan (Figure 3) indicates the site was under the same ownership as 25 Council Street, located to the north, from the early 1900s (LV: V1973/F453). From 1919 to 1940, John Kavanagh, wool classer of 25 Council Street, Clifton Hill, owned the subject site. Following Kavanagh's death in August 1940, the property was transferred to Clifford Duffy, then Lewis Wyatt, draughtsman of Surrey Hills in October 1940 (LV:V1973/F453).



Figure 2. The subject site in 1896, occupied by a small timber building (MMBW No. 29, dated 1896).

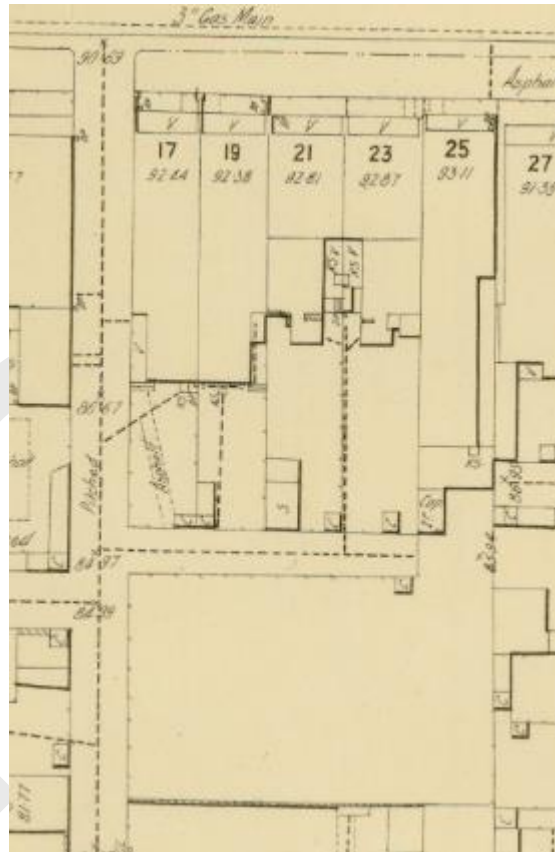


Figure 3. The subject site in 1901 with an apparent link to 25 Council St to the north (MMBW DP No. 1215, dated 1901).

In August 1947, E T Brown Limited of 14 Alexandra Parade, Clifton Hill, purchased the subject site (LV:V1973/F453). An aerial photo dated 1945 (Figure 4) shows the site occupied by earlier buildings at the time while an aerial dated January 1951 shows the extant hut erected at the subject site (Figure 5), indicating the structure was erected between 1945 and 1951. The date of erection indicates that the warehouse was bought directly from the supplier, rather than being a surplus or re-purposed military structure. The structure at the subject site measures approximately 12.5m x 24m (approx. 41ft x 78ft), suggesting the building was originally constructed as a 40ft wide Quonset warehouse but with a truncated length to suit the dimensions of the site.



Figure 4. The subject site in 1945, which appears to show earlier buildings occupying the lot (Landata).



Figure 5. The subject site in January 1951, occupied by the extant hut (Landata).

E T Brown, engineers, had been located on the block immediately west of the subject site, at 14 Reilly Parade (now 16 Alexandra Parade) from the 1880s (*Herald*, 12 Jun 1935:28). From the 1920s they expanded their operations to 14-24 Alexandra Parade, with Watson Brothers, ironworkers occupying the eastern portion of this property (east of the right-of-way) from c1925 (S&Mc). A new building was constructed for E T Brown on the north-east corner of Alexandra Parade and Reeves Street in 1935, which was entered off Reeves Street (*Herald*, 12 Jun 1935:28). The company evolved into Brownbuilt Ltd, with their steel equipment division occupying 14-24 Alexandra Parade until at least the mid-1970s (S&Mc).

From c1955 to c1965, the Sands & McDougall Directories listed E T Brown Ltd as the occupant of 18 Reeves Street (the last property listed on the east side of Reeves Street before Council Street). This part of the site was used by the company for storage. The company, now called Brownbuilt Ltd (steel equipment division), continued to be listed at 18 Reeves Street until at least the mid-1970s (S&Mc). Watson Brothers, who had occupied the eastern portion of the Alexandra Parade property from c1925, continued to be listed to the east of Watsons Lane (the previously unnamed right-of-way) until c1965. It is unclear whether the subject site was utilised by E T Brown or Watson Bros, as both listings in the Directory have the potential to refer to the subject property.

In September 1979, the subject site was sold to Wagon Mound Nominees Pty Ltd, of '230-240 Alexandra Parade, Clifton Hill' and Etka Nominees Pty Ltd of Caulfield. From 1982, Wagon Mound Nominees were the sole owners, now located at 14 Alexandra Parade, Clifton Hill. Subsequent owners were Lesellen Services (Central) Pty Ltd of South Melbourne from 1983, and Cathedral Arch Pty Ltd, of '14-24 Alexandra Avenue', Clifton Hill, from October 1986 (LV:V2973/F453).

In 2006, the building was unoccupied (Figure 6) before undergoing works c.2009 and c.2012 to be converted for office use (YCC BP; Nearmap). Drawings dated 2009 (Figure 8 – Figure 11) indicate that the works comprised the unboarding and either repair or replacement of windows to match existing on the side (north and south) elevations, removal of existing windows and addition of new windows to the west elevation, new doors to the

south and west elevations, and a new balcony on the south elevation (mezzanine level). Annotations note that the steel structure and existing roof and wall cladding were to be retained (YCC BP).

From c.2014 the building served as both an office and caretaker's residence for the nearby factory under the same ownership (YCC BP).



Figure 6. The west and south elevations of the vacant building in April 2006 prior to conversion (YCC BP).

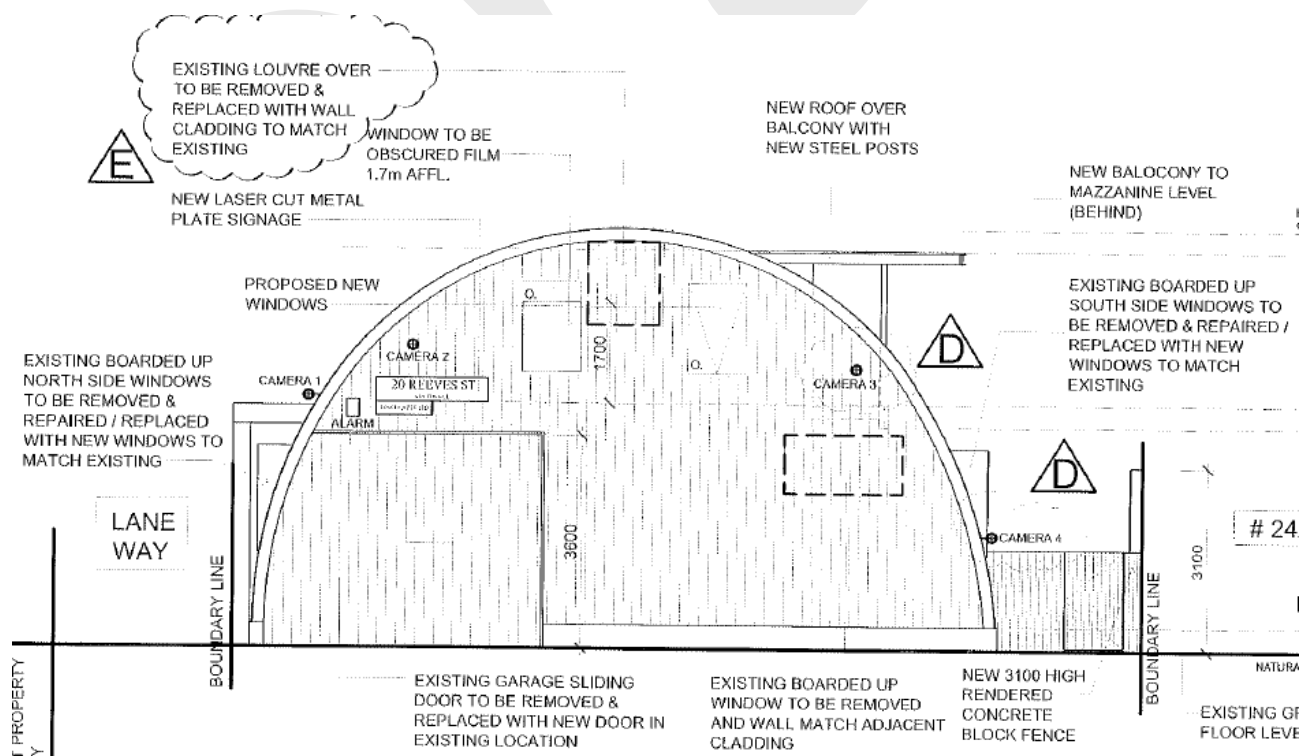


Figure 8. West elevation showing proposed works. Drawing dated 2009 (YCC BP).

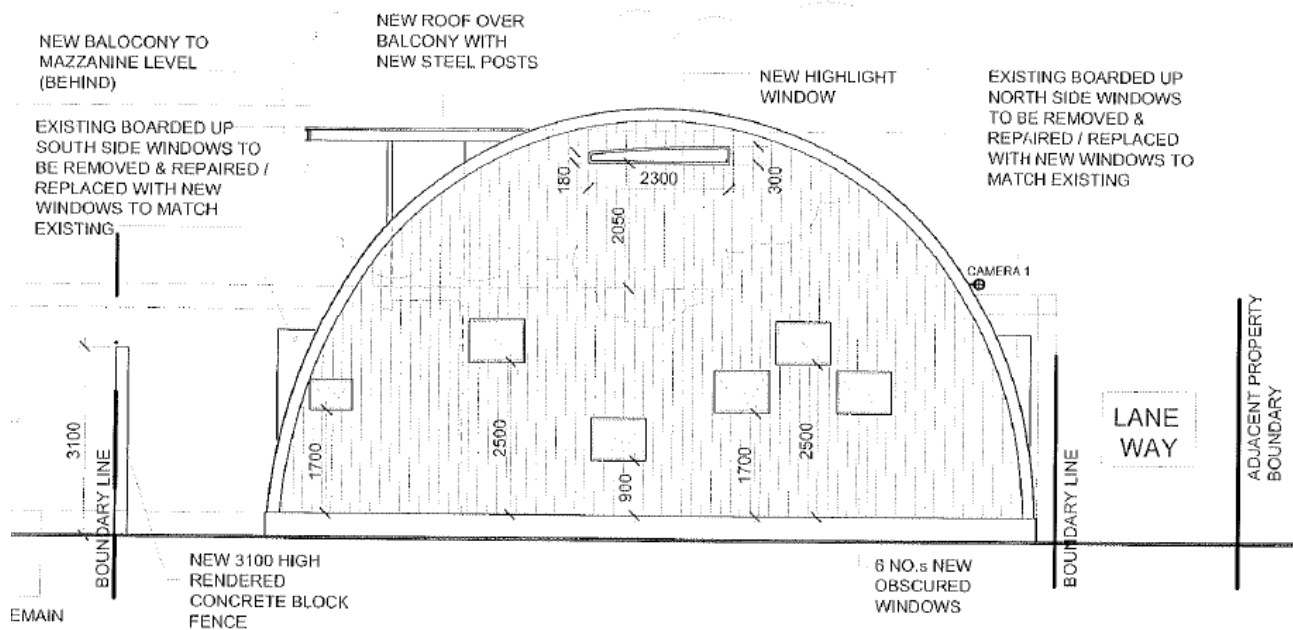


Figure 9. East elevation showing proposed works. Drawing dated 2009 (YCC BP).

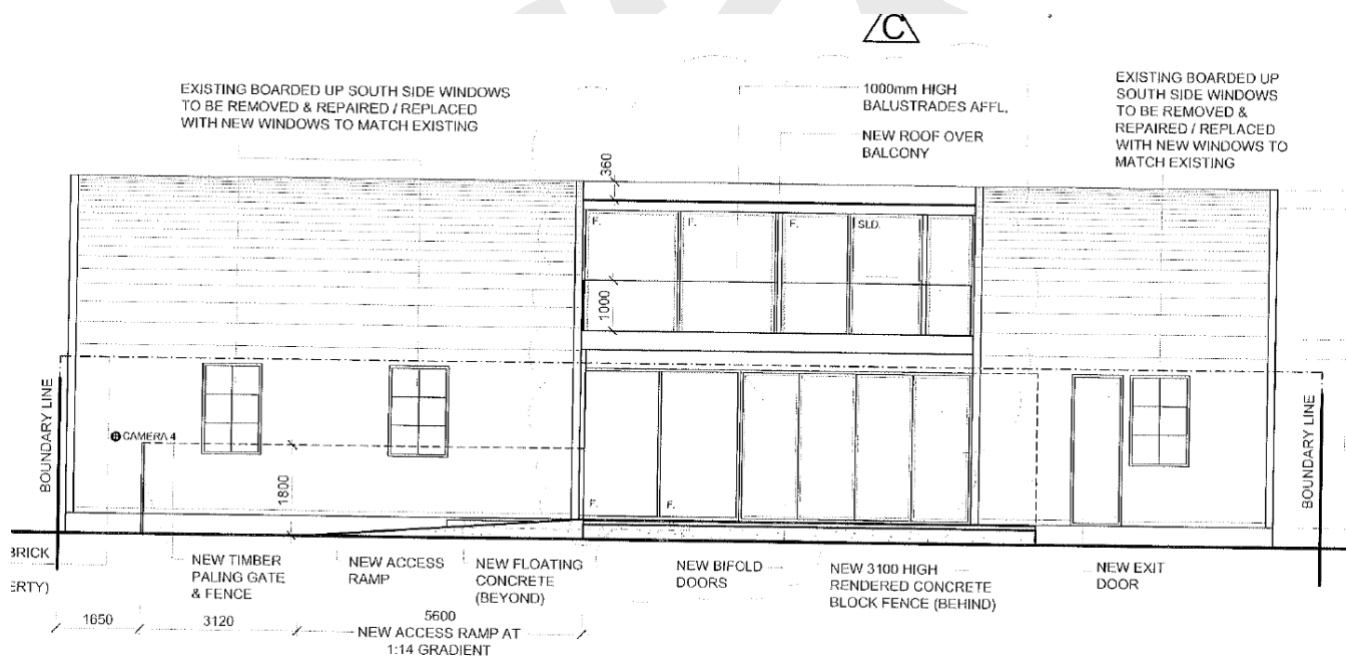


Figure 10. South elevation showing proposed works. Drawing dated 2009 (YCC BP).

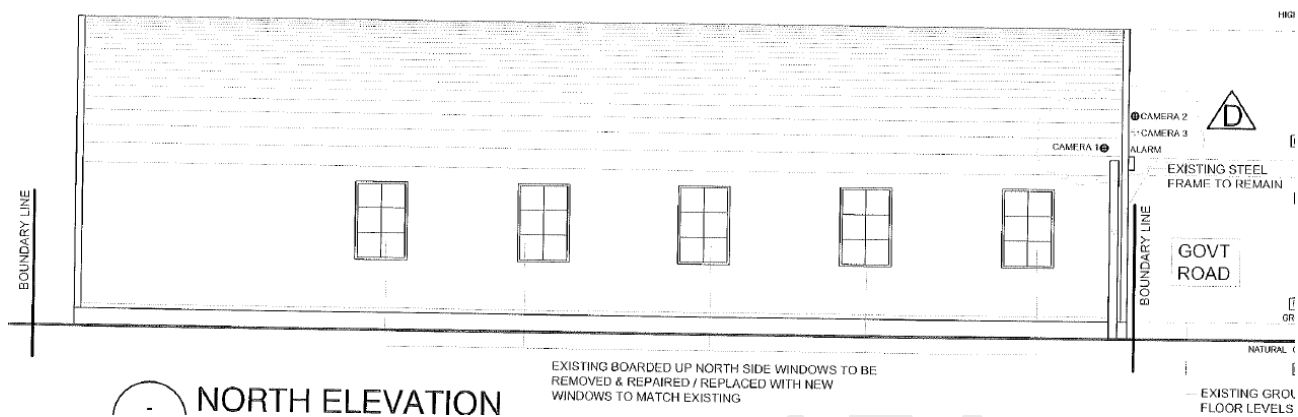


Figure 11. North elevation showing proposed works. Drawing dated 2009 (YCC BP).

Historical Themes

The place illustrates the following themes as outlined in the *City of Yarra Thematic History* (1998):

- 4 Developing local economies
 - 4.2 Secondary Industry

Description

The Quonset warehouse at 20 Reeves Street addresses a bluestone laneway (Watsons Lane) that connects Reeves Street to the east boundary of the site and bisects the block created by Alexandra Parade to the south, Council Street to the north, Reeves Street to the west and Hilton Street to the east (Figure 12). The building occupies almost the whole of the land parcel with side access provided to the south of the Quonset warehouse.

The building is a prefabricated, semi-cylindrical structure comprising steel framing, corrugated steel cladding and a concrete foundation. It measures approximately 12.5m wide x 24m deep (41ft x 78ft), with the apex of the structure at approximately 7.1m in height.

The corrugated steel cladding is laid horizontally on the north and south walls and is overlaid with a separate metal sheet that acts as the 'roof' (Figure 14). The end walls (east and west elevations) are clad in corrugated steel laid vertically. The junctions of the 'roof' and side walls are flashed with steel sheet. A large sliding door is located on the left-hand side of the western end wall and is supported by a steel post and beam (with an I-profile) (Figures 14-15). Two introduced sash windows are located above the sliding door. No windows are visible at the north elevation, and the east elevation is not visible from the public realm. The 2009 drawings indicate that new openings have been introduced to the south elevation, including glazed bifold doors at the ground level with a balcony covered by a flat roof above (Figure 17) as well as new window openings to the east elevation.

Alterations include the bifold doors and roofed balcony extension to the south elevation, the replacement of the sliding door to the west elevation and new windows or window openings to the south, east and west elevations. The building has also been completely re-clad.

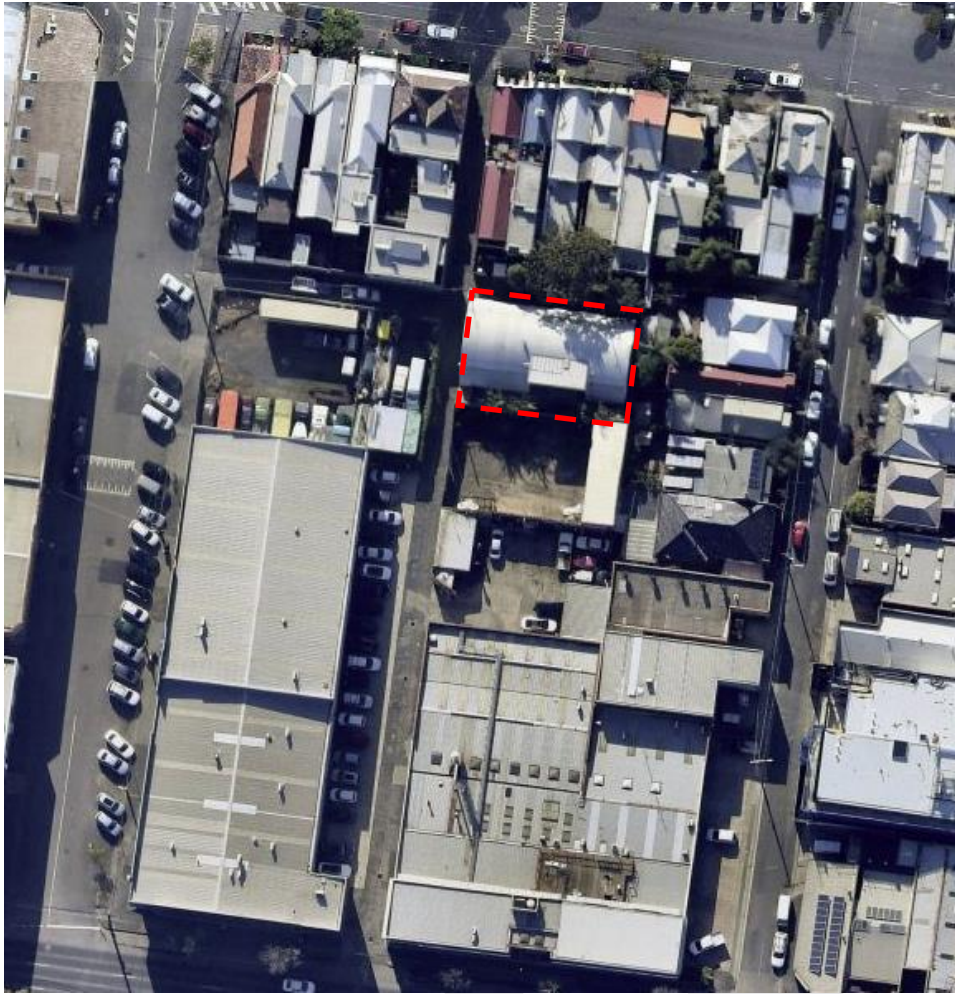


Figure 12. Aerial of the site (indicated) dated 4 June 2020, showing relationship of Wastons Lane to Reeves Street (west), Alexandra Parade (south) and Council Street (north). Hilton Street at right. Note location of later roofed balcony to the south elevation of the building. (Source: Nearmap, accessed July 2020)



Figure 13. West elevation of the structure, showing later window suites above the sliding door.



Figure 14. North elevation of the structure, showing 'eave' line. The walls drain directly to the laneway surface.



Figure 15. Looking southeast along Watsons Lane, showing the (later) sliding garage door at the northwest corner of the building with external post-and-beam steel support.



Figure 16. The southwest corner of the building, showing the formed concrete foundation.



Figure 17. Looking northeast from the rear of 10 Reeves Street to the subject site, showing later balcony extension.

Integrity/Intactness

The Quonset Warehouse at 20 Reeves Street retains a high degree of integrity in its form and materiality to its period of construction in the early post-war period. Despite some external modifications, including the introduction of the roofed balcony extension, new window openings to the west and south elevation and the replacement of the cladding, the place can be readily understood and appreciated as a Quonset Warehouse.

Comparisons

The Quonset Warehouse at 20 Reeves Street, Clifton Hill is of note as a rare example of a wartime prefabricated building in the City of Yarra.

No other examples of this class of place are currently included in the Heritage Overlay of the Yarra Planning Scheme and the subject building appears to have no direct comparators in the City of Yarra. The Porter Prefabricated Iron Store, previously located at 111 Queens Parade, Fitzroy North (VHR H2243), is another prefabricated metal structure in the municipality; however, this dates to the 1850s and isn't directly comparable to this mid-twentieth century structure.

Assessment Against Criteria

Following is an assessment of the place against the recognised heritage criteria set out in *Planning Practice Note 1: Applying the Heritage Overlay* (August 2018).

Criterion A: Importance to the course or pattern of our cultural or natural history

The Quonset Warehouse at 20 Reeves Street, Clifton Hill is historically significant as an example of a wartime prefabricated building utilised for industrial, and later commercial, use. It has a clear association with the post-World War II shortage of building materials when newly constructed or military-surplus huts were utilised for a range of government and private purposes such as migrant accommodation, churches, light industry, storage, agricultural use and community gathering spaces.

Criterion B: Possession of uncommon, rare or endangered aspects of our cultural or natural history

The Quonset Warehouse at 20 Reeves Street, Clifton Hill is a rare example of a prefabricated military building in the City of Yarra. Once commonly utilised practice across Victoria in the post-war period to address building restrictions and to curtail shortages in building supplies, examples of these prefabricated structures are

becoming increasingly rare and there are no other known examples within the City of Yarra. The place remains sufficiently intact to clearly demonstrate this rare building type in the municipality.

Grading and Recommendations

It is recommended that the place be removed from HO317 (Clifton Hill Western Precinct) and included in the Heritage Overlay of the Yarra Planning Scheme as a site-specific heritage place.

Recommendations for the Schedule to the Heritage Overlay (Clause 43.01) in the Yarra Planning Scheme:

External Paint Controls?	No
Internal Alteration Controls?	No
Tree Controls?	No
Outbuildings or Fences not exempt under Clause 43.01-3?	No
Prohibited Uses Permitted?	No
Aboriginal Heritage Place?	No

Extent of the Recommended Heritage Overlay

To the property title boundary, as indicated by the red polygon on the aerial below.



Figure 18. Recommended Extent of Heritage Overlay
(Basemap Source: Nearmap, February 2020)

References

Landata, historical aerial photographs.

Landata Victoria (LV), Certificates of Title, as cited.

Melbourne and Metropolitan Board of Works:

Plan No. 29, dated 1896

Detail Plan No. 1215, dated 1901.

Nearmap, aerial photography.

Sands & McDougall Directories (S&Mc).

Stuart, Dr Ian, 'The Diffusion of the Quonsets to Australia (1942-1948)', published in the CHS Newsletter (2009). *An abridged version of a paper given at the 2009 Pacific Connection Conference.*

The Herald.

Victorian Heritage Database (VHD), Heritage Victoria citation for 'Former Maribyrnong Migrant Hostel, 61-71 Hampstead Road Maidstone, Maribyrnong City', < <https://vhd.heritagecouncil.vic.gov.au/places/35583>>, accessed June 2020.

Yarra City Council (YCC), Building Permit information provided by Council.

Quonset Warehouse, 20 Reeves Street, Clifton Hill Statement of Significance, August 2020 [DRAFT]

Heritage place: Quonset Warehouse, 20 Reeves Street, Clifton Hill, 3068

PS ref no.: HO TBC



What is significant?

The Quonset Warehouse at 20 Reeves Street, Clifton Hill.

Elements that contribute to the significance of the place include (but are not limited to):

- The form, material type and detailing of the Quonset Warehouse including original or reconstructed fenestration.

The later additions dating from c.2009-2012 are not significant.

How is it significant?

The Victoria Parade East Precinct at 205-219 Victoria Street is of local historical and rarity significance to the City of Yarra.

Why is it significant?

The Quonset Warehouse at 20 Reeves Street, Clifton Hill is historically significant as an example of a wartime prefabricated building utilised for industrial, and later commercial, use. It has a clear association with the post-World War II shortage of building materials when newly constructed or military-surplus huts were utilised for a range of government and private purposes such as migrant accommodation, churches, light industry, storage, agricultural use and community gathering spaces (Criterion A).

The Quonset Warehouse at 20 Reeves Street, Clifton Hill is a rare example of a prefabricated military building in the City of Yarra. Once commonly utilised practice across Victoria in the post-war period to address building restrictions and to curtail shortages in building supplies, examples of these prefabricated structures are becoming increasingly rare and there are no other known examples within the City of Yarra. The place remains sufficiently intact to clearly demonstrate this rare building type in the municipality (Criterion B).

Primary source:

Alexandra Parade: Heritage Analysis and Recommendations, GJM Heritage, August 2020