Heritage Impact Statement

2-4 Ballarat Street & 14-18 Ovens Street, Brunswick
Proposed Development

Amended April 2021
Contents

1.0 Introduction ........................................................................................................ 2
2.0 Sources of Information ....................................................................................... 2
3.0 History & Description ........................................................................................ 3
4.0 Heritage Overlay ................................................................................................. 13
5.0 Policy Framework ............................................................................................... 14
6.0 Amended Development Proposal ...................................................................... 19
7.0 Discussion ........................................................................................................... 21
1.0 Introduction

This amended assessment of heritage impacts was prepared at the request of Fieldwork Architects on behalf of the owner of the subject land collectively known by the following addresses:

- 2-4 Ballarat Street
- 14 Ovens Street
- 16-18 Ovens Street

It relates to a proposal to partially demolish the existing built form on the subject land and construct a multi-storey residential development.

The analysis contained herein, comments upon whether the proposed development scheme is appropriate in character and detail, and whether it is acceptable in terms of its impact upon the established cultural heritage significance of the former industrial building on the subject site.

By way of background, an initial Heritage Impact Statement was issued by this office in November 2020 in relation to an earlier iteration of the scheme that retained and conserved the projecting ‘shroud’, or rendered masonry window feature, on the first floor of the southern elevation of the subject building. A subsequent site investigation by BG&E Façade Consultants, culminating in a Façade Observation Report (20/04/21), recommended the replacement of the shroud for structural and condition reasons.

Amendments have been made to this report to include an analysis of the heritage impacts arising from the removal and reconstruction of the shroud section of the building.

2.0 Sources of Information

The analysis below draws upon external site visits along with a review of the relevant documents and resources including the following.

- Heritage (Clause 22.02), Heritage Overlay (Clause 43.01) and Schedule 18 to the Design and Development Overlay (Clause 43.02 s18) in the Moreland Planning Scheme.
- Citation for Perucci Shirts Pty Ltd Factory by Heritage Alliance Pty Ltd 2009, sourced from https://vhd.heritagecouncil.vic.gov.au
- Façade Observation Report by BG&E Façade Consultants Pty Limited, 20/04/21, Revision 1.

The report has been prepared by Bryce Raworth Pty Ltd, and is to be read in conjunction with the amended drawings and other documentation prepared by Fieldwork Architects, dated 21 April 2021 and submitted with respect to this application.
3.0 History & Description

The Northern Suburbs Factory Study provides a broad overview of Brunswick’s early industrial history. The industrialisation of Brunswick was initially dependent on its position as a supplier to the building boom in Melbourne. This was true in both the exploitation of the brick clays on which the suburb stood and in the development of timber and moulding mills, and in the establishment of foundries. By the turn of the century each of these areas expanded and diversified; brickworks were joined by domestic and architectural terracotta and stoneware potteries; timber mills by joineries, moulding mills, sash factories and stair builders; and foundries by sheet metal, wrought iron and engineering works. The last decade of the nineteenth century also saw the development of two specialised industries; steel foundries and textile factories. The foundries were driven out by a more environmentally conscious Council in the 1960s while the textile firms, having enjoyed considerable success from the 1930s to 1960s were decimated during the last 15 or 20 years by competition from imports. Many specialist spinning, weaving and knitting mills as well as clothing factories, hosiery knitters and synthetic fibre mills gave the Brunswick and Coburg textile industry an exceptionally diverse and comprehensive variety of firms. Today, the ranks of empty and derelict textile factories along Lygon St. pose a depressing sight. (Gary Vines and Matthew Churchward 1992, p.66)

Unlike many of the major thoroughfares in Brunswick, the subsidiary streets on the western side of Sydney Road remained partially undeveloped until the early decades of the twentieth century, which saw much interwar and post war development in Ballarat and Ovens streets. The 1904 MMBW plan (below) shows the subject site predominantly vacant at the beginning of the twentieth century. It also depicts 10, 14 and 18 Ovens Street as being occupied by early residential dwellings that have since been demolished, with number 10 being incorporated into the subject factory site at a later date.

Figure 1 1904 MMBW plan extract showing the subject land on the corner of Ballarat Street and Ovens Street as vacant at this time, except for a weigh bridge on the Ballarat Street frontage. Source: State Library of Victoria.
Further site specific historical details in relation the former manufacturing building are provided in Council’s citation:

This building was erected in 1955 as a factory for the well-known clothing manufacturer then known as Yakka Overalls Pty Ltd. The company had been founded in two decades earlier by Brunswick-born David Laidlaw (1902-1979), whose mother had previously made garments from the family home in Edward Street. In 1922, David commenced work with a local firm, Castle Clothing, and, after rising from foreman to manager, decided to start his own business. He initially worked from home with his wife and a few staff before transferring to a converted cinema at 153 Weston Street, Brunswick, in 1939, and thence to larger purpose-built factory at 260 Lygon Street. The company won several lucrative government contracts during the Second World War (most notably from the RAAF), and employed eighty people by the end of 1945. The post-war period saw further expansion, with new factories established for specific clothing lines. An old army hall in Sunbury was converted into a production centre for ‘Nicks’ (children’s shorts with a bib front), and the present building was erected in Ballarat Street, Brunswick, to make denim jeans as well as combination and bid-and-brace overalls.

The rate book for 1954-55 (dated 11 November 1954) listed David Laidlaw’s two sons, Brian and John, as owners of property on the corner of Ovens and Ballarat Street, comprising a four-roomed timber house and vacant land with a combined frontage of 200 feet. A pencilled amendment to the rate book, obviously made during 1955, noted that a new factory had been built on the site, occupied by Yakka Overalls Pty Ltd with a Net Annual Value of £1,500. Elsewhere, it is recorded that construction of the factory commenced in April 1954 and was completed in March 1955.

The new building was designed by architect Bruce Marshall of A K Lines, McFarlane & Marshall. This firm, founded Albert Keith Lines (1897-1981) in the 1930s, went on to become well-known in the post-war era as designers of council offices (eg at Benalla, Ringwood and Oakleigh), office buildings (eg Rigby House in Queens Road) and factories. Amongst the firm’s more notable industrial projects were a milk pasteurising plant for the Co-Op Farmer’s Milk Company at Bentleigh East (1953) and an engine factory for Ruston & Hornsby at Dandenong Road, Clayton (1954), both of which were well-published in architectural journals of the day. The new Brunswick premises of Yarra Overalls Pty Ltd, which were officially opened by the Premier, John Cain, on 13 May 1955, was itself illustrated in the journal Architecture and Arts two months later. The same architects went on to design a striking modernist house in Kew for Yakka’s founder, David Laidlaw, which was published in Australian House & Garden in January 1961.

As it turned out, the new building in Ballarat Street was occupied by Yakka Overalls Pty Ltd for only a short period. Such was the company’s ongoing success that, in 1964, it moved yet again – this time to an even larger factory in Broadmeadows (where its headquarters still remain to this day). However, it also retained a presence in the Brunswick area in the form of a factory or distribution centre at 31 Tinning Street, which opened c.1965. The company continued to expand from the late 1960s, branching into other types of clothing and opening new factories at Wangaratta and Wodonga in Victoria, and at Albury and Darlinghurst in New South Wales.

The company’s former premises in Ballarat Street were listed in directories as a ‘vacant factory’ in 1965-66, and thence as a production centre for Fletcher Jones, another well-known Australian garment manufacturer. This company had been established in Warrnambool, where a large factory had been built in 1948 for the manufacturer of men’s trousers and, later, of women’s slacks and skirts. When the company decided to begin making men’s suits in 1966, it was found that there was insufficient skilled labour in Warrnambool, which prompted the establishment of the production centre at Brunswick. The company remained in Ballarat Street until the early 1980s, by which time it had established another production centre in Frith Street.

The next occupant of the Ballarat Street premises was Perucci Shirts Pty Ltd. This company, styled as “actual makers of craftsmen tailored shirts in the European tradition” was established by Bill Perucci in 1978, initially occupying a small factory at 45 Beeuse Street, Brunswick. It relocated to Ballarat Street in 1983 and remained there until the company closed in November 2008. At the time, it was described as one of the last remaining clothing manufacturers in Brunswick.
Figure 2 The Argus, Saturday 14 May 1955, page 5. Source: Trove: nla.gov.au
Located on the northeast corner of Ovens and Ballarat Streets, the subject allotments at 2-4 Ballarat Street support a large industrial building formerly used as a textile factory.

The double-storey Ballarat Street frontage is articulated in three components with red brick on the western half (punctuated by five small square windows symmetrically positioned at both levels), with a projecting upper storey with expressed concrete frame and fully glazed window wall on the eastern side (a feature described in this and other reports as the ‘shroud’) located above a roller shutter vehicular entry with central glazed entrance at ground level.

The Ovens Street frontage supports a double storey red brick facade with large vertical steel-framed window bays at the southern end, stepping down to a single-storey brick section with a double row of horizontally positioned windows running along its length. When viewed from the laneway on the eastern side of the building, a sawtooth roof profile is evident, clad in corrugated cement sheeting, indicating that this single storey section comprised the main factory floor. This eastern elevation also exhibits redbrick cladding with steel framed windows symmetrically arranged. The northern elevation is plain red brick.

In terms of the site’s context, this part of Brunswick on the west side of Sydney Road is predominately characterised by late nineteenth and early twentieth century commercial buildings, with medium-high density residential development becoming increasingly prevalent.

Figure 3  Looking at the west end of the south, Ballarat Street elevation of the subject site, ie from Ovens Street.
Figure 4  Looking north east at the west elevation from the corner of Ovens and Ballarat Streets.

Figure 5  View of the glazed tiled window surrounds at the west side of the Ballarat Street (south) elevation of the subject site.
Figure 6  Saw tooth roof form along the east elevation facing onto the laneway.

Figure 7  Southern end of the east elevation, viewed from the laneway.
Figure 8  The double storey volume at the corner of Ballarat and Ovens Streets is to be retained in the proposed development.

Figure 9  The unnamed laneway extending along the east side of the subject site from Ballarat Street.
Figure 10  East end of the Ballarat Street façade, showing the ‘shroud’ glazed element at first floor that is proposed to be removed and reconstructed.

Figure 11  Internal view of the first floor (east end) of the subject building. The visible partitions are non-original, and various holes and marks within the ceiling suggest the alignment of earlier walls that have been removed.
Figure 12  Internal image of the ground floor in the southern section of the building.

Figure 13  Non-contributory post-war dwelling at 14 Ovens Street, Brunswick.
Figure 14 Vacant carpark allotment at 16-18 Ovens Street, further to the north along the east side of Ovens Street.

Figure 15 View north along Ovens Street, towards recent multi-level development at 14 Hope Street, Brunswick.
4.0 Heritage Overlay

The former factory site at 2-4 Ballarat Street, Brunswick is classified as an individually significant place in the citation for the 'Perucci Shirts Pty Ltd Factory', prepared by Heritage Alliance Pty Ltd in 2009. The place is listed in the Schedule to the Heritage Overlay of the Moreland Planning Scheme as (HO385) '2-6 Ballarat Street, Brunswick – Perucci Shirt Factory (former)'.

The Statement of Significance for the site is excerpted from the citation as follows:

What is significant?
The building at 2-6 Ballarat Street, Brunswick, is a modernist factory comprising a sprawling sawtooth-roofed production building and a double-storeyed office/showroom on Ballarat Street. The latter presents a particularly striking facade, with a projecting concrete-framed and fully-glazed upper storey and a sloping lower level with tiled cladding, plain black columns and tinted paving. Designed for Yakka Overalls Pty Ltd in 1955 by architects A K Lines, Macfarlane & Marshall, the factory was subsequently occupied by Fletcher Jones (1966-1982) and Perucci Shirts (1983-2008).

How is it significant?
The factory is of historical, architectural and aesthetic significance to the City of Moreland.

Why is it significant?
Historically, the factory is significant for associations with a succession of important Australian clothing manufacturers that have become household names (AHC Criterion H.1). Built in 1955 for Yakka Overalls Pty Ltd, it provides evidence of the post-war expansion of an important local company after it had outgrown two earlier premises in Brunswick. The building marks a significant phase in the ongoing development of this company, which saw it move to even larger premises in Broadmeadows in 1964 and to establish additional factories in regional Victoria and New South Wales in the 1970s. In the same way, the building’s occupation by the Warrnambool-based firm of Fletcher Jones demonstrates the expansion of that company’s industrial activity into the Melbourne metropolitan area due to the local unavailability of skilled workers. With its subsequent occupation by Perucci Shirts until very recently, the building has been continuously occupied by the clothing manufacturers for more than fifty years. Once cited as Brunswick’s last remaining clothing factory, the building thus demonstrates a significant sub-theme in the industrial history of the municipality (AHC Criterion A.4).

Aesthetically, the building is significant for its Ballarat Street frontage: a bold and striking modernist composition that is virtually unaltered and thus remains highly evocative of the 1950s period (AHC Criterion F.1). The projecting upper storey, with expressed concrete frame and fully glazed window wall, is typical of fine commercial and industrial design of the era, while the ground floor, with its plain black columns, tinted concrete paving and inward sloping wall being particularly distinctive elements. Overall, the building exhibits a notable (and notably rare) level of physical intactness, consequent to being continuously occupied for more than fifty years by companies engaged in the same industry.
5.0 Policy Framework

As the site at 2-4 Ballarat Street is included in the Heritage Overlay, it 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.

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

- 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 proposal will be assessed against the City of Moreland’s local heritage policy Clause 22.06, which provides further guidance as to the forms of development that might be appropriate in Heritage Overlay areas. Relevant policy is reproduced as follows (underlining for emphasis):

22.06-3.2 Demolition
It is policy to:

- Encourage retention of contributory or significant heritage fabric required to maintain the original streetscape appearance.
- Discourage total demolition of a contributory or significant heritage place unless it can be demonstrated that:
  - The building is structurally unsound and that the contributory or significant heritage fabric has deteriorated beyond reasonable repair and would require reconstruction of the whole; and
  - Any proposed replacement building makes a positive contribution to the heritage significance of the heritage place.
- Not accept poor condition or low integrity of a heritage place as sufficient justification for total demolition.
- Support the demolition of non-contributory buildings in a heritage precinct, subject to the provision of a replacement building.
- Support partial demolition of a heritage place, if:
  - The fabric proposed to be removed does not contribute to the heritage significance of the place; and/or
  - The removal will enhance the significance of the place or facilitate conservation outcomes in accordance with the provisions of this policy; and/or
- Discourage total reconstruction of a heritage place as an alternative to retention.
- Consider proposed relocation of a contributory or individually significant heritage building as total demolition.
- Require the owner/developer to provide a visual record of any contributory or significant heritage fabric that is to be demolished or removed to the satisfaction of the responsible authority prior to the demolition being approved.

22.06-3.3 New buildings, alterations and additions
It is policy to:

General

- Encourage new buildings and alterations and additions that:
  - Respect the existing scale, massing, form and siting of contributory or significant elements and do not dominate the heritage place or precinct;
  - Avoid alterations to the contributory or significant buildings (including new windows or door openings);
  - Adopt innovative and contemporary design that makes a positive contribution to the heritage place; and
  - Do not closely replicate historic styles and detailing.
- Ensure that new buildings, alterations and additions do not obscure important view lines to contributory or significant heritage buildings or their features.
- Encourage the restoration and/or reconstruction of missing architectural elements that formed part of the original heritage fabric, if adequate evidence about its previous or original form is available.
- Avoid using non-contributory and atypical built forms as a reference point for new works.

[...]
Alterations and additions to contributory or significant heritage places and fabric

- Ensure alterations and additions (including upper storey additions) to contributory or significant heritage places adopt the following design guidelines:
  - Additions to contributory heritage places should be visually recessive and not dominate the heritage place.
  - Additions to individually significant places should, as far as possible, be concealed by existing heritage fabric when viewed from the front and visually recessive when viewed from any other adjoining street (not a laneway).
  - Existing facades, rooflines, chimneys or other elements that form part of the contributory or significant fabric of the heritage place should be preserved and not altered (such as new windows or door openings).

- Ensure that, on corner sites, upper storey additions are distinct from, and read as secondary elements to the heritage place when viewed from the secondary street frontage.

- Require an application that proposes upper storey additions to be accompanied by sightline diagrams including oblique view diagrams from each adjoining street (not a laneway) or a public park abutting the property.

The visibility of the proposed additions will be assessed from the opposite side of any street (not a laneway) or public park abutting the property, taken from a height of 1.6 metres above ground level.

Council may approve development that does not meet these requirements if it can be demonstrated to the satisfaction of the responsible authority that the characteristics of the particular site make compliance unrealistic.

22.06-3.12 Industrial heritage places

It is policy to:

- Encourage the retention of contributory or significant heritage fabric unless retention undermines the continued viable operation of an industrial use.

- Encourage the retention of as much contributory or significant heritage fabric as possible, if the site is redeveloped.

The subject site comprising 2-4 Ballarat Street and 14-18 Ovens Street is also subject a Design and Development Overlay (DDO18) ‘Brunswick Activity Centre – Sydney Road and Upfield Corridor’. This provides specific guidance in relation to future development on the subject land, including with respect to height and setbacks. Relevant sections of this policy relating to design objectives, buildings and works and decision guidelines are reproduced below:

1.0 Design objectives

Built form

- To encourage a new mid-rise built form character with lower built form at the interfaces with the adjoining low rise residential areas.
- To complement the valued built form and heritage character along Sydney Road and respect the form, design and context of buildings of individual heritage significance in the precinct.
- To ensure the street wall remains the visually dominant element of all development in Sydney Road and that any height above the street wall is visually recessive, subservient and does not dominate the streetscape appearance.
- To establish a new cohesive built form character in off-corridor locations to the east and west of Sydney Road to achieve an appropriate balance between a sense of enclosure and openness and to ensure new street walls reinforce the existing character of street walls in nominated off-corridor streets.
- To protect the amenity of existing and proposed public open spaces and key pedestrian streets, and maintain reasonable amenity for residential properties within and adjacent to the activity centre.
2.0 Buildings and works

Building height
- Building height should not exceed the preferred maximum building heights as shown in the Sydney Road and Upfield Corridor Overall Building Heights, Map 1A (North) and Map 1B (South).
- Building height is the vertical distance between the footpath or natural surface level at the centre of the site frontage and the highest point of the building. This does not include architectural features and service equipment including plant rooms, lift overruns, structures associated with green roof areas and other such equipment provided that the following criteria are met:
  - Not more than 50% of the roof area is occupied by the equipment (other than solar panels);
  - The equipment is located in a position on the roof so as to minimise additional overshadowing or neighbouring properties and public spaces;
  - The equipment does not extend higher than 3.6 metres above the maximum building height; and
  - The equipment and screening is integrated into the design of the building to the satisfaction of the responsible authority.

Buildings of individual heritage significance
- Development on sites containing buildings of individual heritage significance where no preferred maximum height is specified on Map 1A (North) and Map 1B (South) should demonstrate:
  - How the proposed building height responds to the heritage significance of the site and its context; and
  - How the design objectives of this schedule have been met.

Street walls
- Street wall heights on the following streets should be between 9 and 12 metres:
  - Ovens Street;
- Ballarat Street; Development that seeks to vary the street wall heights must demonstrate how the design objectives and requirements of this schedule will be met.

Upper levels (streets other than Sydney Road)
- Any part of a building above the street wall height should:
  - Be setback at least 5 metres from the street boundary. Balconies and other architectural features may protrude into the setback by a maximum of 2 metres.
  - On narrow corner lots the upper level setback at the secondary street frontage may be varied. Narrow lots are generally those lots where the depth is greater than fives time the width, and where the lot size is smaller than 750m2.
  - From ground level not exceed the horizontal distance from the opposite street boundary as illustrated in Figure 2 below.
  - Adopt the same street setback for at least 75% of the height of the upper levels to avoid ‘wedding cake’ built form outcomes.
  - Be designed to respect the form and design of adjacent civic buildings and heritage places.
- Development that seeks to vary the upper level setbacks must demonstrate how the design objectives and requirements of this schedule will be met.
Buildings of individual heritage significance

- Development on sites containing buildings of individual heritage significance where no upper level setback is specified should demonstrate:
  - How the proposed upper level setback responds to the heritage significance of the site and its context; and
  - How the design objectives of this schedule have been met.

5.0 Decision Guidelines

The following decision guidelines apply to an application for a permit under Clause 43.02, in addition to those specified in Clause 43.02 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:

- The Sydney Road and Upfield Corridor Strategic Framework Plan.
- How development within Category 2 Employment areas responds to the built form requirements for Category 2 Employment areas.
- The opportunities and constraints of the site.
- Whether the maximum building height is achievable having regard to lot size, dimensions (width and depth) and/or those sites within or adjoining the Heritage Overlay.
- Whether an increased upper level setback is required having regard to the heritage significance of the site or an adjoining site within the Heritage Overlay.
- Whether the preferred maximum street wall height is achievable having regard to the heritage significance of the site or an adjoining site within the Heritage Overlay.
- How the development responds to the fine grain character of Sydney Road.
- How the development considers views along Sydney Road to landmark buildings of individual heritage significance.
  The extent to which development achieves the design objectives in Part 1.0 of this schedule.

The preferred building height for these allotments as identified in Map 1a (North) is 17 metres.

6.0 Development Proposal

The amended scheme proposes a redevelopment of the subject site which incorporates the properties at 2-4 Ballarat Street, 14 Ovens Street, and 16-18 Ovens Street. 2-4 Ballarat Street is occupied by an individually significant former industrial building which will be partially demolished, 14 Ovens Street supports a non-contributory post-war dwelling which will be demolished in its entirety, and 16-18 Ovens Street is vacant land utilised for car parking. An eight storey residential development will be constructed behind and above the retained elements of the former industrial building.

Demolition

The primary double storey Ballarat Street envelope of the former industrial building is proposed to be retained, with the exception of the first floor shroud - comprising the projecting expressed concrete frame and fully glazed window wall on the east side of the facade. The brick return wall on the south west corner of the building will be retained – up to the point where it meets the lower built form that extends north along Ovens Street. The full length of the east elevation on the laneway – featuring the sawtooth roof profile – will also remain. The balance of the building, inclusive of the shroud, roof, single storey wall at the northern end of Ovens Street, interior fabric and remaining parts of the east and rear elevations will otherwise be demolished.

It is proposed to demolish the single-storey brick structure at 14 Ovens Street (not subject to a heritage overlay) outright.

New Works

The scheme proposes a new building envelope of 8 levels with varying setbacks constructed behind and above the retained structural bay of the heritage building.

On the primary south elevation, the proposed setback for the second to the sixth storey from the ground and first floors of the heritage building on the Ballarat Street elevation is 6.5 metres. On the eastern elevation, the proposed side setback between the sawtooth wall and the new built form will be 4.5 metres at 2-4 Ballarat Street, and zero setbacks to the east boundaries of 14 and 16-18 Ovens Street. The north and west elevations of the proposed development will likewise be built up against the boundary.

In terms of plan, the scheme will incorporate two basement levels containing car parking and internal services. These basements will be accessed from a carpark ramp on Ovens Street with an entry at the north end of this west elevation. At ground floor there will be retail and commercial space in the south
west and south east corners of the building, with a lobby entrance in the centre of the Ballarat Street façade. A carpark ramp, switch room, stairwell and lift entrance will be located in the north west corner of the building. An outdoor landscaped area will run through the centre of the development in a north south direction, separating various configurations of apartments positioned to the west of this facing Ovens Street, and to the east oriented facing the laneway. Levels 1 to 4 will adopt a similar layout of apartments oriented to the east and west of the site with open space extending up the centre, with additional apartments to the north of the Ovens Street elevation and further apartments facing Ballarat Street setback behind the heritage façade. Levels 5 to 7 adopt an increased setback of 10.775 metres from Ovens Street on the west elevation and Level 7 also has a greater setback at 9.3 metres from Ballarat Street on the south elevation. Each of these levels also contain apartments with an external walkway running up the centre. Finally, the top level will feature a roof top pavilion and external services.

The facade of the upper level addition will be finished with grey concrete cladding of varying textures and tonalities massed in differing proportions on the respective elevations.

The treatment to ground floor apartments at the northern end of the Ovens Street elevation includes substantial expanses of glazing interspersed with narrow sections of red brick stretcher bond (BR-01), while levels 1-3 are massed into 4 sections with an exposed aggregate concrete finish around regular glazed windows. These sections are separated by a lift shaft to the north, then two louvred window suits further south. The louvers to the window suits will adopt a natural anodised aluminium to the balconies. A similar concrete finish is continued at the upper levels 4-7 on this west elevation, albeit distinguished by a lighter grey colour and a ribbed texture. There will be pedestrian entrances to the apartments along Ovens Street. Fenestration will be articulated with varying widths of a square or vertically orientation, with a large extent of glazing throughout the new development.

The south elevation on Ballarat Street will largely retain its original streetscape presentation at the lower 2 levels. The projecting shroud on the southern elevation of the subject building will be removed and reconstructed. Levels 2-7 will be treated in the same light grey ribbed concrete cladding as used for 4-7 on the west elevation, and will be similarly interspersed with a vertically oriented window arrangement.

Sited behind the sawtooth roof profile, on the east elevation facing the laneway, a much more regularly patterned arrangement is adopted. The predominant surface treatment is the light grey ribbed concrete cladding, vertically oriented windows and sections of glazing, and the window suits will be screened by natural anodised aluminium balconies.

Finally, the rear north elevation of the proposed development comprises an array of surface treatments including exposed aggregate concrete finish, light grey ribbed concrete cladding, smooth pre-cast concrete finish, stainless steel cable mesh metal, glazing, and window suits screened by natural anodised aluminium balconies.
7.0 Discussion

From a heritage perspective, there are two fundamental considerations in relation to the proposal – firstly, whether the extent of demolition of the existing structures is acceptable, and secondly, the appropriateness of the new works in terms of heritage impacts on the subject individually significant building. These aspects of the proposed scheme are discussed separately below.

Demolition

The scheme proposes retention of the front two storey envelope of the building (with the exception of the shroud section which requires reconstruction for the reasons set out in the Façade Observation Report by BG&E Façade Consultants Pty Limited) and the eastern elevation with the sawtooth roof profile. Local policy encourages the retention of significant heritage fabric - insofar as possible. Relevant sections of Council policy relating to demolition are reproduced as follows.

22.06-3.2 Demolition

It is policy to:

- Encourage retention of contributory or significant heritage fabric required to maintain the original streetscape appearance.

[...]

- Support partial demolition of a heritage place, if:
  - The fabric proposed to be removed does not contribute to the heritage significance of the place; and/or
  - The removal will enhance the significance of the place or facilitate conservation outcomes in accordance with the provisions of this policy; and/or
  - The extent of demolition will not result in facadism.

[...]

An inspection of the subject site determined that demolition of most of the existing structure behind the external walls was justified as much of this fabric – inclusive of the roof and all internal features – were of limited significance and/or limited visibility from the public realm. Nor are there any internal controls on the building under the provisions of the Heritage Overlay. The elements of primary importance as identified by the statement of significance, including the southern Ballarat Street presentation of the building (with the exception of the shroud section, which requires reconstruction) and the return double storey wall extending up a section of Ovens Street, along with the east sawtooth wall profile on the east elevation, are to be retained.

Having regard for the discouragement of facadism and the encouragement of new works that do not overwhelm the heritage place, it is noted that a range of alternative extents of retention were reviewed to test the benefits associated with such options in terms of the presentation of the fabric. In reality, the roofs to both the two storey section and the sawtooth roofs behind are not legible or visible in the public realm – with the sawtooth elevation to the eastern laneway being the only visible fabric demonstrating the presence of that roof. The key original fabric that contributes to the building’s streetscape presence along Ballarat Street is being retained (with the exception of the shroud section which requires reconstruction), with sufficient corner returns for the building to remain legible as a three-dimensional volume, albeit with substantial additions at setbacks from each side and particularly from the front elevation. Furthermore, the new development is massed such that the retained building will not present as a ‘skin deep’ façade only.
As has been noted, the scheme initially sought to retain the projecting shroud on the southern elevation of the subject building, however a subsequent site investigation by BG&E Façade Consultants found the structural integrity of this element to be insufficient and recommended the replacement of the shroud. While retention of original significant fabric is always the optimal outcome sought for heritage buildings, an accurate reconstruction of this important design element is preferential to the complete loss of its visual contribution to the building. Council policy recognises that limited demolition is necessary in some circumstances to ‘facilitate conservation outcomes’ brought about in ensuring the long term use of redundant buildings such as this.

It is recommended that an appropriate reconstruction methodology for the shroud be prepared by a suitably qualified professional as part of a broader works schedule – this could form a condition of a planning permit.

The structure within has been altered, with the first floor having been extended northward with a cantilevered extension into the factory space, and the interiors have been reworked such that there is no clear understanding of the original room divisions in the office areas. In effect, there are no valued interiors or structural entities that warranted retention, and little in the manner of a structural division internally that was of importance. Having regard for this, and the lack of internal controls, the complete reworking of the interior is supported.

The existing single storey street wall on Ovens Street is proposed to be demolished beyond the double storey element of the heritage building. While this element may be considered to be of some contributory value as original factory fabric, it is not specifically referred to in the statement of significance and it is understood that its retention is prohibited by design considerations such as the provision of adequate amenity within the proposed development and a level of activity to the streetscape. In this instance, the proposed demolition of the lower built form along Ovens Street is supported on the basis of its limited architectural interest. Council policy at Clause 22.06 discourages the outright demolition of fabric of buildings of individually significance, but these are discretionary guidelines. The removal of this fabric of lesser significance is supported on the basis that the single storey wall is a secondary element with less of a street presence than the primary elements to be retained on the south, east and part of the west elevation – which demonstrates a strong commitment to achieving a positive heritage outcome for this proposed redevelopment.

The extent of demolition at 14 Ovens Street is supported as this land is not subject to a Heritage Overlay. 16-18 Ovens Street is largely vacant and can therefore easily be incorporated into the proposed development.

**New Works**

The key heritage sensitivities relate to the scale and setbacks of the new upper level additions and their interface with the heritage building. The scale and setbacks of the new works are offset by design excellence, referred to in the local policy as “innovative and contemporary design that makes a positive contribution to the heritage place.” The DDO provisions reinforces the importance of articulating a design for the upper levels that “responds to the heritage significance of the site and its context” and results in new works as being read as secondary elements.
Heritage policy encourages new buildings that ‘Respect the existing scale, massing, form and siting of contributory or significant elements and do not dominate the heritage place or precinct.’ At eight storeys, the proposed development exceeds the 17 metre height recommended by the DDO, however this is regarded as more an urban planning consideration than a heritage consideration per se. There are numerous approved and completed apartment developments of a comparable scale immediately west of Sydney Road.

It may reasonably be argued that built form of the height proposed essentially reflects the emerging character of the side streets to the west of Sydney Road in this section of Brunswick as recognised by and encouraged by the DDO, a character that is likely to be embodied in future nearby developments that contribute to the visual setting of the subject site.

The main setback of 6.5 metres from the Ballarat Street façade is sufficient to enable physical and visual separation. It is similar to, or greater than, the extent of setback seen at many comparable industrial and commercial sites that are redeveloped with residential built form, both in Moreland and in other inner metropolitan municipalities. It is more than the 5 metre minimum encouraged under the DDO, and is chosen to ensure that the new higher built form is set behind the rendered white portion of the front building, which is a key element that signifies the ‘front’ of the building.

Further to this, it is understood that heritage issues have been weighed and considered in the preparation of DDO18, and are not in and of themselves something that should be seen to moderate the DDO. Rather, the DDO should be seen to moderate the expectations typical in exercising discretion in relation to the Heritage Overlay. This is the view adopted by VCAT and most Councils in relation to the effect of a DDO upon an HO.

It is also understood that community benefits provided by the development are a relevant consideration in the case of this application, noting that these align with the City of Moreland’s policies surrounding affordable housing.

The interfaces of the retained industrial frontage with the new building envelope is carefully managed. The contemporary character of the proposed development provides a clear visual separation between the old fabric and new, allowing for the visibility of the retained primary envelope on Ballarat Street, the corner return to Ovens Street, and the sawtooth wall profile on the laneway. More generally, the setbacks of the upper levels serve to moderate any tendency toward visual dominance of the upper levels in the overall architectural composition relative to the retained structural bay.

The external treatment to the upper levels behind the structural bay is of an appropriately contemporary character, with surface finished including exposed aggregate concrete finish, light grey ribbed concrete cladding, smooth pre-cast concrete finish, stainless steel cable mesh metal, glazing, and window suits screened by natural anodised aluminium balconies, all being neutral and low-key.

The scheme demonstrates positive heritage outcomes by way of conservation works to the retained façade. This includes removing graffiti, revealing green glazed tile detailing, and repainting previously painted surfaces in an appropriate colour scheme. On the east and west elevations, glazing will be removed and replaced with new glazing and steel frames. The shroud at the eastern end of the southern
Elevation will be reconstructed to its original detail and presentation, albeit meeting modern code requirements in terms of glazing. At the western end of the southern elevation, the existing dilapidated windows with translucent glazing will be removed and replaced, and the green glazed tiles will be restored or replaced on a like-for-like basis. The vent penetrations in this west end of the southern elevation will be removed and replaced with matching brick extent of wall (refer to TP-104). These proposed works are acceptable as they will remove potential asbestos mortar, retain the pattern of fenestration and enhance the overall appearance of the significant elements of the primary and secondary façades.

In conclusion, the proposed scheme for 2-4 Ballarat Street has been developed with careful consideration for relevant Council policy guidelines and heritage considerations. The scheme successfully retains and integrates the former industrial building into the new development in a considered manner, such that the striking mid-century architectural expression continues to present to Ballarat Street in a three-dimensional form rather than as a façade or fragment.

The new development responds to the materiality, and patterns of articulation represented by the heritage building. The upper levels incorporate setbacks to the primary Ballarat Street and secondary eastern elevation and a section of the Ovens Street elevation, and a restrained external treatment that will reduce visual dominance. The scale of the scheme reflects the emerging character of the side streets to the west of Sydney road in this section of Brunswick and has been designed with appropriate regard for relevant Council heritage policies and heritage considerations more generally. A planning permit for the current scheme is supported having regard for these matters.