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SOUTH MELBOURNE MAJOR ACTIVITY CENTRE & EMPLOYMENT PRECINCTS HERITAGE BUILT FORM ANALYSIS & RECOMMENDATIONS



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The subject site forms part of the traditional lands of the Wurundjeri People, who are represented by the Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation and the Bunurong People, who are represented by the Bunurong Land Council 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 Wurundjeri People and the Bunurong People as the Traditional Owners of the land at this place and pay our respects to their Elders past and present. For more information on the Wurundjeri People, please visit <https://www.wurundjeri.com.au/>. For more information on the Bunurong People, <https://www.bunuronglc.org/>

Cover page image: Looking north along the eastern side of Clarendon Street from Bank Street, South Melbourne (GJM Heritage, November 2022).

All photos taken by GJM Heritage in October and November 2022 unless otherwise stated.

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GLOSSARY OF ABBREVIATIONS

BFR	Built Form Review
CBD	Central Business District
CCZ	Capital City Zone
C1Z	Commercial 1 Zone
C2Z	Commercial 2 Zone
DDO	Design and Development Overlay
DELWP	Department of Environment, Land, Water and Planning
FBURA	Fishermans Bend Urban Renewal Area
GRZ	General Residential Zone
HO	Heritage Overlay
I1Z	Industrial 1 Zone
MAC	Major Activity Centre
MUZ	Mixed Use Zone
NAC	Neighbourhood Activity Centre
NRZ	Neighbourhood Residential Zone
PPN	Planning Practice Note
RGZ	Residential Growth Zone
SAC	Standing Advisory Committee
SMC	South Melbourne Central
VHR	Victorian Heritage Register

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EXECUTIVE SUMMARY

South Melbourne Central is a Major Activity (MAC) Centre located approximately 1.5km south of Melbourne's Central Business District within the municipality of Port Phillip. Clarendon Street forms the major thoroughfare and historic 'high street' that bisects the suburb of South Melbourne from north to south. As the historic centre of the former City of South Melbourne, the MAC contains a number of important civic buildings and a diverse collection of heritage buildings dating from the mid-nineteenth to the mid-twentieth centuries. Clarendon, Coventry and Park streets provide examples of this earlier development and are highly consistent and visually cohesive heritage streetscapes. Elsewhere in South Melbourne factories and warehouses were established with trade expanding from the late nineteenth century onwards. A number of these heritage buildings remain, and have been adapted for contemporary uses or incorporated into new developments.

As a Major Activity Centre, South Melbourne is experiencing significant development pressure that is expected to continue. With this, new development needs to be balanced with the identified cultural heritage of South Melbourne, so that these heritage values are not adversely impacted.

The City of Port Phillip (Council) is currently developing an updated South Melbourne Structure Plan (Structure Plan) that will update the *South Melbourne Structure Plan & Implementation Strategy 2007*. Since the current Structure Plan was developed, South Melbourne - and inner Melbourne more broadly - has changed significantly. It is anticipated that new built form controls will be introduced to replace the current Design and Development Overlay (DDO8) that applies to the South Melbourne MAC and adjacent employment precincts to reflect the updated Structure Plan.

To support the City of Port Phillip in developing of the Structure Plan, Hodyl & Co. (Hodyl) are preparing a new Built Form Review (BFR) that will provide a strategic basis for updating the existing built form controls to guide new development in the South Melbourne MAC and employment precincts. This work will identify opportunities for development in the MAC and employment precincts, as well as enhancing its unique properties and features.

The heritage advice contained in this report will assist in developing revised DDO controls that appropriately respond to the heritage fabric and values of the South Melbourne Structure Plan study area (study area) and protects key view lines and local landmarks.

This advice identifies the high-level built form parameters that are needed to ensure the heritage values of the area are appropriately managed and protected, and that good heritage outcomes are being achieved in the context of new development. This includes a consideration of whether mandatory or discretionary controls are appropriate to achieve greater certainty in heritage outcomes.

This Heritage Analysis and Recommendation Report is presented in two 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 and Recommendations

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

PART I: THE PROJECT AND PLANNING FRAMEWORK



1 INTRODUCTION

1.1 Location

The South Melbourne Structure Plan study area is located approximately 1.5km south of Melbourne's Central Business District (CBD). The Fishermans Bend Urban Renewal Area (FBURA) is located to the west and St Kilda Road precinct to the east. The residential areas of Albert Park and Port Melbourne form a border with the suburb of South Melbourne to the west and southwest, respectively. Port Phillip Bay is approximately 2km south and Albert Park Lake and parklands are adjacent to the residential precinct that abuts South Melbourne's commercial centre.

The study area comprises the South Melbourne Major Activity Centre, identified in *Plan Melbourne 2017-2050* and adjacent employment precincts. Like many comparable commercial centres across metropolitan Melbourne, South Melbourne is undergoing substantial development pressure and change.



Figure 1. South Melbourne Structure Plan study area location map.

(Source: South Melbourne Structure Plan Urban Design Existing Conditions Paper, p 8)

1.2 Brief Description of the Study Area

The study area is an important civic and commercial centre with a diverse built form ranging from modest Victorian-era shop/residences and houses to large-scale postwar public housing estates. It housed the civic, commercial, retail and manufacturing activities of the former City of South Melbourne and this history is reflected in the State and local heritage-listing of its commercial high streets, grand public buildings, hotels, churches, factory buildings and intact terraced housing.

The study area extends north to City Road and the West Gate Freeway and east to Kings Way. Ferrars Street forms the western border, with the exception of a small triangular-shaped parcel of land to the west of Ferrars Street, between City Road and York Street. An irregular border that forms the southern perimeter of the study area which includes Dow Street west of Clarendon Street, the rear boundary of

properties on the south side of Park Street east of Clarendon Street and properties either side of Clarendon Street, as far south as Thomson Street.

The study area comprises a mostly regular street grid and main streets of uniform width; Clarendon Street bisects the study area from north to south and provides the focal point as a local shopping strip. The South Melbourne Market to the west of the study area provides another important commercial destination. Further commercial activity is mostly centred around Market, York, Coventry, Dorcas and Park streets which intersect with Clarendon Street from north to south. Former low-scale industrial sites interspersed with recent larger-scale developments are generally found towards the north of the study area, while residential areas and more modestly scaled buildings are generally located towards the south. Typically, the heritage buildings on Clarendon, York and Dorcas streets are two-storey shop/residences built between the late nineteenth and mid-twentieth centuries. A number of prominent corner hotels built at this time are located on street corners. The two-storey scale varies with a smaller number of single- and three-storey buildings. Rear or service wings remain on some buildings, visible from rear laneways or side streets. The heritage buildings are predominantly constructed from brick and are generally rendered and painted with hipped or gabled roof forms clad in corrugated steel.

As well as early shop/residences and former industrial buildings, the study area also contains a number of substantial civic and institutional buildings including South Melbourne Town Hall, the former South Melbourne Post Office, South Melbourne Court House and Police Station and St Luke's Anglican Church.

Part II of this report describes the project area and its heritage significance in greater detail.



Figure 2. South Melbourne Structure Plan study area.

(Source: City of Port Phillip, 2022)

1.3 Brief History of the Study Area

The following is based on the 'Emerald Hill Residential Precinct – HO440' citation, from the Port Phillip Heritage Review (December 2021), with additional resources as cited.

When Melbourne was first settled in the 1830s, the low-lying land to the south of the Yarra River was initially considered unsuitable for development. Following the 1851 gold rush, the government allocated part of this area for immigrant occupation and between 1852 and 1854, the area was covered in tents and named 'Canvas Town.'



Figure 3. Detail of a c1851-52 plan of Melbourne and surrounds.

(Source: 'Jika Jika & Melbourne', 1851-52, via State Library Victoria, Filename va000157)

In 1852 Robert Hoddle surveyed part of the area, establishing Emerald Hill (now South Melbourne). The first land auction took place in August 1852, when 67 allotments were sold in the blocks bound by Grant (now Ballantyne), Clarendon, Coventry and Cecil streets. Further land sales in the early 1850s resulted in the development of timber houses, hotels and shops. In the 1850s, a number of prefabricated timber houses were also erected, some of which were imported from Southeast Asia (now generally referred to as 'Singapore Cottages') and were erected by Chinese carpenter Louis Ah Mouy. The early presence of Chinese immigrants in South Melbourne, initially spurred by the gold rush, prompted the erection of a lodging house (1855) and Joss House temple (1856), the latter replaced in 1866 by the See Yup Temple (remains at 76 Raglan Street).



Figure 4. Surveyed Crown Allotments and reserves in Emerald Hill, 1852.

(Source: W Green, 'Map of the city of Melbourne and its extension together with Collingwood Richmond, Hawthorne, The Emerald Hill, and a portion of Prahran', c1852)



Figure 5. Plan of Emerald Hill, 1855, showing an increased number of surveyed lots. Plan overlaid with the South Melbourne Structure Plan Study Area.

(Source: J Kearney, 'Melbourne and its suburbs', 1855)

Emerald Hill underwent rapid development in the nineteenth century. The town remained part of the City of Melbourne until 1855, at which date rate books indicate that more than 1,000 dwellings existed. The creation of the separate municipality, the Borough of Emerald Hill in 1855, further encouraged development. As building regulations imposed by the City of Melbourne were no longer being applied, the erection of a proliferation of cheaper timber buildings (and more prefabricated dwellings) ensued.

Within the new Borough of Emerald Hill sites on the north-west corner of Dorcas and Cecil streets were reserved for municipal buildings, including a town hall, police station (1856) and mechanics institute (1857). A courthouse was first established in 1855. Reserves had already been granted to various church denominations, including a large centrally-positioned lot allocated for the Protestant Orphan Asylum (1856). A Roman Catholic orphanage was also established on a smaller site further south along Cecil Street (1856).

The Melbourne to St Kilda railway opened in May 1857, and an Emerald Hill station opened by 1858, providing easier access from the city. In the late 1850s and early 1860s, the area bound by York, Moray, Park and Montague streets was the most densely developed part of the borough.



Figure 6. Plan of surveyed lots in Emerald Hill, 1857, overlaid with the South Melbourne Structure Plan Study Area.

(Source: C Hodgkinson, 'Plan of Building Lots in the Municipality of Emerald Hill', 1857)

In the 1850s, Clarendon Street (north of Dorcas Street) emerged as the main commercial centre, while the cross streets York and Coventry, also had concentrations of commercial development.¹ In 1860, the east side of Clarendon Street, north of York Street, was still listed as 'swamp' in the Sands & McDougall Directory. By 1860, commerce had spread south to approximately Raglan Street, with a particular focus on the west side of the street. The strip included greengrocers, a produce store, plumber, saddler and harnesser, hay and corn store, tailors, bootmakers, drapers, butchers, hairdresser, hatters, a chemist, and

¹ S Priestley, 1995, *South Melbourne, A History*, Melbourne, p 104.

tobacconist, amongst others.² Commercial growth was encouraged by the regrading of the street in the early 1860s.

A market was first established at Market Reserve on the southwest corner of York and Cecil streets in 1867, when Council allowed market gardeners to sell their fresh produce at the site. The first sheds were erected in the 1860s, before extensive shedding was built in 1883.³



Figure 7. South Melbourne Market, 1889.

(Source: David Wood, photographer, via Port Phillip City Collection)

In the mid-1860s, Emerald Hill remained an isolated township amongst waterbodies and wetlands. Within the surveyed township, development spread from Eastern Road to near Montague Street. However, the surrounding swampy land remained unsuitable for housing or industry until it could be drained. Early flood mitigation measures included land reclamation, drainage and river embankment works, before the most effective measure, the construction of the Coode Canal (1887), allowed for urban expansion.

² Sands & McDougall Directory, 1860.

³ S Priestley, 1995, *South Melbourne, A History*, Melbourne, pp 106-7; South Melbourne Market, 'History', <<https://www.southmelbournemarket.com.au/about/history>>, accessed 27 October 2022.



Figure 8. 1864 map of Emerald Hill, showing the extent of development, surrounding the central Orphan Asylum.

(Source: H L Cox [Surveyor], 'Port Phillip, Hobson Bay and River Yarra, Leading to Melbourne', 1864, via State Library Victoria)

Between 1861 and 1871 the population of the borough increased from approximately 9,000 to 17,000 people, resulting in the proclamation of the Town of Emerald Hill in 1872. A major development and population boom would occur in the following two decades.⁴

From the 1870s, development included the infill of existing streets, replacement of earlier buildings, and the spread of development beyond the original layout. This was partly stimulated by the Melbourne Harbour Trust's (formed in 1877) transformation of the Yarra River docks, which increased the value of South Melbourne as a residential and commercial centre.

In the late 1870s, the large lot first occupied by the Protestant Orphan Asylum (between 1855 and 1877) was developed with a new town hall (1880), which accommodated a court house and police station, and residential and commercial development. A post office was later built in 1912, and a new court house and police station were constructed opposite the town hall in 1928, forming a civic hub.

The new commercial development on the former orphan asylum site lined the major streets, primarily Clarendon Street, with rows of notable two-storey brick shops. By 1880 the length of Clarendon Street was largely developed. Commercial premises extended from City Road (formerly Sandridge Road), to Napier Street on the west side and Thomson Street (formerly Little Raglan Street) on the east side. The exception were the blocks on the east side of Clarendon Street between Coventry and Bank streets, occupied by St Lukes Church and the Presbyterian church and school, both of which were subdivided for commercial development between the

⁴ Victorian Places, 'South Melbourne', <<https://www.victorianplaces.com.au/south-melbourne>>, accessed October 2022.

late 1870s and early 1900s.⁵ Commercial services along Clarendon Street in 1880 ranged from daily needs to specialist and luxury items.⁶ At this date, a combination of houses and vacant lots remained at the southern extent of Clarendon Street; south of Thomson Street (formerly Little Raglan Street) on the east side, and south of Napier Street on the west side.

The prosperity associated with the Land Boom of the 1880s brought with it further residential and commercial expansion. The City of Emerald Hill was declared in 1883, and was soon renamed the City of South Melbourne. In the 1880s the larger lots in Emerald Hill were typically subdivided and infilled with dense residential development. The undeveloped areas to the south were often developed with larger dwellings, establishing prestigious residential addresses. Commercial development along Clarendon Street was comparably fine grain, with the erection of new shops, hotels and banks. In 1890, cable tram lines were opened along Clarendon Street, Park Street and City Road, and an engine house built at 357-361 City Road.⁷



Figure 9. View of Clarendon Street and surrounding residential areas, looking north from Dorcas Street, 1888. The cable tram line is under construction.

(Source: David Wood, photographer, via City of Port Phillip, 'Clarendon Street Stories')

⁵ S Priestley, 1995, *South Melbourne, A History*, Melbourne, p 105.

⁶ Sands & McDougall Directory, 1880.

⁷ 'South Melbourne City Road Industrial Area – HO4' citation in the *Port Phillip Heritage Review*, Version 36, December 2021.



Figure 10. Clarendon Street, looking south from Dorcas Street, 1888.

(Source: Port Phillip City Collection, David Wood Collection, Reg No. sm0441.1-4)

Photographs dating to the late 1880s show the densely developed commercial strip, surrounding residential areas, and industry at the northern outskirts. The population of the municipality more than doubled between 1871 and 1891, increasing from just over 17,000 to almost 42,000 people. The population would remain in the region of 40,000 until the mid-twentieth century.⁸



Figure 11. North-west corner of Clarendon and Bank streets, 1888. The cable tram line is under construction.

(Source: David Wood, photographer, via City of Port Phillip, 'Clarendon Street Stories')

⁸ Victorian Places, 'South Melbourne', <<https://www.victorianplaces.com.au/south-melbourne>>, accessed October 2022.



Figure 12. The former Commercial Bank of Australia Ltd on the south-west corner of Clarendon and Bank streets, 1888.

(Source: David Wood, photographer, via City of Port Phillip, 'Clarendon Street Stories')

The 1894 Melbourne and Metropolitan Board of Works plan illustrates the dense, largely small-scale development of the area, with some vacant lots, including at the southern extent of Clarendon Street (west side). By 1900, Clarendon Street was a consolidated commercial strip, primarily between City Road (formerly Sandridge Road) and Thomson St (formerly Little Raglan Street), occupied by a wide range of shops and commercial services.⁹

⁹ Sands & McDougall Directory, 1900.



Figure 13. Development in the area by 1894 (Source: MMBW No. 21, dated 1894).

In the late nineteenth century, manufacturing and food processing industries expanded south from the riverside. The south side of City Road was fully developed by the turn of the century, with single-storeyed terraces mixed with industrial enterprises extending west of the cable tram engine house to the railway line. The 1903 *Australian Handbook* noted that the low-lying land in the area had been raised above flood level, suitable for ‘manufactories, which [added] largely to the wealth and importance of the municipality’.¹⁰ Industry and business provided the basis for the city’s swift rise in population in the first decades of the twentieth century.¹¹

In 1903 South Melbourne had 90 hotels, churches of all denominations including a Chinese Joss House, six state schools, six bank branches, a total of 8,167 inhabited dwellings and population of just over 40,500.¹² The few remaining vacant lots were gradually developed in the twentieth century, and some Edwardian and Interwar

¹⁰ *Australian Handbook*, 1903 via Victorian Places, ‘South Melbourne’, <<https://www.victorianplaces.com.au/south-melbourne>>, accessed October 2022.

¹¹ ‘South Melbourne City Road Industrial Area – HO4’ citation in the *Port Phillip Heritage Review*, Version 36, December 2021.

¹² *Australian Handbook*, 1903 via Victorian Places, ‘South Melbourne’, <<https://www.victorianplaces.com.au/south-melbourne>>, accessed October 2022.

developments replaced earlier buildings, for example at the southern extent of Clarendon Street and within the industrial areas. In 1937, the Port and South Melbourne cable services were replaced with motor buses as the preferred alternative to the provision of electric tramway services.¹³



Figure 14. Clarendon Street, looking north at the intersection with Park Street, 1890s.

(Source: Port Phillip City Collection, Reg No. sm0530)



Figure 15. Looking south down Clarendon Street from Coventry Street, early 1900s

(Source: Port Phillip City Collection, Reg No. sm0306.1-2).

By the 1940s commercial premises in South Melbourne were described as ‘modern and busy’, with a total of 37 hotels in the area. Meanwhile the northern parts of South Melbourne had established as an important industrial centre with ‘442

¹³ ‘South Melbourne City Road Industrial Area – HO4’ citation in the *Port Phillip Heritage Review*, Version 36, December 2021.

factories of all classes of secondary industry'. Industry continued to expand in the area in the subsequent decades.¹⁴



Figure 16. Aerial photo of the precinct, 1945.

(Source: University of Melbourne, Map Collection, 'Melbourne 1945 Photo-maps', Melbourne B4B, 848 B4B, 1945)

As new development continued into the postwar era, some of the earliest dwellings were demolished, or relocated in the case of some prefabricated iron houses, in the 1950s and 1960s. A major transformation in the postwar period was a result of the Housing Commission of Victoria's slum reclamation program, which resulted in the demolition and redevelopment of blocks of Victorian-era housing. In the area, this included the site bounded by Moray, Dorcas and Coventry streets, which was acquired and cleared for the Emerald Hill Estate (1960), and the block bounded by Park, Cecil and Bank streets and the railway line (tower block opened in 1969). From

¹⁴ *Australian Blue Book*, 1946, cited in Victorian Places, 'South Melbourne', <<https://www.victorianplaces.com.au/south-melbourne>>, accessed October 2022.

the 1960s, the municipality of South Melbourne underwent a process of gentrification, and by the 1980s the population had decreased to less than half its immediate postwar figure.¹⁵

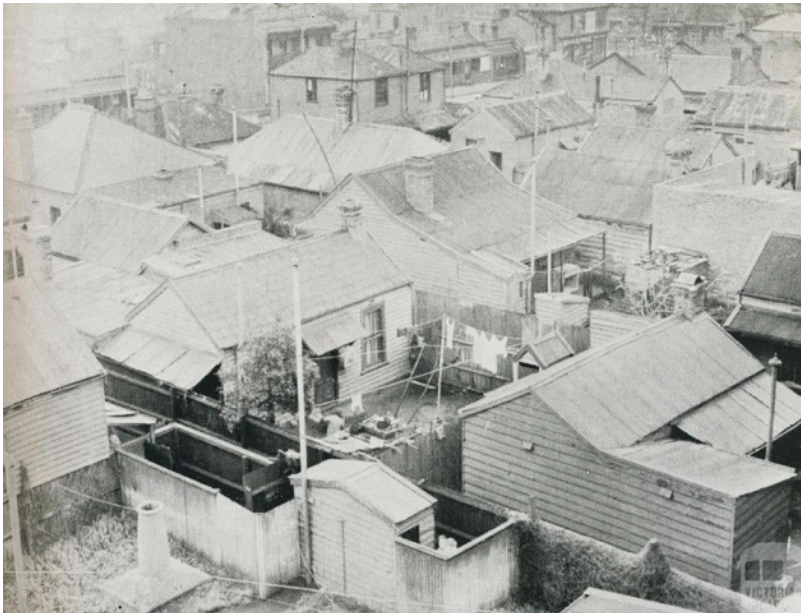


Figure 17. A dense cluster of ‘slum’ housing in South Melbourne, 1942, later demolished as part of housing commission developments (Figure 17, right).

(Source: Victorian Places, ‘South Melbourne’, <<https://www.victorianplaces.com.au/south-melbourne>>, accessed October 2022)



Figure 18. Park Towers Housing Commission flats under construction, 1968.

(Source: W R Allan, photographer, Port Phillip City Collection, Reg No. sm2904).



Figure 19. Looking east at the Town Hall on Bank Street, from Park Towers, 1969

(Source: Port Phillip City Collection, Reg No. sm2807.1-2).

The South Melbourne Market underwent expansion and modernisation throughout the twentieth and twenty-first century, particularly following a 1981 fire which destroyed the original A and B market sheds near Coventry Street. A carpark was constructed over the market in 1972 and a food hall built in 1991, replacing part of the original market structure. In 2012 a roof was added to the rooftop carpark.¹⁶

¹⁵ Victorian Places, ‘South Melbourne’, <<https://www.victorianplaces.com.au/south-melbourne>>, accessed October 2022.

¹⁶ South Melbourne Market, ‘History’, <<https://www.southmelbournemarket.com.au/about/history>>, accessed 27 October 2022.

Modern development has seen the erosion of 19th century building stock in South Melbourne, affecting smaller pockets of residential areas, and more substantial parts of the commercial and former industrial areas. A majority of manufacturing and warehousing sites have been redeveloped, with earlier buildings either demolished, substantially added to or adaptively reused. The northern end of the Clarendon Street commercial strip has undergone substantial renewal in the second half of the twentieth century, with some postwar buildings redeveloped again in the early twenty-first century, such as the Coles Supermarket site. Medium- to large-scale residential and commercial buildings dating from the late twentieth and early twenty-first century are a prominent feature of the north and north-east portions of the precinct, including the northern extent of Clarendon Street.

The Emerald Hill civic and residential precinct and the core Clarendon Street 'high street' remains remarkably intact to the Victorian period. The gentrification of the late twentieth century and the proximity to wealthy suburbs such as Albert Park has seen the commercial core of Clarendon Street and cross streets such as Coventry Street become home to vibrant shopping and hospitality venues. The South Melbourne Market remains a popular destination for locals and Melburnians more broadly. South Melbourne continues to be a popular and easily accessible destination which is further driving the substantial development pressure evident today.

1.4 Scope of Heritage Built Form Analysis and Recommendations report

GJM Heritage has been commissioned by the City of Port Phillip to provide heritage analysis and recommendations for the future management of the South Melbourne MAC and employment precincts in the context of potential new development. The existing built form controls were drawn from the South *Melbourne Central Structure Plan 2007*. The heritage built form analysis and recommendations provided by GJM will inform the South Melbourne Built Form Review which, in turn, will inform an updated South Melbourne Structure Plan (currently being prepared by Council).

The analysis provided in this report builds on the previous built form reviews and heritage analysis work conducted by GJM for similar activity centres where there are heritage considerations. This work has demonstrated that it is necessary to ensure appropriate weight is given to heritage when considering new development.

The purpose of our analysis and recommendations is to ensure that any DDO controls arising from the review of the existing controls take proper account of the heritage values of the precincts and individual buildings within the study area.

1.5 Methodology

In addition to the Built Form Review and associated built form modelling prepared by Hodyl the key background documents on which the heritage analysis is based on are:

- ☐ Schedule 8 to Clause 43.02 Design and Development Overlay of the Port Phillip Planning Scheme (DDO8)
- ☐ The relevant provisions of the Port Phillip Planning Scheme, in particular:



- Clause 02.03-1 - Settlement
- Clause 02.03-4 - Built environment and heritage
- Clause 11.03-1L-01 - Activity centres
- Clause 11.03-1L-05 - South Melbourne Central Major Activity Centre
- Clause 15.01-1L-02 - Urban Design
- Clause 15.03-1S - Heritage conservation
- Clause 15.03-1L - Heritage policy
- Clause 43.01 - Heritage Overlay
- Schedule to Clause 43.01 Heritage Overlay
- Schedule 8 to Clause 43.02 Design and Development Overlay – South Melbourne Central (DDO8)
- Schedule 16 to Clause 43.02 Design and Development Overlay – Cnr York, Cecil & Market Streets, South Melbourne (DDO16)
- Clause 71.02-3 - Integrated Decision Making
- The Planning Panels Victoria (Panel) report for Port Phillip Planning Scheme Amendment C203port – Planning Scheme Review (15 July 2022)
- *Port Phillip Heritage Design Guidelines* (City of Port Phillip, revised August 2022)
- *Port Phillip Heritage Review, Volumes 1-6* (Adoption Version Amendment C161port Part 2, December 2021)
- *South Melbourne Stage 1 Heritage Review – Recommendations Report* (Trethowan Architecture, 29 April 2022)
- *Draft South Melbourne Stage 2 Heritage Review – Report & Place Citations* (Trethowan Architecture, 6 February 2023)
- *South Melbourne Urban Design Framework, Stage 1 – Existing Conditions* (City of Port Phillip, 2022)
- *South Melbourne Urban Design Framework, Issues & Opportunities Discussion Paper* (City of Port Phillip, 2022)
- *South Melbourne Structure Plan Discussion Paper* (City of Port Phillip, 2022)
- *South Melbourne Central Structure Plan 2007* (City of Port Phillip, August 2007)
- *South Melbourne Central Urban Design Framework 2007* (David Lock Associates and City of Port Phillip, August 2007)
- Planning Practice Note 1: Applying the Heritage Overlay (August 2018) (PPN1)



- ☐ Planning Practice Note 59: The role of mandatory provisions in the planning schemes (September 2018) (PPN59)
- ☐ Planning Practice Note 60: Height and setback controls for activity centres (September 2018) (PPN60)
- ☐ Planning permit application data for proposed developments within the extent of the DDO8 (provided by Council)
- ☐ Previous heritage built form reports and analysis prepared by GJM Heritage that considered similar historic high streets.

Planning Scheme Amendment C203port was gazetted on 14 April 2023 by the Minister for Planning following a Panel Panels Victoria (Panel) Hearing on 6 June 2022 and adoption by Council. The amendment implemented the *Port Phillip Planning Scheme Review Audit Report, 23 May 2018* which includes translation of the Planning Scheme into the new structure introduced by Amendment VC148. The Amendment updated the local policies in the Port Phillip Planning Scheme, schedule to the Heritage Overlay and supporting documents, including the *Port Phillip Heritage Design Guidelines 2021*.

The following Panel and Yarra Activity Centres Standing Advisory Committee (SAC) reports are relevant to the review of the current built form controls applying to the South Melbourne MAC and employment precincts. These examples consider the appropriateness of DDOs (containing both mandatory and discretionary provisions) within activity centres that are subject, at least in part, to the Heritage Overlay:

- ☐ Port Phillip Planning Scheme Amendment C52 'South Melbourne Central Structure Plan' (December 2006)
- ☐ Glen Eira Planning Scheme Amendment C231 'Caulfield South Neighbourhood Activity Centre Built Form Framework' (20 December 2022)
- ☐ Yarra Planning Scheme Amendment C291 'Bridge Road and Victoria Street Activity Centres' (24 June 2022)
- ☐ Yarra Planning Scheme Amendment C191 'Swan Street Built Activity Centre' (15 October 2020)
- ☐ Yarra Planning Scheme Amendment C220 'Johnston Street Built Form Controls' (22 February 2019)
- ☐ Yarra Planning Scheme Amendment C231 'Queens Parade Built Form Review' (31 October 2019)
- ☐ Darebin Planning Scheme Amendment C161 'Fairfield Village' (3 December 2018)
- ☐ Stonnington Planning Scheme Amendment C272 'Hawksburn Village Structure Plan' (31 July 2020)

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 Statements of Significance for

heritage places within the study area, including those places included in the Victorian Heritage Register (VHR).

2. Completion of fieldwork by Jim Gard'ner and Paul Webb. Site visits were undertaken on 6 and 24 October 2022 and 18 November 2022. All buildings and structures within the study area were inspected from the public realm with particular attention paid to the presentation of heritage buildings to the public realm (principally the street frontage). The rear and side interfaces to neighbouring residential areas subject to the Heritage Overlay or included in the VHR were also considered, where relevant. The purpose of the fieldwork was to review the heritage buildings and streetscapes within the study area to identify the architectural and streetscape heritage features (e.g., parapets, roof forms, view lines, corner sites) that are relevant to the consideration of built form recommendations.
3. Participation in workshops with Council and Hodyl & Co. The workshops:
 - Reviewed the existing DDO8 precincts and the proposed 'built form precincts' within the study area, characterised by existing built form characteristics.
 - Further developed the desired future built form character of the precincts against heritage analysis and State and local planning policy drivers with consideration given to the local planning policies introduced through Amendment C203port during the preparation of this report.
 - Tested built form parameters for new development within the study area through the use of 3D modelling.
4. Finalisation of heritage recommendations for new built form parameters having considered the above.

2 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:

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

The Planning Policy Framework operates together with the remainder of the scheme to deliver integrated decision making. 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 are also commonly subject to Heritage Overlay controls - South Melbourne provides one such example - where the tension between competing planning objectives must be resolved in a balanced way. South Melbourne has excellent transport connections; Southbank, Melbourne's CBD, Albert Park Lake and St Kilda Road are close by and readily accessible. The study area includes sites of various sizes where recent, larger-scale development has been accommodated, particularly in the former industrial areas towards the northern end of the study area. These developments are in areas where heritage is less of a consideration, owing to the smaller number of heritage places, which tend to be isolated sites that do not form a precinct or cohesive heritage streetscape. Where individual heritage places and precincts have been identified, development needs to respond to and balance growth without adversely impacting the identified cultural values of these 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.

South Melbourne has been identified as one of 13 'Enterprise Precincts' in the Victorian Government's *Unlocking Enterprise in a Changing Economy* policy paper (September 2018) which seeks to enable creative industries to flourish in "dense, accessible and amenity-rich precincts".¹⁷ To the northwest of the South Melbourne MAC is the Montague Precinct, one of five precincts that make up the larger Fishermans Bend Urban Renewal Area. It is anticipated that by 2050 Fishermans Bend will accommodate approximately 80,000 residents, provide employment for up to 80,000 people, across 480 hectares in total.¹⁸

2.2 Port Phillip Planning Scheme

Council has heritage provisions within its planning scheme at clauses 15.03-1S - Heritage conservation and 15.03-1L - Heritage Policy, which applies to all land subject to the Heritage Overlay. Further, of relevance to the protection of the heritage values of the study area is clause 02.03-1 - Neighbourhoods and clause 11.03-1L-05 - South Melbourne Central Major Activity Centre, which considers new development in the context of the existing heritage values of the South Melbourne MAC, including landmark views.

2.2.1 Strategic Directions

Clause 02.03 of the Port Phillip Planning Scheme outlines the strategic directions for planning within the municipality.

Clause 02.03-1 - Settlement identifies four Major Activity Centres (MACs) within the municipality. South Melbourne Central is one of these MACs, as designated in *Plan*

¹⁷ SGS Economics & Planning for the Department of Environment, Land, Water and Planning, *Analysing Melbourne's Enterprise Precincts*, February 2018, p 10.

¹⁸ State Government of Victoria, Department of Jobs, Precincts and Regions, 'Fishermans Bend, Australia's Largest Urban Renewal Project'. Accessed 10 January 2023, <<https://www.fishermansbend.vic.gov.au/>>



Melbourne 2017-2050, Melbourne's metropolitan planning strategy. The activity centres located in Port Phillip:

... perform a range of retail, commercial, entertainment and housing functions and will continue to provide community hub roles for their catchments. Their individual distinctiveness and diversity are an important part of Port Phillip's identity, which needs to be protected and reinforced.

In relation to 'Neighbourhoods', Clause 02.03-1 states the following expectations of South Melbourne as a major activity centre:

South Melbourne

This neighbourhood includes the South Melbourne Major Activity Centre including Clarendon Street, the South Melbourne Market, and significant established business precincts which are experiencing residential and commercial development pressure. A 5.7 per cent population growth is forecast by 2031, along with an increase in workers.

Council supports:

- *Developing a sustainable mixed use precinct focussed on the South Melbourne Major Activity Centre.*
- *Developing the Emerald Hill precinct as a major focus of cultural activity for the local and wider community.*
- *Maintaining high quality residential environments in established residential areas.*
- *Addressing the shortage of public open space, especially north of Park Street.*

Clause 02.03-4 - Built environment and heritage sets out the following specific to the built environment and relevant to the South Melbourne MAC:

Port Phillip's built and natural heritage places are among the earliest and most significant in Melbourne, including buildings and structures, landscapes, streetscapes, precincts, subdivision patterns (comprising the layout of streets, lanes and boulevards) and cultural heritage.

Protecting, revealing and embracing the valued heritage and character of the City is a priority for Port Phillip.

The diversity of built form and valued elements of Port Phillip's urban structure and character make a valuable contribution to the attractiveness of the City as a place to live, work and visit.

A key challenge for Port Phillip is to enable development that responds to the context of the area, including its valued heritage and character, and that positively contributes to the public realm. A high quality, liveable and inclusive urban environment is critical to support the vitality and wellbeing of the City.

The following extract from the Port Phillip Planning Scheme addresses the tension that exists between accommodating new development and ensuring the identified heritage values of Port Phillip are adequately protected. This tension is particularly

present in MACs such as South Melbourne, where it is expected the majority of new housing and employment will be accommodated:

The character of areas planned for substantial growth will significantly change, being the FBURA [Fishermans Bend Urban Renewal Area] urban renewal areas, parts of the Major Activity Centres and along St Kilda Road. Development in these areas needs to be managed to achieve a high-quality public realm to support the new higher-density mixed-use environment

Development within Major Activity Centres needs to be managed to ensure that the unique and valued character of each centre is retained and enhanced.

The following relates to South Melbourne, where views to the Shrine of Remembrance along Bank Street have been identified (at clause 11.03-1L-05):

Port Phillip also has a role in providing a setting for significant heritage buildings located in adjoining municipalities, including the Shrine of Remembrance.

Of relevance to the South Melbourne MAC, Council supports the following:

- *Protecting and enhancing the varied, distinctive and valued character of neighbourhoods across Port Phillip, and the physical elements therein.*
- *A new built form character within FBURA that transitions to surrounding established areas.*
- ...
- *Protecting Aboriginal cultural heritage and incorporating interpretive elements into built form and the public realm.*
- *Protecting and conserving valued heritage places and precincts by:*
 - *Retaining and conserving heritage places.*
 - *Development that respects and complements heritage places by using a contextual design approach that retains and enhances the significance of a heritage place.*
 - *Supporting adaptive reuse of heritage places that are no longer used for their original purpose, such as industrial buildings.*
- *Balancing sustainability outcomes and heritage conservation*

2.2.2 Heritage Policy

Clause 15.03-1L - Heritage policy of the Port Phillip Planning Scheme was gazetted on 14 April 2023, through Planning Scheme Amendment C203port which included a rewrite of the Local Planning Policies previously found at Clause 22.

The following strategies are included in the policy of particular relevance to the study area and future built form controls:

General

Conserve and enhance Significant and Contributory buildings as identified in the incorporated document in Schedule to Clause 72.04 'City of Port Phillip Heritage Policy Map'.

Conservation of heritage places and new development are guided by the statement of significance, the urban context and any relevant documentary or physical evidence.

Encourage high quality, contemporary design responses for new development that respects and complements the heritage place by using a contextual approach that:

- *Responds to and reinforces the contributory features of the heritage place, including:*
 - *Building height, scale, massing and form.*
 - *Roof form and materials.*
 - *Siting, orientation and setbacks.*
 - *Fenestration and proportion of solid and void features.*
 - *Details, colours, materials and finishes.*
- *Conserves and enhances the setting and views of heritage places.*

Maintain the integrity and intactness of heritage places.

Conserve and enhance the significant historic character, intactness and integrity of streetscapes within heritage precincts including:

- *The layering and diversity of historic styles and character where this contributes to the significance of the precinct.*
- *The consistency of historic styles and character where this contributes to the significance of the precinct.*

Avoid development that would result in the incremental or complete loss of significance of a heritage place by:

- *Demolishing or removing a building or feature identified as Significant or Contributory in the incorporated document in Schedule to Clause 72.04 'City of Port Phillip Heritage Policy Map.'*
- *Altering, concealing or removing a feature, detail, material or finish that contributes to the significance of the heritage place.*
- *Distorting or obscuring the significance of the heritage place by using historic styles and detail where these previously did not exist.*

Demolition and relocation

Prioritise the conservation, restoration or adaption of a heritage place over demolition.

Discourage the complete demolition of any building or feature that contributes to the significance of a heritage place unless the building or feature is structurally unsound and the defects cannot be rectified.

Avoid demolition where it would result in the retention of only the façade and/or external walls of a Significant or Contributory building.

Support demolition of part of a Significant or Contributory building or feature if it will not adversely impact upon the significance of the place and any of the following apply:

- *It will remove an addition or accretion that detracts from the significance of the place.*
- *It is associated with an accurate replacement, or reconstruction of the place.*
- *It will allow an historic use to continue.*
- *It will facilitate a new use that will support the conservation of the building.*

Avoid the demolition of a Significant or Contributory building unless new evidence has become available to demonstrate that the building is not of heritage significance and does not contribute to the heritage place.

Avoid the relocation of a building or feature that contributes to the significance of a heritage place unless a suitable new location is secured and either:

- *The relocation is the only reasonable means of ensuring the continued existence of the building or feature and the option of retaining it in the current location is not feasible.*
- *The building or feature has a history of relocation and/or is designed for relocation.*

Conservation

Prioritise the maintenance and repair, rather than replacement of features, details, materials or finishes that contribute to the significance of heritage places.

Encourage accurate like for like replacement of features, details, materials or finishes that contribute to the significance of heritage places if they are damaged and cannot be repaired or are missing.

Encourage the accurate restoration or reconstruction of heritage places to a known earlier state, particularly publicly visible features such as:

- *Verandahs, balconies and awnings.*
- *Doors and windows.*

- *Wall materials and details.*
- *Roof materials and details.*
- *Shopfronts.*
- *Chimneys.*
- *Front fences.*
- *Historic signage.*

Support full reconstruction in exceptional circumstances (for example, if a building has been destroyed by fire) when there is sufficient physical or documentary evidence to enable accurate reconstruction, and where any of the following apply:

- *The building forms part of a row, terrace or group that have a degree of uniformity that should be maintained and can be replicated.*
- *The building or feature is an integral part of a related group of buildings or features.*
- *The building or feature is a landmark and there is strong community attachment to the building or feature.*

Encourage the conservation of alterations and additions where they contribute to the significance of the place.

Conserve original color schemes and ensure new color schemes are appropriate to the architectural style of the building where external paint controls are triggered.

Discourage the painting of originally unpainted surfaces.

For buildings originally used for commercial or industrial purposes, encourage conservation of features such as equipment, machinery or signage that provide evidence of the original use.

Alterations

Discourage alterations to:

- *Contributory fabric, the principal façade, roof or any walls or surfaces visible from the public realm including a side street or laneway for Significant and Contributory places.*
- *Any feature, detail, material or finish specified in the statement of significance for Significant places.*

Support alterations to visible or contributory fabric of Significant or Contributory places if it will not adversely impact upon the significance of the place and any of the following apply:

- *It will allow an historic use to continue.*
- *It will facilitate a new use that will support the conservation of the building.*

- *It will improve the environmental performance of the building.*

Additions

Support additions to residential buildings that are:

- *Substantially concealed when viewed at natural eye-level from the opposite side of the street.*

Support additions to commercial and industrial buildings that are set back a minimum depth of the primary roof form (commercial buildings) or two structural bays (industrial buildings) to retain original or early fabric including the principal facade/s and roof features, and which:

- *respect the scale and massing of the existing heritage building or streetscape; and*
- *maintain the prominence of the heritage features of the building or streetscape and do not detract from, or visually dominate, the heritage building or streetscape; and*
- *are visually recessive against the heritage fabric.*

Additions to buildings situated on corner sites (including to a laneway) should respond to the host building and the heritage character of both the primary street and side street or lane.

New buildings

Support new buildings that respect and complement Significant and Contributory buildings in relation to form, scale, massing, siting, details and materiality

....

Roof terraces and roof decks

Encourage roof terrace and roof decks to be sited so that they are concealed when viewed from the street and, when on a corner, from the side street (excluding a laneway).

Ensure that roof terraces and roof decks are set back from chimneys, parapets and other roof features, for example roof lanterns.

...

Policy guidelines

Consider as relevant:

Additions

Containing additions to a residential heritage place within the following sightlines:

- *A 10 degree sightline as shown in Figure 3 [Error! Reference source not found.] if the associated building is within a heritage streetscape with a consistent scale, or is a Significant place.*

- An 18 degree sightline as shown in Figure 4 [Error! Reference source not found.] if the associated building is within a heritage streetscape with a diverse scale and is not a Significant place.
- A sightline taken from across the street in a narrow street less than 5 metres (Figure 5) [Error! Reference source not found.] or for the building types shown in Figure 6 [Error! Reference source not found.].

Containing additions to a commercial heritage place within a sightline taken from across the street as shown in Figure 7 [Error! Reference source not found.] and Figure 8 [Error! Reference source not found.].

For additions higher than one storey, having the same or greater side setbacks than those of the host building.

Figure 3 – Sightline for an addition to a residential heritage place within a consistent heritage streetscape

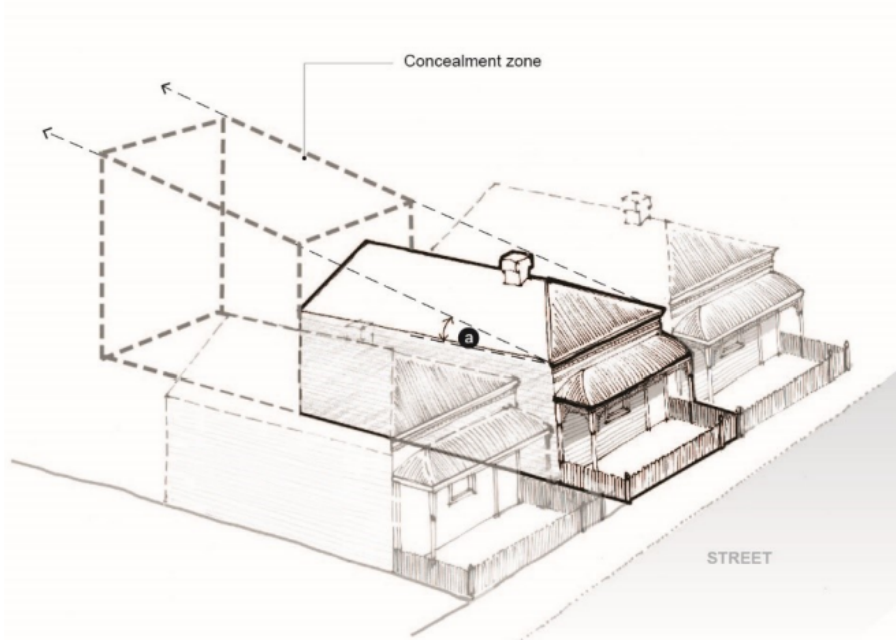


Figure 20. Sightline for an addition to a residential heritage place with a consistent heritage streetscape.

(Source: Figure 3, Clause 15.03-1L Heritage policy of the Port Phillip Planning Scheme)

Figure 4 - Sightline for an addition to a residential heritage place within a diverse streetscape

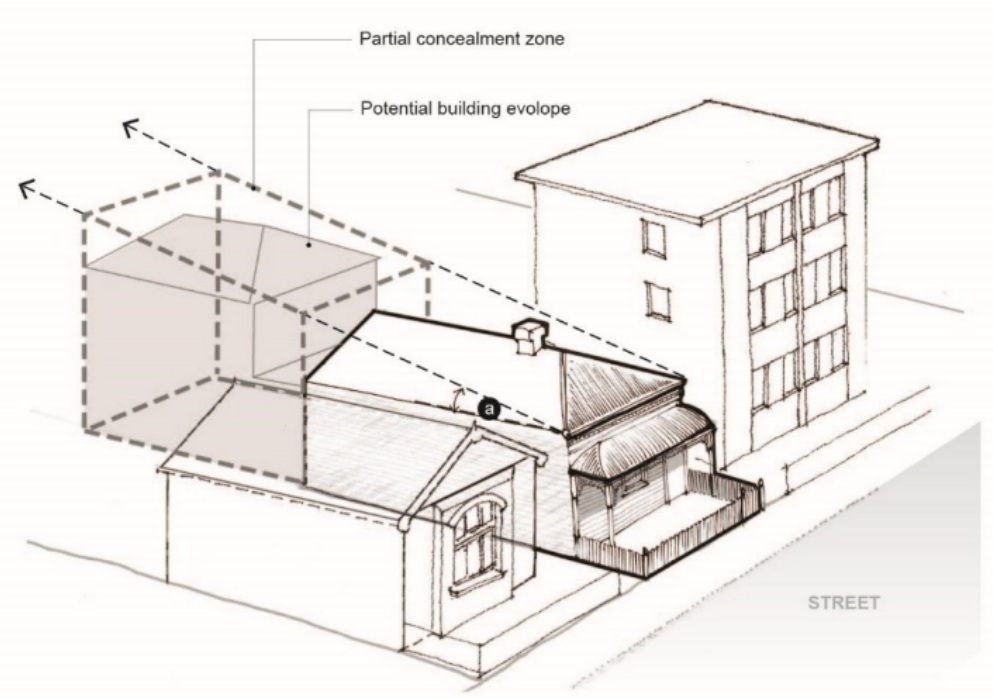


Figure 5 - Sightline for an addition to a residential heritage place in a narrow street

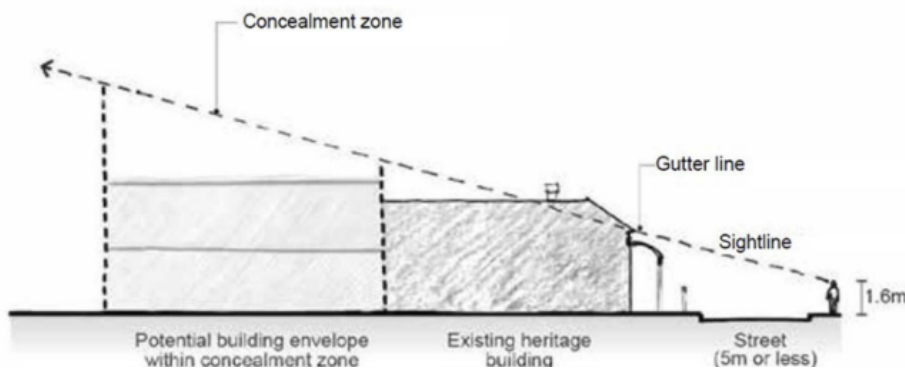


Figure 6 - Sightline for an addition to a residential heritage place with a primary ridge line parallel to the street

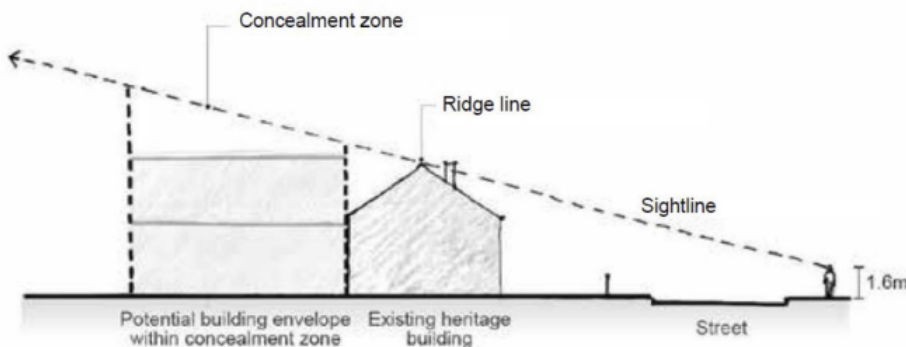


Figure 21. Sightline for an addition to a residential heritage place with a diverse streetscape.

(Source: Figure 4, Clause 15.03-1L Heritage policy of the Port Phillip Planning Scheme)

Figure 22. Sightline for an addition to a residential heritage place in a narrow street.

(Source: Figure 5, Clause 15.03-1L Heritage policy of the Port Phillip Planning Scheme)

Figure 23. Sightline for an addition to a residential heritage place with a primary ridge line parallel to the street.

(Source: Figure 6, Clause 15.03-1L Heritage policy of the Port Phillip Planning Scheme)

Figure 7 – Sightline for an addition to a commercial heritage place with a solid parapet

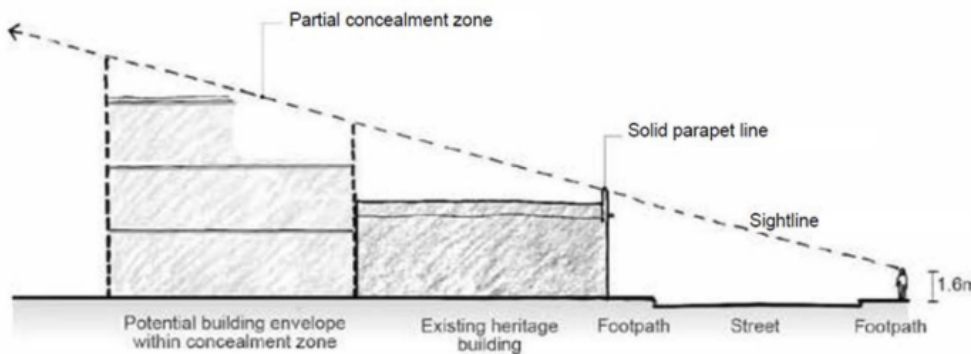


Figure 8 – Sightline for an addition to a two-storey commercial heritage place

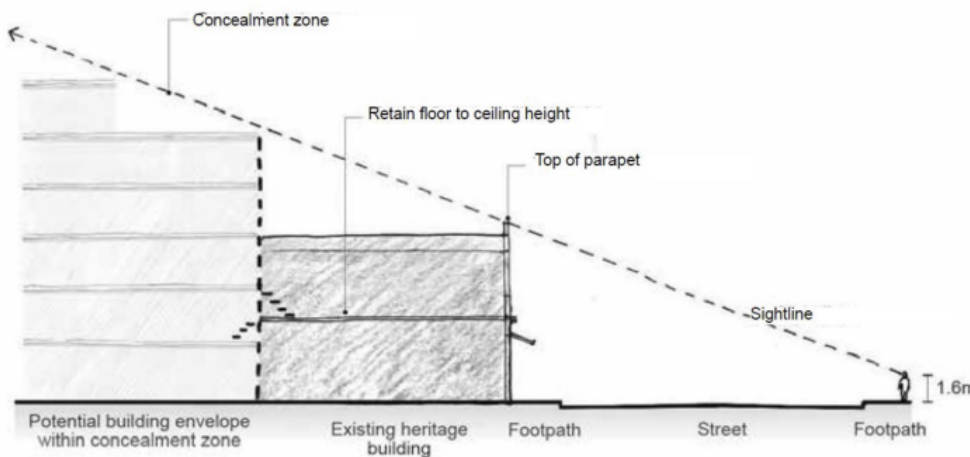


Figure 24. Sightline for an addition to a commercial heritage place with a solid parapet.

(Source: Figure 7, Clause 15.03-1L Heritage policy of the Port Phillip Planning Scheme)

Figure 25. Sightline for an addition to a two-storey commercial heritage place.

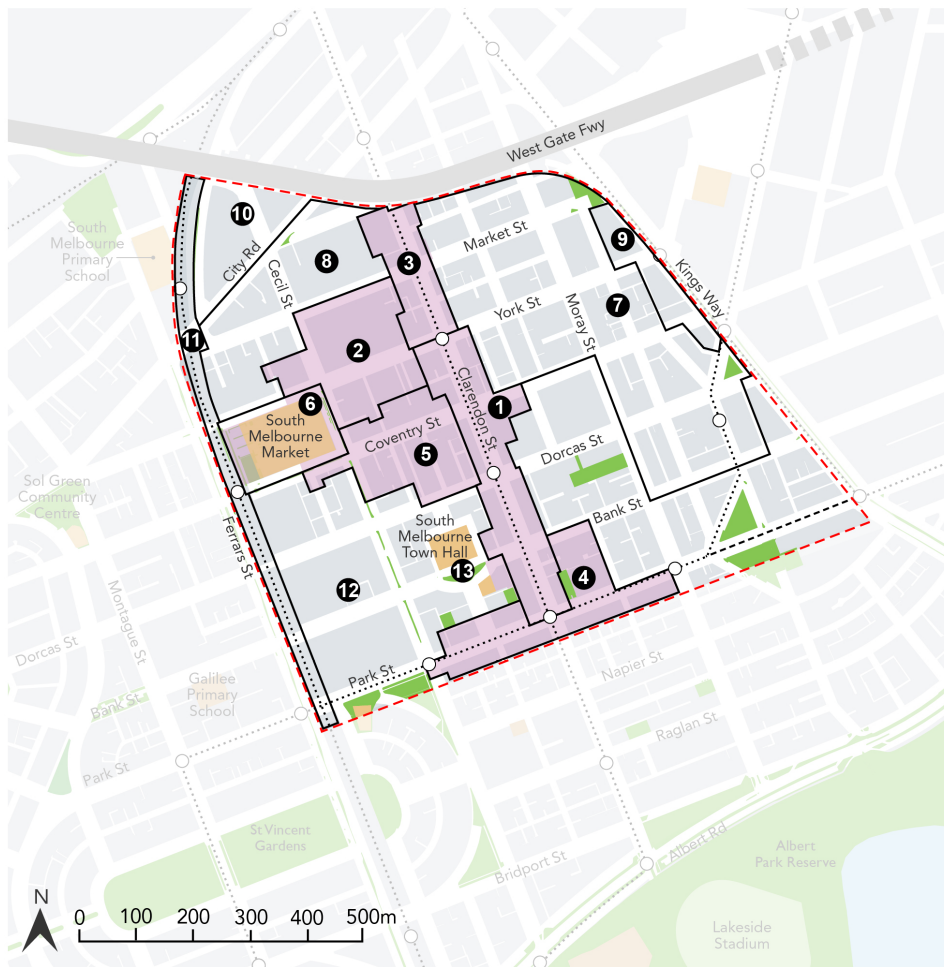
(Source: Figure 8, Clause 15.03-1L Heritage policy of the Port Phillip Planning Scheme)

The policy guidelines within clause 15.03-1L in relation to the concealment of additions may not be readily achieved within Neighbourhood or Major Activity Centres while also enabling development that meets the commercial and housing needs of the City of Port Phillip as articulated at clauses 02.03-1 (Settlement), 11.03-1L-01 (Activity Centres) and 11.03-1L-05 (South Melbourne Central Major Activity Centre) of the Planning Scheme.

2.2.3 South Melbourne Central Major Activity Centre

Clause 11.03-1L-01 of the Port Phillip Planning Scheme which provides local policy in relation to Major, Neighbourhood and Local Activity Centres consistent with the Metropolitan Planning Strategy, *Plan Melbourne 2017-2050*. Specific policy that applies to the South Melbourne Central Major Activity Centre is found at clause 11.03-1L-05 which applies to the MAC and environs, as shown in Figure 26, below.

Figure 26. South Melbourne Central Major Activity Centre and Study Area (included at clause 11.03-1L-05 of the Port Phillip Planning Scheme).



- | | |
|---|--|
| <ul style="list-style-type: none"> Study area boundary South Melbourne Central Activity Centre Open space Existing tram line / tram stop Future Park Street tram link | <p>Precinct/Character Areas</p> <ul style="list-style-type: none"> 1 Clarendon Street Core Retail Strip 2 Emerging Activity Precinct 3 Northern Mixed Activity Edge 4 Southern Mixed Activity Edge 5 Coventry Street Specialty Shopping Centre (within SMC) 6 South Melbourne Market Precinct 7 Eastern Business District 8 Western Business District 9 Kings Way Mixed Use Corridor 10 City Road Wedge 11 Ferrars Street Light Rail Corridor 12 Heritage Overlay Residential Areas 13 Emerald Hill Civic, Cultural and Community Hub |
|---|--|

The objective of Clause 11.03-1L-05 is to “develop a sustainable mixed use precinct focused on the South Melbourne Central Major Activity Centre, that includes local and specialised retailing, while retaining the unique urban character and street life”. A number of strategies support this objective, of which the following relate specifically to the built environment and are particular relevance regarding heritage places:

Create a great place to live by:

- *Encouraging a moderate intensification of housing, with a consistently high design quality to enhance the visual and streetscape amenity of the area.*
- *Balancing increased mixed use and residential development pressure in the northern precincts of the centre, given their proximity to Southbank and the Central City.*

...

Ensuring that new development respects:

- *The views of the South Melbourne Town Hall clock tower in Clarendon and Park Street.*
- *The view of the Shrine of Remembrance along Bank Street.*
- *Views to the City and Albert Park.*

While the strategy to balance development in the northern precincts of the MAC does not overtly relate to heritage considerations, more intensive development to the north will potentially help avoid adverse impacts to heritage as most of the land subject to the Heritage Overlay is found towards the south and much of this included in the Emerald Hill Residential Precinct (HO440) or Emerald Hill Estate (VHR H1136). The lack of a precinct comprising contiguous heritage buildings or intact streetscapes to the north of study area along with the larger lot sizes occupied by former industrial sites provides opportunities for more intensive development without adversely impacting the heritage values of the MAC.

2.2.4 Landmark Views and Vistas

The Port Phillip Planning Scheme identifies a number of landmark views and significant vistas within the municipality and includes policy that considers their protection. This has particular relevance to the study area, where new developments have the potential to adversely impact identified landmark views and vistas from and within the activity centre.

The objective of clause 15.01-1L-02 - Urban design in relation to 'landmarks, views and vistas' is to "maintain the visual prominence of and protect primary views to values landmarks in Port Phillip. The following strategies are included at 15.01-1L-02 to support the objective in relation to landmarks, views and vistas that are most relevant to the study area:

Support development that protects and enhances views of key landmarks from the public realm, including (but not limited to):

- *The Shrine of Remembrance.*
- ...
- *High rise buildings in the Melbourne Central Activities District, Southbank and parts of the Fishermans Bend Urban Renewal Area, including views from Port Phillip Bay foreshore and piers.*

Support development that protects and enhances view corridors along key boulevards and promenades when viewed from the public realm...

Support development that retains and enhances the visual prominence of key landmarks that terminate important vistas, accentuate corner sites and provide points of interest and orientation, including (but not limited to):

- *Landmarks of cultural or heritage significance such as the Shrine of Remembrance, town halls, clock towers, church spires, synagogues, grandstands and hotels.*
- *Public gardens and other key public open spaces, including Albert Park, Alma Park, St Kilda Botanical Gardens and the Port Phillip Bay foreshore.*
- *Along Bank Street between the South Melbourne Town Hall and the Shrine of Remembrance.*

Ensure that development will not have a detrimental impact upon the setting or views of a memorial or monument.

In addition to the consideration of landmarks, views and vistas at clause 15.01-1L-02, the clause at 11.03-1L-05 - South Melbourne Central Major Activity Centre indicates that new development should respect the views to South Melbourne Town Hall clock tower (in Clarendon and Bank Streets), the Shrine of Remembrance (along Bank Street), the City and Albert Park, as noted in Section 2.2.2 above.

Bordered by land subject to DDO8, the South Melbourne Central Shopping Centre site (111 Cecil Street) is subject to Schedule 16 to Clause 43.02 Design and Development Overlay – Cnr York, Cecil and Market Streets, South Melbourne (DDO16). DDO16 includes the following design objective relating to key landmarks and view lines:

To ensure new development respects and enhances the valued elements of the built heritage, including principal landmarks and view lines which add to the area's identity and assist orientation; these include the South Melbourne Town Hall clock tower, the Westgate Freeway, Park Towers and the high rise buildings in Southbank and the CAD.

2.2.5 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 topping or development will adversely affect the health, appearance or significance of the tree.*
- *Whether the location, style, size, colour and materials of the proposed solar energy system will adversely affect the significance, character or appearance of the heritage place.*

The objective of the State Planning Policy at clause 15.03-1S is "To ensure the conservation of places of heritage significance". Included in clause 15.03-1S are the following strategies:

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



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

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

Encourage appropriate development that respects places with identified heritage values.

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

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

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

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

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

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

2.2.6 Heritage Design Guidelines

The *Port Phillip Heritage Design Guidelines (revised August 2022)* ('Heritage Design Guidelines') are included in the Schedule to Clause 72.08 - Background Documents and referenced in the local heritage policy at clause 15.03-1L. The revised Heritage Design Guidelines were introduced through Amendment C203port which was gazetted on 14 April 2023.

The following is included on page 77 of the Heritage Design Guidelines and provides significance definitions as they apply to those places subject to the Heritage Overlay in the City of Port Phillip:

Significance definitions

Heritage place is a place that has identified heritage value and could include a site, area, building, group of buildings, structure, archaeological site, tree, garden, geological formation, fossil site, habitat or other place of natural or cultural significance and its associated land.

***Significant heritage places** include buildings and surrounds that are individually important places of either State, regional or local heritage significance and are places that together within an identified area, are part of the significance of a Heritage Overlay. These places are included in a Heritage Overlay either as an area or as an individually listed heritage place and are coloured “red” on the City of Port Phillip Heritage Policy Map.*

***Contributory heritage places** include buildings and surrounds that are representative heritage places of local significance which contribute to the significance of the Heritage Overlay area. They may have been considerably altered but have the potential to be conserved. They are included in a Heritage Overlay and are coloured “green” on the City of Port Phillip Heritage Policy Map.*

***Non-contributory properties** are buildings that are neither significant nor contributory. They are included in a Heritage Overlay and have no colour on the City of Port Phillip Heritage Policy Map.*

Notably, heritage places graded as Significant may refer to those places where an individual Heritage Overlay has been applied or places that are Significant to a heritage precinct.

2.3 South Melbourne Heritage Review

Trethowan Architecture has been commissioned by Council to undertake a heritage review that will inform the updated South Melbourne Structure Plan. Currently in draft form, the *South Melbourne Stage 2 Heritage Review: Report & Place Citations* (‘Stage 2 Heritage Review’; dated 6 February 2023) builds on the *South Melbourne Stage 1 Heritage Review: Recommendations Report* (dated 29 April 2022). The purpose of the Stage 2 Heritage Review is to further assess places that were identified by Council and reviewed in Stage 1 for potential heritage significance to the City of Port Phillip.

Of the places that were reviewed in Stage 1, 16 were further assessed in Stage 2 and recommended for inclusion in the Schedule to Clause 43.01 - Heritage Overlay of the Port Phillip Planning Scheme. Most of these places are located in Precinct 7 of DDO8; one of these properties (21 Dorcas Street, South Melbourne) is located outside the extent of the study area.

Four properties were assessed as Contributory to HO440 – Emerald Hill Residential Precinct (where it is proposed that the extent of HO440 would be altered to include these properties). These are:

- ☐ 4 Alfred Place, South Melbourne - Former Stables or Warehouse (DDO8 Precinct 2)
- ☐ 31 Ross Street, South Melbourne – Former Stables (DDO8 Precinct 7)
- ☐ 214-216 & 220 Clarendon Street, South Melbourne – Shops (DDO8 Precinct 1)
- ☐ 221 Moray Street, South Melbourne – Terrace House (DDO8 Precinct 7)

The following properties were assessed as Significant to the City of Port Phillip, one of which is included in the study area and outside of the extent of DDO8:

□ Residential

- 89 & 99 Eastern Road, and 36A and 58A Napier Street, South Melbourne – City Edge Complex (not subject to DDO8)
- 110 Bank Street, South Melbourne – house (Precinct 7)
- 151-155 Dorcas Street, South Melbourne – terrace row (Precinct 7)
- 68-70 Market Street, South Melbourne - Alma & Tasma Terrace (Precinct 8)

□ Industrial / commercial

- 108 Bank Street, South Melbourne – corner shop (Precinct 7)
- 167-173 Coventry Street, South Melbourne – warehouse (Precinct 9)
- 82-86 Clarke Street, South Melbourne – former Coca Cola factory (Precinct 7)
- 49-55 York Street, South Melbourne – former factory (Precinct 7)
- 154 Moray Street, South Melbourne – former factory (Precinct 7)
- 141-143 Moray Street, South Melbourne – former stables & garage (Precinct 7)
- 152 Clarendon Street, Southbank – former Star Hotel (Precinct 3)

Citations for individual heritage places are being prepared, in addition to any required changes to the citation for HO440, to account for the additional properties within the precinct.

3 HERITAGE IN DESIGN AND DEVELOPMENT OVERLAYS – PANEL & SAC FINDINGS

Recent Planning Panels Victoria and Yarra Activity Centres Standing Advisory Committee (SAC) decisions have accepted as appropriate the use of mandatory maximum street wall height and building height and/or minimum upper-level setback controls above commercial strips or ‘high streets’ subject to the Heritage Overlay and that demonstrate a consistent or cohesive built form. Panel and SAC decisions that are of particular relevance to the study area are noted below. This includes the Panel for C52port (report dated December 2006) that considered the implementation of the *South Melbourne Central Structure Plan & Implementation Strategy* and *South Melbourne Central Urban Design Framework* (both dated August 2007) through the introduction of built form controls.

These examples include Panels that considered built form controls within the following Neighbourhood Activity Centres (NACs):

- ☐ Caulfield South (C231glen);
- ☐ Johnston Street, Abbotsford and Collingwood (C231yara);
- ☐ Queens Parade, Clifton Hill and Fitzroy North (C220yara);
- ☐ Fairfield Village, Fairfield (C161dare) and;
- ☐ Hawksburn Village, Hawksburn (C272ston).

While the built form and development context does differ - NACs being smaller in scale than a MAC - parallels can be drawn with regards to the application of mandatory controls where there are intact heritage streetscapes within these activity centres. While Panel decisions in relation to NACs are informative, we note that *Plan Melbourne 2017-2050* places higher expectations on MACs to accommodate housing and employment growth. Importantly, the examples include recent MAC Panel and SAC decisions relating to Swan Street, Richmond and Cremorne; Bridge Road, Richmond; and Victoria Street, Richmond and Abbotsford.

The following Panel and SAC reports illustrate where a mix of mandatory and discretionary built form controls have been recommended. In addition, Panel has considered the depth of upper-level setbacks in relation to Swan Street, Richmond and Cremorne (C191yara), Johnston Street, Abbotsford (C220yara) and Queens Parade, Clifton Hill and Fitzroy North (C231yara) where 6m has been identified as being an appropriate mandatory minimum.

3.1 Planning Panel Report into Amendment C52port – South Melbourne Structure Plan

The Panel for Amendment C52port – South Melbourne Structure Plan supported the use of mandatory controls in relation to upper-level setbacks in the South Melbourne Central MAC, along heritage streetscapes. When considering the application of mandatory controls, Panel found that such controls were:

...typically to be found in areas of high heritage value, strong and consistent character themes, or in sensitive environmental locations such as along the coast.¹⁹

(C52port Panel Report, December 2006, p 3)

Further to this, Panel considered that mandatory controls are appropriate in circumstances where:

- *A strategic assessment or study has identified that in the vast majority of cases buildings not in accordance with the building height or other requirements would detract from the essential character of the area or other built form outcome the design objectives are seeking to achieve; and*
- *In the vast majority of cases such buildings would not be supported by Council after application of its design objectives and any relevant guidelines*

(C52port Panel report, December 2006, pp 35-36)

Likewise, the Panel also supported mandatory maximum street wall heights and zero front setbacks, used in combination, where:

... The Panel thinks that it is a very strong theme to emerge from the strategic work that there be a hard edge to the street of (about) 12 metres which more or less takes account of the traditional 'corner pub' built form. There are repeated references to this issue throughout the SMSP [South Melbourne Structure Plan] and its companion documents such as the following at page 17 of the UDF:

- *A degree of consistency in built form could be achieved by establishing a common streetwall height of 3 storeys.*

With some minor exceptions, the parties to the process seemed to endorse this principle and in the view of the Panel this (more than absolute height) emerges as the critical built form matter in the SMSP. The Panel supports the street wall height and believes that it should be included as a mandatory provision.

(C52port Panel report, December 2006, pp 35-36)

In relation to absolute building heights, the Panel did not support the use of mandatory controls, instead discretionary controls were considered by Panel to be appropriate. The Panel did not interpret that the South Melbourne Structure Plan provided an explicit strategic basis or justification for mandatory maximum building heights and the Structure Plan, along with supporting documents, “does not anticipate mandatory absolute height controls” (p 39) and that “... the clear expectation [is] that the specified heights [in the DDO] will not be exceeded in all but exceptional circumstances and even then the, it must be demonstrated that the resultant built form outcome will achieve the design objectives of the schedule” (p 35).

¹⁹ PPN59 includes verbatim from this Panel report the circumstances noted here of where the application of mandatory controls is appropriate.



While Panel did not support the introduction of mandatory maximum building height controls,

...the Panel wants to make it very clear that it is satisfied that there is very strong strategic justification in the various reports for a “low to medium rise” development regime in South Melbourne (other than along the northern and eastern edges where higher levels are contemplated). The Panel does not anticipate that there will be applications for buildings much higher than this although we note that Council felt that the risk of a discretionary regime was that ‘developers will always want a couple more’. The Panel wishes to make it absolutely clear that in recommending a discretionary height regime (referenced back to the SMSP and the detailed DDO) we too do not anticipate that much (if any) variation will be given to the maximum height.

(C52port Panel report, December 2006, pp 39)

We note that since the time that the current DDO8 controls were introduced that there have been significant changes to the urban fabric of inner Melbourne with increasing development pressures in activity centres such as South Melbourne Central and over time the interpretation of these controls has seen a shift from the original intent.

3.2 Planning Panel Report into Amendment C231glen – Caulfield South Neighbourhood Activity Centre Built Form Framework

The Panel considered whether the Caulfield South Neighbourhood Activity Centre heritage precinct (Precinct 3 in the proposed DDO11 and included in the extent of HO66 – Caulfield South Shopping Centre and Environs Precinct) has “significant heritage value to justify a mandatory height provision”. The Panel in considering the values of the heritage precinct and PPN59 and PPN60 found:

The Panel accepts [the evidence of the heritage expert] that this precinct is a representative commercial interwar precinct but is not particularly unique. Notwithstanding, the Panel finds that previous assessment has found the precinct to have high heritage value - hence the application of the Heritage Overlay to this area.

The Panel does not consider there is a need to demonstrate that this is an exceptional circumstance. PPN60 is quite explicit in setting criteria for the application of mandatory provisions and exceptional circumstances do not have to be present if Council has undertaken comprehensive strategic work to demonstrate that mandatory provisions are appropriate in the context and that they are absolutely necessary to achieve the preferred built form outcome. [emphasis added]

(C231glen Panel Report, 20 December 2022, p 20)

The Panel considered that Council had, through the work undertaken for the *Caulfield South Built Form Framework September 2021*, met the criteria for robust and comprehensive strategic work, as set out in PPN60. Preferred maximum height limits are proposed across the NAC, with the exception of Precinct 3 which is within

the extent of Caulfield South Shopping Centre and Environs Precinct (HO66). Here a mandatory maximum building height limit of 15m is proposed.

Further, in relation to mandatory controls and ensuring the heritage values of the NAC are not adversely affected:

The Panel accepts that the mandatory provision will provide for a preferred outcome as specified through the following objective in the proposed DDO11:

- *to ensure development maintains the prominence of the heritage street wall within the Caulfield South Shopping Centre and Environs heritage place, Heritage Overlay (HO66) and respects the significance of the Holy Cross Church.*

Both PPN59 and PPN60 emphasise the need to demonstrate that a mandatory provision is absolutely necessary to achieve a preferred built form outcome and that exceeding these parameters would result in an unacceptable outcome... If the majority of new developments were not in accordance with this provision, and greater in height with variations in upper-level setback, the prominence of the heritage street wall could be compromised.

(C231glen Panel Report, 20 December 2022, p 20)

3.3 Yarra Activity Centres Standing Advisory Committee report into Amendment C291yara - Bridge Road and Victoria Street Activity Centres

Bridge Road, Richmond and Victoria Street, Richmond and Abbotsford are two Major Activity Centres where largely highly intact turn of the century 'high streets' that provide a focal point for each of the MACs. Both MACs have seen more intensive development in particular areas (such as towards the east and closer to the Yarra River on Victoria Street and on the northern side of Bridge Road from the Epworth Hospital east to Church Street. Opportunities for development exist where there are larger (often former-industrial) sites and/or where fewer properties are subject to the Heritage Overlay.

The Yarra Activity Centres Standing Advisory Committee that considered Amendment C291yara - Bridge Road and Victoria Street Activity Centres - supported the use of mandatory building height, street wall height and upper-level setback controls (the latter being 6m above a heritage streetscape). These controls apply to new developments along heritage streetscapes and heritage buildings, for sensitive residential interfaces and to protect the identified views to local landmarks, including the Pelaco Sign and St Ignatius Church. The SAC noted that these mandatory controls are founded on comprehensive strategic work, including heritage analysis, and were consistent with PPN59 and PPN60. In relation to the appropriate application of mandatory controls in activity centres that are experiencing, and are expected to continue to experience, significance change, the SAC found that:

The mandatory building heights, street wall heights and setbacks and upper-level setback provision will enable an appropriate level of growth and change. Both the BRAC [Bridge Road Activity Centre] and the VSAC [Victoria Street Activity Centre] have experienced, and will continue to experience, substantial

change and the provisions recognise and facilitate a high level of change in many parts of each centre. The Committee considers that the combination of discretionary and mandatory built form provisions will not compromise the potential for this significant growth, and this was confirmed by a detailed capacity analysis.

The Committee is satisfied that the mandatory provisions are not aimed at restricting development. Rather, they are aimed at facilitating good design and heritage outcomes.

The Committee disagrees with submissions which suggest that mandatory provisions will stifle innovative design, lack architectural merit or flair, and result in a development outcome that simply fits within the approved box. There was no evidence presented to support such claims.

(C291yara SAC Report 3, 24 June 2022, pp 22-23)

The Panel also commented on the need for a consistent approach when applying built form controls, with particular relevance to heritage streetscapes:

Submissions that focussed on a single property and on urban design or planning matters alone provided a limited understanding of how increasing building heights, applying discretionary (rather than mandatory) provisions or decreasing upper level setbacks would impact the broader area, precinct or activity centre. Such an understanding is particularly important in streetscapes with existing heritage fabric.

(C291yara SAC Report 3, 24 June 2022, p ii)

3.4 Planning Panel Report into Amendment C191yara – Swan Street Activity Centre

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.

The Panel for Amendment C191yara – Swan Street Activity Centre - supported the use of mandatory controls for street wall heights and 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.

The Panel supported a minimum upper-level setback of 6m – instead of 5m – for the following reasons:

The Panel agrees with Mr Gard’ner [the expert witness] that a mandatory 6-metre minimum upper level setback is appropriate in typical areas in Swan Street with heritage buildings. This is the minimum setback to achieve an acceptable outcome for these areas. Having regard to all the information provided and inspections of numerous properties along the full length of Swan Street, the Panel considers that there is a difference between a 5-metre and 6-metre upper level setback. A 6-metre setback would ensure that the front of the building will be read in a three-dimensional form and retain sufficient heritage features and meaning.

The Panel does not consider that a 6-metre upper level setback will result in facadism. Although a 10-metre setback would ensure retention of more of a heritage building, planning provisions should ensure the minimum needed to ensure an acceptable outcome...

(C191yara Panel Report, 15 October 2020, pp 67-68)

For parts of the activity centre that present a less consistent and more diverse built form expression, discretionary controls were considered to be appropriate. The rationale for the use of discretionary upper-level setback controls in the MAC is described as follows:

The Panel considers that a minimum 6-metre discretionary upper level setback is appropriate for non-heritage places. It will ensure a greater potential for consistency in the streetscape while recognising that there may be some circumstances that may warrant a lesser setback. Non-heritage areas have potential for significant additional growth and from an urban design perspective, a 6-metre upper level setback will enhance the rhythm of the built form in a high growth environment.

(C191yara Panel Report, 15 October 2020, p 68)

The Panel also found that the various discretionary and mandatory provisions, when applied using sound and rigorous built form analysis:

... combine to facilitate specific outcomes and the Panel is convinced that, where applied, the mandatory provisions are absolutely necessary to achieve these outcomes. The Panel is satisfied that the mandatory provisions are not aimed at restricting development; rather they are aimed at facilitating good design and heritage outcomes.

(C191yara Panel Report, 15 October 2020, p 57)

The Panel considered that it was unnecessary to provide additional parameters in the form of sight lines 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 and that, in regard to upper-level setback controls, “... a simple 6-metre upper level setback will simplify the provisions and continue to result in acceptable outcomes” (p 68). It is noted that the proposed height and upper-level setback controls were informed by sight line analysis and a consideration of the visibility of new built form behind retained heritage fabric.

3.5 Planning Panel Report into Amendment C220yara - Johnston Street Built Form Controls

Johnston Street in Collingwood and Abbotsford contains sections of highly intact, predominantly Victorian/early Edwardian-era streetscape covered by the Heritage Overlay. The Panel Report into Amendment C220yara – Johnston Street Built Form Controls - provides guidance of relevance to the South Melbourne MAC - where the heritage streetscape of Johnston Street is experiencing significant change and mandatory minimum upper-level setbacks have been introduced to manage this change.

The Panel recommended the following objective be included in the proposed Design and Development Overlay (DDO15), that would apply to the Johnston Street NAC:

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

(C220yara Panel Report, 22 February 2019, p 87)

This objective has particular relevance to development on Clarendon, Coventry and Park streets where properties included within the extent of HO440 – Emerald Hill Residential Precinct is characterised by a visually cohesive heritage streetscape of mostly two-storey shops.

With regard to upper-level setback controls behind the heritage street wall, 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.

(C220yara Panel Report, 22 February 2019, p 66)

The Panel supported a minimum 6m upper-level setback over a 5m minimum upper-level setback control, both of which had been supported in urban design terms by expert witnesses, for the following reasons:

On balance the Panel prefers a 6 metre setback because:

- ☐ *this will better protect heritage buildings*
- ☐ *a 6 metre setback fits better with the 45 degree upper level set back requirement – a 5 metre set back would potentially give only 5 metres to fit two additional floors within the 45 degree envelope leading to a greater setback at the mid level and hence breaking a consistent mid level street wall.*

(C220yara Panel Report, 22 February 2019, p 66)

3.6 Planning Panel Report into Amendment C231yara – Queens Parade Built Form Review

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

The Panel for Amendment C231yara 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 DDO16, particularly with respect to mandatory controls. On page 29 of the 31 October 2019 Panel Report, the Panel notes that:

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

The Panel supported a mandatory upper-level setback in Council's preferred DDO for Precinct 4 of the Queens Parade NAC where the heritage streetscapes were the most intact within the main retail precinct of the NAC. It also confirmed that a combination of mandatory and preferred height controls should be provided where distinctive heritage fabric warranted greater protection.

A mandatory minimum 8m upper-level setback was recommended by Panel for Precinct 4. The Panel supported this control on heritage and character grounds, detailed in the Panel Report as follows:

The Panel considers that consistency of the Precinct with its high heritage and character values justify a mandatory minimum upper level setback. Coupled with other controls, this will ensure new development is recessive and protects important heritage characteristics. In terms of the revised metric of eight metres for this setback, the Panel acknowledges the importance of balance with the depths of the heritage roofs.

If the setback was to be too little, the ability to read the heritage buildings as three dimensional forms will be lost, as will many of the finer detailed architectural features on the roof that provide the area with much of its character. Too great and the viability of new development becomes less likely and inefficient gaps may be created on many roofs between the proposed development and the existing primary roof form.

(C231yara Panel report, 31 October 2019, pp 74-75)

Notably, the Queens Parade streetscape differs from that of Clarendon, Coventry and Park streets in that Queens Parade is a wide boulevard with "a 60-metre road reserve width which is a significant contributor to character" (Executive Summary, C231yara Panel Report). Panel was supportive of mandatory upper-level setbacks above the heritage streetscape to "... ensure that the new development is recessive and protects important heritage characteristics" (p 74).

Precinct 3 of the Queens Parade NAC is located on the southern side of Queens Parade, occupying a prominent location near the corner of Smith Street and is subject to HO317 – Clifton Hill Western Precinct. In relation to upper-level setbacks for new development in Precinct 3:

The Panel accepts the position of Council and agrees that upper floor setbacks should be setback at least six metres to achieve an appropriate degree of separation between the heritage streetscape and new development above and behind it. Less than that and an insufficient volume break is achieved. Requiring a greater setback, as urged by some community submitters would

be unnecessarily onerous given that the lots here are not particularly deep. The six-metre mandatory consistent upper level setback proposed by Mr Parsons [the expert witness] does not allow setbacks to be increased to accommodate some of the heritage roofscapes in the area where the main building is set back more than six metres from the facade.

For these reasons, the Panel considers that the upper level setback should be expressed as a six metre minimum setback.

(C231yara Panel Report, 31 October 2019, p 65)

The upper-level setback control, expressed a minimum 6m, allows for a greater upper-level setback, depending on the site and existing heritage roof form.

Further, the Panel recognised that an area with diverse built form – such as Queens Parade - can have areas of little change where growth can be accommodated elsewhere within the activity centre. This may also be applied to the South Melbourne study area where there are precincts within the MAC comprising highly intact heritage streetscapes, while other precincts within the study area contain little or no identified heritage places and there is the opportunity for more intensive development.

3.7 Planning Panel report into Amendment C161dare – Fairfield Village

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

The Panel for C161dare 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.

The Panel found that sufficient strategic analysis has been undertaken to justify the application of mandatory height controls, where:

... a mandatory control necessary to provide an appropriate response to the established character of Fairfield [specifically Area 1 of the proposed DDO21, that is subject to HO315] which has a greater level of consistency and heritage character than Area 2.

(C161dare Panel Report, 3 December 2018, p 40)

The Panel considers that DDO21 and the HO in this instance need to be read together to ensure that Council's aspirations for the centre are realised. The Panel believes this requires a balanced approach to be taken in respecting the heritage elements of the place, enhancing the Centres urban design characteristics and encouraging an appropriate level of development that is appropriate to the strategic role of Fairfield Village Neighbourhood Centre. This means that a mix of mandatory and non-mandatory requirements is necessary.

(C161dare Panel Report, 3 December 2018, p 41)

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, Panel supported the application of mandatory maximum building height and setback controls to Area 1, which is subject to the Heritage Overlay and includes the highly intact Station Street heritage streetscape.

3.8 Planning Panel Report into Amendment C272ston - Hawksburn Village Structure Plan

Amendment C272ston implemented the built form controls for the Hawksburn Village Neighbourhood Activity Centre, as articulated in the *Hawksburn Village Structure Plan 2016*. Hawksburn Village includes the predominately two-storey heritage streetscape of Malvern Road east of Williams Road, where retail and other commercial activity is centred within the NAC. Malvern Road to the west of Williams Road is a less intact and visually cohesive heritage streetscape and includes a number of larger former industrial sites.

The Panel for C272ston supported the use of mandatory height and upper-level setback controls for developments above heritage buildings on Malvern Road (Area 6) within the Hawksburn Village NAC. In relation to the use of mandatory controls, the Panel notes on page 41 of the 30 July 2020 Panel report:

On balance (and with some reservations) the Panel supports mandatory controls in the heritage areas in Area 6, where the character is stronger and more consistent...

Several submitters ... raised the concern that mandatory controls would prevent or frustrate quality design or reasonable development opportunities on their sites. The Panel was not persuaded that this would be the case... In this regard, it agrees with the comments of the Yarra Planning Scheme Amendment C220 Panel (which considered the controls for the Johnson Street activity centre). [refer to the discussion at section 3.5 above]

In relation to mandatory upper-level setback controls above heritage buildings, the Panel report notes on pages 59 and 60:

The Panel supports the (uncontested) mandatory 5 metre upper level setback control for heritage buildings (Area 4 and parts of Area 6). It represents an adaptive approach by Council, building on recommendations of previous panel reports... When used in conjunction with the Heritage Overlay provisions, the

Panel agrees that a 5 metre mandated setback will suitably manage impacts of upper levels on heritage facades in an activity centre context.

3.9 Panel Recommendations Summary

In summary, the Panels and SAC considering C52port, C231glen, C291yara, C191yara, C220yara, C231yara, C161dare and C272ston have concluded that:

- ☐ The Heritage Overlay identifies what is significant within an activity centre from a heritage perspective.
- ☐ Heritage is an appropriate issue for DDOs to provide guidance on to inform future development.
- ☐ The use of the Heritage Overlay with DDO controls is an appropriate response to guide development and increased densities while ensuring that heritage places are identified and understood.
- ☐ Mandatory controls should generally be used in exceptional circumstances and their application should be guided by PPN59 and PPN60; these circumstances include, amongst others:
 - where heritage places are set within consistent streetscape form (C52port, C231glen, C291yara, C191yara, C220yara, C231yara, C161dare & C272ston)
 - where the mandatory controls facilitate good design and heritage outcomes (PPN60)
 - where discretionary provisions alone would reduce the quality of the heritage streetscape (PPN60)
 - when an appropriate balance is achieved with housing opportunities, economic vitality and renewal within the activity centre as a whole (C291yara, C191yara & C231yara).
- ☐ There is not a need to demonstrate exceptional circumstances where Council has undertaken comprehensive strategic work to show that mandatory provisions are appropriate in the context and that they are absolutely necessary to achieve the preferred built form outcome (C231glen).
- ☐ It is appropriate to use a combination of mandatory and preferred height and setback controls within a DDO to protect identified heritage places and their setting.
- ☐ Sight line analysis or formulae defining the proportion of new built form that can be viewed above the street wall is an appropriate mechanism for informing built form controls, although should not be used as a control within a DDO.

4 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*²⁰.

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...*

²⁰ Refer to the Panel Report to C220yara 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 heritage analysis and recommendations will inform the review of the current controls and existing conditions.

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

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

To pursue mandatory controls, PPN60 also states:

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

The Panels and SAC that considered C231glen, C291yara, C220yara, C231yara, C161dare and C272ston provide further guidance on the application of mandatory built form controls in South Melbourne where there are highly intact and legible heritage streetscapes (such as Clarendon, Coventry and Park streets) that are subject to the Heritage Overlay / included in the VHR.

In particular, the Panel for Amendment C231glen stated that in relation to the application of mandatory controls and whether 'exceptional circumstances' for their use exist:

The Panel does not consider there is a need to demonstrate that this is an exceptional circumstance. PPN60 is quite explicit in setting criteria for the application of mandatory provisions and exceptional circumstances do not have to be present if Council has undertaken comprehensive strategic work to demonstrate that mandatory provisions are appropriate in the context and that they are absolutely necessary to achieve the preferred built form outcome. [emphasis added]

(C231glen Panel Report, 20 December 2022, p 20)

In summary, these Panels concluded that for Heritage Overlays within activity centres:

- ☐ Mandatory controls were appropriate for street wall heights
- ☐ A minimum mandatory upper-level setback is necessary to avoid facadism and retain the prominence of the street wall
- ☐ Mandatory maximum building heights were appropriate
- ☐ Mandatory setbacks were appropriate with a mixture of preferred and mandatory height limits
- ☐ Mandatory height and upper-level setback controls were appropriate to protect views to key landmarks
- ☐ Exceptional circumstances for the application of mandatory controls do not have to be present if Council has undertaken sufficient strategic work to as the basis for applying mandatory controls and it has been shown to be absolutely necessary to inform a preferred built form outcome.

Sections of Clarendon, Coventry and Park streets that are subject to the Heritage Overlay are characterised by a highly intact, consistent and visually cohesive heritage streetscapes which warrant mandatory controls. A combination of mandatory and preferred controls (Floor Area Ratios [FARs] and/or height and setback controls) is appropriate to protect the visual primacy of the heritage streetscapes and heritage buildings in these locations. Mandatory minimum upper-level setback controls are warranted where it is necessary to protect the legibility and heritage fabric of buildings subject to the Heritage Overlay in the study area included in the South Melbourne Structure Plan, with preferred controls applied to most side streets (other than above the return heritage façades at major intersections). Elsewhere, discretionary controls may be appropriate as built form outcomes would not necessarily adversely impact the heritage values of the heritage streetscapes of Clarendon, Coventry and Park streets.

PART II: HERITAGE ANALYSIS



5 STUDY AREA ANALYSIS

5.1 South Melbourne Study Area Boundary



Figure 27. Aerial photo of the South Melbourne study area.

(Source: South Melbourne Structure Plan Existing Conditions Paper, p 4)

With the exception of the properties on Clarendon Street, south of Park Street and north of Thomson Street included in the study area, the heritage analysis and recommendations provided in this report includes the area subject to the current DDO8 controls.

Schedule 8 to the Design and Development Overlay is divided into a number of precincts and sub-precincts. Specific built form controls are stipulated in response to the existing and anticipated built form character for each precinct.

The following DDO8 precincts are included in this report; these precincts include land that is subject to the Heritage Overlay and there is an expectation of future development:

- ☐ Precinct 1 – Clarendon Street Core Local Shopping Strip
- ☐ Precinct 2 – Emerging Activity Precinct
- ☐ Precinct 3 – Northern Mixed Activity Edge
- ☐ Precinct 4 – Southern Mixed Activity Edge
- ☐ Precinct 5 – Coventry Street Specialty Shopping Precinct
- ☐ Precinct 7 – Eastern Business Precinct
- ☐ Precinct 8 – Western Business Precinct

In addition, the Clarendon Street South Precinct (between Park and Thomson streets that was not included in the *South Melbourne Central Structure Plan 2007* or DDO8 controls) has been included the South Melbourne study area “to ensure all options

within the [South Melbourne] structure plan can be explored”²¹. This area is also subject to HO440 – Emerald Hill Residential Precinct, and therefore is relevant to the heritage analysis and recommendations.

The following have not been considered in this report:

- properties within DDO8 that are not subject to, or directly abut, the Heritage Overlay;
- properties that are zoned residential – Neighbourhood Residential Zone (NRZ), General Residential Zone (GRZ) or Residential Growth Zone (RGZ) – these properties are subject to the applicable residential built form controls that are not included in DDO8;
- DDO8 precincts:
 - 6 - South Melbourne Market (not included in the Heritage Overlay);
 - 9 – Kings Way Mixed Use (no properties are subject to the Heritage Overlay; however, we note that one property in Precinct 9, the warehouse/showroom 167-173 Coventry Street, has been recommended in the South Melbourne Stage 2 Heritage Review for inclusion in the Heritage Overlay);
 - 10 – removed from DDO8; and
 - 11 – Ferrars Street Light Rail Corridor (there is little opportunity for development along this corridor due to site constraints and the inclusion of the South Melbourne Railway Station Complex in the VHR [H1593]).

A brief description of the heritage characteristics and heritage building typologies found in the DDO8 and Clarendon Street South precincts is provided below.

5.2 Heritage Characteristics

The individual heritage places and graded buildings within Heritage Overlay precincts vary considerably across the study area. In summary:

- **Precincts 1 (Clarendon Street Core Local Shopping Strip), 4 (Southern Mixed Activity Edge), 5 (Coventry Street Speciality Shopping Precinct) and Clarendon Street South** are characterised by mostly two-storey shop residences with some commercial buildings of one and three storeys in height. This Clarendon Street streetscape forms the principal historic ‘high street’ of the South Melbourne MAC with the smaller heritage streetscapes found along Coventry and Park streets. These precincts, along with the civic precinct that includes the South Melbourne Town Hall demonstrates South Melbourne’s early development, from the 1850s onwards.
- **Precinct 2 (Emerging Activity Precinct)** includes a mix of heritage building typologies - factories, warehouses and hotels – that have mostly been adapted and/or altered for new uses.

²¹ *South Melbourne Urban Design Framework – Stage 1 Existing Conditions*, City of Port Phillip, p 25.



- ❑ **Precinct 3 (Northern Mixed Activity Edge)** contains less consistent ‘high street’ form on Clarendon Street, with a higher proportion of non-heritage buildings, particularly on the western side of the street. Taller built form provides a transition to the towers in Southbank, immediately north of the elevated West Gate Freeway.
- ❑ **Precincts 7 (Eastern Business Precinct) and 8 (Western Business Precinct)** contains a mix of – often isolated – former factory and warehouse heritage buildings, corner hotels and a small number of nineteenth and early twentieth century dwellings. Heritage buildings are typically one- or two-storeys in height, recent and emerging built form has seen a number of multi-storey developments constructed or planned in these precincts.

The following examples show typical building typologies found within the study area. It must be noted that buildings of a particular type will not necessarily demonstrate all the features identified below and may include other features such as visible roofs and chimneys.

5.2.1 Shop/residence

The shop/residence typology is found mostly on Clarendon Street in Precinct 1 (Clarendon Street Core Local Shopping Strip), Precinct 3 (Northern Mixed Activity Edge) and the Clarendon Street South Precinct, on Park Street in Precinct 4 (Southern Mixed Activity Edge) and on Coventry Street in Precinct 5 (Coventry Street Specialty Shopping Precinct). These buildings share the same typical characteristics, which include:

- ❑ Attached terraced (row) construction
- ❑ Masonry construction with less than 40% of the upper-level street wall face comprising openings such as windows and doors
- ❑ Painted render or face brick façades
- ❑ Parapeted front facades with solid parapets, open balustrades or more elaborate gables
- ❑ No setback from the street boundary
- ❑ Early or altered shop fronts taking up the majority of the ground floor (often with recessed entries)
- ❑ Splayed corners to return façades or end-of-terrace elevations to laneways and side streets
- ❑ Verandahs or later canopies
- ❑ Visible chimneys generally set back between 3m and 4m from the front of the building to the rear face of the chimney.²²

²²

Of 127 heritage properties surveyed using nearmap aerial images, 98 properties (78%) had at least one intact historic chimney. Of these properties, the frontmost chimney was within 3.5m or less of the street wall in 85 (87%) of instances.



- The depth of the primary building volume from the front property boundary is typically around 13m.²³

DIAGRAM: TYPICAL RELATIONSHIP BETWEEN CHIMNEYS AND PRIMARY BUILDING VOLUME
CORNER CLARENDON & PARK STREETS



Figure 28. Aerial image showing the typical relationship between the frontmost chimney and primary roof volume of a heritage building (in this case, the example is in Precinct 1 at 354 Clarendon Street).
(Source: adapted image from nearmap, dated 24 April 2023, accessed 24 May 2023)

TYPOLOGY: [VICTORIAN] SHOP-RESIDENCE
296 - 304 CLARENDON STREET



Figure 29. Victorian shop/residence typology diagram, showing key features. Note: some variation between examples is typical.
This example is located in Precinct 1 at 300 Clarendon Street, South Melbourne. (VHR H1136)

²³

Of the 54 Clarendon Street heritage properties surveyed using nearmap aerial images, the median primary building volume was 13.3m.

TYPOLOGY: [EDWARDIAN] SHOP-RESIDENCE
285 CLARENDON STREET



Figure 30. Edwardian shop/residence typology diagram, showing key features. Note: some variation between examples is typical.

This example is located within Precinct 1 at 285 Clarendon Street, South Melbourne.

(Significant Heritage Place – inside HO [HO440])

TYPOLOGY: SHOP-RESIDENCE [CORNER]
294 PARK STREET



Figure 31. Shop/residence typology as adapted to a corner site, showing typical features.

This example, 294 Park Street, South Melbourne, is located adjacent to Precinct 4 on the northeast corner of Park and Cecil streets.

(VHR H1136)

5.2.2 Commercial Buildings

Commercial buildings, often prominently located on corner sites to attract attention, are found in all precincts included in the study area. A greater number of this building typology tends to be on the commercial strips, owing to the higher number of commercial buildings within these precincts. There are isolated examples elsewhere – such as Precinct 7 – where hotels are prominently located on corners and are standalone heritage buildings. There are numerous of hotels that provide examples of this building typology within the study area, while less typical examples include the Interwar commercial building at 434 Clarendon Street, the former Maples

Furniture Showroom at 260 Clarendon Street and the former bank building at 307-309 Clarendon Street. These buildings share common characteristics that include:

- ☐ Typically attached terraced (row) construction
- ☐ Mostly two-storey, with a smaller number of single- and three-storey examples
- ☐ Masonry construction with less than 40% of the upper-level street wall face comprising openings such as windows and doors
- ☐ Painted render or face brick façades
- ☐ Parapeted front facades with solid parapets, open balustrades or more elaborate gables
- ☐ Gable or hipped roof forms, mostly concealed from street by parapeted front façades
- ☐ Visible chimneys (when not concealed by parapeted front façades)
- ☐ No setback from the street boundary
- ☐ Warehouse shop fronts taking up the majority of the ground floor featuring large windows, some have been modified
- ☐ Splayed corners to return façades or end-of-terrace elevations to laneways and side streets
- ☐ Chamfered corner entries
- ☐ Most without verandahs or later canopies
- ☐ Historic signage

TYPOLOGY: COMMERCIAL [SINGLE-STOREY]
 300-302 & 298 COVENTRY STREET



Figure 32. Single-storey commercial building typology, showing typical features.

This example is 300-302 Coventry Street, South Melbourne [part], located within Precinct 5. (Significant Heritage Place – inside HO [HO440])

TYPOLOGY: CORNER COMMERCIAL
434 CLARENDON STREET



Figure 33. Corner commercial building typology, showing typical features.

This example, 434 Clarendon Street, South Melbourne, is located within the Clarendon Street South Precinct on the southwest corner of Clarendon and Raglan Streets.

(Significant Heritage Place – inside HO [HO440])

TYPOLOGY: LARGE COMMERCIAL
260 CLARENDON STREET

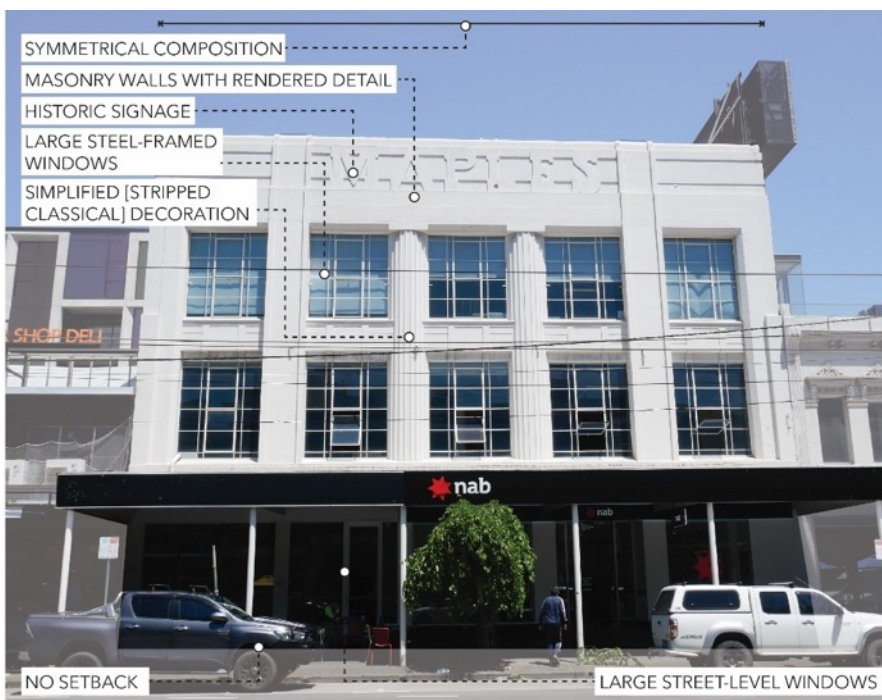


Figure 34. Large commercial building typology, showing typical features.

This example is the former Maples Furniture showroom, located within Precinct 1 at 260 Clarendon Street, South Melbourne.

(Significant Heritage Place – inside HO [HO440])

TYPOLOGY: LARGE COMMERCIAL [CORNER]
307 - 309 CLARENDON STREET

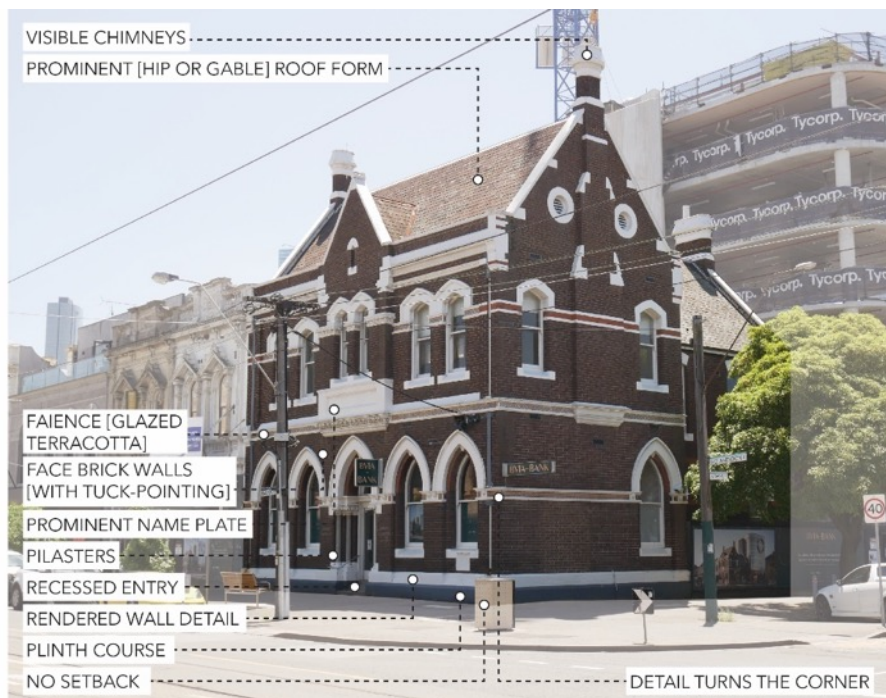


Figure 35. Large corner commercial building typology, showing typical features.

This example is the bank building at 307-309 Clarendon Street. It is located within Precinct 1 on the northeast corner of Clarendon and Bank streets at 260 Clarendon Street, South Melbourne. (Significant Heritage Place – inside HO [HO440])

TYPOLOGY: CORNER HOTEL [MODEST]
111 CECIL STREET



Figure 36. Modest corner hotel typology, showing typical features.

This example is the former hotel at 111 Cecil Street, South Melbourne. (Note: this example is a reconstruction of the original hotel at this site which is graded Contributory in the City of Port Phillip Heritage Policy Map December 2021.)

It is located adjacent to Precinct 2 on the northeast corner of Cecil and York streets.

(Contributory Heritage Place – inside HO [HO440])



Figure 37. Elaborate corner hotel typology, showing typical features.

This example is the Māori Chief Hotel at 117-119 Moray Street, South Melbourne. It is located within Precinct 7 on the northeast corner of Moray and York streets. (HO205)

5.2.3 Industrial Buildings

Industrial buildings include factories, warehouses and commercial showrooms. These buildings are typically isolated from any specific heritage context; they may be identified as individual heritage places within mixed streetscapes. Some properties located on Ballantyne, Market and Cecil streets are subject to HO4 – City Road Area, which includes a wider area to the west City Road (not subject to DDO8 or included in the study area). There are a number of isolated industrial buildings, mostly in the Eastern Business Precinct (Precinct 7), that have been assessed for heritage significance in the Stage 2 Heritage Review (refer to section 2.3 above).

The majority of these structures share the following characteristics:

- ☐ Masonry (brick) construction with less than 40% of the wall comprised with openings such as windows and doors
- ☐ Painted render or face brick façades
- ☐ Parapeted front facades with pitched, hipped or saw-tooth roofs
- ☐ Roof form may be visible from the street (Figures 38 & 39) or concealed behind a parapet (Figures 40 & 41)
- ☐ Roofing materials include corrugated steel, slate and terracotta tiles.

The factory and industrial buildings that date from the late nineteenth and early twentieth century are mostly one- to two-storeys in height and are constructed of brick with bluestone bases and rendered parapets and dressings. These buildings normally feature larger vehicle and goods entrances on the ground floor. A number of these buildings have seen recent development to the rear of the heritage façade; more recent upper-level additions vary in scale and tend to be visible from the public realm.

TYPOLOGY: INDUSTRIAL [VISIBLE ROOF]
39 BALLANTYNE STREET



Figure 38. Industrial building typology, with visible roof form, showing typical features.

This example is K.L. Ballantyne Pty. Ltd., wholesale grocers, located within Precinct 8 at 39 Ballantyne Street, Southbank.

(Significant Heritage Place – inside HO [HO4])

TYPOLOGY: LARGE INDUSTRIAL [VISIBLE ROOF]
100 MARKET STREET



Figure 39. Large industrial building typology, with visible roof form, showing typical features.

This example, 100 Market Street, Southbank, was occupied by H.W. Hoarse Pty. Ltd., motor engineer and has been adapted for retail use. It is located within Precinct 8 on the northeast corner of Cecil and Market streets.

(Significant Heritage Place – inside HO [HO4])

TYPOLOGY: SMALL INDUSTRIAL
154 MORAY STREET



Figure 40. Small industrial building typology, showing typical features.

This example, 154 Moray Street, South Melbourne, is located within Precinct 7 on the southwest corner of Moray Street and Little Moray Place.

(No HO – this property has been assessed as Significant in the Stage 2 Heritage Review.)

TYPOLOGY: FACTORY / WAREHOUSE
49-55 YORK STREET

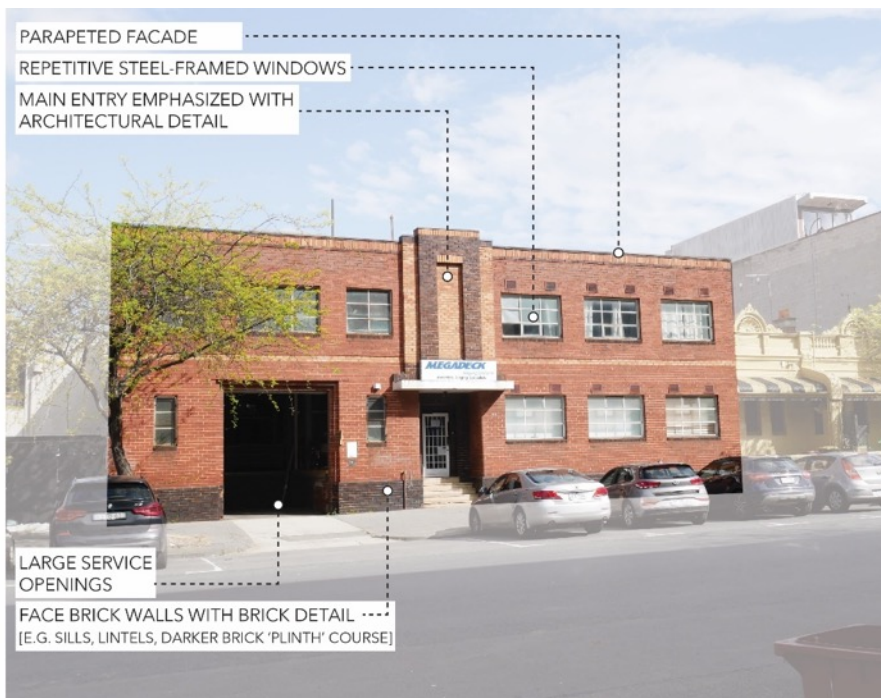


Figure 41. Factory / warehouse building typology with roof form concealed behind parapet, showing typical features.

This example is located within Precinct 7 at 49-55 York Street, South Melbourne.

(No HO – this property has been assessed as Significant in the Stage 2 Heritage Review.)

5.2.4 Residential Buildings

There are a small number of residential buildings that are located in the DDO8 precincts – owing to the zoning and existing uses found in these precincts. The residential buildings within the Heritage Overlay generally demonstrate the following characteristics:

- ☐ Attached or terraced construction with no side setbacks
- ☐ Masonry construction with less than 40% of the street wall face comprising openings such as windows and doors
- ☐ Painted render or face brick façades

- Parapeted front facades with solid parapets, open balustrades or more elaborate gables, some pitched and hipped roofs to single-storey houses
- One- or two-storey verandahs
- Visible chimneys, normally set back between 3m and 4m from the front elevation of terraced houses and shop/residences
- Either no setback from the street boundary, or a small garden setback.

TYPOLOGY: RESIDENTIAL [SINGLE STORY]
230 COVENTRY STREET



Figure 42. Single storey terrace house, showing typical features.

This example is located within Precinct 7 at 230 Coventry Street, South Melbourne.

(Significant Heritage Place – inside HO [HO440])

TYPOLOGY: RESIDENTIAL [DOUBLE STOREY]
1 CHURCH STREET



Figure 43. Double storeyed terrace house with verandah.

This example is adjacent to Precinct 4 at 1 Church Street, South Melbourne.

(Significant Heritage Place – inside HO [HO440])

5.2.5 Church / Hall

The study area contains a number of churches and public halls demonstrating the social history of South Melbourne. These were constructed to serve a range of Christian denominations and religious groups.

One place of worship - St Luke's, 210 Dorcas Street, South Melbourne - is included in the VHR and within the study area (H0218). Two other places of worship are included in the VHR are adjacent to the study area - the See Yup Society Chinese Temple at 76 Raglan Street, South Melbourne (H0219) and the Former St Vincent De Pauls Girls Orphanage at 197-197 Napier Street, South Melbourne, which includes a modest chapel building (H1531).

The church/hall buildings within the Heritage Overlay generally demonstrate the following characteristics:

- ☐ Frequently occupy corner sites or are freestanding
- ☐ Face brick walls that may feature polychrome brickwork
- ☐ Plinth course
- ☐ Masonry construction with less than 40% of the street wall face comprising openings such as windows and doors
- ☐ Symmetrical composition
- ☐ Rendered detailing, including string courses, copings, sills, etc.
- ☐ Parapeted front facades with solid parapets, open balustrades or more elaborate gables, some pitched and hipped roofs to single-storey buildings
- ☐ Either no setback from the street boundary, or a small garden setback with historic fence at property line
- ☐ Recessed entry with verandahs or loggia.

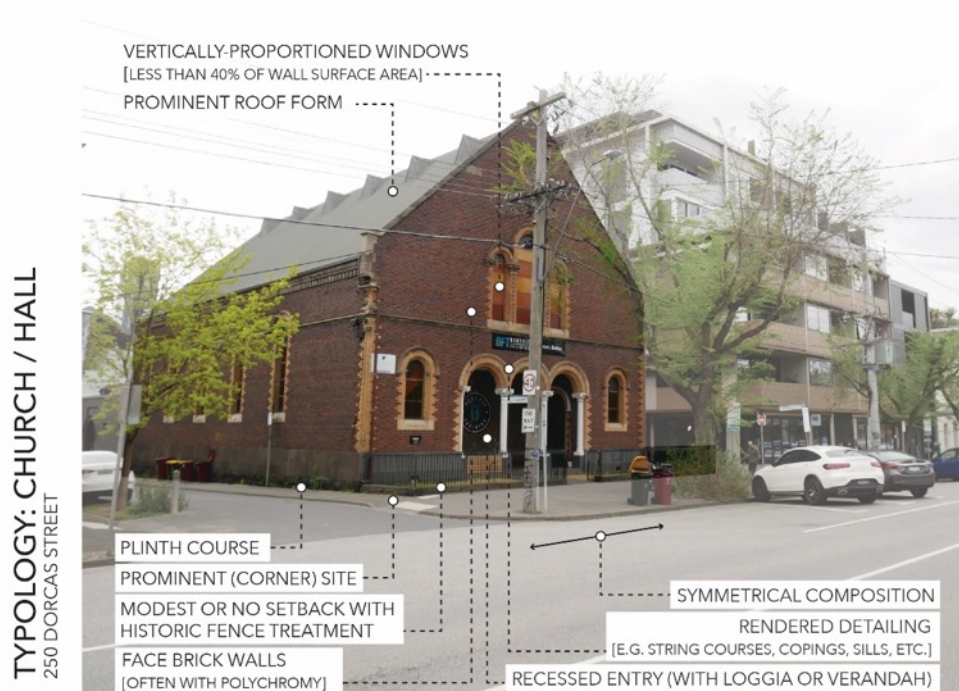


Figure 44. Church / hall building typology, showing typical features.

This example is the former Baptist Church at 250 Dorcas Street, South Melbourne. It is located adjacent to Precinct 5 on the north eastern corner of Dorcas and Hotham streets.

(HO110)

5.3 Municipal-wide Landmarks

Clause 15.01-1L-02 - Urban Design identifies the Shrine of Remembrance and the “high rise buildings in the Melbourne Central Activities District, Southbank and parts of the Fishermans Bend Urban Renewal Area...” as key landmarks of which the policy supports development that enhances views to these places. In addition, development is supported that retains and enhances the visual prominence of “key landmarks that terminate important vistas, accentuate corner sites and provide points of interest and orientation”. The latter can include, that is of particular relevance to South Melbourne, “landmarks of cultural or heritage significance such as the Shrine of Remembrance, town halls, clock towers, church spires, synagogues, grandstands and hotels”. Important vistas along Bank Street are noted, between the South Melbourne Town Hall and the Shrine of Remembrance.

Further, clause 11.03-1L-05 - South Melbourne Central Major Activity Centre includes the following strategy:

Ensuring that new development respects:

- *The views of the South Melbourne Town Hall clock tower in Clarendon and Park Street.*
- *The view of the Shrine of Remembrance along Bank Street.*
- *Views to the City and Albert Park.*

The following key view lines have been included in the *South Melbourne Central Urban Design Framework - Stage One – Existing Conditions* report²⁴:

²⁴

South Melbourne Central Urban Design Framework - Stage One – Existing Conditions, p 19.

1. Looking north on Clarendon Street from the M1 [West Gate Freeway] overpass threshold
2. Looking south on Clarendon Street from the M1 [West Gate Freeway] overpass threshold
3. Looking north to the City of Melbourne on Clarendon Street (from Bank Street)
4. Looking south to Albert Park on Clarendon Street (from Bank Street)
5. Looking west to the Town Hall on Bank Street (from Clarendon Street)
6. Looking east on Bank Street to the Shrine (from Clarendon Street)

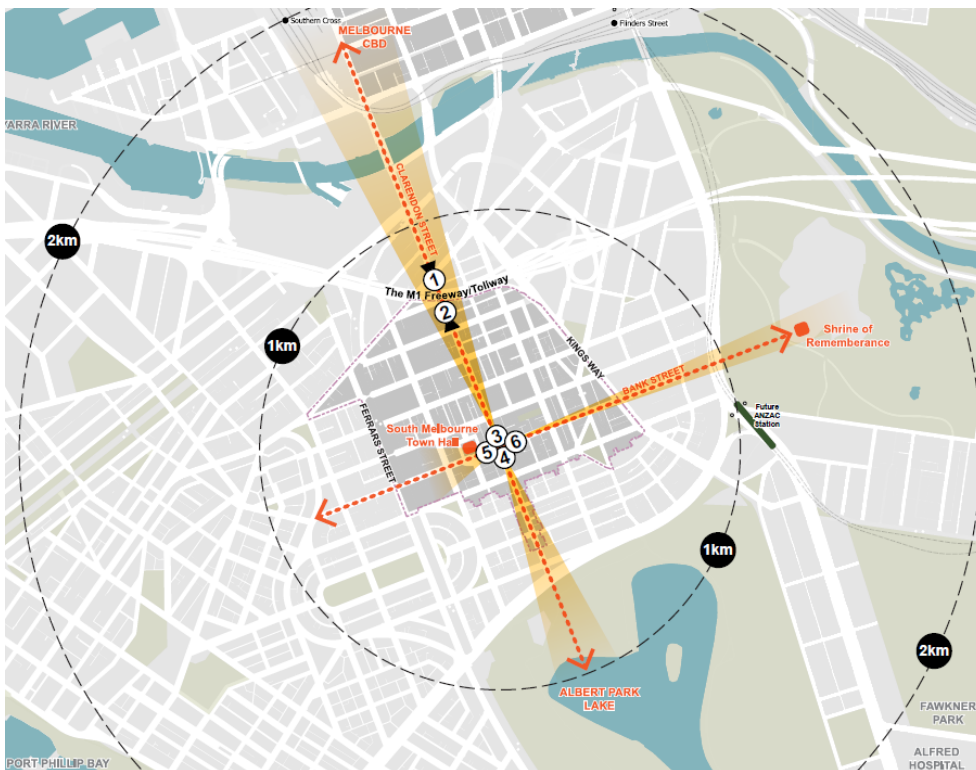


Figure 45. Identified key vistas included in the South Melbourne UDF Stage One – Existing Conditions report (p 19).

5.3.1 The Shrine of Remembrance

The Shrine of Remembrance (VHR H0848) located on a prominent elevated site in a formal landscaped setting within the Kings Domain and adjacent to the Royal Botanic Gardens Victoria. It is Victoria's principal war memorial and was constructed between 1927 and 1934 in a distinctive, classically derived design which draws on symbolic Greek sources. It is situated approximately one kilometre to the east of the study area within the City of Melbourne municipality.

The following is included in the Statement of Significance for the Heritage Place under Criterion E [Importance in demonstrating the principal characteristics of a class of cultural places and objects] and E [Importance in exhibiting particular aesthetic characteristics] that relates to views:

The significance of the Shrine is enhanced by its dominant presence in the urban environment and a clear view of the place from outside the site. Views to and from the Shrine have been considered important since its construction.

The importance of westward views from and across the forecourt has been increased as a consequence of the expansion of the forecourt space to accommodate the World War II memorials and associated ceremonies.

The reference document 'The Shrine of Remembrance: Managing the Significance of the Shrine' (Message Consultants Australia Pty Ltd, July 2013) notes the following in relation to views from Bank Street, South Melbourne:

The Shrine's visibility from multiple locations is enhanced through its elevated siting and is realised through the axial design, which extends into the outer street network. The major boulevards of St Kilda Road and Swanston Street, as well as Bank Street, maintain axial views and alert viewers to the significance of the place.

Noting the 30m width of Bank Street it is unlikely that new development east of Clarendon Street will adversely affect the visual prominence of the Shrine of Remembrance given it is already visually framed by high-rise towers (refer Figure 46).



Figure 46. (left) Looking east towards the Shrine of Remembrance (centre; VHR H0848) along Bank Street from Clarendon Street.

5.3.2 South Melbourne Town Hall

The South Melbourne Town Hall (VHR H0217) is a substantial nineteenth century civic building located on a prominent elevated site, approximately 100 metres west of Clarendon Street at 208-220 Bank Street. The town hall was opened in 1880 and was designed by eminent architect Charles Webb. It is one of a cluster of important historical civic buildings that include the South Melbourne Court House and Police Station (VHR H1486) and the Former South Melbourne Post Office (VHR H1771).

In relation to views and significance of the Town Hall's location, the Statement of Significance notes:

...The Town Hall is further distinguished by its outstanding landmark and townscape qualities. Set on the crest of a hill with a forecourt, fountain, four street frontages and a framed vista to the portico and tower provided by the planning of Perrins Street, the building enjoys a prominent position unparalleled in Victoria.

...

South Melbourne Town Hall is of historical and social significance as the civic centre of South Melbourne over a long period. One of Victoria's grandest town halls, the monumental building symbolises the prosperity and confidence of South Melbourne last century when it was one of the first municipalities to be changed from a town to a city after the 1874 Local Government Act.

Given the significance of views to the clock tower it is appropriate to apply built form controls or policy that retains the view from Bank Street, when looking west towards the tower and from within the study area.



Figure 47. South Melbourne Town Hall viewed from intersection of Fishley and Bank streets.

(VHR H0217)



Figure 48. Looking west along the northern side of Bank Street from Clarendon Street intersection towards South Melbourne Town Hall.

5.3.3 Clarendon Street

Two key views are identified along Clarendon Street; to the north and the high-rise built form of Southbank and Melbourne's CBD and to the south along Clarendon Street towards Albert Park. Unlike the views towards specific landmark buildings - the Shrine of Remembrance and South Melbourne Town Hall - these views provide vistas along the consistent, mostly two-storey Clarendon Street streetscape (within the study area) towards Southbank, the Melbourne CBD and Albert Park.



Figure 49. (left) Looking north along Clarendon Street towards Southbank and Melbourne's CBD from the Dorcas Street intersection. Elevated West Gate Freeway centre of image.



Figure 50. (right) Looking south along Clarendon Street towards Albert Park from Dorcas Street intersection. Lakeside Stadium grandstand centre of image [partially obscured by tram].

5.4 Local landmarks

In addition to the municipal-wide landmarks included in policy, the study area also includes buildings and structures that, through their location, scale, function and architectural form and detail, act as local landmarks. These buildings are frequently graded as Significant – either in a heritage precinct or subject to an individual Heritage Overlay. They serve as markers, wayfinding aids or landmarks in the local streetscape context due to their siting at key intersections, their scale or their historic uses within the surrounding streetscape.








In the context of the South Melbourne MAC and employment precincts, local landmarks are included in Table 1. The following criteria have been applied when determining local landmarks in the study area:



- ☐ corner hotel sites on main streets/prominent corner sites, that are used for their original function;
- ☐ prominent churches;
- ☐ prominent buildings that differ in scale, architectural style or (former) use to other buildings within a visually cohesive heritage streetscape or precinct; and
- ☐ taller buildings or landmarks located on land subject to the HO and are visible from multiple public realm viewpoints.

Table 1 – Local landmark buildings

Address & Precinct	Building Name	Type	Corner	Grading	Image
78 Cecil Street, South Melbourne (DDO8 - Precinct 8)	Southern Cross Hotel	Hotel on a prominent corner site	Cecil Street and Market Street	Significant Heritage Place – inside HO (HO440)	
139 Cecil Street, South Melbourne (DDO8 - Precinct 5)	George Hotel	Hotel on a prominent corner site	Cecil Street and Coventry Street	Significant Heritage Place – inside HO (HO440)	
155 Cecil Street, South Melbourne (DDO8 – Precinct 5)	Finn Barr	decorative façade and distinctive tower	-	Included in the Victorian Heritage Register (VHR H0715)	 <i>(Source: Victorian Heritage Database)</i>
152-160 Clarendon Street, Southbank (DDO8 – Precinct 3)	Market Hotel (Former Star Hotel)	Hotel on a prominent corner site	Clarendon Street and Market Street	No HO; identified as a Significant Heritage Place in the South Melbourne Stage 2 Heritage Review	
209-215 Clarendon Street, South Melbourne (DDO8 – Precinct 1)	Clarendon Hotel	Hotel on a prominent corner site	Clarendon Street and York Street	Significant Heritage Place – inside HO (HO440)	
260 Clarendon Street, South Melbourne (DDO8 – Precinct 1)	Maples Building	Large three-storey former showroom within predominantly two-storey, fine grain streetscape	-	Significant Heritage Place – inside HO (HO440)	

Address & Precinct	Building Name	Type	Corner	Grading	Image
307-309 Clarendon Street, South Melbourne (DDO8 – Precinct 1)	Former bank	Former bank on a prominent corner site	Clarendon Street and Bank Street	Significant Heritage Place – inside HO (HO440)	
364-368 Clarendon Street, South Melbourne (DDO8 – Precinct 4)	Limerick Arms Hotel	Hotel on a prominent corner site	Clarendon Street and Park Street	Significant Heritage Place – inside HO (HO440)	
409-415 Clarendon Street, South Melbourne (Clarendon Street South Precinct)	Emerald Hotel	Hotel on a prominent corner site	Clarendon Street and Raglan Street	Contributory Heritage Place – inside HO (HO440)	
433-435 Clarendon Street, South Melbourne (Clarendon Street South Precinct)	Coppersmith Hotel	Hotel on a prominent corner site	Clarendon Street and Thomson Street	Contributory Heritage Place – inside HO (HO440)	
322-328 Coventry Street & 116-136 Cecil Street, South Melbourne (DDO8 – Precinct 6)	South Melbourne Market	Market building that occupies whole block	Cecil Street and York Street & Cecil Street and Coventry Streets	No HO	
210 Dorcas Street, South Melbourne (Adjacent to DDO8 – Precinct 1)	St Luke's Anglican Church	Church	-	Included in the Victorian Heritage Register (VHR H0218)	
221-229 Dorcas Street, South Melbourne (Adjacent to DDO8 – Precinct 1)	Greek Orthodox Church	Church	-	Significant Heritage Place – inside HO (HO440)	

Address & Precinct	Building Name	Type	Corner	Grading	Image
232 Dorcas Street, South Melbourne	Former Salvation Army Citadel	Hall	Dorcas and John streets	Individual Heritage Place (HO109)	
250 Dorcas Street, South Melbourne (DDO8 – Precinct 5)	Former Baptist Church	Church	Dorcas and Hotham streets & Dorcas and Francis streets	Individual Heritage Place (HO110)	
117-119 Moray Street, South Melbourne (DDO8 – Precinct 7)	Māori Chief Hotel	Hotel on a prominent corner site	Moray Street and York Street	Individual Heritage Place (HO205)	
147 Moray Street, South Melbourne (DDO8 – Precinct 7)	Bells Hotel (Former Freer's Family Hotel)	Hotel on a prominent corner site	Moray Street and Coventry Street	Individual Heritage Place (HO206)	
256-258 Moray Street, South Melbourne (DDO8 – Precinct 4)	The Rubber Chicken	Hotel on a prominent corner site	Moray Street and Park Street	Significant Heritage Place – inside HO (HO440)	
256-264 Park Street, South Melbourne (DDO8 – Precinct 4)	Former Harcourt Parry Building	Former emporia with decorative façade and distinctive tower	-	Included in the Victorian Heritage Register (VHR H1136)	
332 Park Street, South Melbourne (Outside of DDO8 / Clarendon Street South)	Park Towers	Prominent high-rise residential building and adjacent reserve	-	Significant Heritage Place – inside HO (HO440)	

Address & Precinct	Building Name	Type	Corner	Grading	Image
143 York Street, South Melbourne (DDO8 – Precinct 2)	Market Tavern	Hotel on a prominent corner site	Cecil Street and York Street	Significant Heritage Place – inside HO (HO440)	
172 York Street, South Melbourne (DDO8 – Precinct 8)	Albion Hotel	Hotel on a corner site across from the South Melbourne Market	Northumberland Street and York Street	Individual Heritage Place (HO311)	

While these local landmarks do not warrant specific controls to protect specific view lines or vistas, it is desirable that they remain visually prominent within the streetscapes of Bank, Clarendon, Coventry, Cecil, Moray, Park and York streets. Recommended built form parameters to help retain the visual prominence of local landmarks in the study area is provided in Section 14 of this report.

6 PRECINCT 1: CLARENDON STREET CORE LOCAL SHOPPING STRIP

6.1 Description

The Clarendon Street Core Local Shopping Strip (Precinct 1) runs along Clarendon Street between York Street to the north and Park Street to the south and includes a small number of properties to the rear of the Clarendon Street properties on York Street, Yarra Place, Coventry Street, Bank Street, Layfield Street, Emerald Hill Place and Wynyard Street. It is the commercial and retail focus of the MAC and zoned C1Z.

The precinct is largely made up of two-storey buildings with shops on the ground floor and residences on the upper level(s) dating from the mid-nineteenth century to the mid-twentieth century, as well as a smaller number of single-storey shops constructed following this period. The facades of these buildings are generally rendered or face-brick buildings with parapets. There has been some more recent development on Clarendon Street, most notably the Clarendon Centre (245-271 Clarendon Street) which fronts the eastern side of Clarendon Street between Coventry and Dorcas streets. A number of developments have been constructed that are setback behind the heritage façade on Clarendon Street, mostly on the eastern side of the street.

The topography is relatively flat, rising slightly towards the south. At the intersection of Clarendon and Bank streets important views have been identified in the *South Melbourne Urban Design Framework – Stage One – Existing Conditions* report (refer to section 5.3, above). These views are west along Bank Street towards the South Melbourne Town Hall, north along Clarendon Street towards the Melbourne CBD and Southbank, east along Bank Street towards The Shrine of Remembrance and south along Clarendon Street towards Albert Park.

Clarendon Street is approximately 30m wide and carries four lanes of traffic with the Route 12 tram using the two centre lanes. York, Coventry, Dorcas, Bank and Park streets are major streets that cross Clarendon Street from north to south. Alfred Place, Wynyard Street and James Lane are secondary streets that intersect with Coventry Street within Precinct 1.

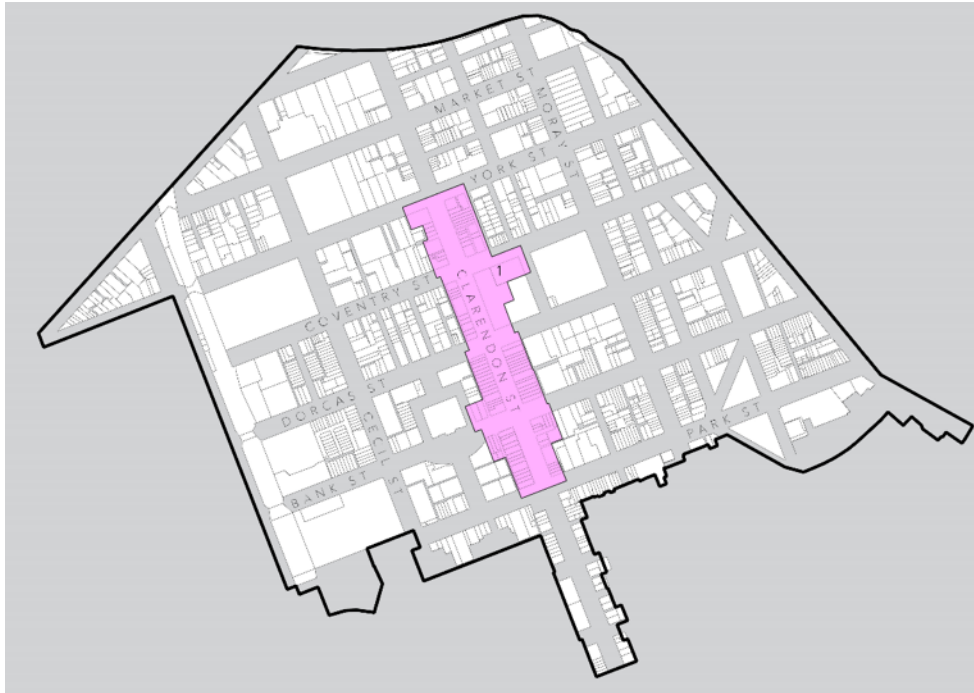


Figure 51. Map of study area showing Precinct 1 – Clarendon Street Core Local Shopping Strip.

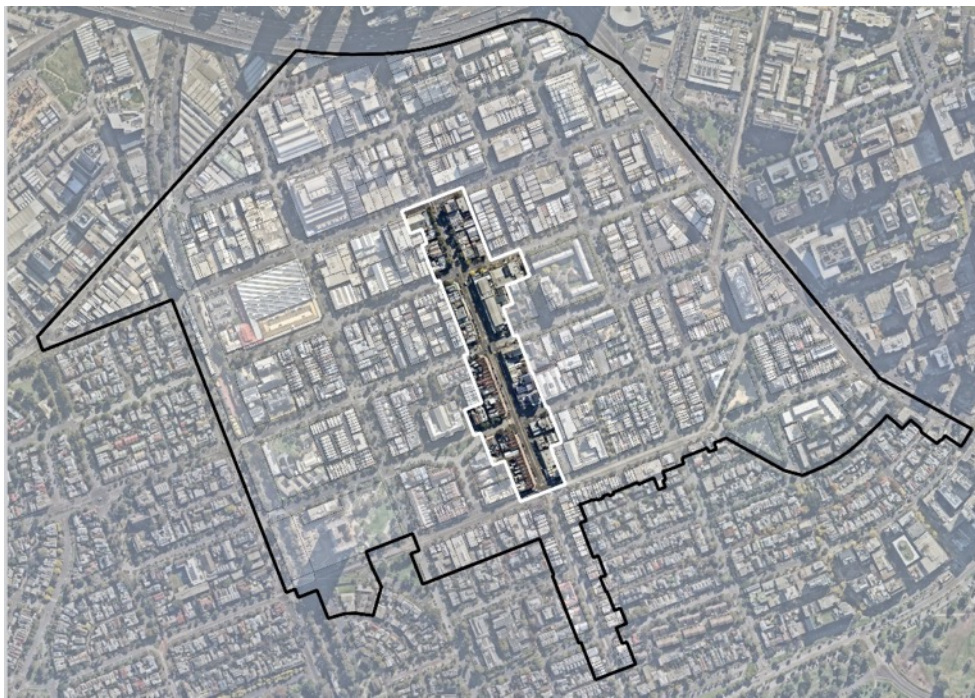


Figure 52. Aerial view of study area showing Precinct 1 – Clarendon Street Core Local Shopping Strip.



Figure 53. (left) Looking south along the eastern side of Clarendon Street from York Street intersection.

(HO440)

Figure 54. (right) Looking south along the western side of Clarendon Street from Coventry Street intersection.

(HO440)



Figure 55. (left) Looking towards western side of Clarendon Street from Dorcas Street intersection. Multi-storey development ('Piccolo House') at 5 John Street visible at rear. (HO440)

Figure 56. (right) Looking towards northeast corner Clarendon and Dorcas streets intersection (HO440) showing The Clarendon Centre [245-271 Clarendon Street]. St Luke's Church (VHR H0218) to right of image [obscured by vegetation].



Figure 57. (left) Looking south along eastern side of Clarendon Street from Dorcas Street intersection. (HO440)

Figure 58. (right) Looking towards southwest corner of Clarendon and Dorcas streets intersection. Clarendon Street to left of image, Dorcas Street to right. (VHR H1136)



Figure 59. (left) Looking north along western side of Clarendon Street from Bank Street intersection (HO440). Development under construction at the rear of 307-309 Clarendon Street [part] far right of image.

Figure 60. (right) Looking south along western side of Clarendon Street from Bank Street intersection. (VHR H1136)



Figure 61. (left) Looking north along western side of Clarendon Street from Park Street intersection. (VHR H1136)

Figure 62. (right) Looking north along eastern side of Clarendon Street from Park Street intersection. (HO440)

Table 2 below provides examples of the recent and emerging built form within Precinct 1. This includes developments of three storeys or greater, approved since the DDO8 was gazetted in 2008 and on land subject to, or adjacent to, the Heritage Overlay.

Table 2: Recent and emerging development within Precinct 1 – Clarendon Street Core Local Shopping Strip

Address (Heritage Overlay)	Building height	Street wall height	Upper-level setback	Status
209-215 Clarendon Street, South Melbourne [The Clarendon Hotel] (Significant Heritage Place – inside HO [HO440])	16.2m (4 storeys)	<u>Clarendon Street</u> 14.1m (3 storeys retained heritage) <u>York Street</u> 14.3m (3 storeys retained heritage)	<u>Clarendon Street</u> 7.1m [6.1 to canopy] <u>York Street</u> 4.8m [3.8 to canopy]	Built
279-281 Clarendon Street, South Melbourne (Significant Heritage Place – inside HO [HO440])	16.7m (4 storeys and roof terrace)	10.5m (2 storeys retained heritage)	<u>Clarendon Street</u> Level 3: 6m [balustrade], 9m [wall] Level 4: 14.4m [to balustrade], 16.4m [to wall]	Built
295 Clarendon Street, South Melbourne (Significant Heritage Place – inside HO [HO440])	18.1m (6 storeys – to rear of retained heritage building)	11.7m (2 storeys retained heritage)	<u>Clarendon Street</u> 13m	Built
305 & 307-309 Clarendon Street, South Melbourne (Significant Heritage Place – inside HO [HO440])	25.4m (7 storeys, including rooftop terrace)	<u>Clarendon Street</u> 14.3m to retained roofline (2 storeys retained heritage) <u>Bank Street</u> 14.3m to retained roofline (2 storeys retained heritage)	<u>Clarendon Street</u> Behind retained bank [307-307 Clarendon Street]: 19.4m To rear of terrace [305 Clarendon Street]: 15.4m Level 7 (additional setback): 7.4m	Under construction

Address (Heritage Overlay)	Building height	Street wall height	Upper-level setback	Status
			<u>Bank Street</u> New development at rear; Level 1-6: 0m Level 7 (roof top pergola): 3.2m	

The depth of these sites has generally enabled upper-level development to be set well back from the Clarendon Street frontage so that the new form is read as a separate building behind the Clarendon Street heritage streetscape. It has also enabled the retention of the at least the primary form of the heritage building and not simply the street façade, or in some cases, the retention of the heritage building – as seen in recent developments at 295 Clarendon Street and 305, 307-309 Clarendon Street.

6.2 Zoning

The land within Precinct 1 along Clarendon Street is zoned C1Z. The Clarendon Street carriageway itself is subject to the Transport Zone – Principal road network (TRZ2).

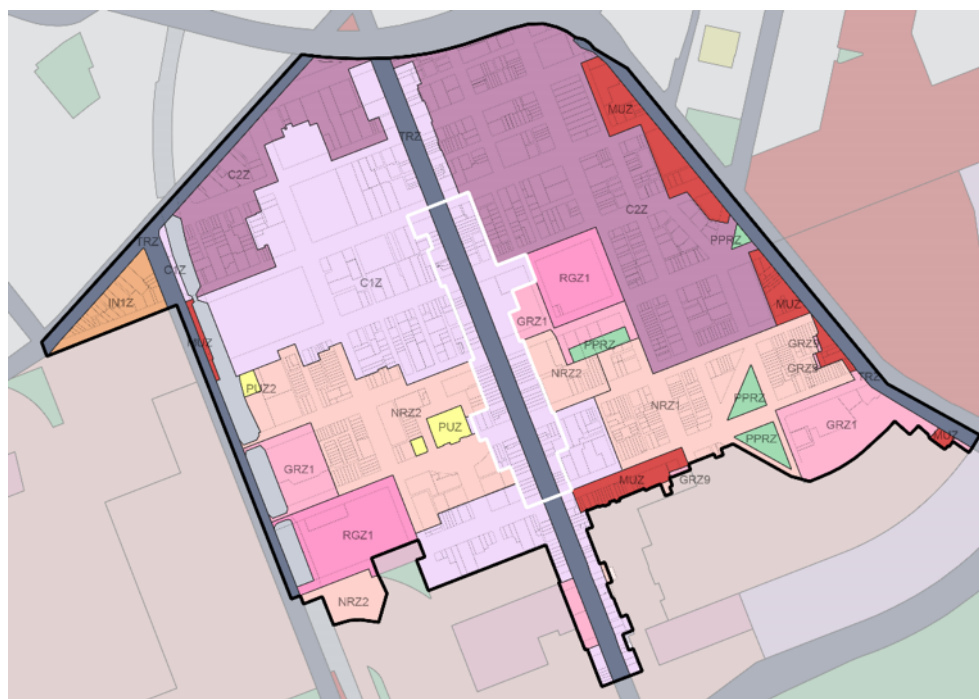


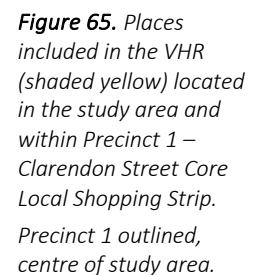
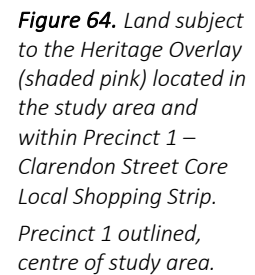
Figure 63. Zone map showing land within study area.

Precinct 1 – Clarendon Street Core Local Shopping Strip outlined in white.

6.3 Heritage status

The majority of Precinct 1 is subject to HO440 (Emerald Hill Residential Precinct); the western side of Clarendon Street between Dorcas and Park streets is included in the Heritage Overlay as HO30 by reason of being included in the Victorian Heritage Register as Emerald Hill Estate (H1136). To the rear of these shops along the western side of Clarendon Street there are two properties subject to HO440 on the northern side of Bank Street (200-202 and 204-206 Bank Street). A parcel of land in Precinct 1 – on the eastern side of Clarendon Street, north of Alfred Place and south of York

The Stage 2 Heritage Review has assessed the shops at 214-216 and 220 Clarendon Street as being of Contributory heritage significance to the City of Port Phillip; it is proposed that the Emerald Hill Residential Precinct (HO440) be extended to include these properties.



In summary, the existing heritage status for Precinct 1 – Clarendon Street Core Local Shopping Strip is included in Table 3 below.

Table 3: Heritage places within Precinct 1 – Clarendon Street Core Local Shopping Strip

Victorian Heritage Register				
VHR No.	Name	Address	Heritage Overlay	Date
H1136	Emerald Hill Estate	189, 191 & 193 Bank Street, South Melbourne 284-362 (west side, even nos. inclusive) Clarendon Street, South Melbourne 24A & 24B Emerald Hill Place, South Melbourne	HO30	1880s
Individual Heritage Overlays				
Heritage Overlay	Name	Address	Grading	Date
-	-	-	-	-
Precinct Heritage Overlays				
Heritage Overlay	Name	Address	Grading	Date
HO440	Emerald Hill Residential Precinct	181, 183-185, 200-202, 204 & 206 Bank Street, South Melbourne 206-282 (west side, even nos. inclusive) & 209-343 (east side, odd nos. inclusive) Clarendon Street, South Melbourne 254 & 258 Coventry Street, South Melbourne 210-218 Dorcas Street, South Melbourne 9 Layfield Street, South Melbourne 1-7 & 2 Wynyard Street, South Melbourne 12-18 & 20-22 Yarra Place, South Melbourne 87-89, 93 & 95 York Street, South Melbourne	Various	1851 – 1940

6.4 Existing heritage character

Precinct 1 contains a highly intact late-nineteenth and early-twentieth century historic 'high street'. The western side, from Dorcas to Park streets, is included in the VHR (H1136 – Emerald Hill Estate) and presents here as a more intact and cohesive in form and appearance than the eastern side. Owing to its inclusion in the VHR, Heritage Victoria will in effect be responsible for all heritage matters in relation to these properties. It our view that DDO built form controls should nevertheless be applied as it is not within the remit of Heritage Victoria to consider urban design matters or broader streetscape considerations as they relate to the Clarendon Street Core Local Shopping Precinct and wider MAC. Therefore, controls that address these matters would appropriately be dealt with in a DDO. Two properties west of

Clarendon Street that address Bank Street are zoned C1Z and are subject to HO440 – nos. 200-202 and 204-206 Bank Street. While not included in the extent of VHR H1136, these two highly intact shop residences occupy an important location within the context of the South Melbourne Town Hall and the Emerald Hill Estate. To protect the State-level heritage values of VHR H1136 it is necessary to apply the same DDO control to these two properties as is applied to 284-362 Clarendon Street.

There are a small number of properties on the western side of Clarendon Street, between York Street and Alfred Place (nos. 212-222 Clarendon Street, inclusive) in Precinct 1 that are not subject to the Heritage Overlay. Of these, 214-216 and 220 Clarendon Street have been assessed as Contributory in a proposed extension of the Emerald Hill Residential Precinct (HO440) in the Stage 2 Heritage Review.

Within Precinct 1, the highly intact heritage streetscapes include:

Clarendon Street – west side (from north to south)

Alfred Place to Dorcas Street

Dorcas to Park Street (VHR)

Clarendon Street – east side (from north to south)

York Street to Coventry Street

Dorcas Street to Bank Street

6.5 Future heritage and character considerations

Within Precinct 1, new upper-level development – either behind retained heritage forms or new infill – should:

- ☐ Be set back from the street wall to retain the low-scale, turn-of-the-century ‘high street’ character of the Clarendon Street commercial strip and to retain the prominence of the heritage fabric in the streetscape.
- ☐ Be designed so as not to dominate the façades of the heritage buildings when viewed from the opposite side of Clarendon Street, as well as on the oblique angle when moving along the opposite footpath.

Recent development on the eastern side of Clarendon Street (between Dorcas and Bank streets) provides examples of recent development that does not adversely impact the heritage significance of Clarendon Street. Here new upper-level development is set back in excess of 10m from the street wall, allowing the heritage form to retain its visual prominence and ensuring new built form is read independently of the heritage building.

Importantly, the application of the Heritage Overlay should ensure the retention of the front parts of all Contributory- and Significant-graded buildings within the precinct.

There are a number of sites identified as being Non-contributory to HO440 on Clarendon Street that offer some infill development opportunities. These sites are located on the eastern side of Clarendon Street, mostly between Bank and Park streets. One site – The Clarendon Centre that occupies the block between Coventry and Dorcas streets. Owing to its long Clarendon Street frontage and lesser frontages

on Coventry and Dorcas streets future development on this site will need to be considered in the context of the wider heritage streetscape.

For development on land that is Non-contributory to the heritage precinct the future character should reflect the consistent existing heritage streetscape. The following principles can assist in achieving this outcome:

- ☐ new built form should be constructed to the street boundary;
- ☐ new built form should be constructed with a street wall height no higher than the predominant two (Victorian and Edwardian-era) storeys;
- ☐ single-storey development should be discouraged; and
- ☐ infill facades should respect the materiality of the heritage buildings, and the relationship between solid and void that is established by the Significant and Contributory buildings.

7 PRECINCT 2: EMERGING ACTIVITY PRECINCT

7.1 Description

The Emerging Activity Precinct (Precinct 2) includes properties either side of York Street and on the southern side of Market Street, west of Clarendon Street and to the east of Cecil Street, and a small parcel of land on the northern side of York Street immediately east of Cecil Street. The precinct does not include the South Melbourne Central retail development at 111 Cecil Street, which is subject to site-specific DDO controls (DDO16 – cnr York, Cecil & Market streets, South Melbourne).

Precinct 2 is a commercial precinct (zoned C1Z) of varied built form, with development in the previous 20 years resulting in mixed use buildings of up to 11 storeys in height (some of the tallest buildings in the study area). This includes examples of ‘wedding cake form’ buildings in response to existing built form controls. Heritage places in Precinct 2 do not form a contiguous heritage precinct or streetscape, rather properties subject to the Heritage Overlay are either subject to HO440 – Emerald Hill Residential Precinct (to the south of Precinct 2) or HO4 – City Road Industrial Precinct (to the north of Precinct 2). A number of recent developments have incorporated the fabric of heritage buildings with upper levels setback behind the heritage street wall and visible from the public realm.

The topography is relatively flat, rising slightly towards the south. As elsewhere in the study area, the major thoroughfares in Precinct 2 – Market, York and Cecil streets – are approximately 30m wide. A number of smaller minor streets – Northumberland Street, York Place, Little York Street, Roseneath Place run in a perpendicular direction to the major east-west thoroughfares.

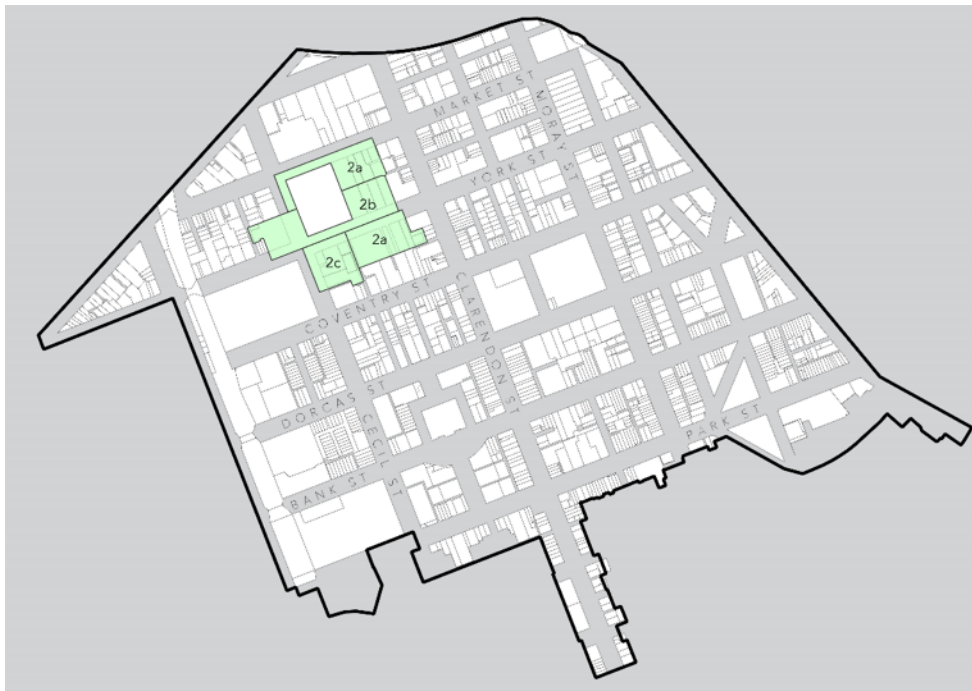


Figure 66. Map of study area showing Precinct 2 – Emerging Activity Precinct and DDO8 sub precincts 2a, 2b & 2c.

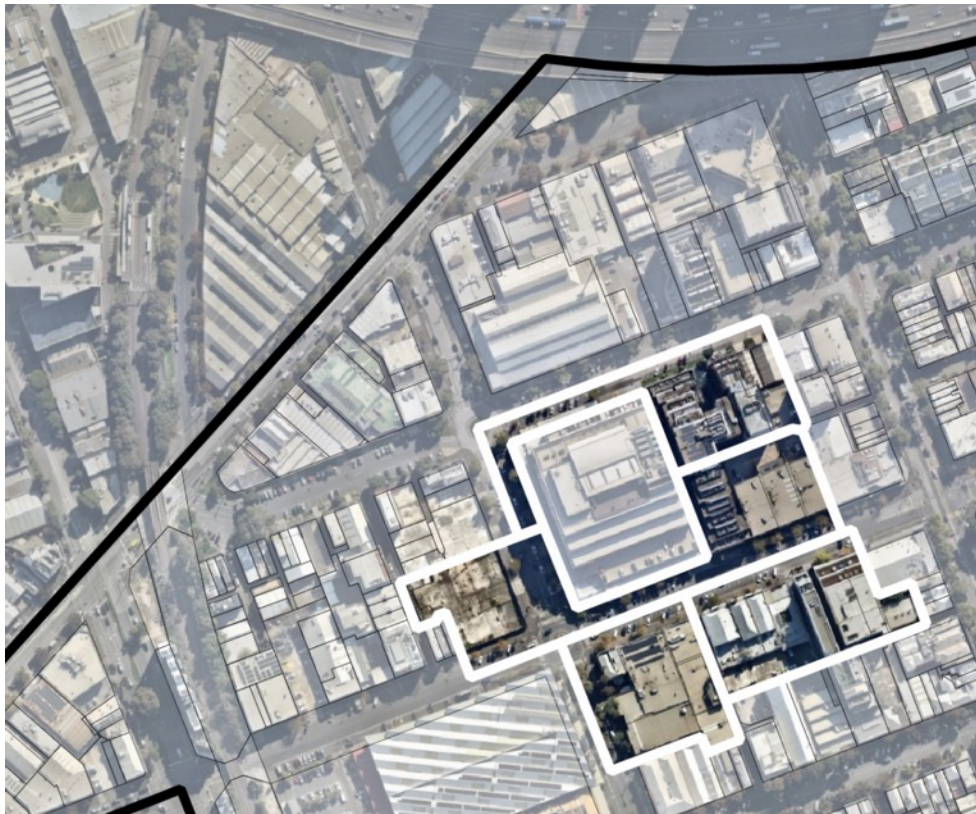


Figure 67. Aerial view of north-western portion of the study area showing Precinct 2 – Emerging Activity Precinct.

Study area boundary indicated by thick black line.



Figure 68. (left) South side of Market Street (l-r); 71-77 Market Street, 79 Market Street and 85 Market Street [part]. (HO4)

Figure 69. (right) Recent development at 85 Market Street (HO4). 111 Cecil Street (part) to right of image (no HO).



Figure 70. (left) Looking towards southeast corner of Cecil and York streets intersection. Market Tavern centre of image (HO440).

Figure 71. (right) North side of York Street (l-r); 111 Cecil Street (part [Woolworths/Spotlight development]), 85 Market Street (rear [HO4]) and 102 York Street.



Figure 72. Former stables or warehouse at 2 Alfred Place.
(No HO; this property has been assessed in the Stage 2 Heritage Review as a Contributory Heritage Place within a proposed extension of HO440)

Table 4 below provides examples of the recent and emerging built form within Precinct 2. This includes developments of three storeys or greater, approved since the DDO8 was gazetted in 2008 and on land subject to, or adjacent to, the Heritage Overlay.

Table 4: Recent and emerging development within Precinct 2 – Emerging Activity Precinct

Address (Heritage Overlay)	Building height	Street wall height	Upper-level setback	Status
79-83 Market Street, South Melbourne (Significant Heritage Place – inside HO [HO4])	29.7m (10 storeys)	<u>Market Street</u> 16.9m (height of gable end of retained heritage street wall)	<u>Market Street</u> Levels: 1-3: 0m Level 4: 2.8m Level 5: 6.0m Level 6: 4.6m Level 7: 9.2m Levels 8-9: 17.6m Level 10: 24.1m	Built
85-87 Market Street, South Melbourne & 108-120 York Street (Significant Heritage Place – inside HO [HO4])	30.5m (10 storeys)	<u>Market Street</u> 12.2m (4 storeys retained heritage) <u>York Street</u> 11.9m (4 storeys retained heritage)	<u>Market Street</u> Levels 0-4: 0m Levels 5: 5m Level 6: 6.6m Level 7: 13.9m Level 8: 21.2m Level 9: 25.3m Level 10: 31.7m <u>York Street</u> Levels 0-4: 0m Level 5: 12.0m Level 6: 19.1m Level 7: 26.1m Level 8: 33.4m Level 9: 43.4 Level 10: 48.0m	Built

Address (Heritage Overlay)	Building height	Street wall height	Upper-level setback	Status
101-107 York Street, South Melbourne (No HO; adjacent to HO440)	19.5m (5 storeys)	<u>York Street</u> 11.4m (3 storeys)	<u>York Street</u> Levels 1-3: 0m Level 4: 6.7m Level 5: 13.4m	Built

7.2 Zoning

The land within Precinct 2 is zoned C1Z, which forms part of the larger commercial area zoned C1Z. This area includes the South Melbourne Market to the southwest of Precinct 2 and the Coventry Street and Clarendon Street commercial strips to the south and east, respectively.

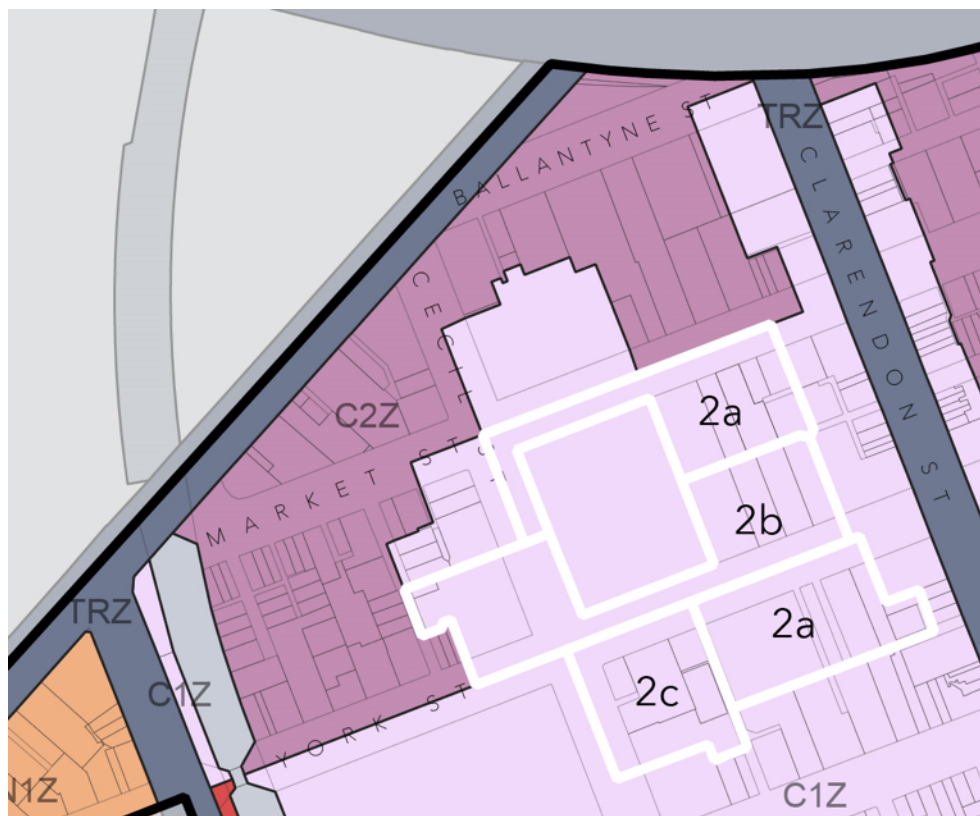


Figure 73. Zone map of north-western portion of the study area.

Precinct 2 – Emerging Activity Precinct and DDO8 sub precincts 2a, 2b & 2c outlined in white.

Study area boundary indicated by thick black line.

7.3 Heritage status

There are two discrete parcels of land within Precinct 2 that are within larger heritage precincts, one that is subject to HO440 – Emerald Hill Residential Precinct, and the other is subject to HO4 – City Road Industrial Area.

Properties subject to HO440 within Precinct 2 include:

- ☐ 121-143 Cecil Street (inclusive; north of Waterloo Place and south of York Street)
- ☐ 135-141 York Street

- 111 Cecil Street [part – the extent of HO440 includes the former hotel on the northeast corner of Cecil and York streets].

Properties subject to HO4 within Precinct 2 include:

- 71-85 Market Street (inclusive)
- 108-112 York Street (addressed as, and to the rear of, 85 Market Street).

The Stage 2 Heritage Review has assessed the former stables/warehouse at 2 Alfred Place (Figure 72) as being of heritage significance to the City of Port Phillip. It is proposed that the Emerald Hill Residential Precinct (HO440) be extended to include 2 Alfred Place as Contributory to the heritage precinct.

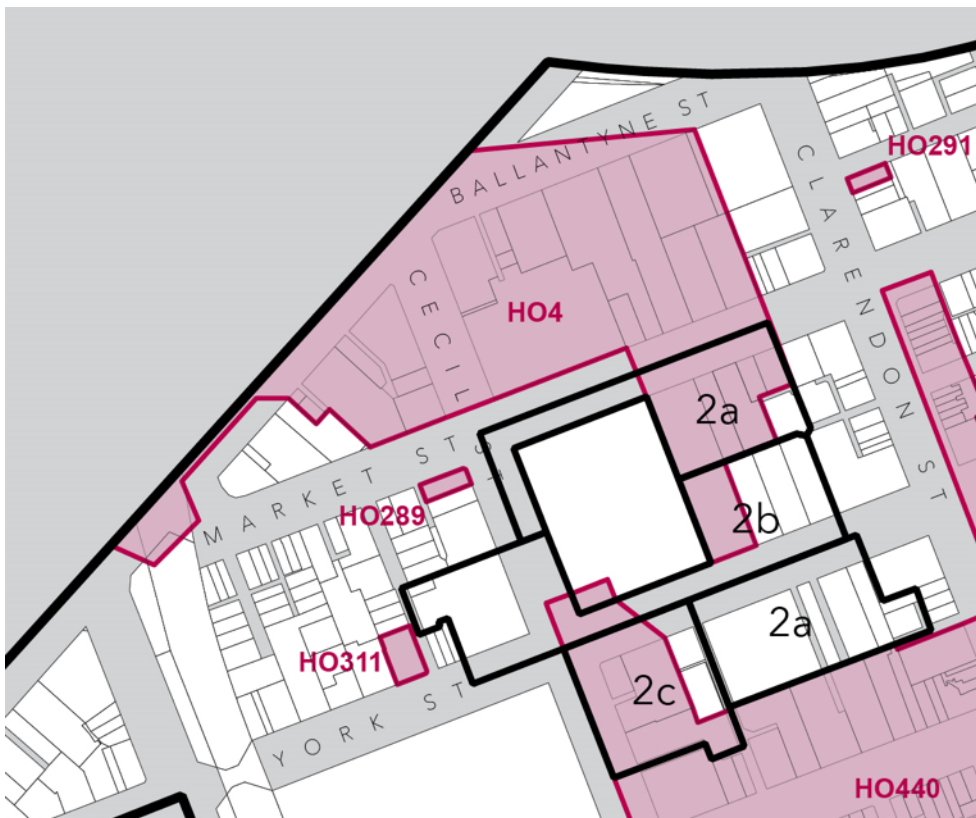


Figure 74. Land subject to the Heritage Overlay (shaded pink) within the north-western portion of the study area.

Precinct 2 – Emerging Activity Precinct and DDO8 sub precincts 2a, 2b & 2c outlined in black.

Study area boundary indicated by thick black line.



Figure 75. Places included in the VHR (shaded yellow) located in the study area.

Precinct 2 – Emerging Activity Precinct and DDO8 sub precincts 2a, 2b & 2c outlined in black.

In summary, the existing heritage status for Precinct 2 – Emerging Activity Precinct is included in Table 5 below.

Table 5: Heritage places within Precinct 2 – Emerging Activity Precinct

Victorian Heritage Register				
VHR No.	Name	Address	Heritage Overlay	Date
-	-	-	-	-
Individual Heritage Overlays				
Heritage Overlay	Name	Address	Grading	Date
-	-	-	-	-
Precinct Heritage Overlays				
Heritage Overlay	Name	Address	Grading	Date
HO440	Emerald Hill Residential Precinct	111 Cecil Street [part – the extent of HO440 includes the former hotel on the northeast corner of Cecil and York streets] 121-127 Cecil Street, South Melbourne 117, 119 Cecil Street & 135-141 York Street, South Melbourne 143 York Street, South Melbourne	Various	1851 – 1940
HO4	City Road Industrial Area	71-75, 77 & 79-83 Market Street, South Melbourne (inclusive) 85, 87, 87A Market Street & 108-112 York Street, South Melbourne	Various	1851-1940

7.4 Existing heritage character

Precinct 2 contains two parcels of land subject to the Heritage Overlay with distinct built form characteristics. These are:

- The area within in the extent of HO440 – Emerald Hill Residential Precinct, which includes:
 - The Market Tavern, a three-storey hotel on the southeast corner of Cecil and York streets (Significant Heritage Place – inside HO)
 - Properties to the east (York Street) and south (Cecil Street) of the Market Tavern, both are late twentieth-century two-storey commercial developments and graded Non-contributory.
- The area within the extent of HO4 – City Road Industrial Area, bordered by Market Street to the north, Roseneath Place to the east, York Street to the south and Browns Lane to the west. This parcel of land includes the following that are graded Significant to the heritage precinct:
 - Two adjoining one-storey factory buildings at 71-75 and 77 Market Street
 - A 10-storey residential development behind a partially retained heritage façade at 79-83 Market Street; and
 - A 10-storey residential development at 108-120 York Street and 85-87 Market Street behind retained heritage facades to Market and York streets. Part of the property is graded Non-contributory where there is no heritage façade and new development has been set back from the Market Street property boundary.

The visual appearance of the heritage places within Precinct 2 differs substantially when compared with the highly cohesive and intact ‘high streets’ predominantly comprising two-storey shop/residences found in other study area precincts.

Of the properties included in the Emerald Hill Residential Precinct (HO440), only the Market Tavern is graded Significant. Properties to the east (Coventry Street) and south (Cecil Street, separated by a laneway) are Non-contributory to the heritage precinct. Development on these Non-contributory properties should provide a suitable transition to taller built form.

The sites in Precinct 2 and graded Significant to the City Road Industrial Area (HO4) have recently been redeveloped where heritage façades and some original fabric has been incorporated into multi-storey residential buildings. Owing to the age of these developments it is highly unlikely that these sites will be redeveloped in the foreseeable future.

The one-storey former stables/warehouse with simple pitched roof at 2 Alfred Place has been recommended in the Stage 2 Heritage Review for inclusion in the Heritage Overlay as a Contributory place within a proposed extension to HO440. Abutting this site is taller built form to the rear (west) and is separated by a laneway to the east and south; these surrounding properties are not subject to the Heritage Overlay.

Precinct 2 does not include any intact heritage streetscapes.

7.5 Future heritage and character considerations

New development on, or adjacent to, sites subject to the Heritage Overlay in Precinct 2 should:

- ☐ provide a suitable transition to taller built form as to not visually overwhelm the heritage building; and
- ☐ be setback from the street wall to ensure that it does not visually overwhelm the original façade and the roof form remains legible.

This includes development on adjacent sites not subject to the Heritage Overlay, such as the sites abutting 2 Alfred Place.

8 PRECINCT 3: NORTHERN MIXED ACTIVITY EDGE

8.1 Description

The Northern Mixed Activity Edge (Precinct 3) includes properties either side of Clarendon Street, between Ballantyne Street and the West Gate Freeway to the north and York Street to the south. The precinct also includes a small number of properties facing side streets. It is a commercial precinct zoned C1Z. Distinct from the fine grain and highly consistent built form on Clarendon Street south of York Street (Precinct 1), the built form character here is more varied. There are a number of infill developments dating from the late twentieth-century onwards, with taller development to the north of the precinct. There is primarily a two-storey street wall, with the three-storey street wall of new developments north of Market Street being exceptions. The single-storey property at 182-192 Clarendon Street is setback approximately 6m from Clarendon Street, otherwise there is a zero setback from the Clarendon Street property boundary within the precinct.

The topography inclines slightly from the lower-lying Southbank north of the precinct. When looking along Clarendon Street to the north, the elevated West Gate Freeway forms a visual barrier with Southbank and the Melbourne CBD. Clarendon Street is approximately 30m wide and carries four lanes of traffic with the Route 12 tram using the two centre lanes. Ballantyne, Market and York are major cross streets, from north to south. Chessell Street and Ross Street/Lane are minor streets intersecting with Clarendon Street in Precinct 3.



Figure 76. Map of study area showing Precinct 3 – Northern Mixed Activity Edge.



Figure 77. Aerial view of northern portion of the study area showing Precinct 3 – Northern Mixed Activity Edge.

Study area boundary indicated by thick black line.



Figure 78. (left) Looking north along the eastern side of Clarendon Street from York Street intersection.

(HO440)



Figure 79. (right) Looking north along the western side of Clarendon Street from York Street intersection.



Figure 80. (left) Looking towards eastern side of Clarendon Street south of Market Street intersection. Market Street to left of image.

(HO440)



Figure 81. (right) Market Hotel, 152-160 Clarendon Street.

(No HO – this property has been assessed as Significant in the Stage 2 Heritage Review.)



Figure 82. (left)
Northeast corner of
Clarendon and Market
streets intersection. 163-
171 Clarendon Street to
left of image, 50-56
Market Street & 68
Clarke Street at rear.

Figure 83. (right)
Looking towards the
eastern side of Clarendon
Street, south of Chessell
Street intersection.
Former Cross Keys Hotel,
155 Clarendon Street
(HO291) left of image.

The precinct provides a transition from the highly consistent low-scale (mostly two-storey) street wall on Clarendon Street to the south, and the taller built form of the CBD, Southbank and elevated West Gate Freeway to the north. There have not been developments greater than three storeys approved since the DDO8 built form controls were introduced on land is subject to the Heritage Overlay. One development proposal (Table 6, below) in Precinct 3 has been approved since DDO8 was gazetted and is greater than three storeys in height. While this site is not subject to the Heritage Overlay, abutting properties are included in the City Road Industrial Area (HO4) precinct that is also within the extent of Precinct 2.

Table 6: Recent and emerging development within Precinct 3 – Northern Mixed Activity Edge

Address (Heritage Overlay)	Building height	Street wall height	Upper-level setback	Status
144-146 Clarendon Street, Southbank (No HO; HO4 abuts to rear)	23.7m (8 storeys)	<u>Clarendon Street</u> 12m (4 storeys)	<u>Clarendon Street</u> Levels 1-4: 0m Level 7: 6.0m	Built

8.2 Zoning

The land within Precinct 1 along Clarendon Street is zoned C1Z. The Clarendon Street carriageway itself is subject to the Transport Zone – Principal road network (TR2Z). East and west of Clarendon Street within the study area there are areas that are zoned C2Z.

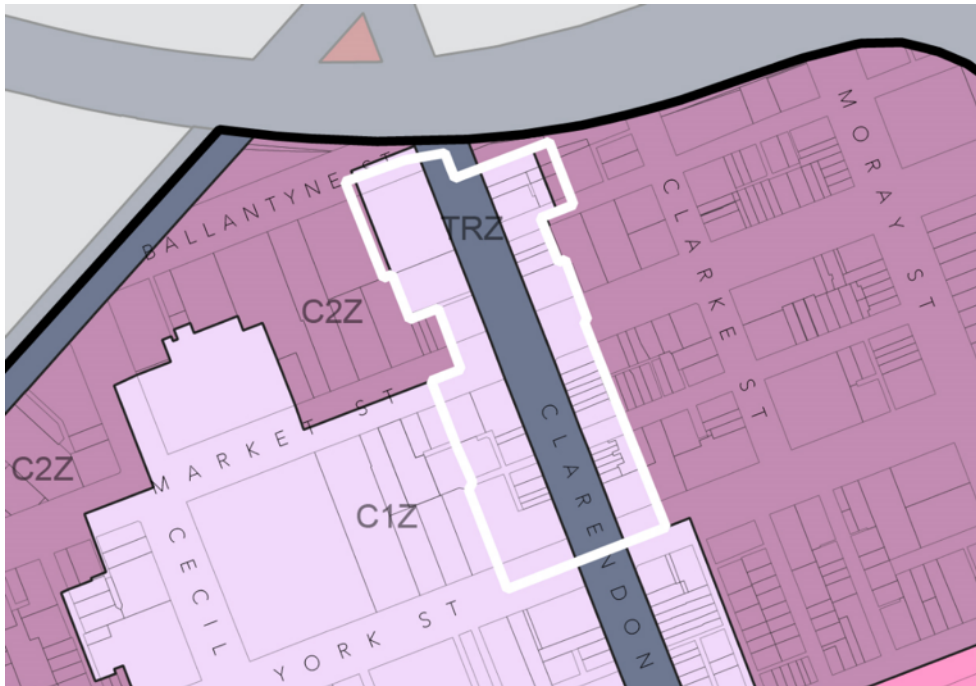


Figure 84. Zone map of northern portion of the study area.

Precinct 3 – Northern Mixed Activity Edge outlined in white.

Study area boundary indicated by thick black line.

8.3 Heritage status

The majority of Precinct 3 is not subject to the Heritage Overlay; those places subject to the Heritage Overlay within Precinct 3 include:

- properties on the eastern side of Clarendon Street between Market and York streets (HO440); and
- the Former Cross Keys Hotel at 155 Clarendon Street, on the southeast corner of the Chessell Street intersection (HO291).

The Stage 2 Heritage Review has assessed the Former Star (now Market) Hotel at 152-160 Clarendon Street, Southbank (Figure 81) as being of local heritage significance to the City of Port Phillip and recommended its inclusion in the Heritage Overlay as an individual place.

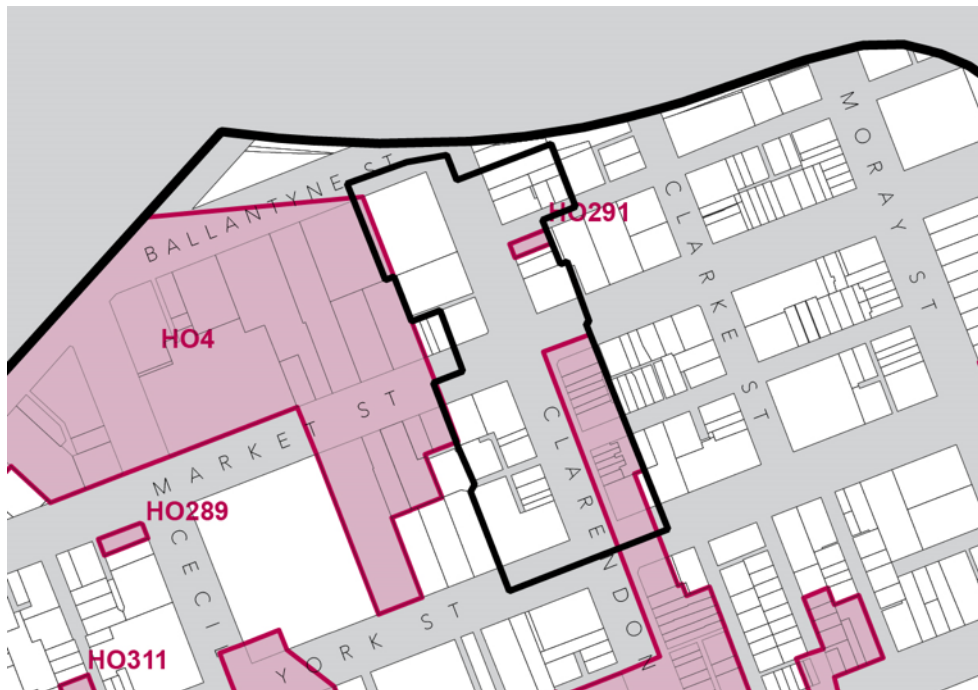


Figure 85. Land subject to the Heritage Overlay (shaded pink) within the northern portion of the study area.

Precinct 3 – Northern Mixed Activity Edge outlined in black.

Study area boundary indicated by thick black line.

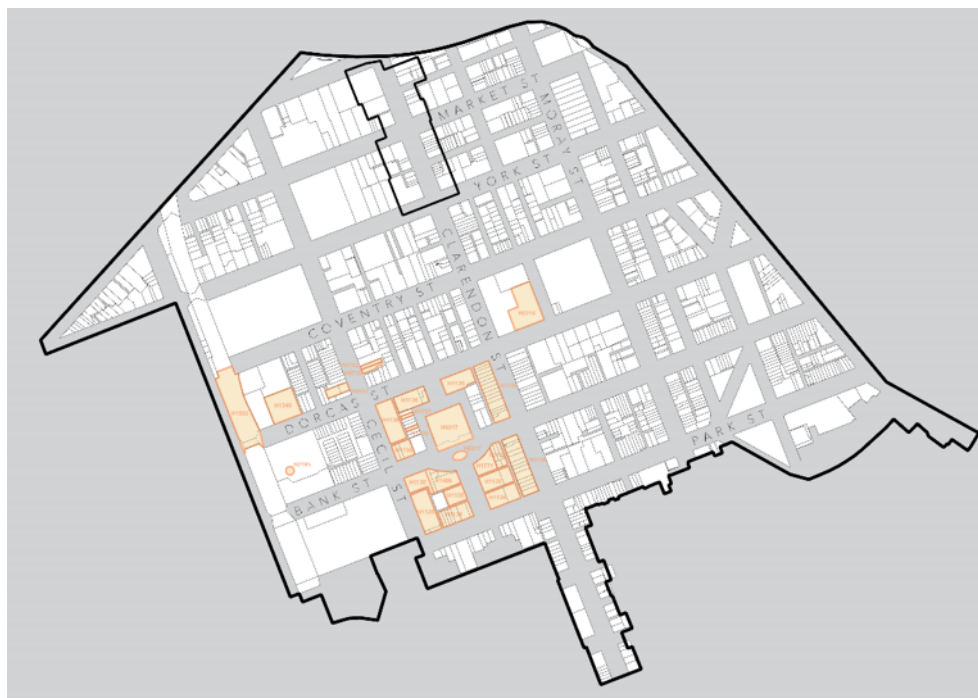


Figure 86. Places included in the VHR (shaded yellow) located in the study area.

Precinct 3 – Northern Mixed Activity Edge outlined in black.

Study area boundary indicated by thick black line.

In summary, the existing heritage status for Precinct 3 – Northern Mixed Activity Edge is included in Table 7 below.

Table 7: Heritage places within Precinct 3 – Northern Mixed Activity Edge

Victorian Heritage Register				
VHR No.	Name	Address	Heritage Overlay	Date
-	-	-	-	-

Individual Heritage Overlays				
Heritage Overlay	Name	Address	Grading	Date
HO291	Cross Keys Hotel (Former)	155 Clarendon Street, Southbank	Individually significant place	1872
Precinct Heritage Overlays				
Heritage Overlay	Name	Address	Grading	Date
HO440	Emerald Hill Residential Precinct	173-205 (east side, odd nos. inclusive) Clarendon Street, South Melbourne	Significant, except for Non-contributory infill development at 201-205 Clarendon Street	1851 – 1940

8.4 Existing heritage character

Precinct 3 contains a smaller section of intact late nineteenth and early twentieth century shop/residences, particularly when compared with Precinct 1 to the south. The eastern side of Clarendon Street, between Market and York streets is included in HO440 and, with the exception of infill development on the corner of Clarendon and York streets (201-205 Clarendon Street), these properties are graded Significant and form a two-storey heritage streetscape.

Within Precinct 3 the highly intact heritage streetscape is limited to the eastern side of Clarendon Street between Market and York streets.

8.5 Future heritage and character considerations

The future heritage and character considerations for Clarendon Street in Precinct 3 are broadly congruent with those that apply to Precincts 1, 4, 5 and the Clarendon Street South Precinct. A heritage 'high street' – Clarendon, Coventry or Park – provides a focal point in these precincts and where future development may occur above, or adjacent to, the heritage streetscape. These considerations apply broadly owing to similarities in built form – predominantly two-storey shop/residences – and heritage context. For new development on the eastern side of Clarendon Street subject to the Heritage Overlay, new upper-level development should be designed so as not to dominate the façades of the heritage buildings when viewed from the opposite side of Clarendon Street, as well as on the oblique angle when moving along the opposite footpath.

In summary, the following principles apply to ensure the primacy and visual consistency of the heritage street wall:

- ☐ infill development should maintain a zero setback from the property boundary;
- ☐ the street wall height should match an adjoining heritage street wall; and
- ☐ upper-level additions should include an adequate setback from the street wall in order to be visually recessive.

Within Precinct 3 there is one individually Significant heritage place (the former Cross Keys Hotel [HO291] on the corner of Clarendon and Chessell streets) and one place assessed as being individually Significant and recommended for inclusion in the Heritage Overlay (the Market [former Star] Hotel on the corner of Clarendon and Market streets). Recent developments have been completed on adjacent land (separated by laneways) to the rear (east) of the former Cross Keys Hotel and north of the Market Hotel – making further development unlikely to occur in the foreseeable future. Any development on land not included in the Heritage Overlay that abuts the Former Cross Keys Hotel to the south and the Market Hotel to the west should provide a suitable transition to these heritage places.

9 PRECINCT 4: SOUTHERN MIXED ACTIVITY EDGE

9.1 Description

The Southern Mixed Activity Edge (Precinct 4) includes properties either side of Park Street, between Cecil Street (to the west) and Moray Street (to the east). It does not include the land zoned NRZ on the north side of Park Street, between Palmer and Moray streets. A parcel of land north of Park Street and bordered by the rear of Clarendon Street properties to the west, Bank Street to the north and Palmer Street to the east is included in the precinct, in addition to the properties on Park Street.

Park Street here presents as a more varied and less visually cohesive streetscape than Clarendon Street to the north, with the exception of the northern side of Park Street between Cecil and Clarendon Streets (included in the VHR as part of the Emerald Hill Estate [H1136]). The precinct includes a number of two-storey shop-residences and houses dating from the mid-nineteenth century to the mid-twentieth century, as well as a smaller number of single-storey shops that have been constructed more recently. The facades of the heritage buildings are generally rendered or face-brick buildings with parapets.

Infill development, particularly on the south side of Park Street where there are a number of Non-contributory places, provides some variation in building heights and street wall setbacks. This includes one building with a three-storey street wall height (239 Park Street), a small number of one-storey buildings, and buildings with a small setback from the front property boundary.

The topography rises slightly towards the west and Emerald Hill to the north, the latter where the South Melbourne Town Hall and other civic buildings are located. Park Towers can be viewed when looking west along Park Street; the Former Harcourt Parry Building (256-264 Park Street) is another local landmark prominent in the Park Street streetscape. When looking north along Perrins and Church streets the South Melbourne Town Hall is visible, particularly the unobstructed view when looking north from Park Street where the central portico and clock tower are framed by the buildings and vegetation on either side of Perrins Street.

Park Street is approximately 30m wide and carries four lanes of traffic with the Route 1 tram using the two centre lanes. Travelling from west to east there are major intersections with the wide Cecil, Perrins, Clarendon and Moray streets. Church and Palmer streets are minor streets that intersect with Park Street; Gardner Place and Emerald Hill Place provide rear laneway access to properties facing Cecil and Clarendon streets, respectively.



Figure 87. Map of study area showing Precinct 4 – Southern Mixed Activity Edge and DDO sub-precincts 4a & 4b.



Figure 88. Aerial view of southern portion of the study area showing Precinct 4 – Southern Mixed Activity Edge. Study area boundary indicated by thick black line.



Figure 89. (left) Looking east along the northern side of Park Street from Cecil Street intersection. (VHR H1136)

Figure 90. (right) Eastern side of Cecil Street between Park and Dow streets. (HO440)



Figure 91. (left) Looking west towards southern side of Park Street from Church Street intersection (left of image).

(HO440)

Figure 92. (right) Looking towards the southern side of Park Street between Clarendon and Church streets.

(HO440)



Figure 93. (left) Looking west along southern side of Park Street from Clarendon Street intersection.

(HO440)

Figure 94. (right) Looking west along northern side of Park Street from Clarendon Street intersection (VHR H1136). Park Towers (Significant Heritage Place – inside HO [HO440]), to left of image.



Figure 95. (left) Looking west along southern side of Park Street from Clarendon Street intersection.

(HO440)

Figure 96. (right) Looking west along southern side of Park Street, west of Palmer Street.

(HO440)



Figure 97. Looking west along southern side of Park Street from Moray Street intersection.

(HO440)

Table 8 below provides examples of the recent and emerging built form within Precinct 2. This includes developments of three storeys or greater, approved since DDO8 was gazetted in 2008 and on land subject to, or adjacent to, the Heritage Overlay.

Table 8: Recent and emerging development within Precinct 4 – Southern Mixed Activity Edge

Address (Heritage Overlay)	Building height	Street wall height	Upper-level setback	Status
211 Park Street, South Melbourne (Significant Heritage Place – inside HO [HO440])	Existing house: 9.6m (3 storeys) Rear addition: 8.7m (3 storeys)	Two-storey heritage terrace house façade, principal roof form and front rooms retained	<u>Park Street</u> To rear of existing two-storey house; shorter than exiting roof line (9.6m)	Permit issued 2021
213 Park Street, South Melbourne (Significant Heritage Place – inside HO [HO440])	Existing house: 9.2m (3 storeys) Rear addition: 8.9m (3 storeys)	Two-storey heritage terrace house façade, principal roof form and front rooms retained	<u>Park Street</u> To rear of existing two-storey house; shorter than exiting roof line (9.2m)	Unbuilt
219-221 Park Street, South Melbourne (Non-contributory to HO440)	25.1m (7 storeys)	<u>Park Street</u> 11m (3 storeys) <u>Dow Street</u> 11m (3 storeys)	<u>Park Street</u> Levels 4-5: 7.1m Levels 6-7: 15.0m <u>Dow Street</u> Levels 4-5: 7.1m Levels 6-7: 14.6m	Council decision affirmed – planning permit not granted (VCAT decision P854/2021)
223 Park Street, South Melbourne (Significant Heritage Place – inside HO [HO440])	17.4m (6 storeys, including roof terrace/pool)	<u>Park Street</u> 9.0m (2 storeys retained heritage) <u>Dow Street</u> 11m (3 storeys)	<u>Park Street</u> Level 3: 4.2m Level 4: 11.7m Level 5: 16.5m	Built
235 Park Street, South Melbourne (Non-contributory to HO440)	16.2m (4 storeys) - 17.4m (5 storeys, including roof deck)	6.2m (retained heritage street wall)	<u>Park Street</u> Levels 2-3: 3.0m Level 4: 4.6m Rooftop: 5.2m	Permit granted 2022; final plans not yet endorsed

9.2 Zoning

The land within Precinct 4 is zoned C1Z, with the exception of the land on the south side of Park Street between Clarendon Street and Moray Street which is zoned MUZ.

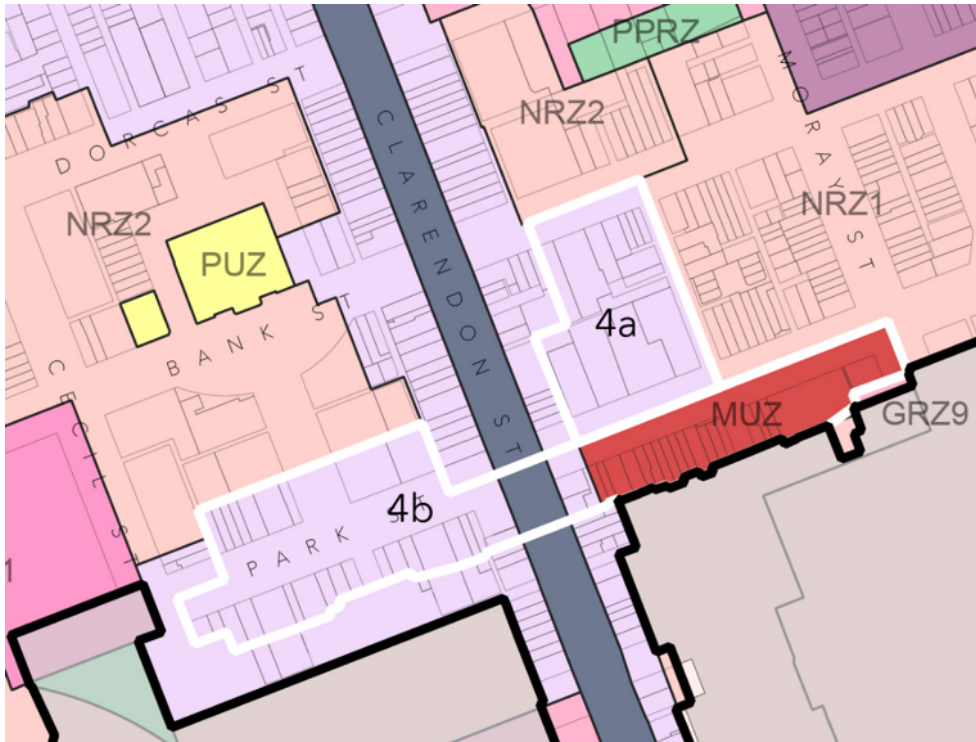


Figure 98. Zone map showing southern portion of the study area. Precinct 4 and DDO8 sub precincts 4a & 4b outlined in white. Study area boundary indicated by thick black line.

9.3 Heritage status

The majority of Precinct 4 is subject to HO440 (Emerald Hill Residential Precinct); the northern side of Park Street from Cecil Street to the west to Clarendon Street to the east included in the Victorian Heritage Register as Emerald Hill Estate (H1136). The land bordered by Bank, the rear of Clarendon Street properties, Park and Palmer streets is not subject to the Heritage Overlay with the exception of numbers 159-163 and 181-185 Bank Street. Land adjacent to Precinct 4 to the west and south of Park Street is included in the St Vincent Place East residential precinct (HO441).



Figure 99. Land subject to the Heritage Overlay (shaded pink) within the southern portion of the study area.

Precinct 4 – Southern Mixed Activity Edge and DDO8 sub precincts 4a & 4b outlined in black.

Study area boundary indicated by thick black line.



Figure 100. Places included in the VHR (shaded yellow) to the south of the study area.

Precinct 4 – Southern Mixed Activity Edge and DDO8 sub precincts 4a & 4b outlined in black.

Study area boundary indicated by thick black line.

In summary, the existing heritage status for Precinct 4 – Southern Mixed Activity Edge is included in Table 9 below.

Table 9: Heritage places within Precinct 4 – Southern Mixed Activity Edge

Victorian Heritage Register				
VHR No.	Name	Address	Heritage Overlay	Date
H1136	Emerald Hill Estate	248-286 (north side, even nos. inclusive) Park Street, South Melbourne	HO30	1880s
Individual Heritage Overlays				
Heritage Overlay	Name	Address	Grading	Date
-	-	-	-	-
Precinct Heritage Overlays				
Heritage Overlay	Name	Address	Grading	Date
HO440	Emerald Hill Residential Precinct	345-353, 364-368 & 370-372 Clarendon Street, South Melbourne 256-258, 260 & 262 Moray Street, South Melbourne 151-203 (south side, odd nos. inclusive) & 211-267 (south side, odd nos. inclusive) Park Street, South Melbourne	Various	1851 – 1940

9.4 Existing heritage character

With the exception of the highly intact and visually cohesive street wall on the northern side of Park Street between Cecil and Clarendon streets included in the VHR (H1136), Precinct 4 presents as a less intact and visually cohesive streetscape than some of the other precincts included in the study area. This may be attributed to the Non-contributory graded buildings that create a less consistent heritage street wall due to variations in terms of street wall height, street wall setbacks from the front property boundary and upper-level setbacks. The area included in the Emerald Hill Residential Precinct (HO440) comprises a mix of Significant heritage places interspersed with Non-contributory properties and one Contributory-graded property at 225 Park Street.

Owing to its inclusion in the VHR, Heritage Victoria will in effect be responsible for all heritage matters in relation to the properties on the north side of Park Street between Cecil and Clarendon streets. It is our view that DDO built form controls should nevertheless be applied as it is not within the remit of Heritage Victoria to consider urban design matters or broader streetscape considerations, as they relate to the Southern Mixed Activity Edge precinct and wider study area. Therefore, controls that address these matters would appropriately be dealt with in a DDO.

Within Precinct 4 the highly intact heritage streetscape is limited to the northern side of Park Street between Cecil and Clarendon streets.

9.5 Future heritage and character considerations

The future heritage and character considerations for Park Street in Precinct 4 are broadly congruent with those that apply to Precincts 1, 3, 5 and the Clarendon Street South Precinct. A heritage 'high street' – Clarendon, Coventry or Park – provides a focal point in these precincts and where future development may occur above, or adjacent to, the heritage streetscape. These considerations apply broadly owing to similarities in built form – predominantly two-storey shop/residences – and heritage context.

In summary, to ensure that the primacy and visual consistency of the heritage street wall:

- ☐ infill development should maintain a zero setback from the property boundary;
- ☐ the street wall height should match an adjoining heritage street wall;
- ☐ upper-level additions should include an adequate setback from the street wall in order to be visually recessive and retain the low-scale, turn-of-the-century 'high street' character of the Park Street commercial strip; and
- ☐ Be designed so as not to dominate the façades of the heritage buildings when viewed from the opposite side of Park Street, as well as on the oblique angle when moving along the opposite footpath.

In addition to the above, where there is a less consistent and visually cohesive street wall, such as the southern side of Park Street between Cecil and Clarendon Streets, the following principles can assist to ensure the heritage significance of the precinct is not adversely impacted:

- ☐ New development should:
 - provide a suitable transition of street wall height and upper-level setback to the adjacent heritage street wall as to not visually overwhelm adjacent heritage buildings and street wall when viewed from the public realm;
 - include a zero setback from the property boundary, as established elsewhere in Precinct 4.

Infill development should respond to the heritage streetscape along Park Street, particularly where there is a more consistent and visually cohesive streetscape.



10 PRECINCT 5: COVENTRY STREET SPECIALITY SHOPPING PRECINCT

10.1 Description

The Coventry Street Speciality Shopping Precinct (Precinct 5) is centred around Coventry Street between Cecil Street to the west and Charles Street to the east. The precinct includes properties zoned C1Z south of Coventry Street, extending to the north side of Dorcas Street, between Cecil and Charles streets, with the exception of properties on Dorcas Street to the west of Francis Street. Coventry Street is an important link between Clarendon Street and the South Melbourne Market and provides a retail and commercial extension of these two hubs.

There is a more consistent and intact heritage streetscape on the south side of Coventry Street, mostly comprising two-storey shop/residences, some with original shopfronts. On the northern side of Coventry Street, the streetscape is less visually cohesive; a number of larger developments of up to three storeys are interspersed with mostly two-storey shop residences, particularly towards Clarendon Street. There are a small number of one-storey heritage buildings on the northern side of Coventry Street between Cecil Street and York Place.

Typically for the major streets found in the study area, Coventry Street is approximately 30m wide. Owing to the wide carriageway, Coventry Street in Precinct 5 comprises two traffic lanes in either direction and angle parking on both sides of the street. The minor streets that intersect with Coventry Street – York Place to the north and Hotham, Francis, Union and Charles streets to the south – provide rear property access and access to the mix of residential and industrial buildings found in the area between Coventry and Moray streets. In this area of Precinct 5 the built form and streetscape is varied, that includes some sites used for at-grade carparking and recent multi-storey developments.

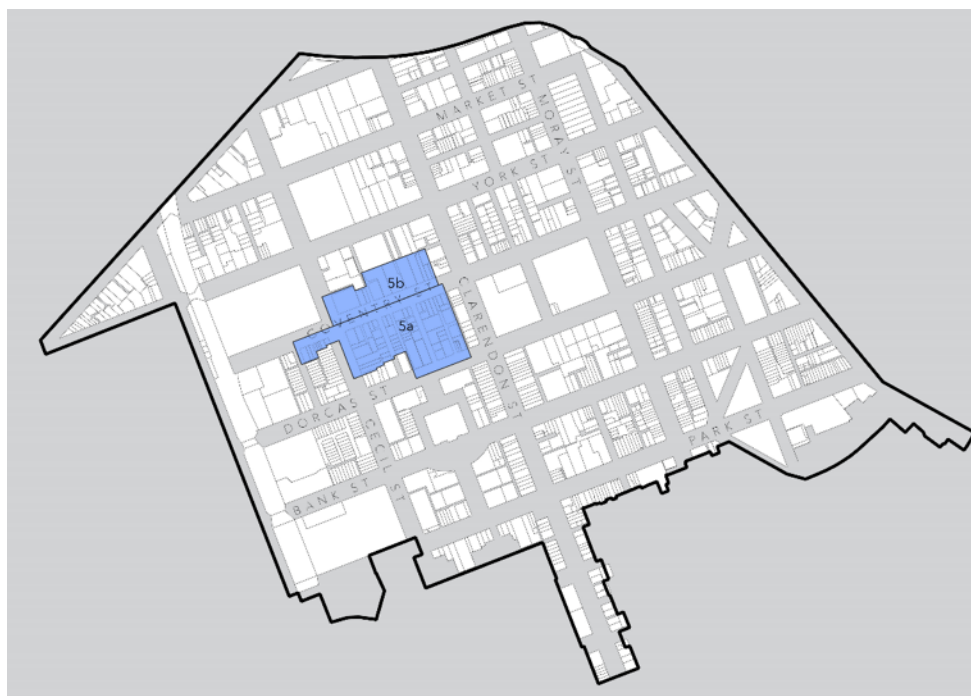


Figure 101. Map of study area showing Precinct 5 – Coventry Street Speciality Shopping Precinct and DDO sub-precincts 5a & 5b.



Figure 102. Aerial view of central portion of the study area west of Clarendon Street showing Precinct 5 – Coventry Street Speciality Shopping Precinct.



Figure 103. (left) Looking west along southern side of Coventry Street from near Clarendon Street intersection.

(HO440)

Figure 104. (right) Looking west along the northern side of Coventry Street from near Clarendon Street intersection.

(HO440)



Figure 105. (left) Original shopfronts at (l-r) 251, 253 and 255 Coventry Street.

(HO440)

Figure 106. (right) Looking south along western side of Union Street from Coventry Street (HO440). 263 Coventry Street [part] to right of image.



Figure 107. (left) Looking towards northeast corner of Cecil and Coventry streets intersection. (HO440)

Figure 108. (right) Looking east towards Coventry Street from Cecil Street intersection, The George Hotel to right of image. (HO440)



Figure 109. (left) Looking east along southern side of Coventry Street (HO440). Cecil Street intersection / The George Hotel far left of image.

Figure 110. (right) Looking south along eastern side of Cecil Street from Coventry Street (HO440). Finn Barr tower visible at centre of image (VHR H0715).



Figure 111. (left) Looking towards southwest corner of Cecil and Coventry streets intersection. (HO440)

Figure 112. (right) Looking east along northern side of Dorcas Street from Hotham Street intersection (HO440). Former Baptist Church (HO110) to left of image.



Figure 113. (left) Recent multi-storey developments at 244-246 Dorcas Street (left) and 240-242 Dorcas Street (right). Union Street to right of image. (HO440)

Figure 114. (right) Former Salvation Army Citadel, 232 Dorcas Street (HO109).

Table 10 below provides examples of the recent and emerging built form within Precinct 5. This includes developments of three storeys or greater, approved since the DDO8 was gazetted in 2008 and on land subject to, or adjacent to, the Heritage Overlay.

**Table 10: Recent and emerging development within Precinct 5 – Coventry Street
Speciality Shopping Precinct**

Address (Heritage Overlay)	Building height	Street wall height	Upper-level setback	Status
10-14 Charles Street & 228-230 Dorcas Street, South Melbourne (Significant Heritage Place – inside HO [HO440] [part])	23.0m (6 storeys)	8.0m (2 storeys; retained heritage building)	<u>Dorcas Street</u> Levels 1-2: 0m Levels 3-5: 10.9m Level 6: 19.7m	Built
274-278 Coventry Street, South Melbourne (Significant Heritage Place – inside HO [HO440]). NOTE: this appears to be a grading map error as there is no heritage fabric on this site.	26.7m (8 storeys)	10.6m (3 storeys)	<u>Coventry Street</u> Levels 1-3: 0m Level 4: 15.2m Roof deck: 29.9m	Built
305 Coventry Street, South Melbourne (Significant Heritage Place – inside HO [HO440])	11.3m (4 storeys)	9.6m (3 storeys; retain two-storey heritage street wall)	<u>Coventry Street</u> Levels 1-3: 0m Level 4: 6m	Unbuilt
240-242 Dorcas Street, South Melbourne (Significant Heritage Place – inside HO [HO440])	22.5m (7 storeys)	<u>Dorcas Street</u> 9.2m (2 storeys, retained heritage building) & 12.0m (4 storeys, new development)	<u>Dorcas Street</u> Levels 1-4 (heritage building levels 1-2): 0m Levels 5: 7.4m-9.9m Level 6: 7.5m-10.1m Level 7: 7.5m-10.1m <u>Union Street</u> Levels 1-4: 0m Levels 5-7: 0.7m	Built
244-246 Dorcas Street, South Melbourne (Significant Heritage Place – inside HO [HO440])	21.0m (7 storeys)	<u>Dorcas Street</u> 12.2m (4 storeys) <u>Francis Street</u> 19.3m (6 storeys & level 7 balustrade)	<u>Dorcas Street</u> Levels 1-4: 0m Levels 5-6: 5.0m Level 7: 9.0m <u>Francis Street</u> Levels 1-6: 0m Level 7: 3.0m	Built
18 Hotham Street, South Melbourne (Non-contributory to HO440)	14.5m (4 storeys, including roof deck)	14.5m	<u>Hotham Street</u> Level 4: 4.1m	Built

10.2 Zoning

The land within Precinct 5 is zoned C1Z, which forms part of the larger commercial area zoned C1Z. Beyond the extent of Precinct 5, the C1Z includes the South Melbourne Market to the west, York and part of Market Street to the north and the Clarendon Street local shopping strip to the west. Adjacent land to the west and south of Precinct 5 is zoned NRZ, which includes the South Melbourne Town Hall and nearby civic buildings.

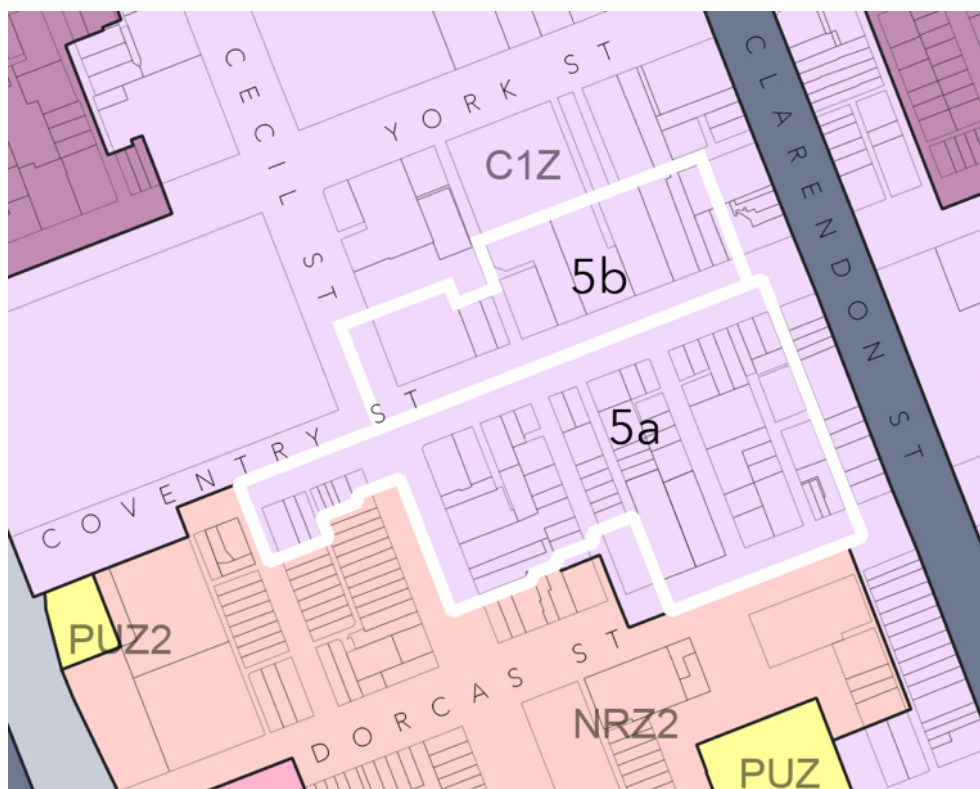


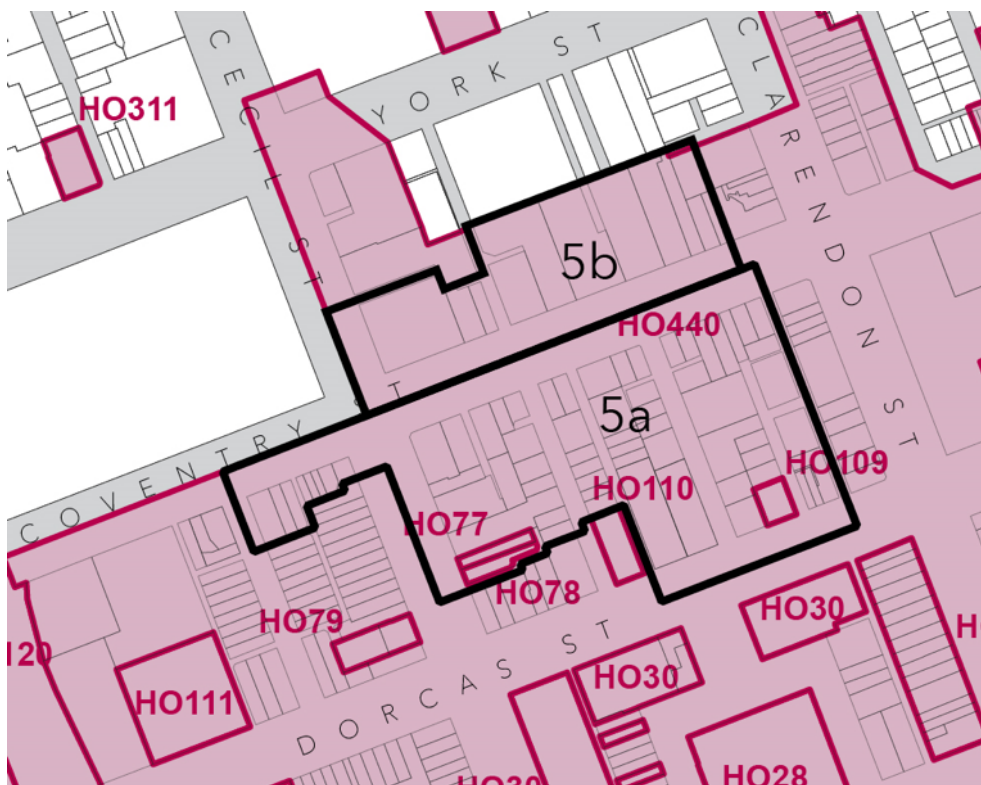
Figure 115. Zone map showing central portion of the study area west of Clarendon Street.

Precinct 5 – Coventry Street Speciality Shopping Precinct and DDO8 sub precincts 5a & 5b outlined in white.

10.3 Heritage status

With the exception of two properties included in the VHR and one property subject to an individual Heritage Overlay, Precinct 5 is included in the Emerald Hill Residential Precinct (HO440). Port View House, 153 Cecil Street (H0702) and Finn Barr, 155 Cecil Street (H0715) are included in the VHR and the Former Salvation Army Citadel at 232 Dorcas Street is included in the Schedule to the Heritage Overlay as HO109. Abutting Precinct 5 is the Former Baptist Church at 250 Dorcas Street (HO110) and close to Precinct 5 (on the western side of Cecil Street) is the Former Mechanic's Institute (Italian Club Cavour) at 170-172 Cecil Street which is included in the VHR (H0702).

The Coventry Street shopping strip presents as a varied built form, with a more consistent built form on the southern side of the street. With the exception of some more recent developments, the southern side of Coventry Street comprises mostly two storey shop/residences buildings and fine grain subdivision pattern common to other historic high streets in the City of Port Phillip that are included in the Heritage Overlay.



In summary, the existing heritage status for Precinct 5 – Coventry Street Speciality Shopping Precinct is included in Table 11 below.

Table 11: Heritage places within Precinct 5 - Coventry Street Speciality Shopping Precinct

Victorian Heritage Register				
VHR No.	Name	Address	Heritage Overlay	Date
H0702	Port View House	153 Cecil Street, South Melbourne	H077	1885
H0715	Finn Barr	155 Cecil Street, South Melbourne	H078	1885
Individual Heritage Overlays				
Heritage Overlay	Name	Address	Grading	Date
HO109	Former Salvation Army Citadel	232 Dorcas Street, South Melbourne	Individual heritage place	1911
Precinct Heritage Overlays				
Heritage Overlay	Name	Address	Grading	Date
HO440	Emerald Hill Residential Precinct	131, 139-155 (east side, odd nos. inclusive) & 144 Cecil Street, South Melbourne 2-6 Charles Street 264-304 (north side, even nos. inclusive), 249-291 & 301-317 (south side, odd nos. inclusive) Coventry Street, South Melbourne 228-230, 232-234, 236-238, 240-242, 244-246 & 250 (part) Dorcas Street, South Melbourne 1-5, 7, 9 & 11 Francis Street 1-13 (east side, odd nos. inclusive) & 2-18 (west side, even nos. inclusive) Hotham Street, South Melbourne 1, 4 & 5 John Street, South Melbourne 4, 5, 6, 7-13, 8, 10-14, 15-21 & 23 Union Street, South Melbourne	Various	1851 - 1940

10.4 Existing heritage character

Coventry Street presents as more visually cohesive and intact heritage streetscape on the southern side where rows of mostly two-storey terrace shop/residences are graded Significant to the Emerald Hill Residential Precinct (HO440). A number of these shop/residences retain their original shopfronts and original or reconstructed verandahs.

On the northern side of Coventry Street there is a largely intact two-storey heritage streetscape towards Clarendon Street to the east. The built form is more varied further west towards Cecil Street, where there is a mix of recent development (with

street wall heights of two- to three-storeys) and a less visually cohesive heritage streetscape of one- and two-storey buildings.

Within Precinct 5 the highly intact heritage streetscape is limited to the southern side of Coventry Street between Ward and Clarendon streets.

10.5 Future heritage and character considerations

The future heritage and character considerations for Coventry Street in Precinct 5 are broadly congruent with those that apply to Precincts 1, 3, 4 and the Clarendon Street South Precinct. A heritage 'high street' – Clarendon, Coventry or Park – provides a focal point in these precincts and where future development may occur above, or adjacent to, the heritage streetscape. These considerations apply broadly owing to similarities in built form – predominantly two-storey shop/residences - and heritage context.

In summary, to ensure that the primacy and visual consistency of the heritage street wall:

- ☐ infill development should maintain a zero setback from the property boundary;
- ☐ the street wall height should match an adjoining heritage street wall;
- ☐ upper-level additions should include an adequate setback from the street wall in order to be visually recessive and retain the low-scale, turn-of-the-century 'high street' character of the Coventry Street Specialty Shopping Strip; and
- ☐ be designed so as not to dominate the façades of the heritage buildings when viewed from the opposite side of Coventry Street, as well as on the oblique angle when moving along the opposite footpath.

Properties either side of the narrow streets between and perpendicular to Coventry and Dorcas streets – Charles, John, Union, Francis and Hotham streets – include industrial buildings, some of which have been redeveloped, heritage houses and more recent residential developments. A substantial number of properties on these minor streets are graded Non-contributory to the Emerald Hill Residential Precinct (HO440). Infill development here should ensure the future character reflects the heritage streetscape with new built form constructed to the street boundary and street wall height provides a suitable transition to the adjacent heritage street wall.

Owing to their inclusion in the VHR, Heritage Victoria will in effect be responsible for all heritage matters in relation to Port View House (H0702) and Finn Barr (H0715). It is our view that DDO built form controls should nevertheless be applied as it is not within the remit of Heritage Victoria to consider urban design matters or broader streetscape considerations as they relate to Cecil Street. Therefore, controls that address these matters would appropriately be dealt with in a DDO.

11 PRECINCT 7: EASTERN BUSINESS PRECINCT

11.1 Description

The Eastern Business Precinct (Precinct 7) is located to the east of the Clarendon Street retail and commercial strip. The West Gate Freeway forms the northern perimeter of the Precinct, with the Kings Way Mixed Use Precinct (Precinct 9) and residential area adjacent to the east and west, respectively.

Moray Street acts as a principal street within the precinct. Moray Street is approximately 30m wide and carries a single lane of traffic and marked bike lane in either direction. From north to south, Market, York, Coventry, Dorcas and Bank streets form major intersections with Moray Street. Tope Street and Eastern Road broadly run in parallel with Moray Street. Minor streets and smaller laneways - Chessell Street, Ross Street, Little Moray Place and Cecilina Lane run in an east-west direction and Clarke Street, Yarra Place, Yarra Street, Craine Street, Tichborne Place and Emerald Way run in a north-south direction. Owing to these smaller streets and laneways, the precinct is highly permeable.

The precinct is zoned C2Z and characterised by a varied built form of mostly commercial and mixed-use buildings. This includes some industrial sites that have not been redeveloped, recent multi-storey developments and a small number of residential buildings. A number of former industrial sites not subject to the Heritage Overlay have been consolidated and developed. These larger developments are interspersed with the smaller-scale former industrial buildings that have been adapted for contemporary uses.

There are a small number of places subject to the Heritage Overlay in Precinct 7. Three of these heritage places are subject to individual heritage overlays and the remainder are included in within the extent of HO440 – Emerald Hill Residential Precinct.

While there have been a number of recent multi-storey developments within Precinct 7, there have been no developments of three-storeys or greater on land that is subject to, or adjacent to, the Heritage Overlay since DDO8 was gazetted in 2008.

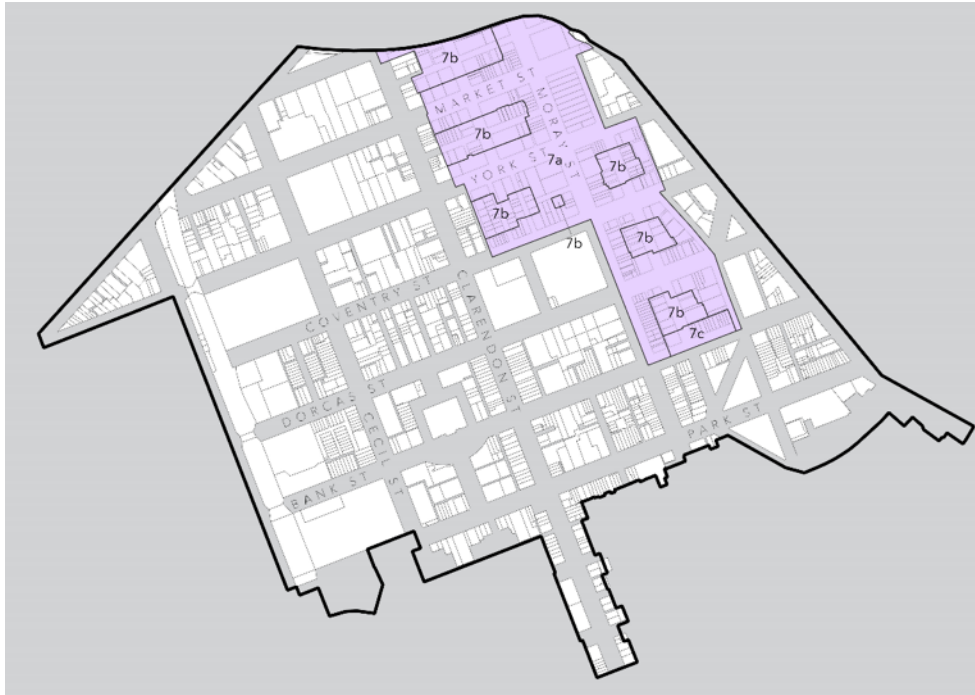


Figure 118. Map of study area showing Precinct 7 – Eastern Business Precinct and DDO sub-precincts 7a, 7b & 7c.



Figure 119. Aerial view of north-eastern portion of the study area showing Precinct 7 – Eastern Business Precinct.

Study area boundary indicated by thick black line.



Figure 120. (left) Former warehouse or stables at 31 Ross Street.

(No HO - this property has been assessed as Contributory to a proposed extension of HO440 in the Stage 2 Heritage Review; land to right of image within the extent of HO440)

Figure 121. (right) Looking west along the northern side of Ross Street towards Clarendon Street.

(No HO)



Figure 122. (left) Former Coca Cola factory at 82-86 Clarke Street.

(No HO - this property has been assessed as being of local significance in the Stage 2 Heritage Review)

Figure 123. (right) Looking towards northeast corner of Moray and York streets intersection. Māori Chief Hotel (HO205) centre of image.



Figure 124. (left) Looking north towards the Bells Hotel (Former Freer's Family Hotel; 147 Moray Street [HO206]) from Coventry Street.

Figure 125. (right) Former factory at 154 Moray Street.

(No HO - this property has been assessed as being of local significance in the Stage 2 Heritage Review)



Figure 126. (left) Former factory at 49-55 York Street.

(No HO - this property has been assessed as being of local significance in the Stage 2 Heritage Review)

Figure 127. (right) Former factory at 141-143 Moray Street.

(No HO - this property has been assessed as being of local significance in the Stage 2 Heritage Review)



Figure 128. (left) Looking east from Bank Street intersection towards eastern side of Moray Street, immediately north of Bank Street.

(HO440)

Figure 129. (right) Looking west along southern side of Cecil Street from Coventry Street intersection.

(HO440)

11.2 Zoning

The land within Precinct 7 is zoned C2Z; to the west is the Clarendon Street local shopping strip (C1Z), Kings Way to the east (mostly MUZ) and the residential area to the south (zoned a mix of RGZ, GRZ and NRZ). Schedule 3 to Clause 37.04 Capital City Zone - Southbank (CCZ3) extends as far south as the West Gate Freeway which forms the norther border of Precinct 7.

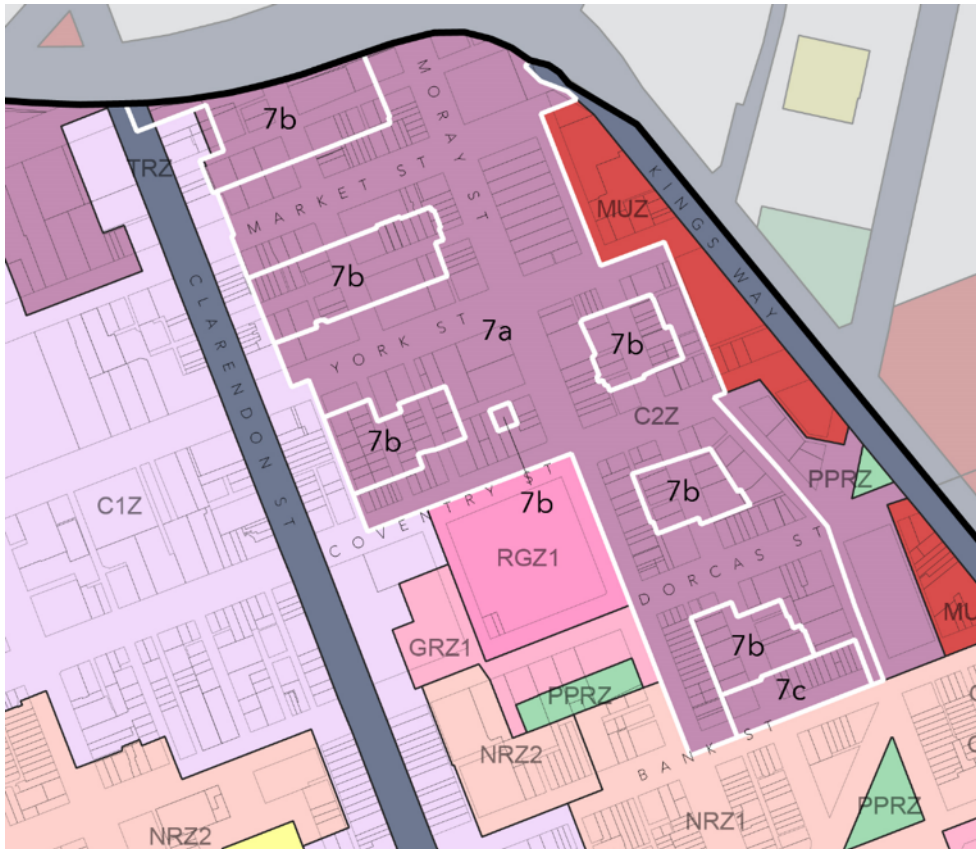


Figure 130. Zone map showing the north-eastern portion of the study area.

Precinct 7 – Eastern Business Precinct and DDO8 sub precincts 7a, 7b & 7c outlined in white.

Study area boundary indicated by thick black line.

11.3 Heritage status

There are few identified heritage places within Precinct 7; a small number of properties on the eastern side of Moray Street are included in the Emerald Hill Residential Precinct (HO440). Two corner hotels (the Māori Chief [HO205] and Freer's Family [HO206]) and one house (Templemore House [HO207]) are subject to individual Heritage Overlays.

The Stage 2 Heritage Review has assessed a number of individual properties as being of local heritage significance to the City of Port Phillip, of which the following eight individual places are located in Precinct 7:

- ☐ Corner shop at 108 Bank Street, South Melbourne
- ☐ House at 110 Bank Street, South Melbourne
- ☐ Former Coca Cola Factory at 82-86 Clarke Street, South Melbourne
- ☐ Warehouse at 167-173 Coventry Street, South Melbourne
- ☐ Terrace houses at 151-155 Dorcas Street, South Melbourne
- ☐ Former stables and garage at 141-143 Moray Street, South Melbourne
- ☐ Former factory at 154 Moray Street, South Melbourne
- ☐ Former factory at 49-55 York Street, South Melbourne

In addition, it is proposed to extend the Emerald Hill Residential Precinct (HO440) to include the former stables at 31 Ross Street, South Melbourne and house at 221 Moray Street, South Melbourne.



Figure 131. Land subject to the Heritage Overlay (shaded pink) within the north-eastern portion of the study area.

Precinct 7 – Eastern Business Precinct and DDO8 sub precincts 7a, 7b & 7c outlined in black.

Study area boundary indicated by thick black line.



Figure 132. Places included in the VHR (shaded yellow) located in the study area.

Precinct 7 – Eastern Business Precinct and DDO8 sub precincts 7a, 7b & 7c outlined in black.

In summary, the existing heritage status for Precinct 7 – Eastern Business Precinct is included in Table 12 below.

Table 12: Heritage places within Precinct 7 – Eastern Business Precinct

Victorian Heritage Register				
VHR No.	Name	Address	Heritage Overlay	Date
-	-	-	-	-
Individual Heritage Overlays				
Heritage Overlay	Name	Address	Grading	Date
HO205	Māori Chief Hotel	117-119 Moray Street, South Melbourne	Individually Significant place	1875
HO206	Freer's Family Hotel (Former)	147 Moray Street, South Melbourne	Individually Significant place	1873-74
HO207	Templemore House	175 Moray Street, South Melbourne	Individually Significant place	1881
Precinct Heritage Overlays				
Heritage Overlay	Name	Address	Grading	Date
HO440	Emerald Hill Residential Precinct	226-240 (north side, even nos. inclusive) Coventry Street, South Melbourne 223, 227, 229-231 & 233-235 Moray Street, South Melbourne 4 & 6 Emerald Way, South Melbourne (rear of 227 & 223 Moray Street, respectively)	Significant, except for 227 Moray Street which is Non-contributory to the precinct.	1851 - 1940

11.4 Existing heritage character

In contrast to a number of other precincts included in the study area, there is no historic commercial 'high street' or intact heritage precinct within Precinct 7. There are a small number of heritage places on the northern side of Coventry Street and the eastern side of Moray Street that are included in the Emerald Hill Residential Precinct (HO440). These properties include corner shop/residences and single-storey terrace houses and graded Significant to HO440.

Precinct 7 does not include any intact heritage streetscapes.

11.5 Future heritage and character considerations

New development above heritage buildings within the Emerald Hill Residential Precinct should be setback from the street wall so that it is visually recessive and to ensure that the primacy and visual consistency of the heritage street wall. The principal roof form and other original rooftop features visible from the public realm (such as chimneys) should be retained so that the building's three-dimensional form remains legible and to avoid 'facadism'.

For individual heritage places in Precinct 7 – we note that there are three places subject to an individual Heritage Overlay and a further eight recommended in the Stage 2 Heritage Review to be included in the Heritage Overlay – in the first instance development above or directly adjacent to these heritage places should be informed by the Statement of Significance. As noted above in relation to those properties included in the Emerald Hill Residential Precinct (HO440), new development above these heritage buildings should be setback from the street wall so that it is visually recessive and so the original façade, principal roof form and other original rooftop features visible from the public realm (such as chimneys) remain legible and the building’s three-dimensional form is retained to avoid ‘facadism’.

Where heritage buildings abut non-heritage sites, new development on these sites should provide a suitable transition of street wall height, setback from the property boundary and upper-level setback as to not visually overwhelm the heritage building and street wall when viewed from the public realm.

12 PRECINCT 8: WESTERN BUSINESS PRECINCT

12.1 Description

The Western Business Precinct (Precinct 8) is situated to the northwest of the South Melbourne MAC. The precinct extends as far north as City Road and the West Gate Freeway and the St Kilda light rail corridor and Clarendon Street properties form the western and eastern perimeters, respectively. The southmost extent of the precinct includes York Street (west of Cecil Street, except 146-164 York Street and 80-94 Cecil Street) and Market Street (east of Cecil Street).

Precinct 8 comprises mixed-use and retail developments, industrial buildings and small number of residential properties. A number former industrial sites have been redeveloped, mostly to the east of Cecil Street. There is a row of three single-storey houses at the westernmost end of Market Street, between Alfred Place and the light rail corridor. Built form in Precinct 8 is characterised by low-scale factories and warehouses with zero street wall setbacks from the property boundary. While the majority of buildings in Precinct 8 are less than 10m in height, the precinct houses several of the tallest buildings (greater than 20m) in the study area.

The primary north-south thoroughfare, Cecil Street, intersects with other major streets - Ballantyne Street, City Road, Market Street and York Street – from north to south. Secondary streets provide local access – Cromwell Place, Kent Place, Northumberland Street - from Market and Kent streets, west of Cecil Street. The topography falls slightly towards the West Gate Freeway and City Road, to the north and west of the precinct, respectively.

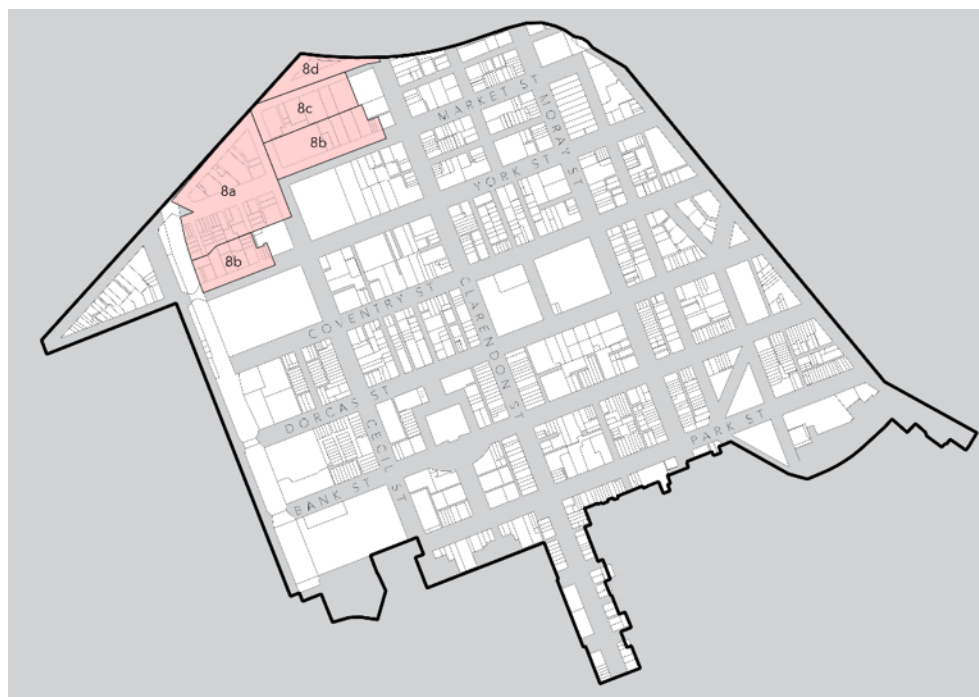


Figure 133. Map of study area showing Precinct 8 – Western Business Precinct and DDO sub-precincts 8a, 8b, 8c & 8d.

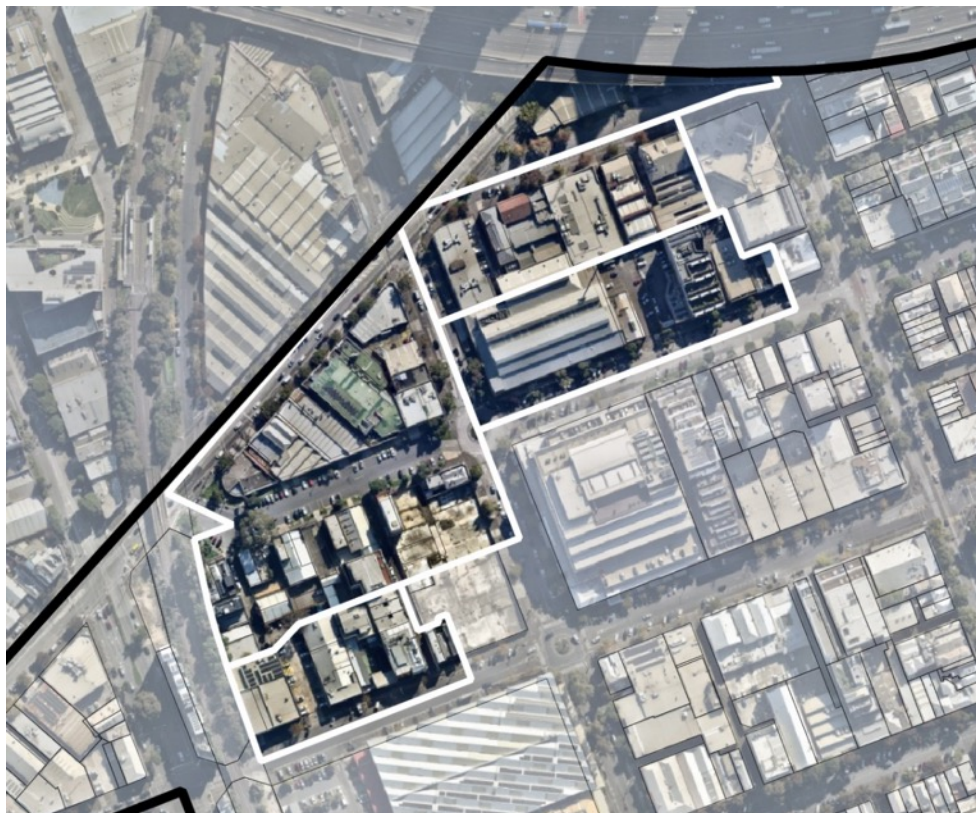


Figure 134. Aerial view of north-western portion of the study area showing Precinct 8 – Western Business Precinct.

Study area boundary indicated by thick black line.



Figure 135. (left) Looking south towards southern side of City Road between Ballantyne and Market Streets. 559-361 City Road centre right of image (Significant Heritage Place – inside HO [HO4]).



Figure 136. (right) K.L. Ballantyne, 39 Ballantyne Street. (Significant Heritage Place – inside HO [HO4]).



Figure 137. (left) 7-19 Ballantyne Street. (Significant Heritage Place – inside HO [HO4])



Figure 138. (right) Looking west along southern side of Ballantyne Street from Clarendon Street. (HO4 [part])



Figure 139. (left) Terrace houses, 68 & 70 Market Street.

(No HO - these properties have been assessed as being of local significance in the Stage 2 Heritage Review)

Figure 140. (right) 100 Market Street, Southbank.

(Significant Heritage Place – inside HO [HO4])



Figure 141. (left) 96-98 Market Street, Southbank.

(Significant Heritage Place – inside HO [HO4])

Figure 142. (right) Northern side of Market Street, west of Clarendon Street.

(HO4 [part])



Figure 143. Looking east along northern side of York Street from South Melbourne Market. Albion Hotel (HO311) left of image.

Table 13 below provides examples of the recent and emerging built form within Precinct 8. This includes developments of three storeys or greater, approved since the DDO8 was gazetted in 2008 and on land subject to, or adjacent to, the Heritage Overlay.

Table 13: Recent and emerging development within Precinct 8 – Western Business Precinct

Address (Heritage Overlay)	Building height	Street wall height	Upper-level setback	Status
80-94 Cecil Street, South Melbourne, 119-125 Market Street, 3-5 & 7 Northumberland Street (No HO; HO289 – Southern Cross Hotel, abuts on the corner of Cecil and Market streets)	32.3m (8 storeys) (max building height from Cecil Street)	<u>Cecil Street</u> 12.7m (3.5 storeys) <u>Market Street</u> 11.2m (3 storeys)	<u>Cecil Street</u> Levels 1-4: 0m Level 5: 5m Level 6: 9.4m Level 7: 17.2m Level 8: 25.1m <u>Market Street</u> Levels 1-3: 0m Levels 4-5: 5m Level 6: 13.1m Level 7: 19.2m Level 8: 27.5m	On hold
80-86 Market Street, Southbank (Non-contributory to HO4)	24.4m (6 storeys)	<u>Market Street</u> 12.2m (3 storeys)	<u>Market Street</u> Level 1: 0m–2.4m Levels 2-3: 0m Level 4: 8.7m Levels 5-6: 16.9m	Built
172 York Street, South Melbourne (HO311 – Albion Hotel)	12.1m (3 storeys including roof deck)	<u>York Street</u> 9.2m (2 storeys) <u>Northumberland Street</u> 12.1m (3 storeys, including roof terrace awning)	<u>York Street</u> Levels 1-2: 0m Level 3 (roof terrace): 5.1m <u>Northumberland Street</u> Levels 1-2: 0m Level 3 (roof terrace): 2.6m / 0m from awning	Constructed

12.2 Zoning

The land within Precinct 8 is zoned C2Z. To the east and south of Precinct 8 the land is zoned C1Z, which includes the commercial area centred around Clarendon, Coventry, Market and York streets. There is a small pocket to the west of Ferrars Street and the light rail line zoned Industrial 1 Zone (I1Z). The land to the north of City Road is subject to the Schedule 1 to Clause 37.04 Capital City Zone – Outside the Retail Core. The West Gate Freeway (TR22) forms the northernmost border of Precinct 8 for a short section between City Road and Clarendon Street.

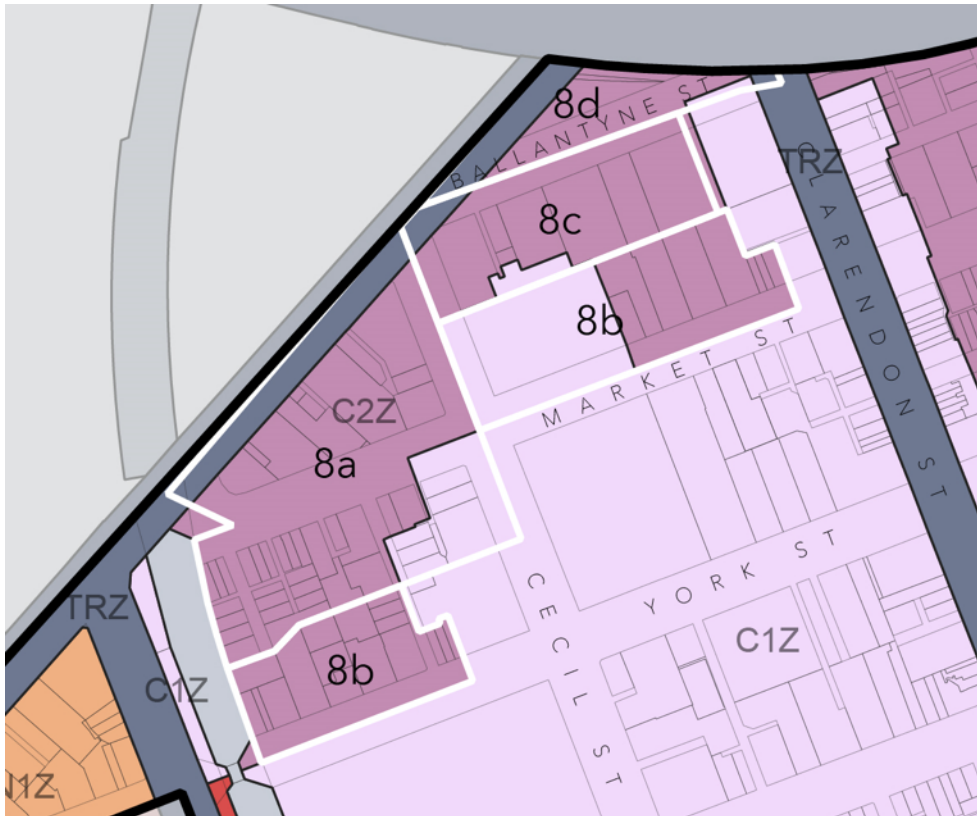


Figure 144. Zone map of north-western portion of the study area.

Precinct 8 – Western Business Precinct and DDO8 sub precincts 8a, 8b, 8c & 8d outlined in white.

Study area boundary indicated by thick black line.

12.3 Heritage status

Some of the land within Precinct 8 is subject to HO4 – City Road Industrial Area. This includes most of the land bordered by Ballantyne, Clarendon, Market and Cecil streets. Of the properties included in the Heritage Overlay, those that have been graded Significant do not form a contiguous area within the precinct. There are no properties subject to HO4 that have been graded Contributory – the remainder within Precinct 8 have been graded Non-contributory. In addition to HO4 there are two corner hotels subject to an individual Heritage Overlays – the Albion Hotel (HO311) on the corner of York and Northumberland streets and the Southern Cross Hotel (HO289) on the corner of Market and Cecil streets.

The Stage 2 Heritage Review has assessed the pair of terrace houses at 68 and 70 Market Street, Southbank (Figure 139) as being of local heritage significance to the City of Port Phillip and proposes that these properties be included in the Schedule to Clause 43.01 – Heritage Overlay of the Port Phillip Planning Scheme.

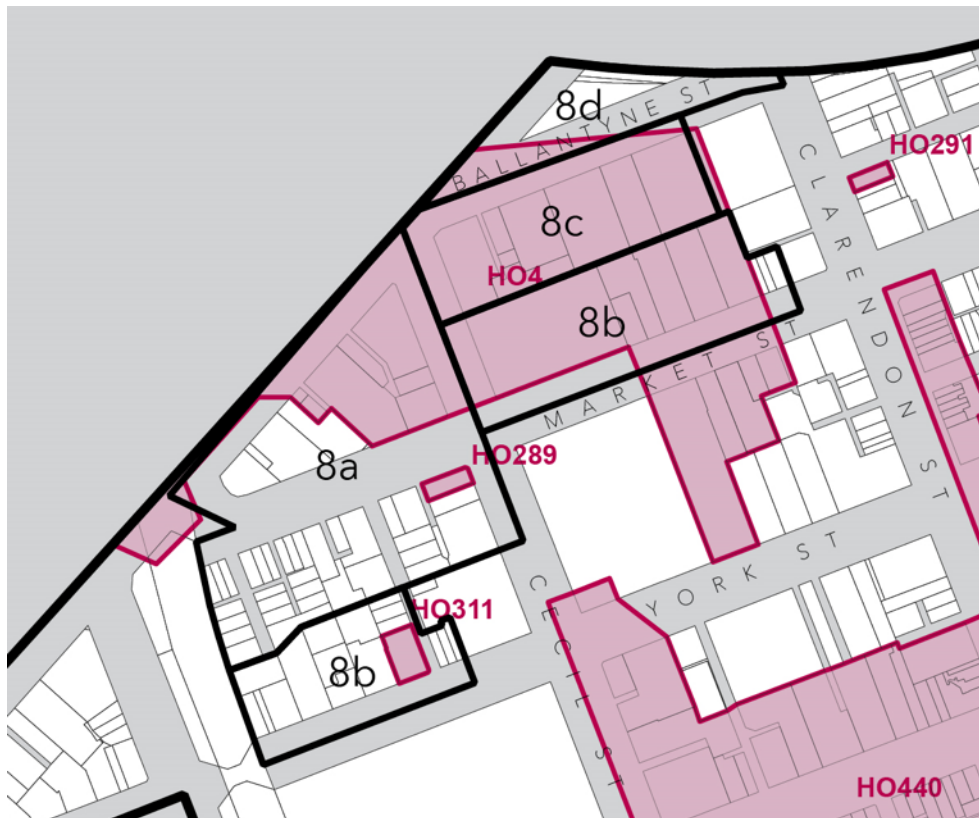


Figure 145. Land subject to the Heritage Overlay (shaded pink) within the north-western portion of the study area.

Precinct 8 – Emerging Activity Precinct and DDO8 sub precincts 8a, 8b, 8c & 8d outlined in black.

Study area boundary indicated by thick black line.



Figure 146. Places included in the VHR (shaded yellow) located in the study area.

Precinct 8 – Western Business Precinct and DDO8 sub precincts 8a, 8b, 8c & 8d outlined in black.

In summary, the existing heritage status for Precinct 8 – Western Business Precinct is included in Table 14 below.

Table 14: Heritage places within Precinct 8 – Western Business Precinct

Victorian Heritage Register				
VHR No.	Name	Address	Heritage Overlay	Date
-	-	-	-	-
Individual Heritage Overlays				
Heritage Overlay	Name	Address	Grading	Date
HO289	Southern Cross Hotel	78 Cecil Street, South Melbourne	Individually Significant place	1870
HO311	Albion Hotel	172 York Street, South Melbourne	Individually Significant place	1888
Precinct Heritage Overlays				
Heritage Overlay	Name	Address	Grading	Date
HO4	City Road Industrial Area	7-19, 21-25, 29 & 39 Ballantyne Street, Southbank 41-61, 50-66, 68 & 70-76 Cecil Street, Southbank 357, 359-361, 363 & 365-375 (part) City Road, Southbank 120-142 Clarendon Street, Southbank (part) 72-78, 80-86, 88-90, 94, 96-98 & 100 Market Street, Southbank	Various	1851-1940

12.4 Existing heritage character

In contrast to a number of other precincts within the study area, there is no historic commercial 'high street' or intact heritage precinct within Precinct 8. We note that HO4, as applied to land within precincts 2 and 8 (south of City Road), does not present as a consistent streetscape, unlike the consistent and visually cohesive heritage streetscapes found on Clarendon, Coventry and Park streets.

Precinct 8 does not include any intact heritage streetscapes.

12.5 Future heritage and character considerations

The identified heritage places in Precinct 8 typically are not directly abutting other heritage places and the future heritage and character considerations will need to consider development on abutting sites either Non-contributory to the City Road Industrial Area (HO4) or not subject to the Heritage Overlay. New development on these sites should provide a suitable transition of street wall height and upper-level setback as to not visually overwhelm the heritage building and street wall when viewed from the public realm. New development should include a zero setback from the property boundary, as established elsewhere in Precinct 8.

For individual heritage places – of which there are two corner hotels in Precinct 8 - development above or directly adjacent to heritage places should be informed by the Statement of Significance.

New development above heritage buildings should be setback from the street wall(s) so that it is visually recessive and so the original façade, principal roof form and other original rooftop features visible from the public realm (such as chimneys) remain legible and the building's three-dimensional form is retained to avoid 'facadism'.

13 CLARENDON STREET SOUTH PRECINCT

13.1 Description

The Clarendon Street South Precinct presents as a less visually cohesive streetscape, given the variations in built form, particularly when compared with Clarendon Street to the north of Park Street. The Clarendon Street South Precinct comprises a mix of two-storey shop/residences dating from the late nineteenth- or early twentieth-century, other buildings that vary in height - one to three storeys – and uses – commercial, office, retail and residential.

There has been little recent development along this section of Clarendon Street; a three-storey development is under construction at 391-399 Clarendon Street and another three-storey development was recently completed at 390 Clarendon Street. The land included in the Clarendon Street South Precinct is zoned C1Z except for land on the western side of Clarendon Street between Napier and Raglan Streets. Here the land is zoned GRZ, part of a larger residential zone. The properties facing Clarendon Street within this block include low-scale housing setback from the front property boundary and a one-storey building with no setback that is currently occupied by community service organisations.

The Clarendon Street carriageway is approximately 30m wide and carries four lanes of traffic with the Route 12 tram using the two centre lanes. Secondary streets run in an east-west direction - Dow, Napier, Raglan and Thomson form through cross streets with Clarendon Street and Cobden Street to the east ends at Clarendon Street. The topography is flat along Clarendon Street with views south to Albert Park and north to the Melbourne CBD.



Figure 147. Map of the study area showing Clarendon Street South Precinct.



Figure 148. Clarendon Street South aerial image. Aerial view of southernmost portion of the study area showing Clarendon Street South Precinct.

Study area boundary indicated by thick black line.



Figure 149. (left) Eastern side of Clarendon Street between Park and Dow streets.

(HO440)



Figure 150. (right) Eastern side of Clarendon Street between Dow and Napier streets.

(HO440)



Figure 151. (left) Eastern side of Clarendon Street between Napier and Cobden streets.

Development under construction at 391-399 Clarendon Street to right of image.

(HO440)



Figure 152. (right) Eastern side of Clarendon Street between Colgan and Raglan streets.

(HO440)



Figure 153. (left) Eastern side of Clarendon Street between Raglan and Thomson streets.
(HO440)



Figure 154. (right) Western side of Clarendon Street between Thomson and Raglan streets.
(HO440)



Figure 155. Western side of Clarendon Street, south of Dow Street (right of image).
(HO440)

Table 15 below provides two examples of emerging built form within the Clarendon Street South Precinct. These infill developments are both three storeys in overall building height and graded Non-contributory to the Emerald Hill Residential Precinct (HO440). The land at 390 and 391-399 Clarendon Street is not subject to DDO8 built form controls.

Table 15: Recent and emerging development within Clarendon Street South Precinct

Address (Heritage Overlay)	Building height	Street wall height	Upper-level setback	Status
390 Clarendon Street, South Melbourne (Non-contributory to HO440)	3 storeys	<u>Clarendon Street</u> 2 storeys	<u>Clarendon Street</u> Levels 1-2: 0m Level 3: 5.5m	Completed
391-399 Clarendon Street, South Melbourne (Non-contributory to HO440)	13.1m (3 storeys)	<u>Clarendon Street</u> 13.1m (3 storeys) <u>Cobden Street</u> 13.1m (3 storeys)	<u>Clarendon Street</u> Levels 1-3: 0m <u>Cobden Street</u> Levels 1-3: 0m	Under construction

13.2 Zoning

The land within the Clarendon Street South Precinct is mostly zoned C1Z with the following exceptions:

- the land on the western side of Clarendon Street between Napier and Raglan streets is subject to Schedule 1 to Clause 32.08 General Residential Zone – General Residential Areas (GRZ1); and

- Clarendon Street is zoned TRZ2 – Principal road network.

Land to the rear of the properties on either side of Clarendon Street subject to the C1Z is zoned NRZ.

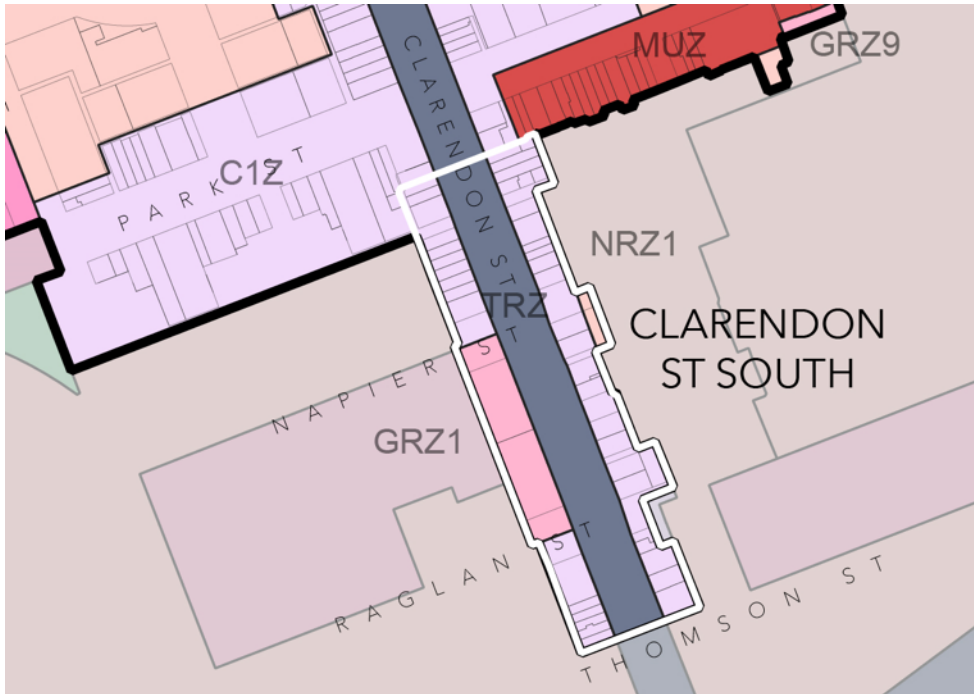


Figure 156. Zone map showing southernmost portion of the study area. Clarendon Street South Precinct outlined in white. Study area boundary indicated by thick black line.

13.3 Heritage status

The Clarendon Street South Precinct is subject to HO440 – Emerald Hill Residential Precinct and comprises a mix of properties that have been graded Significant, Contributory and Non-contributory to HO440. The Clarendon Street streetscape within the precinct generally presents as consistent and visually cohesive, with some variation in the predominant two-storey shop/residence building typology provided by the block between Napier and Raglan Streets on the western side of Clarendon Street (zoned GRZ), corner hotels and later development.

Adjacent at the rear of Clarendon Street properties there are two places that are included in the VHR – the Former St Vincent de Paul's Girls Orphanage at 179-197 Napier St (H1531) and the See Yup Society Chinese Temple at 76 Raglan St (H0219).

There are two corner hotels on the eastern side of Clarendon Street – the Emerald Hotel at 409-415 Clarendon Street and the Coppersmith Hotel at 433-435 Clarendon Street graded Contributory and Significant to the Emerald Hill Residential Precinct (HO440), respectively.

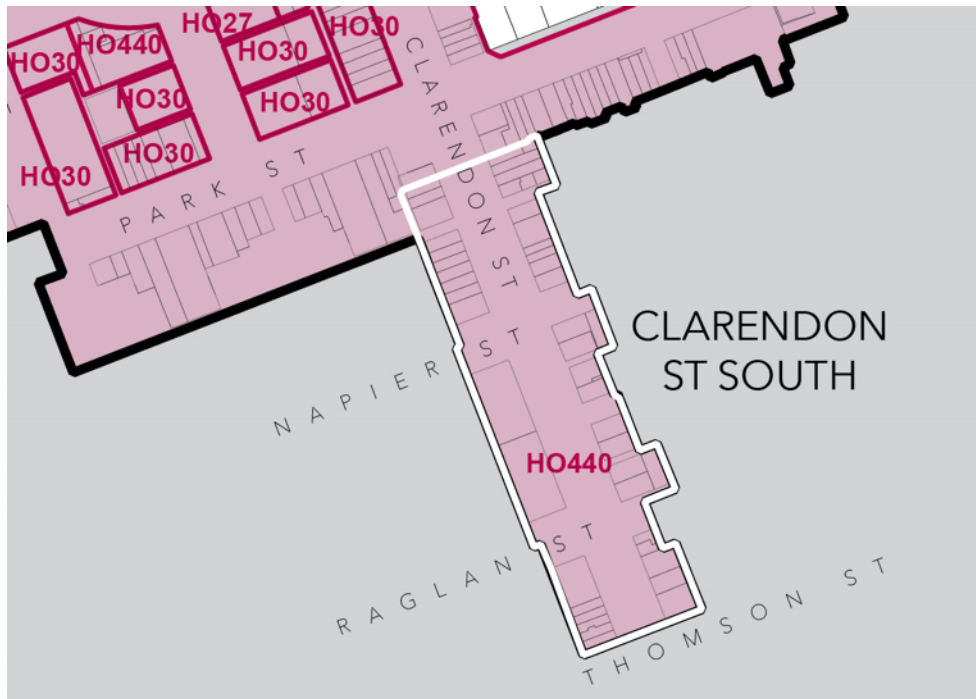


Figure 157. Land subject to the Heritage Overlay (shaded pink) at the southernmost portion of the study area.

Clarendon Street South Precinct outlined in white.

Study area boundary indicated by thick black line.

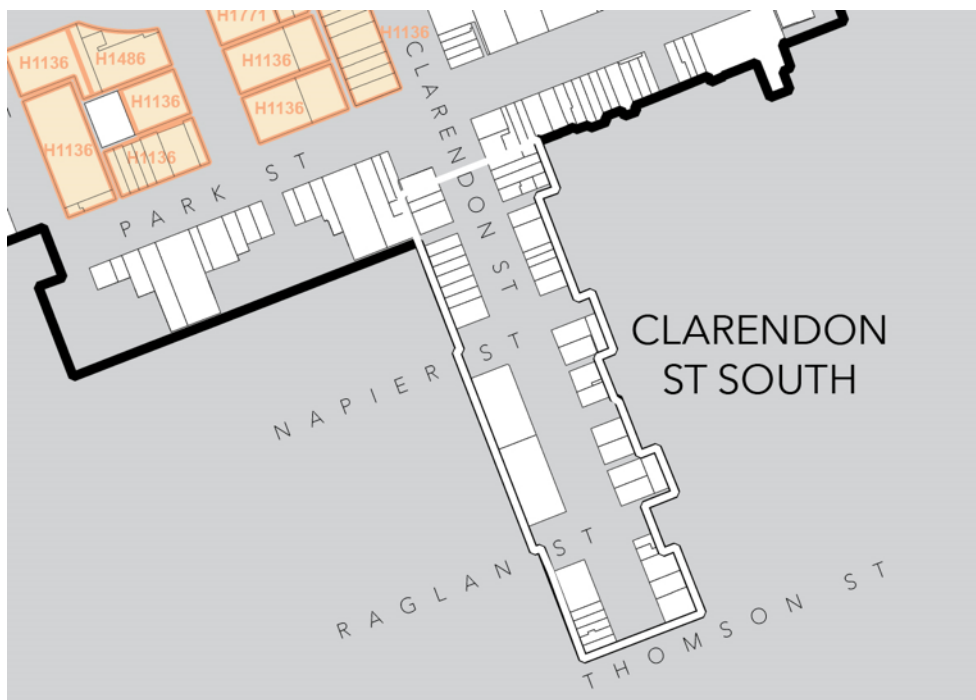


Figure 158. Places included in the VHR (shaded yellow) located at the southernmost portion of the study area.

Clarendon Street South Precinct outlined in white.

Study area boundary indicated by thick black line.

In summary, the existing heritage status for the Clarendon Street South Precinct is included in Table 16 below.

Table 16: Heritage places within Clarendon Street South Precinct

Victorian Heritage Register				
VHR No.	Name	Address	Heritage Overlay	Date
-	-	-	-	-

Individual Heritage Overlays				
Heritage Overlay	Name	Address	Grading	Date
-	-	-	-	-
Precinct Heritage Overlays				
Heritage Overlay	Name	Address	Grading	Date
HO440	Emerald Hill Residential Precinct	370-396 & 434-444 (west side, even nos. inclusive) & 391-435 (east side, odd nos. inclusive) Clarendon Street, South Melbourne	Various	1851 - 1940

13.4 Existing heritage character

The Clarendon Street South Precinct fewer intact late nineteenth and early twentieth century shop/residences, when compared with Precinct 1 to the north (two blocks of which are included in the Emerald Hill Estate [VHR H1136]). Notwithstanding, the precinct presents as a mostly consistent and visually cohesive 'high street' comprising two-storey commercial premises, interspersed with some one- and three-storey buildings. Unlike Clarendon Street to the north, the block between Napier and Raglan streets on the western side of Clarendon Street is included in the GRZ and is occupied by institutional buildings, some of which are setback from the property boundary, resulting in a visual break in the heritage street wall. On the eastern side of Clarendon Street there is a greater uniformity and visual cohesion in the street wall.

Within Clarendon Street South precinct, the highly intact heritage streetscapes include the east and west sides of Clarendon Street between Park and Thomson streets.

13.5 Future heritage and character considerations

The future heritage and character considerations for Clarendon Street in the Clarendon Street South Precinct are broadly congruent with those that apply to Precincts 1, 3, 4 and 5. A heritage 'high street' – Clarendon, Coventry or Park – provides a focal point in these precincts and where future development may occur above, or adjacent to, the heritage streetscape. These considerations apply broadly owing to similarities in built form – predominantly two-storey shop/residences – and heritage context.

In summary, to ensure that the primacy and visual consistency of the heritage street wall:

- ☐ infill development should maintain a zero setback from the property boundary;
- ☐ the street wall height should match an adjoining heritage street wall;

- upper-level additions should include an adequate setback from the street wall in order to be visually recessive and retain the low-scale, turn-of-the-century ‘high street’ character of Clarendon Street; and
- be designed so as not to dominate the façades of the heritage buildings when viewed from the opposite side of Clarendon Street, as well as on the oblique angle when moving along the opposite footpath.

There are no major road intersections within the Clarendon Street South Precinct, which is unique to the study area. There are a number of secondary streets that intersect with Clarendon Street; two corner hotels are located at two of these intersections– the Emerald Hotel, 415 Clarendon Street (on the corner of Clarendon and Raglan streets and graded Contributory) and the Coppersmith Hotel, 435 Clarendon Street (on the corner of Clarendon and Thomson streets and graded Significant). New development on adjoining sites should maintain the prominence of these local landmarks, including ensuring a suitable street wall height and upper-level setback transition.

14 RECOMMENDED BUILT FORM PARAMETERS

The following built form parameters are recommended to ensure appropriate consideration is given to the heritage values within the South Melbourne MAC and employment precincts. This applies to the area included in the heritage analysis detailed above – specifically DDO8 precincts 1, 2, 3, 4, 5, 7 & 8 and Clarendon Street South Precinct - where the Heritage Overlay applies or is adjacent to land where the Heritage Overlay applies. These parameters should be read in the context of the heritage provisions of the Port Phillip Planning Scheme as recently amended through C203port, which is discussed in detail in section 2.2.2 of this report.

We note that the western side of Clarendon Street between Dorcas and Park streets (Precinct 1) and the northern side of Park Street, between Cecil and Clarendon streets (Precinct 4) is included in the VHR as part of the Emerald Hill Estate (H1136). Heritage considerations on land included in the VHR is principally a matter for the Executive Director, Heritage Victoria under the *Heritage Act 2017*. Built form controls are necessary in the C1Z zoned land included in the VHR to protect broader streetscape values.

The advice provided below has been informed by built form modelling and renders prepared by Hodyl as part of the BFR. Of particular relevance to this advice were the before and after renders provided at Images 30 & 31 and 36 & 37 of the BFR and the modelling at Figure 32 and Images 33 & 48. In addition to those images, Hodyl prepared modelling in locations that demonstrate the potential impacts of the proposed built form controls on heritage buildings and streetscapes; these are provided as Appendix I to this report.

14.1 New development within the Heritage Overlay generally

The following recommendations apply to new developments on land subject to the Heritage Overlay across precincts and heritage building typologies:

- ☐ The proposed maximum building height limits, upper-level setbacks and/or FARs should be informed by the 3D modelling, existing heritage and emerging built form.
- ☐ Ensure that upper storey additions are sited and massed behind the principal facade (or facades) so that it is visually recessive, particularly in intact or consistent streetscapes where a mandatory minimum 6m upper-level setback control should – in the majority of cases - ensure the visual primacy and legibility of the heritage streetscape.
- ☐ Ensure that any upper-level or infill development is subservient to the heritage fabric and is visually recessive in mass, scale and materiality.
- ☐ Retain chimneys and principal roof forms visible from street views. To allow for the redevelopment to the rear of commercial buildings local heritage policy at clause 15.03-1L which discourages alterations to “Contributory fabric, the principal façade, roof or any walls or surfaces visible from the public realm including a side street or laneway for Significant and Contributory places” will need to be moderated to give greater weight to street views rather than laneway views.

- Ensure that key public realm views, as identified in the local policies at clauses 15.01-1L-02 (Urban design) and 11.03-1L-01 (South Melbourne Central Major Activity Centre) are protected. This includes the following landmark views and view corridors:
 - the clock tower of South Melbourne Town Hall when viewed from the footpath on the south-eastern corner at the intersection of Clarendon and Bank streets;
 - the Shrine of Remembrance when viewed along Bank Street from Clarendon Street;
 - looking north along Clarendon Street towards Melbourne's CBD and Southbank; and
 - looking south along Clarendon Street towards Albert Park.
- Retain the visual prominence within the streetscape of local landmarks identified in Table 1, section 5.4, above. To achieve this, new upper-level development behind existing heritage buildings should:
 - 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 typical of the heritage buildings.
 - 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 by:
 - avoiding highly articulated facades with recessed and projecting elements.
 - avoiding highly contrasting or vibrant primary colours.
 - avoiding the replication of existing decorative features and architectural detail.
- New development on land immediately abutting heritage places should:
 - Provide a sensitive site-responsive transition between the existing heritage fabric and the proposed new built form.
 - Be distinguishable from the original heritage fabric and adopt a high quality and respectful contextual design response.
 - 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 buildings by:
 - avoiding highly articulated facades with recessed and projecting elements.

- avoiding highly contrasting or vibrant primary colours.
 - avoiding the replication of existing decorative features and architectural detail.
- Retain the visual prominence of the return façades of heritage buildings that address two major streets within intact heritage streetscapes, by applying a mandatory minimum 6m upper-level setback control for new development from both street frontages. This includes corner buildings within heritage streetscapes located at the following intersections:
- Clarendon Street with York, Coventry, Dorcas, Bank and Park streets;
 - Cecil and Coventry streets;
 - Moray and Park streets;
 - Park and Perrins streets (on the key north-south axis to South Melbourne Town Hall).
- Retain the visual prominence of the return façades of heritage buildings outside intact heritage streetscapes that address two major streets, by applying a mandatory minimum 6m upper-level setback control for new development above the intact facades. This includes the following standalone individual heritage places:
- Market Hotel, 152-160 Clarendon Street (corner of Market Street)
 - Southern Cross Hotel, 78 Cecil Street (corner of Market Street)
 - Maori Chief Hotel, 117-119 Moray Street (corner of York Street)
 - Bell Hotel, 147 Moray Street (corner of Coventry Street);
 - Former Hotel, 111 Cecil Street (corner of York Street);
 - Shop/residence, 108 Bank Street²⁵ (corner with Eastern Road);
- Retain the visual prominence of return façades - or end of terrace (side) elevations - of heritage buildings that address a secondary (or minor) street, by applying a preferred upper-level setback control for new development above the secondary street frontage. This includes corner buildings within heritage streetscapes and standalone individual heritage places, located at the following intersections:
- Clarendon Street with Alfred Lane and Chessell, Ross, Wynyard, Dow, Napier, Raglan and Thomson streets;
 - Moray Street and Little Moray Place²⁶;
 - York Street and Northumberland Street;

²⁵ Note: the corner shop at 108 Bank Street (on the northwest corner of this intersection) is included in the Stage 2 Heritage Review.

²⁶ Note: the former factory at 154 Moray Street (on the southwest corner of this intersection) is included in the Stage 2 Heritage Review.



- Coventry Street with Hotham, Francis, Union, Charles and Yarra streets;
 - Dorcas Street with Union, John and Charles Street;
 - Clarke Street and Ross Street²⁷; and
 - Park Street and Church Street.
- Encourage high quality, contemporary design that respects and complements the heritage place consistent with the local heritage policy at clause 15.03-1L.

In addition, a further setback from the principal street frontage at the uppermost level should be applied – where appropriate - to ensure that this floor is visually recessive, when viewed from the public realm.

14.2 New infill development within cohesive heritage streetscapes

The following recommendations apply to the consistent and visually cohesive heritage streetscapes found within the study area. This typically applies to the rows of shop/residences and commercial buildings found in Clarendon, Coventry, and Park streets that are included within the extent of HO440 – Emerald Hill Residential Precinct. While forming a consistent and cohesive heritage streetscape, the rows of shop/residences on the western side of Clarendon Street and the northern side of Park Street included in the extent of the Emerald Hill Estate (VHR H1136), have not been considered in these recommendations owing to their inclusion in the VHR.

To maintain the visual cohesiveness and prominence of the heritage street wall:

- Adopt a zero site setback from the street boundary for infill development.
- Maintain a street wall height for infill development that reflects the established (Victorian and Edwardian-era) predominantly two-storey scale between 8m and 11m by encouraging the street wall height of infill development to not exceed the height of the flat upper surface of the parapet of an adjacent Significant- or Contributory-graded heritage building.
- Discourage single-storey street wall infill development unless the both adjacent graded buildings are single-storey.
- Ensure that the heritage buildings and terrace rows remain visually prominent within the streetscape and retain their three-dimensional form as viewed from the public realm to avoid ‘facadism’. This can be achieved by applying mandatory controls for minimum upper-level setbacks behind the street wall of consistent streetscapes of shop/residences (Clarendon, Coventry and Park streets) through:
 - requiring new upper-level development to be set back from the street wall by a minimum of 6m which will retain the substantial majority of the front chimneys as freestanding rooftop elements

²⁷ Note: the former factory at 82-86 Clarke Street (on the southwest corner of this intersection) is included in the Stage 2 Heritage Review.



and would retain the 'front' room of the deep plan form (typically around 13m)²⁸;

- respecting the inter-floor heights of the existing heritage fabric at ground and first floor levels; and
- ensuring that the height of new buildings does not visually dominate the heritage streetscape by applying a preferred height limit to complement the mandatory FAR. Within the cohesive heritage streetscapes this height limit may vary from 14.8m (4 storeys) to 18m (5 storeys) and up to 21.2m (6 storeys) depending on lot size and depth, emerging built form and the character of the heritage streetscape as determined by the BFR.

14.3 New development on individual Heritage Overlay places

The following recommendations apply to individual heritage places that do not form part of a precinct – referred to as 'island heritage sites' in the BFR. Within the study area typical examples include industrial buildings, church/halls and larger commercial premises, including corner hotels that are not within or abut a heritage precinct. A number of these building types have been assessed in the Stage 2 Heritage Review and are recommended for inclusion in the Heritage Overlay. We note that Statements of Significance are currently being developed for those places assessed in the Stage 2 Heritage Review. Any new development within the Heritage Overlay must consider, as a starting point, the Statement of Significance for the heritage place.

To retain the prominence of heritage buildings and the legibility of a building's three-dimensional form:

- Upper-level setbacks above individual heritage buildings should be informed by:
 - Statement of Significance for the heritage place;
 - the heritage fabric, such as chimneys, parapets and other rooftop elements;
 - the depth of structural bays; and
 - the original roof form.

To ensure that new built form does not visually dominate the heritage place new development should.

- 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 typical of the heritage buildings.

²⁸

Of the 54 Clarendon Street heritage properties surveyed using nearmap aerial imagery, the median primary building volume was 13.3m.



- 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 by:
 - avoiding highly articulated facades with recessed and projecting elements.
 - avoiding highly contrasting or vibrant primary colours.
 - avoiding the replication of existing decorative features and architectural detail.

14.4 Sites adjoining land subject to the Heritage Overlay

New development on land not subject to the Heritage Overlay abutting heritage buildings should provide a suitable transition to lower-scale of heritage buildings. This may be achieved by:

- Encouraging new development adjoining land on the Heritage Overlay to match the street wall height for a distance equivalent to a typical structural or façade bay (approximately 6m in the case of a typical nineteenth century shop residence).
- Where the proposed development is separated from the heritage place by a laneway, the street wall height for new development on adjacent land should not be greater than two storeys taller than the neighbouring heritage building, for a minimum distance of equivalent to a typical structural or façade bay.
- Where land not subject to the Heritage Overlay adjoins a Significant- or Contributory-graded building, encourage upper-level development to be set back from the street wall to avoid visually overwhelming the adjacent heritage building.

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APPENDIX I – ADDITIONAL BUILT FORM MODELLING

The following modelling was prepared by Hodyl and was based on the following assumptions:

- ☐ 3.2m residential floor to floor height
- ☐ 4m non-residential floor to floor height
- ☐ 15-18m residential floor plate depths to comply with the Better Apartment Design Standards
- ☐ 600-800sqm residential floor plate area
- ☐ 25-30m commercial floor plate depth to maximise daylight.

In addition to the views provided below the before and after renders provided at Images 30 & 31 and 36 & 37 of the BFR and the modelling at Figure 32 and Images 33 & 48 were also considered.

Note: Google Streetview images are provided for reference only.



Figure A1. [BFR fig.32]
View 1: Northwest corner of Market Street and Clarendon Street, looking south along the eastern side of Clarendon Street. (HO440)

Above heritage buildings on the eastern side of Clarendon Street:

18m (5 storeys) mandatory maximum building height.

Maintain existing heritage street wall.

6m mandatory minimum upper-level setback (applies to Clarendon Street and Market Street frontages).



Figure A2. Google Streetview image from a similar location to model above.

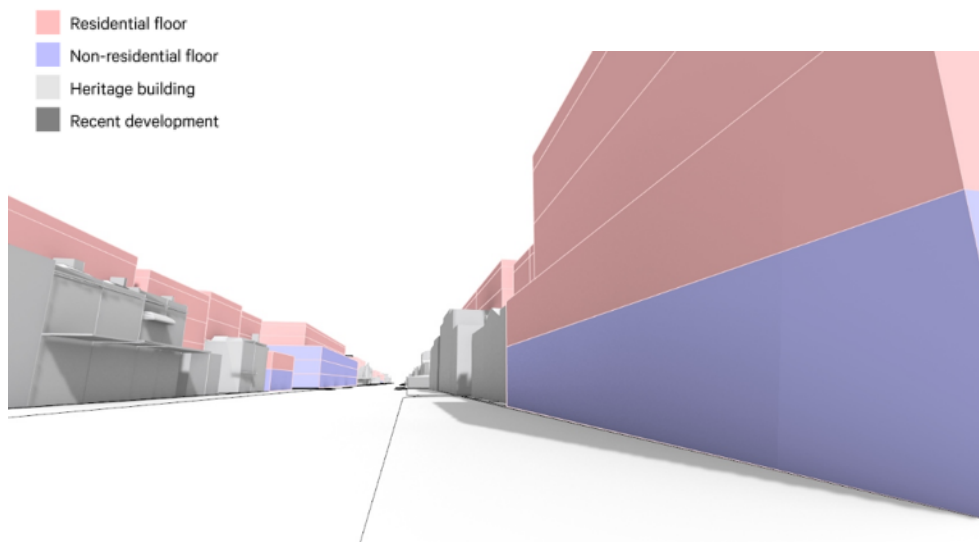


Figure A3. View 2:
Southwest corner of York
Street and Clarendon
Street, looking south along
the western side of
Clarendon Street. (HO440)
Above heritage buildings on
Clarendon Street:
18m (5 storeys) / 14.8m (4
storeys) mandatory
maximum building height,
depending on lot depth.
Maintain existing heritage
street wall.
6m mandatory minimum
upper-level setback
Clarendon Centre at centre
of image, left side of
Clarendon Street showing
mandatory maximum
11.6m (3 storey) street
wall.



Figure A4. Google
Streetview image from a
similar location to model
above.

- Residential floor
- Non-residential floor
- Heritage building
- Recent development

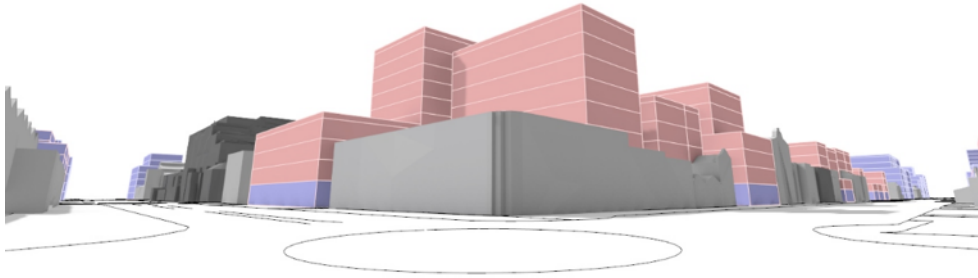


Figure A5. View 4:
Southwest corner of Cecil
Street and Coventry Street,
looking east along the
northern side of Coventry
Street. (HO440)

'Chef's Hat' site (centre of
image) and heritage
buildings immediately to
the east a FAR of 3.0:1 is
proposed.

Discretionary maximum
building height of 21.2m (6
storeys) for the 'Chef's Hat'
site and 18m (5 storeys) for
the row to the east.

Further east along Coventry
Street a FAR of 4.0:1 and
discretionary maximum
building height of 21.2m (6
storeys) is proposed. A
discretionary 3m-5m upper-
level setback is proposed
above the heritage street
wall on the north side of
Coventry Street.



Figure A6. Google
Streetview image from a
similar location to model
above.

- Residential floor
- Non-residential floor
- Heritage building
- Recent development



Figure A7. View 5:
Northeast corner of
Coventry Street and
Clarendon Street, looking
west along the southern
side of Coventry Street.
(HO440)

Mandatory maximum
building height:
14.8m (4 storeys) south of
Coventry Street.

18m (5 storeys) on
northwest corner site (to
right of image).

Maintain existing heritage
street wall.

6m mandatory minimum
upper-level setback.

For non-heritage sites on
the south side Coventry
Street, a 11.6m (3 storeys)
mandatory maximum
street wall height is
proposed.



Figure A8. Google
Streetview image from a
similar location to model
above.

- Residential floor
- Non-residential floor
- Heritage building
- Recent development

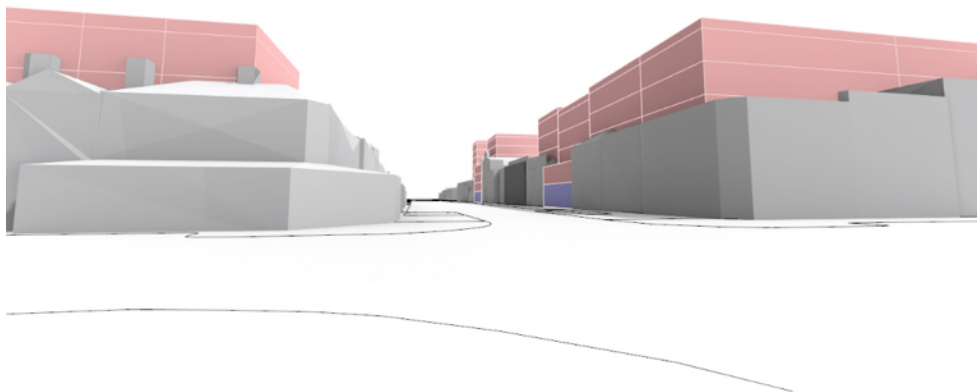


Figure A9. View 6:
Southeast corner of
Coventry Street and
Clarendon Street, looking
west along the northern
side of Coventry Street.
(HO440)

For larger sites on the north
side of Coventry Street a
discretionary max building
height of 21.2m (6 storeys)
is proposed.

For the infill development
(part shaded purple) a
mandatory max building
height of 14.8m (4 storeys)
and discretionary max
street wall height of 11.6m
(3 storeys) is proposed.

Larger sites on the north
side of Coventry Street
(further west of the infill)
are proposed to have a
discretionary minimum
upper-level setback of 3m-
5m and FAR control of 4.0.



Figure A10. Google
Streetview image from a
similar location to model
above.

- Residential floor
- Non-residential floor
- Heritage building
- Recent development

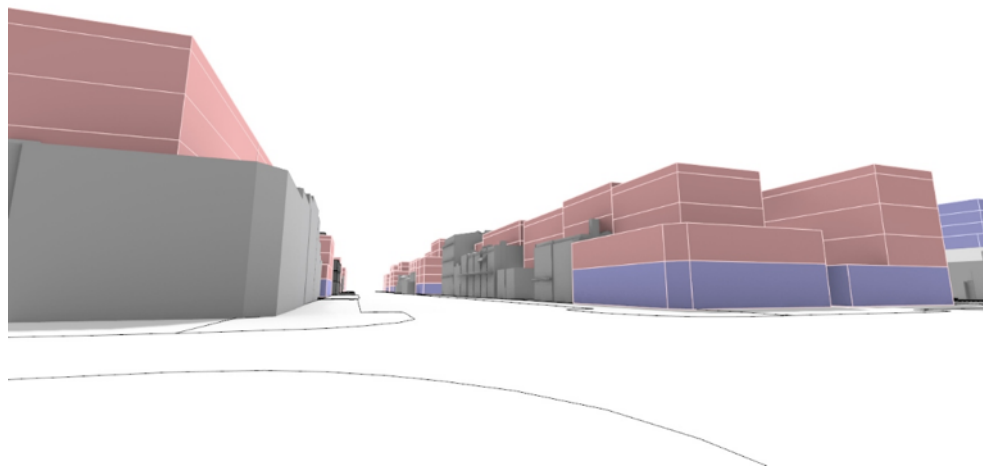


Figure A11. View 7:
Southwest corner of
Coventry Street and
Clarendon Street, looking
north along the eastern
side of Clarendon Street.
(HO440)

*Eastern side of Clarendon
Street:*

14.8m (4 storeys)
mandatory maximum
building height at this end
(where there are shallower
blocks).

18m (5 storeys) mandatory
maximum building height
further to the north.

6m mandatory minimum
upper-level setback above
the street wall.

11.6m (3 storeys)
mandatory maximum
street wall height on the
northeast corner site, to
rear (right of laneway)
mandatory 14.8m (4
storeys) on Coventry Street.



Figure A12. Google
Streetview image from a
similar location to model
above.

- Residential floor
- Non-residential floor
- Heritage building
- Recent development

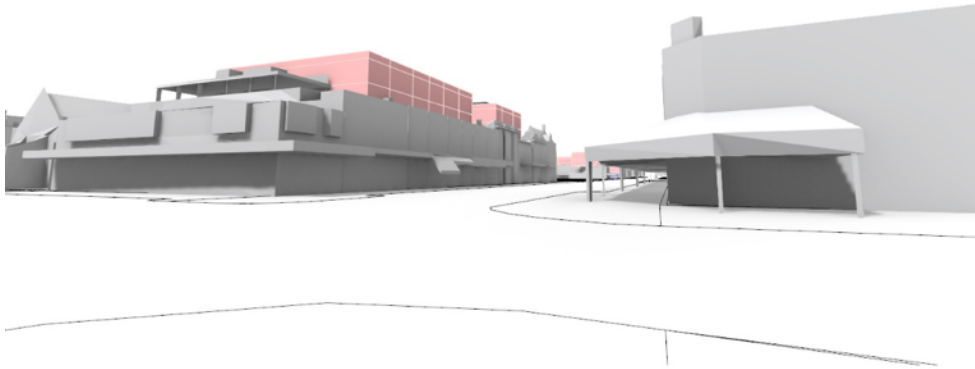


Figure A13. View 8:
Northwest corner of Dorcas
Street and Clarendon
Street, looking south along
the eastern side of
Clarendon Street. (HO440 –
east side, VHR H1136 west
side)

Along eastern side of
Clarendon Street:

18m (5 storeys) mandatory
maximum building height.

6m mandatory minimum
upper-level setback to
Clarendon and Dorcas
streets.

Heritage street wall
retained – we note that the
property on the southeast
corner here is shown as
heritage - it is Non-
contributory to HO440. A
mandatory max street wall
height of 11.6m (3 storeys)
is applied to the Dorcas
Street frontage of this site.



Figure A14. Google
Streetview image from a
similar location to model
above.

- Residential floor
- Non-residential floor
- Heritage building
- Recent development

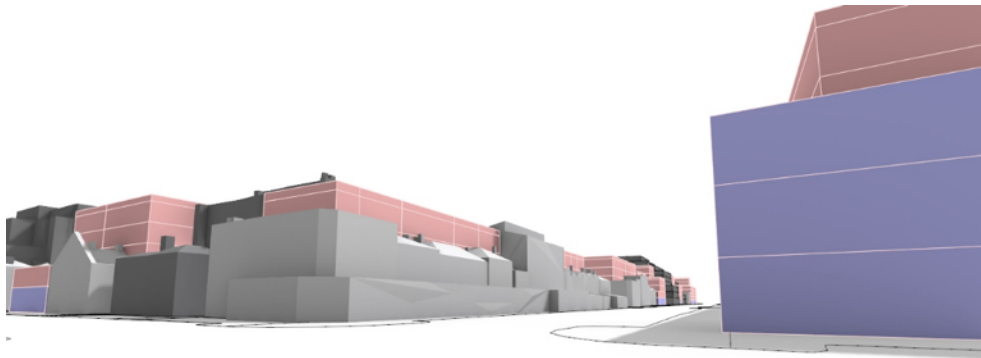


Figure A15. View 9:
Southeast corner of Dorcas
Street and Clarendon
Street, looking north along
the western side of
Clarendon Street. (HO440)
western side of Clarendon
Street:

14.8m (4 storeys)
mandatory maximum, on
the north side of Dorcas
this increases to 18m (5
storeys) further to the west.

6m mandatory minimum
upper-level setback.

Non-heritage street wall
height on Dorcas Street has
a mandatory maximum
11.6m (3 storeys) proposed.

The Clarendon Centre site
(to the right) has a
proposed mandatory 11.6m
(3 storey) mandatory
maximum street wall
height, a discretionary max
building height of 27.6m (8
storeys), FAR of 3.5 and
discretionary minimum
upper-level setback of 3m-
5m.



Figure A16. Google
Streetview image from a
similar location to model
above.

- Residential floor
- Non-residential floor
- Heritage building
- Recent development

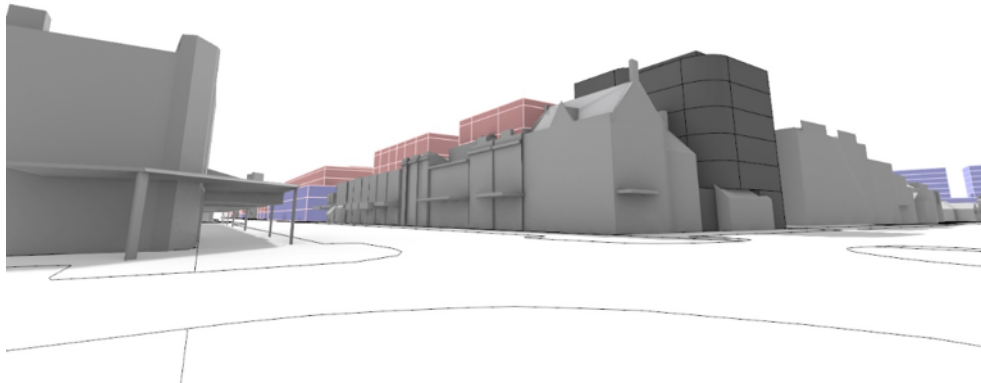


Figure A17. View 10:
Southwest corner of Bank
Street and Clarendon
Street, looking north along
the eastern side of
Clarendon Street. (HO440 –
east side; VHR H1136 –
west side)

Along eastern side of
Clarendon Street:

18m (5 storeys) mandatory
maximum building height.

6m mandatory minimum
upper-level setbacks to
Clarendon and Bank
streets.

11.6m (3 storeys) maximum
building height for western
side (VHR properties to left
of image).



Figure A18. Google
Streetview image from a
similar location to model
above.

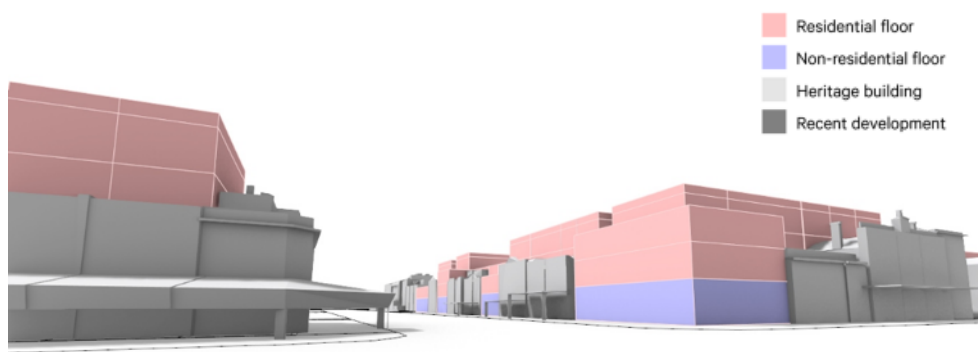


Figure A19. View 11:
Northwest corner of
Clarendon Street and Park
Street, looking east along
southern side of Park
Street. (HO440)

14.8m (4 storeys)
mandatory maximum
building height.

6m mandatory minimum
upper-level setbacks to
Clarendon and Park streets.

Southeast corner site and
infill along southern side of
Park Street:

11.6m (3 storeys)
mandatory maximum
street wall height.



Figure A20. Google
Streetview image from a
similar location to model
above.

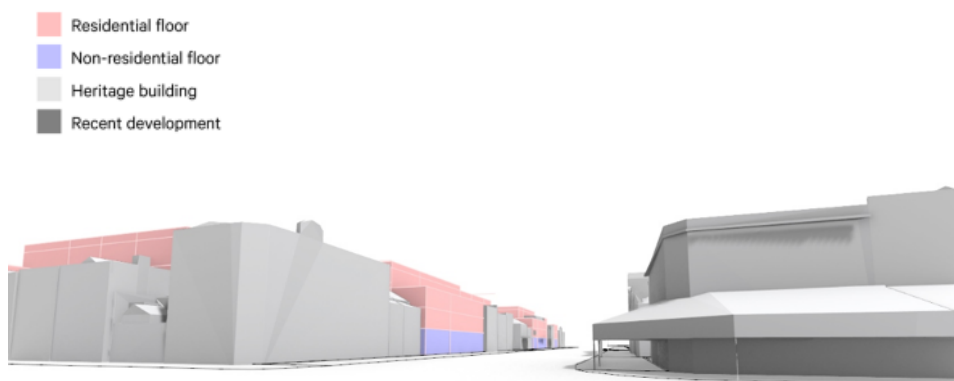


Figure A21. [BFR Image 33]

View 12: Northeast corner of Clarendon Street and Park Street, looking west along the southern side of Park Street. (HO440 – south side of street; VHR H1136 north side of street)

14.8m (4 storeys) mandatory maximum building height, some taller development on Park Street (18m [5 storeys] – not visible).

6m mandatory minimum upper-level setback to Clarendon and Park streets.

Infill along southern side of Park Street has a proposed 11.6m (3 storeys) mandatory maximum street wall height.



Figure A22. Google

Streetview image from a similar location to model above.

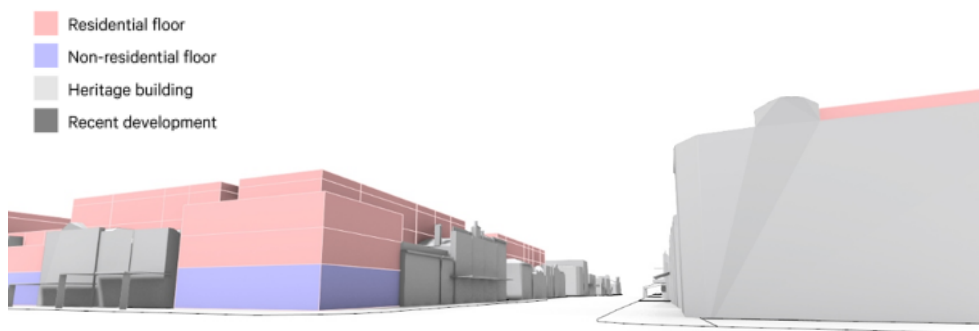


Figure A23. View 13:
Northwest corner of
Clarendon Street and Park
Street, looking south along
the eastern side of
Clarendon Street. (HO440)
14.8m (4 storeys)
mandatory maximum
building height.
6m mandatory minimum
upper-level setbacks to
Clarendon and Park streets.
Southeast corner site and
infill along southern side of
Park Street 11.6m (3
storeys) maximum street
wall height is proposed.



Figure A24. Google
Streetview image from a
similar location to model
above.

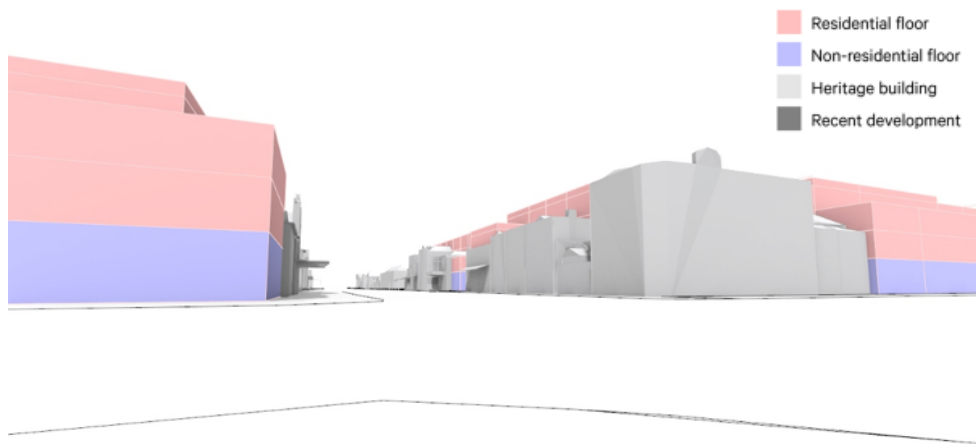


Figure A25. View 14: Northeast corner of Clarendon Street and Park Street, looking south along the western side of Clarendon Street. (HO440) 14.8m (4 storeys) mandatory maximum building height. 6m mandatory minimum upper-level setbacks to Clarendon and Park streets. Southeast corner site and infill along southern side of Park Street 11.6m (3 storeys) maximum street wall height is proposed.



Figure A26. Google Streetview image from a similar location to model above.

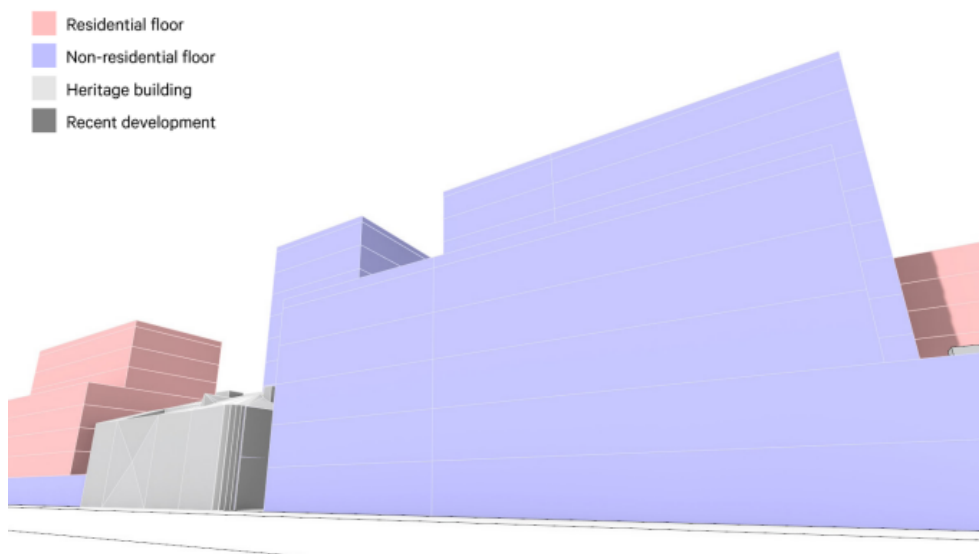


Figure A27. [BFR Image 48]

Looking east along the south side of Ballantyne Street from the north side of Ballantyne Street. (HO4)

A FAR of 5.0:1 and discretionary maximum building height of 29.2m-41.2m (7-10 storeys) is proposed.

3m-5m discretionary minimum upper-level setback and maintain existing heritage street wall.

For the non-heritage site on Ballantyne Street (right of heritage building) a 21.2m (5 storeys) discretionary maximum street wall height is proposed.



Figure A28. Google Streetview image from a similar location to model above.



Figure A29. [BFR Image 30]
Before - Clarendon Street
looking north towards York
Street from Alfred Place.



Figure A30. [BFR Image 31]
AFTER - Visualisation
demonstrating the same
view along Clarendon
Street [BFR Image 30]
representing indicative built
form.



Figure A31. [BFR Image 36]
Before - York Street looking
east towards Clarendon
Street from the intersection
of Cecil Street.



Figure A32. [BFR Image 37]
After - Visualisation
demonstrating the same
view along York Street [BFR
Image 36] representing
indicative built form.