

Heritage Impact Statement

11-13 Spring Street, Fitzroy

Permit Application

Updated 18 June 2026

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PLAN**

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1.0 Introduction

The following updated assessment of heritage impacts has been prepared on behalf of the owner of the site at 11-13 Spring Street Fitzroy. It concerns the proposed partial demolition, alterations and new works to a site subject to a Heritage Overlay.

By way of background, a planning permit application for an apartment development of seven storeys on this site was submitted to City of Yarra on 12 April 2013 under Planning Application No. PLN 13/0278. Planning permit (PLN14/0846) for a five storey development was issued by the VCAT on 12 December 2015, with a number of amendments extending the permit until 12 December 2025. Only stage 1 demolition was completed under this permit before it lapsed.

This report comments on whether the proposed works in the current new application are appropriate in character and detail, and acceptable in terms of their impact upon the significance of the heritage building and the surrounding heritage precinct. It is intended that this report be read in conjunction with the architectural drawings provided by Edition Office and other documentation submitted with respect to this application.

It should be noted that some historic variation occurs around street numbering. The amalgamated subject site is now known as the single address of 11-13 Spring Street. Historically, the portions of the site have been known by separate addresses including 11-13 Spring Street (former stable), 17 Spring Street (vacant site) and 14-16 Argyle Street or 16-14 Argyle Street (Jubilee House, sometimes also including the empty corner site).

For the purposes of the report, 11-13 Spring Street will be identified as Spring Street stables and 14-16 Argyle Street will be identified as Jubilee House throughout the report (other than the History section, which references street numbers used in historic sources).

2.0 Sources of Information

The analysis below draws upon external site visits as well as the following sources.

- Yarra Planning Scheme – Clause 15.03 Heritage and Clause 43.01 Heritage Overlay.
- City of Yarra Review of Heritage Overlay Areas, report prepared by Graeme Butler & Associates, 2007.
- City of Yarra Database of Heritage Significant Areas March 2024
- Victorian Heritage Database, <https://vhd.heritagecouncil.vic.gov.au>
- Historic newspapers (various), accessed via Trove Online, <https://trove.nla.gov.au>
- Historic photographs (various), accessed via Trove Online, <https://trove.nla.gov.au>
- MMBW Plans (various), State Library of Victoria, <https://www.slv.vic.gov.au>
- Sands & McDougall Directories, State Library of Victoria, <https://www.slv.vic.gov.au>
- Property Service Plans (various), Greater Western Water

3.0 History

By the late nineteenth century, Fitzroy was intensely developed, reflecting its inner-city location and proximity to transport routes including tram lines. Historic MMBW plans show the area surrounding the intersection of Spring and Argyle Streets was well developed with a combination of residential and industrial buildings.

The 1900 MMBW plan (see *Figure 1* below) shows the subject site then contained mixed development. The Spring Street stables (unnumbered on the MMBW plan) contained a large stable extending northwards on a deep site, which *Sands McDougall* directories identify as occupied by 'Harrison, R., stables'. A small dwelling was located at 15 Spring Street to the north. The vacant corner site (known as 17 Spring Street) was occupied by 'Edwards, H, wood and coal yard'.

The opposite east side of Spring Street, at what is now identified as 14-16 Argyle Street, Former Cordial Factory, contained a double-storey Victorian factory building constructed in 1882 for Robert Harrison and, as noted in Heritage Victoria's citation, the Spring Street stables was owned and used by his factory.

Along Argyle Street, the site at number 16 Argyle Street (Jubilee House) contained a house built to the front boundary. A brick path led to an inset verandah at the middle portion of the house, where a small courtyard was located. The rear portion extended to both side boundaries, effectively providing a 'C' shaped footprint. This building was also occupied by Edwards, suggesting this dwelling and the vacant corner site were likely under common ownership, if not comprising a single title. It is unclear whether it originally included a shopfront or operated as an office.

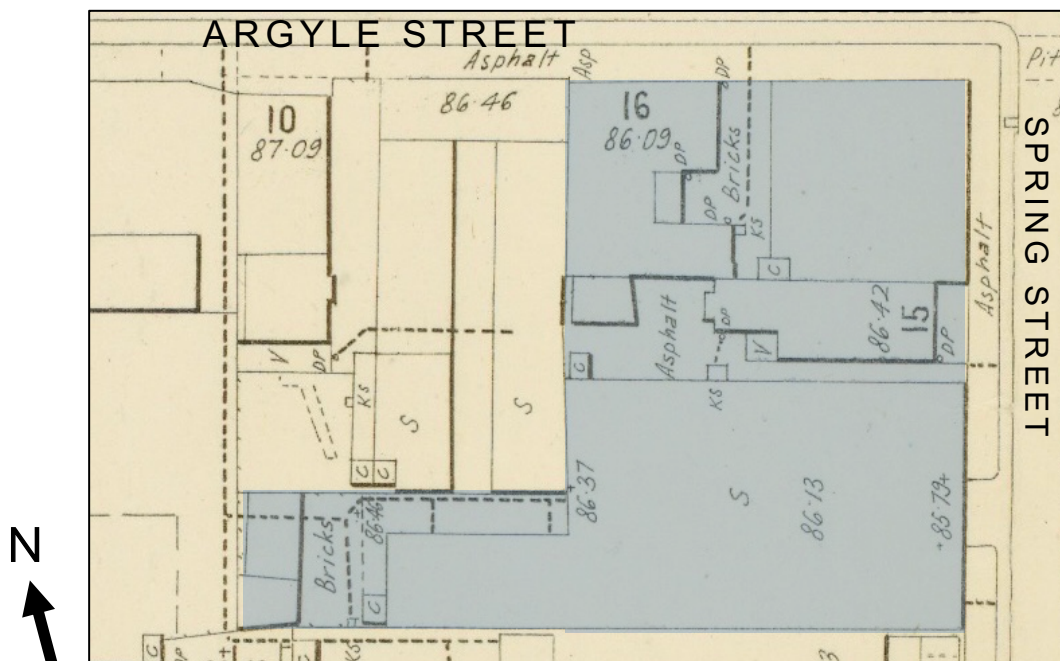


Figure 1 1900 MMBW extract, with the subject site shaded blue.

Source: <https://handle.slv.vic.gov.au/10381/117750>

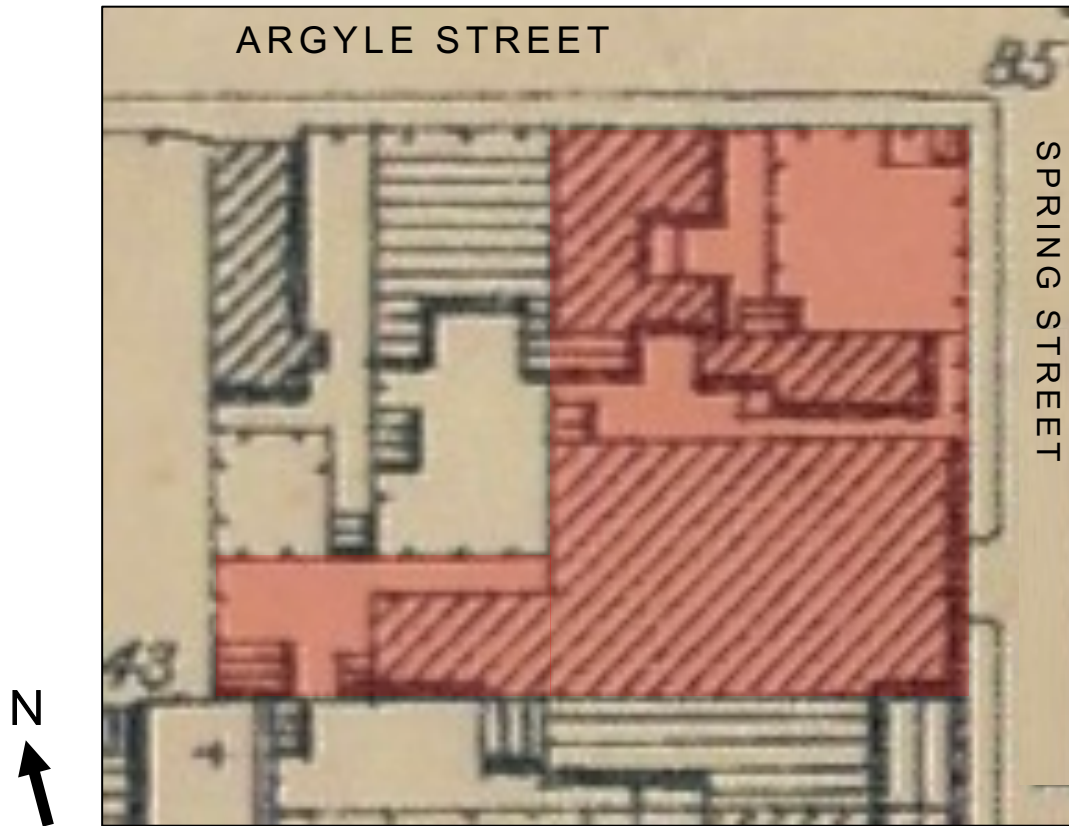


Figure 2 1896 MMBW extract showing the subject site shaded red, with masonry buildings shaded diagonally and timber structures horizontally.

Source: <https://handle.slv.vic.gov.au/10381/143106>

An unnumbered additional stable adjacent to the west, at what is now 12 Argyle Street, extended back to intersect with the Spring Street stables and formed part of Harrison's stable complex (directories list this as 'Harrison's stables', at number 14). Further west, at 10 Argyle Street, was a small cottage. The 160ft to inch MMBW plan (Figure 2) shows that the materiality of structures on the subject site was generally masonry.

Some insight into the operations of Harrison's stables was provided in 1897, when a surgeon from the Melbourne Veterinary Hospital undertook a study there of the response of work horses to hot weather. He examined 26 horses in residence, noting there was a large water trough located in the centre of the complex. Returning horses were allowed to drink, were fed and hosed down at the end of each day. The horses' diet included chaff, hay and corn. [*Weekly Times*, 20/2/1897, p.32]. Directories indicate the stables continued to operate into the interwar period.

The late nineteenth century configuration of built form on the site remains legible to a high degree.

4.0 Description

The subject site, located on the south-west corner of Spring Street and Argyle Street in Fitzroy, is an L-shaped portion of land with street frontages to the east and north. It is an amalgamated site, now known as 11-13 Spring Street, which comprises three components – a double-storey former warehouse/factory addressing Spring Street, a double-storey Victorian building Jubilee House addressing Argyle Street and vacant land at the street corner.



Figure 3 Annotated aerial view of the subject site (shaded yellow). Source: Google Maps.



Figure 4 Annotated view of subject site (outlined in yellow) from north-east corner of Argyle and Spring Streets.

Spring Street stables

This building comprises the eastern portion of Harrison's stable. It was originally constructed of red brick with cream brick dressings and basalt sills. Exposed areas of brickwork to the first floor suggest the frontage at least was originally two-storey, possibly with a door and hoist at first floor. The street façade retains the original central arched carriageway opening (now containing a roller door) and is flanked by double-hung sash windows to each side. A pedestrian entry door has been inserted into the north end of the elevation. The first floor contains three large regularly spaced, metal framed, windows, which appear to date from first floor remodelling works undertaken in the c.1940s-50s. Since the 1970s, the first-floor portion of façade has been largely rendered (*Figure 5 and Figure 8*).

The north elevation is visible from the street due to the adjacent vacant site to the north. The ground floor and first floor have received multiple modern openings. The first floor has a series of large modern openings which are similar in proportion to these inserted to the Spring Street façade. The roof form and other elevations are concealed in views from the street.



Figure 5 The primary (eastern) street façade of the Spring Street stables.



Figure 6

Early 1970s image of the Spring Street stables showing the first-floor modifications were originally face brick, not rendered.

Source: <http://handle.slv.vic.gov.au/10381/147987>



Figure 7

Corresponding current view showing the rendering to the first floor of the façade.

Source: <http://handle.slv.vic.gov.au/10381/147987>



Figure 8 The northern (side) elevation to the former stable has received modern openings at ground and first floor.

Jubilee House

This site includes the vacant land to the street corner. It contains a two-storey, rendered brick Victorian building on its west side, which historically served as a dwelling. The original rendered finish has been overpainted, including with recent extensive graffiti. Ashlar ruling is evident below this. The building comprises a primary frontage of one room in depth, with a pitched, corrugated iron clad roof form, with several lower scale secondary bays to the rear.

At street level it contains two offset, compact double-hung sash windows, with physical evidence indicating a sealed central doorway and a reduction in size to both the windows. At first floor above a rendered cornice line are a pair of larger, evenly spaced double-hung sash windows. The decorative rendered parapet is flanked by urns, with a central raised bay featuring rendered lettering reading 'Jubilee 1897' with a representation of a crown, presumably in homage to the Diamond Jubilee of Queen Victoria. No chimneys remain.

The rear of the house has undergone multiple stages of additions and alterations and does not have a very cohesive presentation.



Figure 9

Early 1970s image of Jubilee House showing an earlier configuration of additions to the eastern side of the dwelling (marked orange). The northern wall of the Spring Street stables (marked blue) contained no windows at this time.

Source: <http://handle.slv.vic.gov.au/10381/121260>



Figure 10

Corresponding view today demonstrating subsequent alterations relative to this previous configuration. The introduction of openings to the north elevation of the Spring Street stables (at left, marked blue) is evident.



Figure 11 The double-storey Victorian building, Jubilee House, on Argyle Street includes rendered lettering on the parapet reading 'Jubilee 1897'. The original central street entry door has been sealed.

Urban Context

The subject site is located in a mixed heritage environment. The streetscape to the west along Argyle Street includes the single storey brick frontage of Harrison's stables at 12 Argyle Street, a small Victorian residence at 10 Argyle Street and an interwar factory further west which has been rendered. To the north is a cream brick, two-storey former industrial building at the north-west corner with Spring Street, which has received an upper-level addition. Three-storey modern development is located adjacent to the west.

Adjacent to the Spring Street stables, to the south, is a modern infill brick and render apartment building of four storeys, a pair of single storey Victorian brick terraces and a single storey Victorian corner shop at the corner with Johnson Street. Directly opposite the subject site on the east side of Spring Street is the former cordial factory, which presents three two-storey, polychromatic gabled brick bays to the street. Further south is a row of three intact, two-storey Victorian terraces.



Figure 12 Frontage of 12 Argyle Street, former stables building, that was part of the Spring Street stables site in earlier years.



Figure 13 Modern infill on the northern side of Argyle Street, opposite the subject site.



Figure 14 *The Former Harrison's Cordial Factory (VHR H2257) at 14-16 Spring Street, opposite the subject site to the east.*



Figure 15 *View west along Argyle Street, with 12 Argyle Street at left, single storey Victorian house at 10 Argyle Street, centre, and heavily altered interwar factory at right.*

5.0 Significance

The subject site is located in the South Fitzroy Precinct (HO334), for which the Statement of Significance is reproduced in part:

How is it significant?

HO334 South Fitzroy Heritage Overlay Area is aesthetically and historically significant to the City of Yarra (National Estate Register [NER] Criteria E1, A4)

Why is it significant

The South Fitzroy Heritage Overlay Area is significant:

- *As the earliest urban area outside the Melbourne City grid to be settled in the Melbourne municipality, with several buildings from the mid nineteenth century surviving as testimony to its early establishment;*
- *For the unusually high number of early Victorian-era and some Regency period buildings, being generally simply detailed and a clear reflection of the early date of Fitzroy's settlement.*
- *As evidence of early government planning controls or Acts of Parliament, from the 1850s, that aimed to solve street alignment problems in this privately planned suburb, arising from a hitherto lack of co-ordination between neighbouring allotment owners;*
- *As a good example of the successful application of the Act for Regulating Buildings and Party Walls, and for Preventing Mischiefs by Fire in the City of Melbourne (Melbourne Building Act 1849), which forced the use of fireproof construction and gave South Fitzroy a character distinct from other inner suburbs such as Richmond and Collingwood, that have a greater proportion of Victorian-era timber buildings.*
- *As a substantially intact collection of predominantly mid to late nineteenth and early twentieth century building stock, interspersed with well preserved inter-war residential, commercial, retail and industrial buildings that contribute to the historical character of the area.*
- *For the relatively large number of individually significant buildings, being predominantly solid masonry rather than clad with timber, largely as a result of the Melbourne Building Act, 1849*
- *For the ornate and exuberant detail of many late nineteenth and early twentieth century buildings in the suburb, reflecting the affluence of many of the inhabitants of this area, particularly in the late 19th century.*
- *For the early street, lane and allotment layouts, some original bluestone kerbs, paving and guttering, and some mature exotic street trees, providing an appropriate setting for this collection of residential, retail, commercial and industrial buildings.*
- *For the landmark qualities of some large factory and warehouse buildings from the late 19th and earlier 20th century, such as the MacRobertson confectionary complex which are significant features in the skyline of this predominantly low rise suburb; and*

- *For the major early institutions that developed on its fringes, in particular, St Vincent's Hospital and The Convent of Mercy, as closely linked with the area's history, education and welfare within the metropolitan area.*

The Spring Street stables and Jubilee House are identified as contributory to the precinct in the *City of Yarra Database of Heritage Significant Areas (March 2024)*. This is in the context of a three tier gradings system defined in the *Database of Heritage Significant Areas* as follows:

'Individually Significant' heritage place:

A heritage place in its own right. Where an individually significant place is part of a broader heritage precinct, the individually significant place may also be contributory to the broader precinct.

'Contributory' heritage place:

Contributory to the identified cultural values of the heritage overlay area as stated in the Statement of Significance.

'Not-contributory' place:

Not contributory to the identified cultural values of the heritage overlay area as stated in the Statement of Significance.

The gradings of the subject sites and neighbouring properties below are taken directly from the *City of Yarra Database of Heritage Significant Areas (March 2024)*. The street numbering is inconsistent, with *Jubilee* listed as 16-14 Argyle Street and the Former Cordial Factory assumed to be that listed at 12 Spring Street and has an individually significant grading. It is included on the *Victorian Heritage Register (H2257)*, although this is not noted on the *Database*.

Address	Grading	Address	Grading
10 Argyle Street	Individually significant	5 Spring Street	Not contributory
12 Argyle Street	Contributory	11-13 Spring Street (Spring Street stables-subject site)	Contributory
16-14 Argyle Street (Jubilee House-subject site)	Contributory	12 Spring Street (Assumed to be the 8-12 Spring Street & 14-16 Argyle Street site opposite the subject site)	Individually significant

The contributory grading for both buildings is considered appropriate. While the Spring Street stables was originally owned and used by the registered Former Cordial Factory on the opposite side of the street and there has been an historical association between the two sites, the former stable has been altered to such an extent that it no longer reads as a Victorian stable typology.

6.0 Heritage Overlay

As noted, the subject site is located at the western edge of the *South Fitzroy Precinct* (HO334). External paint controls do not apply under the provisions of this overlay, although there are solar energy system controls.



Figure 16 Plan showing the extent of HO334 around the subject site (outlined red). The opposite north side of Argyle Street is not subject to heritage controls, with the location of HO466 visible to the east. Source: <https://www.planning.vic.gov.au/planning-schemes/planning-property-report>

Directly across Spring Street, to the east, is the Former Cordial Factory (listed as 8-12 Spring Street and 14-16 Argyle Street in its VHR citation), which is a registered place (VHR H2257) and subject to a separate Heritage Overlay, HO466.

7.0 Heritage Policy Considerations

As noted, the site at 11-13 Spring Street is located within a Heritage Overlay Precinct and is therefore subject to the provisions of *Clause 43.01*, the Heritage Overlay. The purposes of the Heritage Overlay are as follows:

To implement the Municipal Planning Strategy and the Planning Policy Framework.

To conserve and enhance heritage places of natural or cultural significance.

To conserve and enhance those elements which contribute to the significance of heritage places.

To ensure that development does not adversely affect the significance of heritage places.

To conserve specified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably assist with the conservation of the significance of the heritage place.

Clause 43.01 includes a set of decision guidelines that the responsible authority must consider, as appropriate:

- *The Municipal Planning Strategy and the Planning Policy Framework.*
- *The significance of the heritage place and whether the proposal will adversely affect the natural or cultural significance of the place.*
- *Any applicable statement of significance (whether or not specified in the schedule to this overlay), heritage study and any applicable conservation policy.*
- *Any applicable heritage design guideline specified in the schedule to this overlay.*
- *Whether the location, bulk, form or appearance of the proposed building will adversely affect the significance of the heritage place.*
- *Whether the location, bulk, form and appearance of the proposed building is in keeping with the character and appearance of adjacent buildings and the heritage place.*
- *Whether the demolition, removal or external alteration will adversely affect the significance of the heritage place.*
- *Whether the proposed works will adversely affect the significance, character or appearance of the heritage place.*

The development proposal will also be assessed against local planning policies at Clause 15.03 Heritage. These include the following objectives and policy relevant to the current application:

New development, alterations or additions

Retain, conserve and enhance individually significant and contributory buildings as identified in the incorporated document in schedule to clause 72.04 'City of Yarra Database of Heritage Significant Areas.'

Promote development that is high quality and respectful in its design response by:

- *Maintaining the heritage character of the existing building or streetscape.*
- *Respecting the scale and massing of the existing heritage building or streetscape.*
- *Retaining the pattern and grain of streetscapes in heritage places.*
- *Not visually dominating the existing heritage building or streetscape.*
- *Not detracting from or competing with the significant elements of the existing heritage building or streetscape.*
- *Maintaining the prominence of significant and contributory elements of the heritage place.*
- *Respecting the following elements of the heritage place:*
 - *Pattern, proportion and spacing of elements on an elevation.*
 - *Orientation to the street.*
 - *Setbacks.*

- *Street wall.*
- *Relationship between solid and void.*
- *Roof form.*
- *Chimneys.*
- *Verandahs and canopies.*
- *Materials.*
- *Being visually recessive against the heritage fabric through:*
 - *Siting.*
 - *Mass.*
 - *Scale.*
 - *Materials.*
 - *Architectural detailing.*
 - *Texture, colours and finishes.*

Protecting and conserving the view of heritage places from the public realm (except from laneways, unless fabric visible from laneways is identified as being significant in the Statement of Significance for the place).

Maintain views to the front of an individually significant or contributory building or views to a secondary façade where the building has two street frontages by not:

- *Building over the front of it.*
- *Extending into the air space above the front of it.*
- *Obscuring views of its principal façade/s.*

Setback additions:

- *To avoid facadism, where only the visible façade is retained and the remaining fabric is demolished.*
- *To maintain the visibility of the three-dimensional form and depth of a building.*

Retain or reinstate historic street and laneway fabric and infrastructure, including bluestone.

In circumstances where primary pedestrian access is provided from a laneway, allow for any reinstatement of the laneway fabric to provide universal access.

Demolition

Prioritise the conservation and adaptive reuse of a heritage place over demolition.

Prevent the demolition of individually significant or contributory buildings unless all of the following can be demonstrated:

- *The building is structurally unsound rather than in poor condition.*
- *Alternative stabilisation works have been investigated and are not feasible.*
- *The replacement building and/or works is appropriate for the heritage context.*

Prevent the demolition of any part of an individually significant or contributory building unless all of the following can be demonstrated:

- *The demolition will not adversely affect the significance of the heritage place.*

- *The partial demolition will contribute to the long-term conservation of the heritage place.*
- *The fabric does not contribute to the significance of the place or the area of demolition is not visible from:*
 - *The street frontage (other than a laneway), unless:*
 - *The principal façade addresses the laneway; or*
 - *The fabric visible from the laneway is identified in the Statement of Significance.*
 - *A park or public open space immediately adjoining the site.*
- *The demolition of part of the building allows its three-dimensional form to be retained and does not result in the retention of only the visible façade of the building and demolishing the remainder.*
- *The replacement building is a high quality design.*

Encourage applications for demolition to be accompanied by an application for new development.

As noted, the site is also subject to a Design Development Overlay, (DDO40), with the relevant policy reproduced below.

Objectives

To ensure development responds to the mixed typology and heritage character in the streetscape by supporting:

- *a mid-rise character (ranging from 3 to 8 storeys) in the mixed use precinct of Fitzroy West which ensures the varied but low heritage street wall remains the visually dominant element of the streetscape and upper level developments are recessive providing a clear visual distinction between lower street walls and upper level development; and*
- *a new mid-rise character (ranging from 3 to 7 storeys) behind a new street wall in the Commercial 2 Zone land which reflects the Alexandra Parade corner, Nicholson Street frontages and surrounding heritage influences.*

To ensure the façade composition and articulation of development responds to:

- *the prominent heritage character of mixed industrial and residential heritage buildings within the streetscape of Fitzroy West; and*

[...]

2.3 Street Wall Height and Setback Requirements

Street wall heights should not exceed the heights specified in Map 1, as applicable and as stated below.

Infill development should match the parapet height of the adjacent heritage building to the width of the property boundary or 6m, whichever is the lesser.

If an immediately adjoining heritage building is set back from the street, then infill development should match the setback of the adjacent heritage building from the same street, excluding laneway frontages.

All other development should achieve a continuous street wall with no front setback to a street.

The street wall on corner buildings should continue the main frontage street wall height for a minimum of 8 metres to the side street, with a transition in height to match the rear interface where required.

Development of non-heritage buildings on street corners should provide a corner splay at minimum of 1 x 1 meter along the site's corner boundaries.

Development should retain the visual prominence of:

- *the heritage street wall in the vistas along the street; and*
- *heritage fabric of the return façades of heritage buildings on corner sites.*

2.4 Upper Level Setback Requirements

Upper levels above the primary street frontage:

- *should be set back by a minimum of 6 metres for all heritage buildings, except for sites fronting Rose Street, Fitzroy Street, Spring Street (where north of Kerr Street) and Henry Street;*
- *should be setback by a minimum of 6m for non-contributory sites fronting Alexandra Parade, Argyle Street, Cecil Street, Kerr Street, Nicholson Street and Westgarth Street and corners at the intersections of Leicester and Fitzroy Streets, Argyle and Spring Streets and Argyle and Fitzroy Streets.*
- *should be setback by a minimum of 3m above the street frontage of Rose Street, Fitzroy Street, Spring Street (where north of Kerr Street) and Henry Street.*

For development over 16.4 metres, the top most upper level above a heritage building should be set back a further 3.2 metres from the principal frontage.

Upper levels above a secondary street wall of a heritage building on corner sites should be set back by 6 metres.

Upper levels above a secondary street wall should be set back by a minimum of 3 metres, unless specified otherwise.

Upper levels should:

- *be visually recessive from main frontages and side streets to ensure development does not overwhelm the heritage streetscape and minimise upper level bulk;*
- *be set back from the street wall below to ensure that upper level additions as seen from the public realm do not detract from the character of the streetscape when viewed directly or obliquely along the street; and*

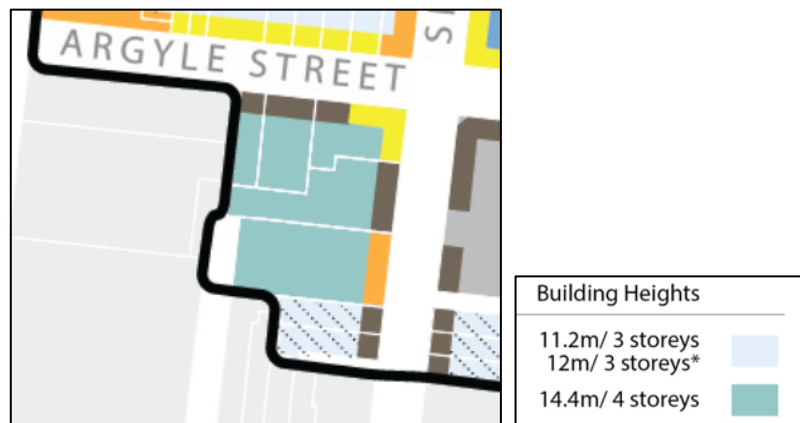
- contain upper level setbacks above the street wall within a maximum of two steps (including the setback above the street wall below as one step) to avoid repetitive steps in the built form.

[...]

For heritage buildings, upper level setbacks behind the street wall in excess of the minimum upper level setback should be provided where:

- it would facilitate the retention of a roof form and/or chimneys that are visible from the public realm, or a roof or any feature that the relevant statement of significance identifies as contributing to the significance of the heritage building or streetscape;
- it would maintain the perception of the three-dimensional form and depth of the building; and
- a lesser setback would detract from the character of the streetscape when viewed directly or obliquely along the street.

2.5 Overall Building Height Requirements



[...]

2.10 Façade Design Requirements

Development should achieve active frontage design at ground level to create a pedestrian-oriented environment and passive surveillance towards the public realm.

Development façades should:

- relate to the vertical and horizontal proportions of either:
 - the mixed historic industrial warehouse and/or residential character of Fitzroy West, as applicable; or
 - the existing, varied commercial character for the Commercial 2 Zone land fronting Nicholson Street and at the western junction of Alexandra Parade, as appropriate
- [...]
- maintain existing openings and the inter-floor height of a heritage building and avoid new floor plates and walls cutting through historic openings;
- avoid highly reflective glazing in openings of heritage buildings;

- *encourage the retention of solid built form behind retained heritage façades and avoid balconies behind existing openings;*
 - *be simple and not compete with the more elaborate detailing of the heritage building(s) on the subject site or an adjoining site;*
 - *avoid large expanses of glazing with a horizontal emphasis, except to ground floor shopfronts and former industrial buildings; and*
- [...]

8.0 Proposed Works

By way of background, a planning permit (PLN14/0846) was issued on 12 December 2015, with a number of extensions granted until December 2020. This permitted the partial demolition of the existing buildings and construction of a part four, part five storey residential development, designed by Edition Office.

This latest scheme, also by Edition Office, is an iteration of the previously approved design, with an increase in height being the main change (from a part four/part five storey size to a part seven/ part eight storeys). The extent of demolition is similar to the previously approved scheme, other than an increase in demolition to the western wall of Jubilee House (previously retaining 9.03 metres, now retaining 4.06 metres), and an increase in demolition to the northern wall of Spring Street stables (previously retaining 6.3 metres, now retaining 4.6 metres). The design intent remains as per the previous scheme.

The current proposal also involves partial demolition; conservation works and additions to the heritage buildings in order to facilitate the construction of a new residential development. These are summarised below:

Demolition

- Spring Street stables

All built form across the site other than the entirety of the front wall and the northern side wall to a depth of 4.6 metres from the front.

- Jubilee House

All built form across the site other than the entirety of the front wall and the two side walls, to a depth of 4.06 metres from the front.

Conservation Works

- Spring Street stables

A series of conservation works will be undertaken to the façade, including new windows to match the existing double hung timber framed windows and restoration works to the parapet. The rendered finish (with ashlar ruling) will be maintained but with a limewash in a red brick/terracotta colour, to match the dark pigment of the concrete façade.

- Jubilee House

Conservation works will also be undertaken to this façade, including new windows to match the existing double hung timber framed windows at ground floor; new multi-paned steel windows at first floor, to match the existing conditions; and a new roller door to replace the existing roller door. The existing render will be repainted to match the dark pigment of the concrete façade.

New Works

The new building will adopt a rectilinear form, defined by a grid-like structure and with four distinct portions: three addressing the street elevations and one deeper within the site. These portions are separated by a stair core (addressing Spring Street and setback 1.2 metres) and a setback entry (of 4.9 metres) between portions on Argyle Street. Although separated through the device of setbacks and insertions, the envelope adopts the same language and materiality throughout, maintaining a cohesive appearance across the site.

Built above a car-stacker arrangement in the deep portion of the site, the southerly portions of the building, which extend to each boundary, provide services, plant and amenity at ground floor, while the northerly portions provide communal areas for the residents above. Setbacks of built form are introduced at the northeast corner of the ground floor, providing a communal outdoor space that is demarcated by concrete columns and a tensile mesh at the boundary (2.25 metres from the northern boundary and 1 metre from the eastern boundary).

The building is constructed to all its boundaries at first floor, other than the eastern end of the northern boundary, which maintains the 2.25 metre setback of built form behind concrete columns, to provide balcony spaces. A balcony is located behind the retained heritage façade at Jubilee House and a roof terrace is provided within the concealed 'leg' of the envelope (in the southwest corner).

Setbacks are increased at the second floor, with the new envelope located at a distance of 3.8 metres from the north boundary behind Jubilee House. The 2.25 metre setback of built form behind columns at the boundary is maintained to the easterly portion.

A 2.4 metre wide private terrace is provided at the southeast corner of the site, addressing Spring Street, with a further private terrace to the southwest corner of the rectangular envelope (noting the 'leg' of the site maintains it's one storey form). These setbacks are maintained across the following floors 3-6.

The envelope at floor 7 is maintained to the northerly portions of the building, with a roof terrace (including a circular metal arbour) provided to the southerly portions, other than service/plant rooms, which are setback 4 metres from the eastern boundary.

Floor 8 provides plant and services, which are set back approximately 1 metre from the eastern boundary and 3.4 metres from the north boundary, behind a 1.65-metre-high metal wall.

As noted, a concrete grid structure defines the envelope, with the bays in between (from first floor upwards) slightly recessed. The grid structure is of either a light or dark pigment concrete materiality, which further define the differing portions of the building.

A tensile mesh is used between bays at ground floor, while the fire booster cupboard is located behind a light pigment concrete finish, with patterning to the lower portion.

The concrete materiality is continued within the bays: aluminium framed windows are located between a light pigment, concrete patterned materiality to the lower portions and light pigment concrete above from the first floor and above.

The stair core has a perforated metal mesh screen, to match the light pigment of the concrete grid.

9.0 Analysis of Heritage Impacts

The current scheme adopts a similar level of demolition to the 2014 approved scheme (other than a slight increase in demolition to the side walls), and has the same footprint, architectural language and materiality to the new envelope. The main change is an increase in height, which it is understood has been supported in consultation with the Development Facilitation Program (DFP).

Key considerations from a heritage perspective are the extent of demolition, its conservation and the relationship between the retained heritage fabric and the new.

It is salient to the analysis of the present proposal that the design proposition builds on the approvals previously granted for the site. This is particularly relevant in terms of the consideration of heritage outcomes, as local heritage policy has changed in the interim, and a DDO has been introduced that makes reference to heritage matters. The heritage policy that has remained constant is Clause 43.01, the heritage control.

In effect, notwithstanding the different expression of heritage policy(s) that has evolved since the previous approval, a key consideration is that the proposal remains relatively constant in relation to those aspects that were tested against Clause 43.01 in the past and found satisfactory.

To this extent, the key decision guidelines in terms of heritage considerations are those at Clause 43.01, ie:

- *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.*

The proposal has had reasonable regard for these decision guidelines and the associated matters.

It is also appropriate to have particular regard for the Objectives found at Clause 15.03-1L and those found within DDO40 (accepting that DDO40 is, in itself, an interim control rather than a permanent control).

Demolition

The extent of demolition of both the Spring Street stables and Jubilee House involves fabric that is either concealed from the street frontage, is altered or comprises later additions of little significance.

Key significant heritage fabric visible from the public realm will be retained, upholding the contribution both the buildings make to their adjacent streetscapes and HO334. The retained frontages include corner returns that will be visible in the new development, allowing for an understanding of their three-dimensional forms.

To the extent that the nature and extent of demolition that is proposed is broadly similar to that previously approved and has been refined in consultation with DTP for the purposes of this application, it is accepted that the demolition, removal or external alteration will not adversely affect the significance of the heritage place, ie of the South Fitzroy Precinct (HO334), and is acceptable with regard to Clause 43.01 on that basis.

In terms of the provisions of Clause 15.03-1L, the proposal seeks to conserve and adaptively reuse the key fabric of the heritage buildings rather than seeking their demolition. In terms of the partial demolition of these contributory buildings, the extent of demolition will not adversely affect the significance of the heritage place, being the South Fitzroy Precinct (HO334). Moreover, the overall development that is enabled by this partial demolition will contribute to the long term conservation of these contributory buildings and their capacity to contribute to the precinct. The extent of demolition is generally kept to areas that are not visible from the street frontage or would not be visible within the context of the development proposal more generally.

In both instances, the contributory buildings will be retained to an extent such that their three-dimensional form can be understood, and it is not only the façade that is to be retained. Critically, the replacement built form is of a high quality and achieves other important planning objectives, considerations which are also given weight within the context of Clause 15.03-1L.

Conservation Works

Beyond the items specially identified in this application, it is recommended that a Schedule of Conservation Works be required as a condition of permit, to ensure an accurate and historically appropriate outcome for the retained heritage fabric, in accordance with good heritage practice.

These works should include, but not be limited to, repairs to the render, corbels, urns and lintels, and repair and either restoration or replacement of the timber window frames.

New works – alterations and additions

The design has been guided by the retained heritage fabric on site, with these elements clearly given priority in the floor plan while directing the design parameters to ensure a sympathetic response and appropriate interfaces.

As noted above, the alterations and additions are in essence similar to those previously approved and thus endorsed with regard to Clause 43.01.

Accepting this, the key elements for consideration with regard to heritage policy generally are the interface of the upper levels with the retained front portions of the Spring Street stables, including the lack of upper level setback and the detailing of the transition from the heritage façade to the upper addition, and the overall height.

Having regard for height, the key heritage relationships are those that are established at the lower levels, and the two uppermost levels result in the most limited impact of all the additions. The previous approvals have already demonstrated that it is acceptable to see a shift in scale from the local two storey height to something more substantial, ie 5 or 6 storeys.

To the extent that a total height of 8 storeys is now sought, this can be seen to arise directly as a response to the objectives and encouragement of the Great Design Fast Track (GDFT) planning approval pathway. It is not seen to be a substantial shift conceptually insofar as the previous approval already accepted a scale of new built form that was in contrast to the scale of the existing heritage fabric.

Moving to matters of detail, the proposed ground floor setback to the corner is a good urban design outcome, with the provision of seating, communal areas and planting addressing the street. It also affords a respectful interface between the heritage fabric and the new fabric. The heritage building will be seen 'in the round' as the recessed entry draws past it, proving a distinct but responsive interface between envelopes. This outcome is reproduced at the interface with the heritage building on the east elevation, whereby the perforated mesh materiality of the stair core at the eastern elevation, will allow oblique views of the heritage side wall at Spring Street, effectively providing a three-dimensional view of the warehouse at this level and thus achieving a key policy directive of Clause 15.03-1L.

The design allows for a refined material palette, that provides a level of articulated restraint while also referencing the ornamentation to the heritage fabric in a modern manner, via the use of patterned concrete. It provides a visual backdrop that does not compete with the existing fabric, in part due to the rhythmic nature of the design.

The new works are demonstrative of the 'high quality design' that is encouraged under Clause 15.03-1L. They are respectful in terms of the pattern, proportion and spacing of elements on each elevation, in their masonry materiality, and in terms of the relationship between solid and void that is found to each elevation.

While the new works will have some visual pre-eminence as a matter of course due to their scale, they are designed to complement the heritage fabric and to allow the two contributory buildings to remain visually prominent in views from the street. The detailing and regularity of the proposed envelopes is

elegant, consciously pared-down, and low key in expression rather than irregular and contrasting in character. The new works are not designed to be overly 'eye catching' or disruptive in their relationship to the valued heritage character of the precinct and the contributory buildings within the site. To this extent the works can be seen to be 'visually recessive', even though prominent.

It is accepted that Clause 15.03-1L includes provisions with which aspects of the proposal do not specifically or in any obvious sense fully align:

Maintain views to the front of an individually significant or contributory building or views to a secondary façade where the building has two street frontages by not:

- *Building over the front of it.*
- *Extending into the air space above the front of it.*
- *Obscuring views of its principal façade/s.*

Setback additions:

- *To avoid facadism, where only the visible façade is retained and the remaining fabric is demolished.*
- *To maintain the visibility of the three-dimensional form and depth of a building.*

In the context of a proposal that is firmly anchored in the previous permit history for the site, a history which pre-dates the introduction of Clause 15.03, this is not surprising. However, it is clear that reasonable regard has nonetheless been had for the general objectives that underscore these particular provisions.

While the upper levels to the Spring Street stables build over the front of the building, they do not extend into the air space above the front of the building or obscure views to its façade. Although the additional levels are not setback, they do not result in the form of facadism identified in this policy nor, as discussed above, do they obscure the three-dimensional form of the building. The depth of the building is obscured because it is built against to both sides, as is appropriate (and as has previously been approved). These matters do not arise for consideration in relation to the upper levels to Jubilee House to Argyle Street, as the additional levels are set back on that portion of the site.

The interface between the lower built form of the Spring Street stables and the front portions of the upper level additions has been carefully designed in consultation with DTP and in response to feedback received during the design process. It presents as a considered transition that enables the parapet to the stables to remain evident and appreciable. The second floor directly above the stables has a reduced number of vertical piers relative to the grid structure above in order to create a visual break between the old and the new, enabling the historical warehouse/factory to read as a discrete element within the development. The upper levels thus make contact with the top of that parapet in an understated but compatible manner. This transitional level serves the same role as a setback in terms of separating the upper and lower forms in a distinct and appreciable manner.

Floor levels have been maintained, allowing the provision of a concealed balcony behind the retained fabric at Jubilee House; due to the retention of the windows at this level, the balcony will be indiscernible from the public realm. Moreover, the retention of floor levels provides a level of

cohesiveness to the overall development, that can often be lost in similar developments, where existing levels are not maintained. This ensures that the new envelope responds to the heritage fabric, rather than providing a dichotomy of envelopes that leads to an incohesive presentation.

The 3.8 metre setback to levels 2-7 behind Jubilee House accords with the location of the transverse roof form (that is currently concealed behind the parapet) and which is comparable to the 3.9 metre setback permitted under the existing permit.

Visually, the new envelope provides a rhythmic, ordered setting and backdrop to the retained frontages of the former stable and dwelling. The infill incorporates setbacks that are used to delineate the differing portions of the building, provide a degree of articulation, further enhanced through the grid structure and recessed bays. The articulation references the rhythm and layout of the surrounding heritage fabric, in a legibly modern manner, nevertheless providing a referential, sympathetic response.

To the extent this site provides an opportunity for the provision of a substantial extent of residential accommodation, the floor plan uses the available space in an efficient manner, while providing a sympathetic response to the heritage buildings on site.

It is also appropriate to review the scheme against the Design Development Overlay, (DDO40), which encourages a mid-rise character from 3 to 8 storeys, a scale that is sought in this application. The objectives of the DDO are as follows:

To ensure development responds to the mixed typology and heritage character in the streetscape by supporting:

- *a mid-rise character (ranging from 3 to 8 storeys) in the mixed use precinct of Fitzroy West which ensures the varied but low heritage street wall remains the visually dominant element of the streetscape and upper level developments are recessive providing a clear visual distinction between lower street walls and upper level development; and*
- *a new mid-rise character (ranging from 3 to 7 storeys) behind a new street wall in the Commercial 2 Zone land which reflects the Alexandra Parade corner, Nicholson Street frontages and surrounding heritage influences.*

To ensure the façade composition and articulation of development responds to:

- *the prominent heritage character of mixed industrial and residential heritage buildings within the streetscape of Fitzroy West; [...]*

As discussed above, the proposal seeks to ensure that the heritage street wall remains the visually dominant element of the streetscape, and that the upper level development to each street within the site has a clear visual distinction from the remnant heritage buildings that hold the street edges.

The manner in which the proposal seeks to achieve a recessive character is discussed above. The detailing and regularity of the proposed envelopes is carefully refined, consciously pared-down and low key in expression. It is recessive in character even though the scale of the upper levels carries with it some inevitable degree of prominence in views from the street.

Similarly, the articulation and composition of the new works is described above. The use of a gridded architectural expression comprising framed modules and openings that speak to a scale compatible with that of traditional door and window openings, rather than being over-scaled and monolithic, is critical in establishing a dialogue between the new works and the existing heritage buildings within the site and on neighbouring sites. This dialogue is reinforced through the use of appropriate materials and colours within the new works.

10.0 Conclusion

The proposed development for 11-13 Spring Street, Fitzroy achieves an appropriate balance between retaining key heritage fabric and achieving more intensive use of the site in keeping with the expectations of the DDO and the emerging character of this part of Fitzroy. The new infill envelope provides respectful interfaces to the frontages of the former stable and dwelling, allowing for an understanding of their original three-dimensional forms. The external treatment of the new building will provide a degree of articulation that reflects the finer scale and granularity of the heritage buildings on the site and in the adjacent streetscape. The scheme has been prepared with appropriate consideration for the significance of the *South Fitzroy Heritage Precinct* (HO334).

The proposal represents a considered and balanced outcome having consideration for previous approvals on the site, the purpose and decision guidelines of *Clause 43.01* and the associated heritage policies provided within *Clause 15.03* of the *Yarra Planning Scheme*.