

Bryce
Raworth

CONSERVATION | HERITAGE

Heritage Impact Statement

116-122 Lydiard Street North and 8-10 Mair Street, Ballarat

29th April 2022



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1.0 Introduction

This assessment of heritage impacts was prepared on behalf of the owner of the subject site at 116-122 Lydiard Street North and 8-10 Mair Street, Ballarat.

It concerns the proposal for internal alterations and the partial demolition of the heritage buildings at 116-122 Lydiard Street North, full demolition of modern buildings at 8-10 Mair Street and the redevelopment of the site into an hotel and commercial occupancy.

This report comments on whether the proposed scheme is appropriate in character and detail, and whether it is acceptable in terms of its impacts upon the significance of the existing buildings on the site and other heritage places within its environs.

2.0 Sources of Information

The analysis below draws upon inspections of the site and its environs along with a review of the relevant clauses from the Ballarat Planning Scheme, including:

- Clause 15.03-1S Heritage Conservation
- Clause 21.06 Built Form, Heritage and Design
- Clause 22.05 Heritage Conservation and Heritage Precincts
- Clause 43.01 Heritage Overlay

Reference is also made to the following documents:

- *The Heritage Overlay – Guidelines for Assessing Planning Permit Applications* (Heritage Victoria, Public Draft February 2007).
- *Ballarat Conservation Study*, prepared by Jacobs Lewis Vines Architects, 1978.
- *Ballarat Heritage Precincts - Statements of Significance 2006*.
- *Ballarat Heritage Study Stage 2: Heritage Precincts* (Hansen Partnership Pty Ltd in assoc. with Wendy Jacobs & Naga Services, July 2003).
- *Victorian Places*, <https://www.victorianplaces.com.au/ballarat-city>
- *Victorian Heritage Database*, <https://vhd.heritagecouncil.vic.gov.au/>
- *National Trust (Victoria) Register*, <https://www.nationaltrust.org.au/services/heritage-register-vic/>
- *Picture Collection*, State Library of Victoria, <https://www.slv.vic.gov.au/>
- *'Digitised Maps of Ballarat'*, Public Records Office of Victoria, <https://prov.vic.gov.au/about-us/our-blog/digitised-maps-ballarat>
- *Sovereign Hill Museums Association*, <https://ehive.com/collections/4819/sovereign-hill-museums-association>
- Historic images (various), *Trove Online*, <https://trove.nla.gov.au/>
- Historic Property Service Plans (various), Central Highlands Water

The report is to be read in conjunction with the drawings prepared by Plus Architecture Pty Ltd and other documents submitted with respect to this application.

3.0 History

The subject site is located in one of the oldest parts of Ballarat in an area defined by Lydiard Street, Mair Street and the railway reserve. The establishment of the city had been triggered by the discovery of gold in the district in August of 1851. Lydiard and Mair Streets were some of the earliest to be laid out in what was initially a tent city. The *Ballarat Heritage Study* provides an overview of the historical development of this part of the town.

*Prior to development of the township of Ballarat, the only road in the district was Raglan Road that followed the course of what is now known as Sturt Street. It was three chains wide and amongst other things was used as a cattle stock route between Geelong and Adelaide. In 1851 with the influx of thousands of gold diggers and associated industries the squatting era came to a close.
[...]*

Following the influx of thousands of gold diggers, the Government sent its surveyor, Mr W.S. Urquhart to Ballarat to survey and layout a township. Urquhart assessed the topography and determined to create the town on the plateau using a four block grid pattern lay out. Urquhart's plan promoted Lydiard and Armstrong Streets as the main thoroughfares and Mair, Dana and Sturt Streets as cross streets. Urquhart did not survey east of Lydiard Street, which was the site of the Government Camp. The Government Camp was the administrative centre established by the Government to keep order in the goldfields and was located at the edge of the township where it had views across the diggings. The main streets in the grid were named after the police officials in the district.

A post office was established near the Government Camp on the corner of Lydiard and Sturt Streets. This early timber post office was replaced with the existing brick building completed in 1863. The post office building became a focus for social and commercial processes.

The Precinct had become a focus for commercial development by the mid to late 1850s. According to Weston Bate, the west side of Lydiard Street was the busiest part of town with substantial building in Lydiard Street of banks, hotels, post office, several gold brokers, a number of private houses and the Ballarat Arcade.

By the late 1860s Camp Street had been formed, not in its current configuration, but as a straight roadway to the corner of Grenville and Mair Streets. The west side of Camp Street contained the Government camp, whilst two sites on the north side of Sturt Street abutting the camp site were developed for the Chamber of Commerce and Ballarat Savings Bank. In the early 1860s the Government Camp was divided and a subdivision of thirteen allotments was proposed, eleven facing Lydiard Street and two facing Mair Street. Land on the east side of Camp Street was also planned for subdivision, however only part of the subdivision plan was implemented with the sale of the five northernmost allotments. Limited commercial development occurred.

Around 1862, the northern end of Lydiard Street became the focus of building with the introduction of the railway. Hotels already established in the area included the George in 1852 and William Irwin's Provincial Hotel in 1863, later relocated and rebuilt nearby. The Alexandra Tea Rooms and Reid's Coffee Palace also offered accommodation. Craig's Hotel was also established in 1852 in Lydiard Street South.

With the east side of Lydiard Street still underdeveloped by the Government Camp, lobbying increased for release of the sites fronting Lydiard and Mair Streets for commercial development purposes. Between 1865 and 1890 the sites were developed into a "series of distinctive two-storey commercial and civic buildings." Two two-storey bluestone warehouses were built on the corner sites for Lister and Angel and McDowall and Gray.

Close to the railway and at the north end of Lydiard Street other warehouses concentrated with premises such as Holmes, White & Co and merchant Robert Dunn both built in 1862.

In the 1860s in Lydiard Street six banks designed by notable Melbourne architect Leonard Terry, clustered around the corner of Lydiard and Sturt Streets. From the northern corner the former Bank of Australasia, the National Bank, former Colonial Bank of Australasia and the Bank of New South Wales were built in a row. On the southern corner, the London Chartered Bank and the nearby Union Bank buildings continued the theme. [...]

Further subdivision of the Government Camp site in the mid to late 1880s was followed by the construction of five boom-style buildings including the Ballarat Commercial Club (later the Alexandra Tearooms, 26-34 Lydiard Street), Bones Building, the Ballarat Fine Art Gallery, Old Colonists' Hall and the Mining Exchange.¹²² These buildings along with the Post Office (begun 1864) on the corner of Sturt and Lydiard Streets and the Victorian buildings on the west side of Lydiard Street, formed a distinctive 'boom style' streetscape.

The foundation stones of the Fine Art Gallery, the Mining Exchange and Old Colonist's Hall were laid on 21 June 1887 for Queen Victoria's Jubilee. The Mining Exchange (1887-89) replaced an earlier exchange located near the south-west corner of Sturt and Lydiard Streets. The earlier exchange building (now the library of the Ballarat Mechanic's Institute) had been the scene for broker's offices, major transactions, and where the disclosure of important gold discoveries were made.

Imposing buildings such as the Chamber of Commerce (1859), the Ballarat Mechanic's institute (commenced 1860) and Post Office (commenced 1864) were early additions to Sturt Street. By the 1870s timber shops had been replaced by brick shops.

Development along the north end of Lydiard Street included numerous hotels which was stimulated by the opening of Ballarat Railway Station in 1862. From the 1860s to 1930s, Ballarat was Australia's largest inland city and, for a time, Ballarat had the busiest railway station in Victoria outside of Melbourne. The rail complex occupied an extensive linear shaped reserve and curtilage on a raised embankment. Initially including a train hall, single storey station, goods sheds and an engine shed, the complex grew over subsequent decades, with the station on the south side of the line enlarged with an upper storey and clock tower in 1889.¹ While the formal elevation to the railway station was orientated to the south-west, the station was approached from Lydiard Street to the west, with the station concealed from view by the multi-storey buildings when approaching along Lydiard Street from the south. Principal views of the station were from the west and the adjacent forecourt. The clock tower was a widely visible landmark, though there is no indication the south elevation of the station was intended to be seen in formally structured views from the south at Mair Street.

¹ Ballarat Railway Station [H0902], Victorian Heritage Database citation.

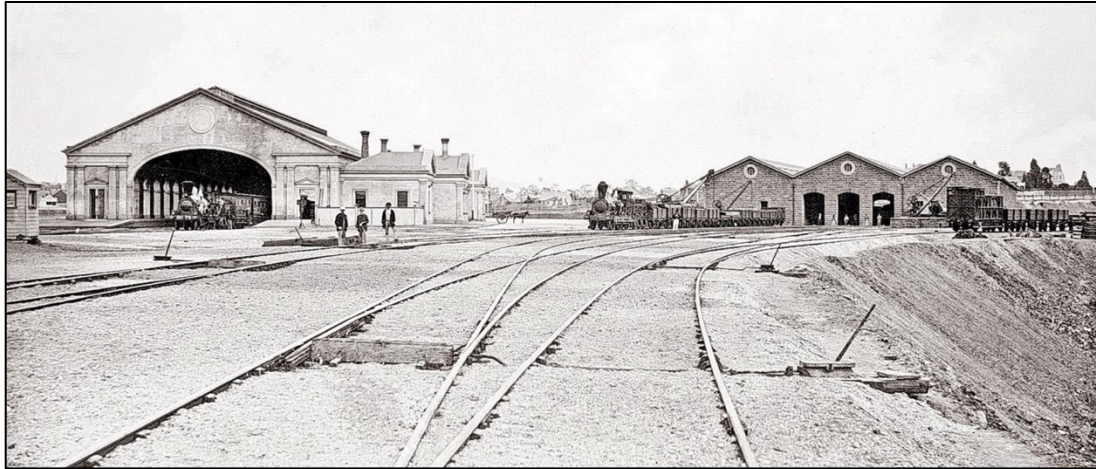


Figure 1 c.1860s view east towards the Ballarat Railway Complex, showing the steep embankment adjoining the subject site at right. (The existing clock tower was added in 1889.) Source: State Library of Victoria.



Figure 2 c.1870s view south along Lydiard Street from the railway level crossing. Source: State Library of New South Wales.

The land south of the railway reserve between Mair Street and the rear of the properties addressing Lydiard Street to the west appears to have been relatively undeveloped in the nineteenth century. This may have in part reflected the sloping terrain, which included the side of the railway embankment. An 1887 engraved aerial view of Ballarat (see Figure 4) shows this area as largely vegetated, with several small cottages addressing Mair Street. The buildings facing Lydiard Street are not shown as including rear wings extending to the eastern boundaries of those sites. The laneway known as Coffee Palace Lane does not appear to have been a major access route along which the station was approached, and rather provided rear service access to the adjacent properties to the south and east. This under-developed character continued into the twentieth century as evidenced by an interwar aerial photograph (Figure 7) and a 1924 sewerage plan (Figure 6). By 1918 all nearby gold mines had closed and Ballarat's population growth had slowed, reducing development pressure on the inner city.



Figure 3 Extract from a coloured 1884 engraving of an aerial view of Ballarat showing the subject site at this time. Source: Art Gallery of Ballarat, <https://artgalleryofballarat.com.au/>

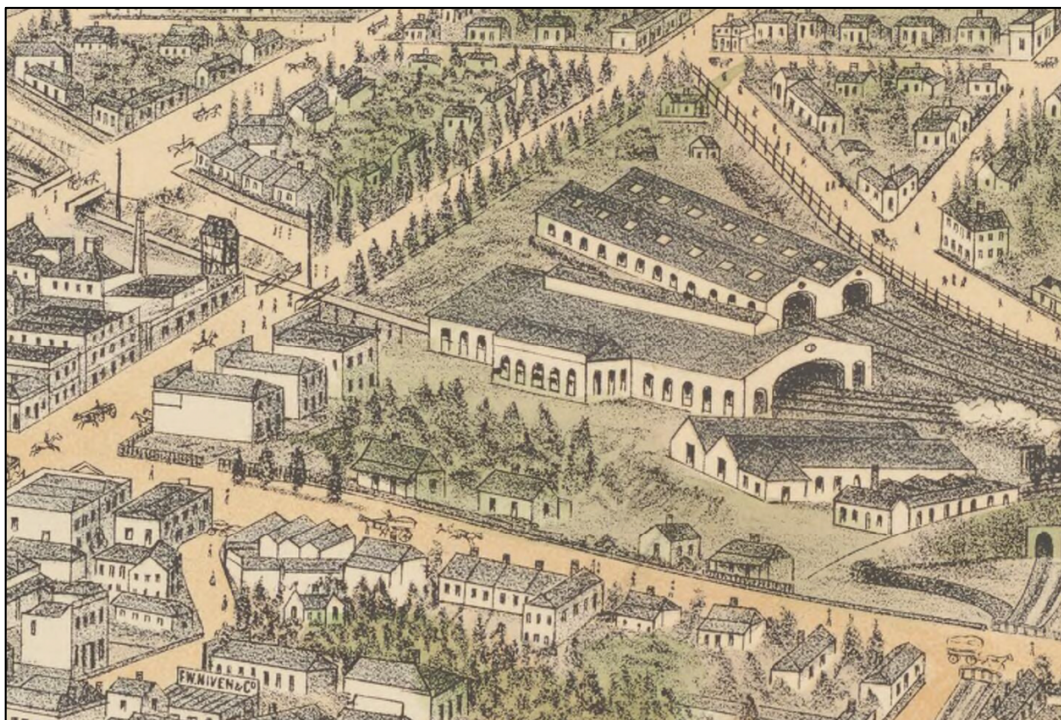


Figure 4 1887 'View of Ballarat' showing an imagined aerial view the subject site (centre left) from the south-east. Source: National Library of Australia.



Figure 5 c.1900s view towards the north elevation of Reid's Coffee Palace at 124-128 Lydiard Street, with the subject site behind and the railway complex to the left-hand side. The clocktower to the railway station visible at left was constructed in 1889. Source: Sovereign Hill Museums Association Collection.

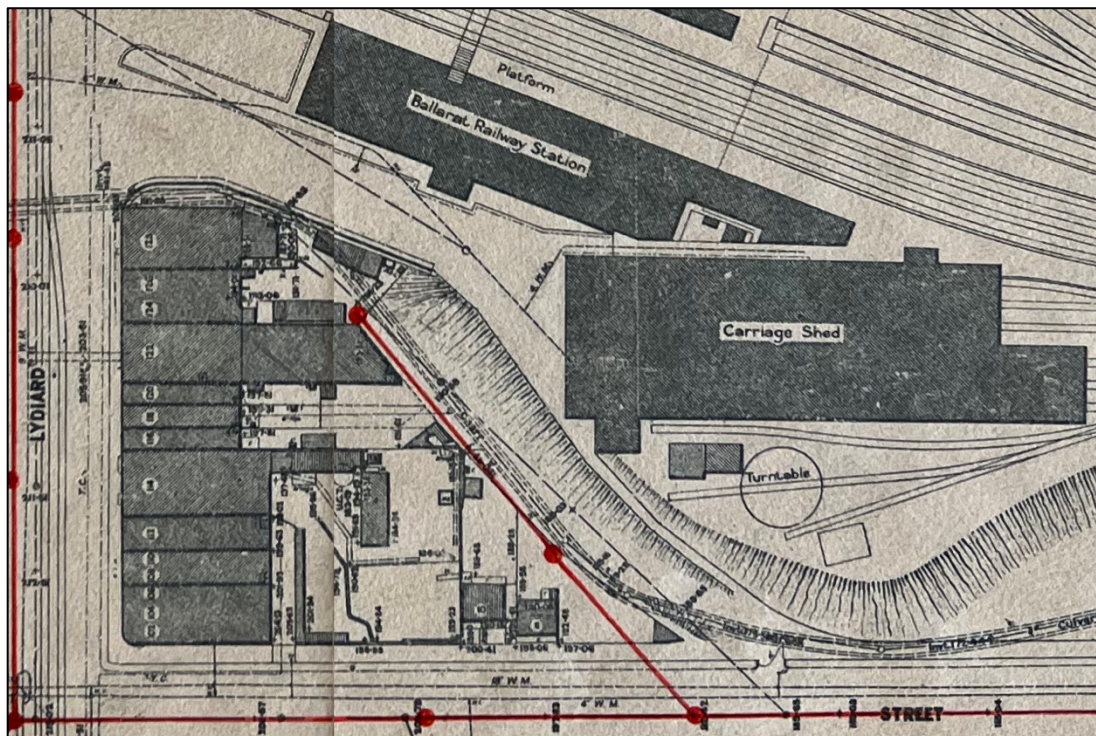


Figure 6 1924 Sewage Authority Plan showing built form on the subject site at this time, with Lydiard Street at left and Mair Street at bottom. Source: State Library of Victoria.

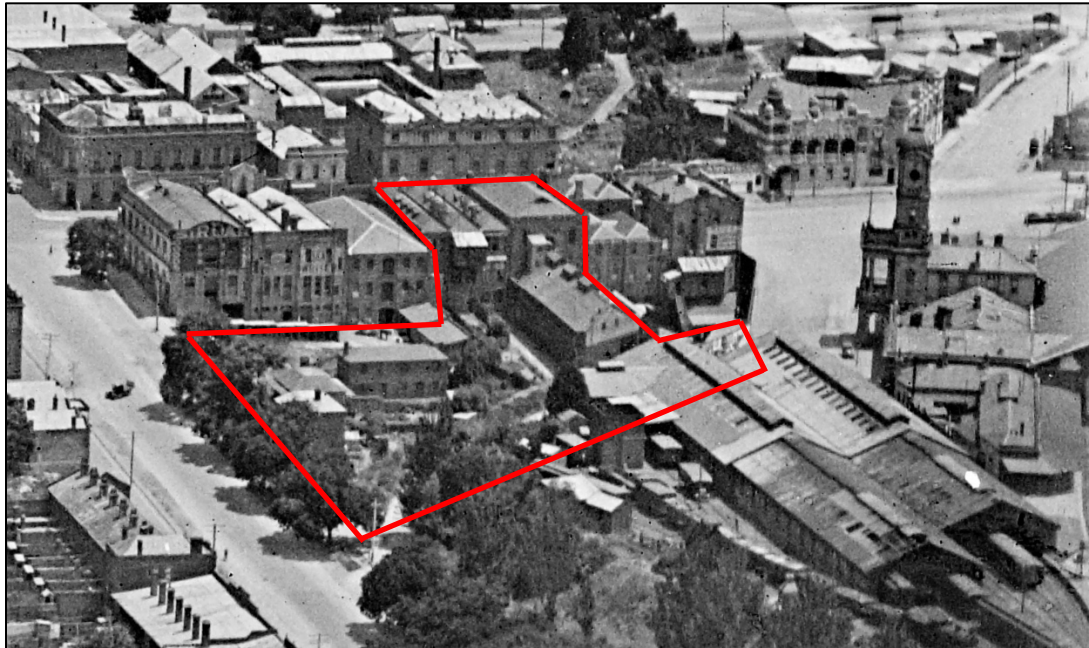


Figure 7 c. 1925-1940s aerial view showing the subject site (an approximate outline of red), with the rear elevations of Lydiard Street at centre and the railway complex at right.
Source: State Library of Victoria.

4.0 Site Description

The subject site is irregularly shaped and comprises three parcels of land: 118-122 Lydiard Street, 116 Lydiard Street and 8-10 Mair Street. The overall site is 3654m², and is, in part, an infill site between the embankment of the railway complex, the formal layout of Lydiard Street, and the industrial, modern, under-utilised northern side of Mair Street. The site slopes downhill from the north-west corner to the south-east by a maximum height of approximately 5.2m. It has primary street frontages on Lydiard Street North to the west and Mair Street to the south, and secondary frontages to Coffee Palace Lane to the east and a minor laneway behind 102-112 Lydiard Street to the east.

The portions of the site with Lydiard Street and Mair Street frontages are identified separately in the architectural drawings of the proposal as 'Subject Site A', which contains 116-122 Lydiard Street (1585m²), and 'Subject Site B' (2069m²) for 8-10 Mair Street. The location and extent of these portions of the site are shown in Figure 8, with descriptions of the built form on each of these sites described on the following pages.

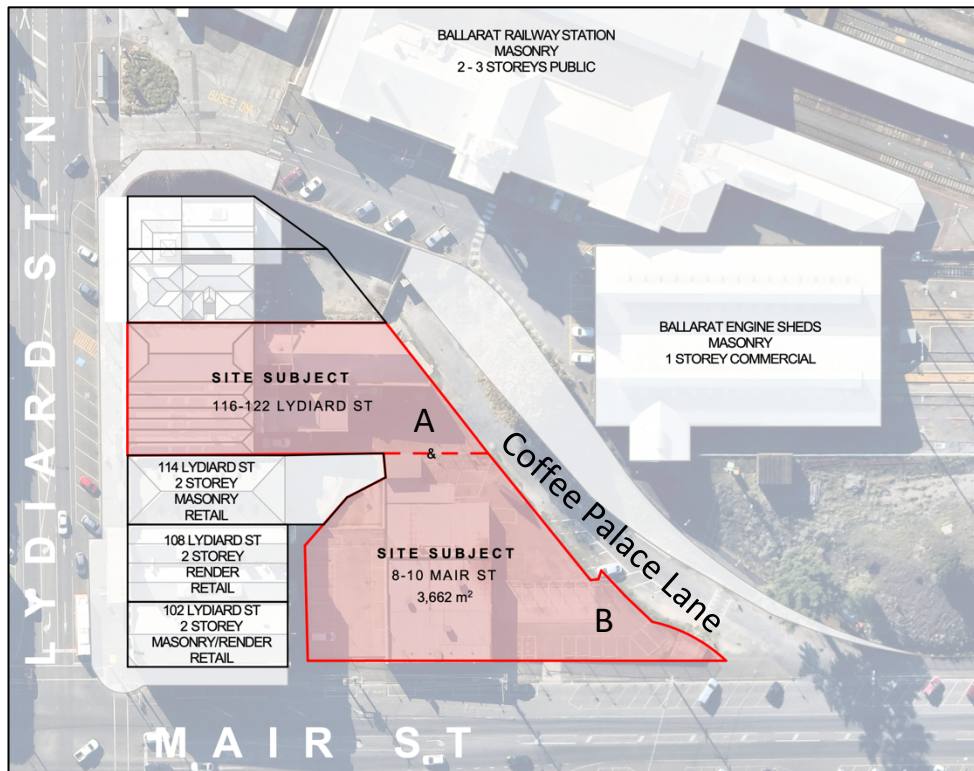


Figure 8 Site plan showing the subject site shaded red.
Source: Plus Architecture Pty Ltd.

122 Lydiard Street

The building on this site is described as follows in Council's citation.

This warehouse, in the Renaissance revival mode, was constructed in c.1861-1862 to the design of C.D. Cuthbert for Robert Dunn. A two storey construction, it consists of a handsome bluestone base with arched openings and an equally handsome cement rendered piano nobile; all of, which is regrettably painted. The windows to the upper floor are elegantly hooded and balustraded above a ground floor in rough dressed stone interrupted by 2 courses of smoother dressing. Two arched windows flank the central entrance – a three centred arch with a scroll as the keystone. All the ground floor openings are surrounded by a rough dressed concave reveal, an effect greatly diminished by the copper awnings. The interior has been altered, but some original elements survive.

This building is an example of an elegantly detailed Renaissance revival, warehouse. It has no surviving parallels in Ballarat or elsewhere in Victoria. The building is in good condition and is relatively intact. The well defined' rusticated ground floor sets off the rendered Renaissance piano nobile first floor, resulting in a pleasing composition unique to the State of Victoria. Integrity: SUBSTANTIALLY INTACT

In the 1970s and 1980s, the building was occupied by La Scala restaurant and nightclub.

Although presenting as a double-storey building to Lydiard Street, a twentieth century extension to its rear eastern side is three-storeys due to the downward slope of the site. This brick extension is built to the north and eastern boundaries.



Figure 9 *The Lydiard Street frontage of the former warehouse at 122 Lydiard Street.*



Figure 10 *The early twentieth century gabled brick addition to the rear of the former warehouse at 122 Lydiard Street.*

116-120 Lydiard Street

This row of three double-storey, rendered masonry shops have modified ground floor shop fronts, but otherwise retain largely intact facades to Lydiard Street. Changes to the shopfronts include a twentieth century door and glazing arrangement to 116 Lydiard Street, a modern configuration of two separate doorways with modern glazed double doors and modern awnings above to 118 Lydiard Street and a modern configuration of three narrow window openings to 120 Lydiard Street.

The upper-level façade to each shop is curved in plan and flanked by rendered pilasters. Each contains a bay window with rendered balustrading, surmounted by decorative cornices and balustraded parapets with missing urns or orbs. The roofs are concealed from view from Lydiard Street by the parapets and aerial images indicate they are hipped. These shops also present three-storey elevations to the rear due to the downward slope of the site, with a small modern single storey extension and a modern substation (Powercor kiosk), both built to the northern boundary behind 118-120 Lydiard Street. The remainder of the site is at grade carparking.



Figure 11 *The shops at 116-118 Lydiard Street.*



Figure 12 Modern addition at the rear of the shops at 116-118 Lydiard Street.

8-10 Mair Street

Mair Street forms the southern boundary of this large site, with a roughly diagonal north-east boundary abutting Coffee Palace Lane, a northern boundary to 116 Lydiard Street, and a disorderly western boundary abutting an unnamed laneway behind 102-114 Lydiard Street. The site is occupied by a modern glazed building of one and two storeys, built to the front boundary, with several single-storey extensions to the rear, all of which are of no heritage interest. The remainder of this 2069m² block is taken up with at-grade car parking.

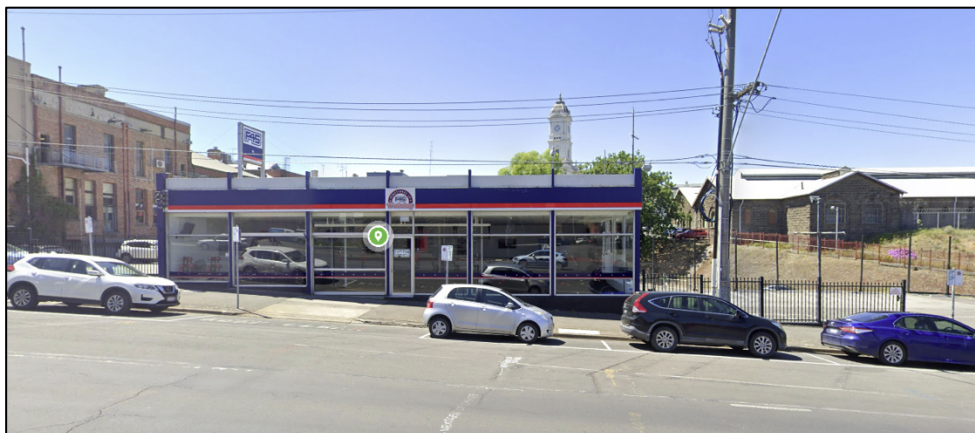


Figure 13 View of 8-10 Mair Street from the south side of Mair Street showing the modern commercial building and otherwise utilitarian character of this site. Source: Google Street View.

Urban Context

Lydiard Street between Mair Street and the Railway Station comprises an unusually intact streetscape of predominantly double storey, classically inspired Victorian masonry buildings. The east side comprises a continuous double-storey street wall of abutting hotel, shop and warehouse buildings, while the west side also includes single and triple storey buildings, some of which are free-standing rather than abutting. A detailed schedule of buildings along the east side of the street is provided as follows.

Address	Description
124-128 Lydiard Street (adjacent Railway Station entry)	Former Reids Coffee Palace. Victorian Free Classical boom style building. Presenting as a two-storey building to Lydiard Street, with two storey verandah. Three and four storeys to the rear.
118-122 Lydiard Street (subject site)	Renaissance revival mode two storey warehouse (122 Lydiard Street) Double storey, rendered masonry with curved bay windows to 1 st floor, turreted parapet wall with flat roof behind (118-120 Lydiard Street)
116 Lydiard Street (subject site)	Double storey, rendered masonry with curved bay window to 1 st floor, turreted parapet wall with flat roof behind
112-114 Lydiard Street	Bluestone, double storey warehouse built in 1862. Parapet added to original façade
110-108 Lydiard Street	Double storey rendered masonry building with glazed shopfront to ground floor, modern awning over, decorative parapet wall with ornamental embellishments and a flat roof behind
102-106 Lydiard Street (corner with Mair St)	Double storey, rendered masonry, curved wall addressing corner of Lydiard and Mair Streets.

The character of Mair Street east of the intersection with Lydiard Street is much less intensively developed. This is a busy major arterial road with multiple lanes of traffic in each direction. East of the corner building at 102-106 Lydiard Street, the north side contains only a few small scale modern commercial structures, car parking or vacant land containing vegetation. The south side of the street east of the corner building at 90 Lydiard Street contains a double-storey Victorian bluestone warehouse at 101 Mair Street (Pratt's warehouse), car parking and several broadly proportioned modern single-storey commercial buildings. This part of Mair Street does not comprise a consistent heritage streetscape.

Coffee Palace Lane is a narrow, sealed service laneway without gutters or kerbing. It is bordered by the embankment to the railway reserve to the north, which includes a pedestrian pathway to Ballarat Railway Station accessed from further east along Mair Street. The embankment is largely grassed, though along the boundary on the north side of the rear of 124-128 Lydiard Street it transitions to a very large Victorian era brick retaining wall.

The north side of the subject land is dominated by the Ballarat Railway Station complex, which includes the main station building with its clock tower, the passenger hall and two

massive gabled bluestone goods sheds. These structures are elevated several storeys relative to the lowest part of the Mair Street frontage due the significant scale of the railway embankment. The space between the top of the brick retaining wall and main station is asphalted and contains car access routes and parking areas.

To the west of 8-10 Mair Street, across the unnamed laneway, are the multi-storey rear elevations of the adjacent buildings facing Lydiard Street. These are of brick or bluestone (set on bluestone foundations), with narrowly proportioned windows. These elevations are generally secondary in character relative to the ornate Lydiard Street facades.



Figure 14 View of the east side of Lydiard Street from the south-west.



Figure 15 View north to Ballarat Railway Station from the south-east of 8-10 Mair Street.



Figure 16 View of the rear elevations of the adjacent buildings addressing Lydiard Street northward from the corner with Mair Street.



Figure 17 *Pratt's Warehouse at 101-103 Mair Street, opposite the subject site to the south.*



Figure 18 *The asphalted area south of the main station building.*



Figure 19 View south towards Mair Street from the top of the railway embankment.

5.0 Heritage Listings

The subject site is not included on the *Victorian Heritage Register*. The Ballarat Railway Complex on the adjacent land to the north is a registered place [H0902], which includes a much larger, linear shaped curtilage of land as well as the historic railway buildings.

116-122 Lydiard Street North and 8-10 Mair Street are subject to two Heritage Overlays.

HO82 (Former Warehouse at 118-122 Lydiard Street North) is an individual Heritage Overlay that relates to most of Subject Site A. External paint controls apply under the schedule to the Heritage Overlay, but no internal alterations controls. This part of the site is not subject to HO171, though is located within this overlay.

HO171 (Lydiard Street Heritage Precinct) applies to the remainder of the site, comprising 116 Lydiard Street and 8 Mair Street. External paint controls and tree controls apply under the provisions of HO171, but no internal alterations controls.

The subject land is adjacent to HO84 to the north, an individual Heritage Overlay which relates to the Former Reid's Coffee Palace at 128 Lydiard Street North. It is adjacent to HO81 to the west, which relates to the Former J J Goller & Co premises at 114 Lydiard Street North. The site is otherwise surrounded by HO171 along its remaining boundaries, which includes adjacent properties and roads, including Coffee Palace Way. The Ballarat Railway Complex is subject to HO59, which corresponds to the extent of registration. Heritage Victoria is the permit authority for that site. Pratt's Warehouse at 101 Mair Street opposite 8-10 Mair Street to the south is also a registered place [H0955], and is subject to an individual Heritage Overlay, HO89.

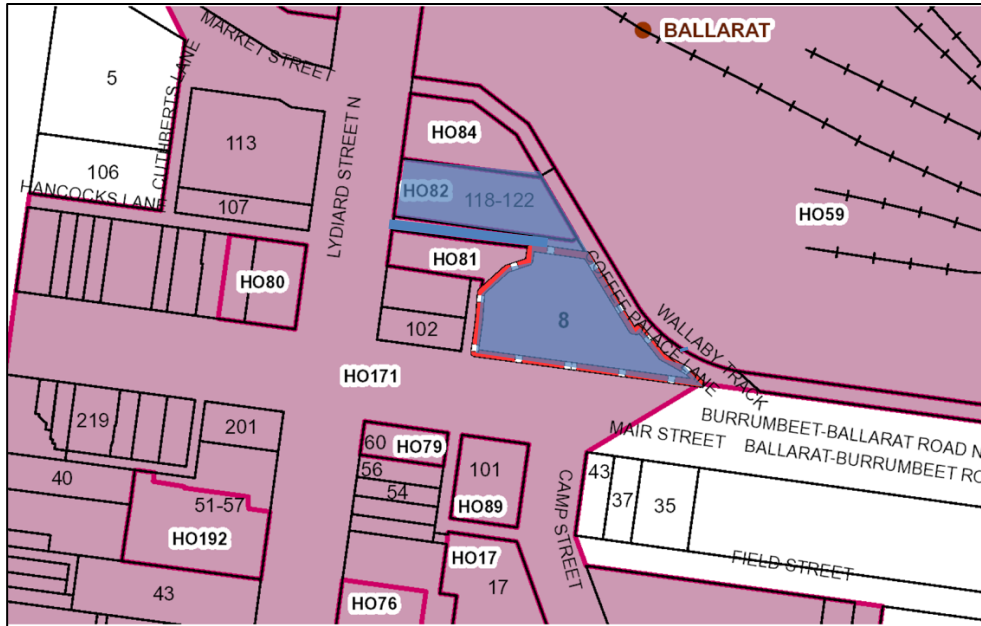


Figure 20 Heritage Overlay map showing the subject sites forming part of the Lydiard Street Heritage Precinct (HO171) and Former Warehouse (HO82).

6.0 Significance

Council’s citation for the Lydiard Street precinct identifies all building along each side of Lydiard Street between Mair Street and Ballarat Railway Station as of heritage significance to the precinct, and also Pratt’s Warehouse at 101 Mair Street. 8 Mair Street is specifically identified as ‘not of heritage significance’, with the exception of the bluestone retaining wall at the south-east corner of that property.

The *City of Ballarat’s Heritage Database* provides citations for individual heritage places, include provides specific gradings of ‘individually significant’ or ‘contributory’. The gradings for the buildings are as below:

Address	Description	Grading
140 Lydiard Street [...]	Ballarat Railway Complex	Registered
124-8 Lydiard Street	Former Reids Coffee Palace	Individually Significant
118-122 Lydiard Street (Subject site)	Former Warehouse Shop	Individually Significant
116 Lydiard Street (Subject site)	Shop	Contributory
112-114 Lydiard Street	Former	Individually Significant
110-108 Lydiard Street	Shops	Contributory
102-106 Lydiard Street	Shops	Contributory
101 Mair Street	Pratt’s Warehouse	Individually Significant

It is noted that the shops at 116 Lydiard Street and 118-120 Lydiard Street have different gradings despite being of identical original design and of a similar degree of intactness. It is assumed that while the three shops were originally built as a single development, 118-120 Lydiard Street were later combined on the same title with 122 Lydiard Street and have assumed the same individually significant grading as that building. It is assumed 116 Lydiard Street has the lesser grading of contributory on the basis of a separate individual assessment.

The Lydiard Street Heritage Precinct (HO171) is architecturally and aesthetically significant at a state level and historically, scientifically and socially significant at a Local level. Council's Statement of Significance is reproduced, in part, below:

The Precinct is aesthetically and architecturally significant as an excellent model representing 19th century neo-classical town planning based on a new order, hygiene and services that sharply distinguishes it from East Ballarat. The absolute regularity of the grid street pattern gives way dramatically in the east to a basalt escarpment, which overlooks the former chaotic gold mining area along Yarrowee Creek and East Ballarat. The juxtaposition between order and chaos is further reinforced by the street names which were all named after Police Commissioners and Officers of the Native Police controlling the goldfields and comprise the following, Sturt (Commandant of the Melbourne City Police), Lydiard (Officer Lydiard of the Native Police from Goulburn area, later full Commissioner), Dana (Captain Dana of the Native Police), Mair (Melbourne Police Magistrate and Inspector of Police), Doveton (Commissioner Doveton), Armstrong (Assistant to Commissioner Doveton).

The creation of the Precinct between 1850 and 1880s is particularly significant as it coincided with the early boom of the gold fields and because the legacy of mid 19th century historic street pattern, urban fabric and buildings have retained their authenticity and integrity to a high degree, in terms of the historic architecture and types of function. The historic area is one of a few examples of this type in Australia where the early collection of grand buildings and infrastructure are well protected and well managed. Although the Precinct has been subject to urban growth which still continues, the urban fabric has been extended on the same pattern as the first plan and the historic core has not been subject to drastic transformations.

Ballarat architecture in Lydiard and Sturt Streets represented its éclat, its style. The architecture best symbolized the belle époque of the gold mining boom, it was initiated by the wealth generated from the alluvial and deep leads and sustained by the growth of quartz gold mining from the late 1850s. This was emphasized by major landmark buildings that defined the focal point of the major intersections of the grids.

[...]

The early construction of opulent buildings in Lydiard Street was due to the specific characteristics of the Ballarat gold fields. It was the discovery of gold at Ballarat in 1851 that resulted in Victoria's gold boom. Ballarat was recognized as probably the richest alluvial goldfields in the world at its peak between 1852 and 53. Unlike the great alluvial goldfield at Mt Alexander, Castlemaine, Ballarat was a unique field. It had both surface alluvial, deep lead and quartz mining that led to a more permanent stable population than most other mining areas, where the rise of syndicates and companies became common. It also led to increased tension between government authorities and miners which after the Eureka Rebellion in 1854, provided for the development of new courts of mines and mining legislation that underpins

mining activities throughout Australia today. It also paved the way for rapid and orderly growth of capitalist mining and accumulation of vast wealth.

The Precinct is also architecturally and historically significant for its associational links with the development of mining law related to underground mining practices. The many disputed claims in the area gave rise to a substantial growth in legal chambers and fine architectural buildings that lined Lydiard Street by 1860s. A gaol (1857) and Supreme Court (1868) were built in Lydiard Street South and the area became the centre of legal and business offices and many buildings still house these functions today. A Church Precinct at the corner of Lydiard and Dana Streets contributed to the importance of this area of Lydiard Street and creates a spectacular backdrop to the centre city.

The Precinct is also architecturally and historically significant for its group of six outstanding neo-classical banks in Lydiard Street designed by notable Melbourne architect Leonard Terry in the 1860s, clustered around the corner of Lydiard and Sturt Streets. These include from the northern corner the former Bank of Australasia, the National Bank, former Colonial Bank of Australasia and the Bank of New South Wales which were all built in a row. On the southern corner, the London Chartered Bank and the nearby Union Bank buildings continued the theme. It is also the site of the Mining Exchange (1887-89) which replaced an earlier exchange located near the south-west corner of Sturt and Lydiard Streets. The earlier exchange building (now the library of the Ballarat Mechanic's Institute) had been the scene for broker's offices, major transactions, and where the disclosure of important gold discoveries were made.

[...]

Further subdivision of the Government Camp site in the mid to late 1880s was followed by the construction of five boom-style buildings including the Ballarat Commercial Club (later the Alexandra Tearooms, 26-34 Lydiard Street), Bones Building, the Ballarat Fine Art Gallery, Old Colonists' Hall and the Mining Exchange, all with frontages along Lydiard Street. These buildings along with the Post Office (begun 1864) on the corner of Sturt and Lydiard Streets and the Victorian buildings on the west side of Lydiard Street, formed a distinctive 'boom style' streetscape. Imposing buildings such as the Chamber of Commerce (1859), the Ballarat Mechanic's institute (commenced 1860) and Post Office (commenced 1864) were early additions to Sturt Street. By the 1870s timber shops had been replaced by brick shops. By the 1860s the boulevard character of Sturt Street was being defined with the development of a dual carriageway.

Around 1862, the northern end of Lydiard Street became the focus of a specific type of buildings which addressed the needs of the new railway station and the grand neo-classical styled Railway Hall. Two two-storey bluestone warehouses were built on the corner sites for Lister and Angel and McDowall and Gray close to the railway and at the north end of Lydiard Street other warehouses concentrated with premises such as Holmes, White & Co and merchant Robert Dunn both built in 1862. Hotels already established in the area included the George in 1852 and William Irwin's Provincial Hotel in 1863, later relocated and rebuilt nearby others include the Alexandra Tea Rooms and Reid's Coffee Palace. The Craig's Hotel was established in 1852 in Lydiard Street South. Between 1865 and 1890 the sites were developed into a "series of distinctive two-storey commercial and civic buildings."

The Precinct is architecturally significant for the outstanding collection of 19th century civic and commercial buildings associated with the commercial life of Ballarat. These include, the City of Ballarat Town Hall, the Myer Building and the Golden City Hotel in Sturt Street, the William Booth Citadel in Albert Street, South British Insurance Company on the corner of Dana and Armstrong Streets, The Ballarat Club, the former Ballarat Brewery building in Dana Street, Electra Hall, the Trades Hall and the YMCA building in Camp Street, The former Gas Company building, Ballarat Water Board Office, Manchester Unity Hall and Protestant Hall in Grenville Street. A late development to the Lydiard Street and Sturt Street corner was the 1905 National Mutual Building designed by J.J. and E.J. Clarke Architects of Melbourne. The most notable buildings in the block between Sturt and Dana Street are Her Majesty's Theatre, which is the oldest operating theatre in mainland Australia and Craig's Royal Hotel. The office buildings in this block include Council Chambers, Booths Buildings, Chancery house, and buildings located at 50, 54 and 56 Lydiard Street South.

[...]

The Precinct is architecturally significant for its high quality of substantially intact buildings with examples by notable contemporary architects from all periods ranging from 1860s-1950s. It demonstrates many original and early architectural design qualities associated with the civic and commercial development of the area from the 1850s. The main building characteristics include a solid masonry form of usually stone or ashlar render, similar heights and scale, Italianate detailing and other strongly related elements which constituted a single "composition." This together with a commonly held aesthetic ideal, where the hierarchy of decoration and ornaments, columns, cornices, framing of windows and sculpted motifs delineated spatial composition, contributed to the unity of a monumental streetscape. The predominantly symmetrical design of Renaissance Revival Victorian and Beaux Arts Edwardian architecture with elaborately ornate street verandahs, tree lined avenues, asphalt footpaths and 19th century engineering infrastructure have created an historic centre of great unity and visual coherence.

The Precinct has aesthetic significance for its outstanding visual qualities of its setting, urban layout and architecture. The important visual qualities reflect the historical, cultural and architectural development of the precinct, and contribute to the contextual setting of Ballarat.

The qualities include the urban foci, notably many prominent and larger civic buildings, the dramatic topographical setting on the escarpment, intact Victorian streetscapes, the grid street pattern and gracious boulevard of Sturt Street. The important visual qualities of the Precinct are also enhanced by the street landscape design and layout that has contributed to the appearance of a gracious provincial City.

[...]

7.0 Heritage Overlay

As noted above, the subject sites at 116-122 Lydiard Street North and 8-10 Mair Street, Ballarat have two Heritage Overlay controls on them (HO82 & HO171). As such it is subject to the provisions of Clause 43.01, the Heritage Overlay. The stated purpose of this overlay is 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 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.*

[...]

Consideration must also be given to the heritage related provisions of the Ballarat Planning Scheme. Heritage Conservation at Clause 15.03-1S, which includes the following planning objectives and strategies relevant to the application under review:

Objective

To ensure the conservation of places of heritage significance.

Strategies

[...]

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

Encourage appropriate development that respects places with identified heritage values.

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

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

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

[...]

Objectives and strategies relevant to development in a heritage precinct can also be found at *Clause 21.06, Built Form, Heritage and Design*, and have been reproduced below:

Objective 4

To protect, conserve and enhance areas, features, structures and sites of historic, aboriginal, natural and cultural significance.

Strategies

- 4.1 *Conserve, protect, and enhance the fabric of identified heritage places and precincts.*
- 4.2 *Identify and protect heritage places, including maintaining the visual prominence of heritage buildings and landmarks.*
- 4.3 *Encourage sympathetic forms of development adjacent to heritage sites.*
- 4.4 *Ensure alterations to heritage places are carried out in a sympathetic manner with consideration to the 'Burra Charter'.*
- 4.5 *Discourage the demolition of buildings and other elements of identified local, state and national heritage significance.*
- 4.6 *Require that new development interprets culturally significant places and respects heritage and cultural boundaries.*

[...]

Clause 22.05 - Heritage Conservation and Heritage Precincts has the following objectives and policies relevant to the current application:

22.05-1.1 Objectives

- *To implement the Heritage Victoria's 'The Heritage Overlay – Guidelines for Assessing Planning Permit Applications; Public Draft February 2007'.*
- *To support the demolition of buildings that are 'not of heritage significance' in a heritage precinct as listed in the:*
 - *'Ballarat Heritage Precincts – Statements of Significance (2006)' incorporated document.*
 - *'Ballarat Heritage Precincts Study Part A 2006 – Statements of Significance' incorporated document.*
- *To ensure new development is consistent with the Statement of Significance of the relevant heritage precinct as listed in the:*
 - *'Ballarat Heritage Precincts – Statements of Significance (2006)' incorporated document.*
 - *'Ballarat Heritage Precincts Study Part A 2006 – Statements of Significance' incorporated document.*
- *To ensure that new development interprets the cultural significance of the place.*

22.05-1.2 Policy

It is policy:

- *To apply Heritage Victoria's 'The Heritage Overlay – Guidelines for Assessing Planning Permit Applications; Public Draft February 2007' when considering applications under the Heritage Overlay.*

- *That all buildings other than those specifically listed as 'not of heritage significance' within the 'Ballarat Heritage Precincts – Statements of Significance (2006)' and the 'Ballarat Heritage Precincts – Statements of Significance Study Part A July 2006' incorporated documents are considered to be prima facie contributory to the significance of the heritage place where they are located. An applicant may lodge an application for sites that are deemed contributory. In considering whether a building contributes to the significance of the heritage place the responsible authority should have regard to the criteria for establishing significance set out for each precinct within the relevant statement of significance.*
- *To apply the 'Ballarat Heritage Precincts – Statements of Significance (2006)' and the 'Ballarat Heritage Precincts Study Part A 2006 Statements of Significance' when considering applications under the Heritage Overlay.*
- *Where a permit is required for demolition, to not grant a permit for demolition unless a permit has already been granted for the development of the land, or is to be simultaneously granted for the development of the land.*
- *Where a permit is granted for demolition, it is policy that the heritage place be recorded, based on the "City Of Ballarat: Recommended Guidelines For Recording Of Heritage Places".*
- *That new development interprets the cultural significance of the place. A heritage impact statement may be required.*

Council's heritage policy under Clause 22.05 states that it is policy to assess proposals against the provisions of Heritage Victoria's *The Heritage Overlay – Guidelines for Assessing Planning Permit Applications; Public Draft February 2007*. Demolition, new buildings and alterations are covered in this document, the relevant aspects of which are reproduced below:

Demolition

3.1 Objectives

To encourage the Restoration and Conservation of Heritage Places

To ensure that Contributory Elements of Heritage Places are retained

3.3 Matters for Consideration

In assessing what fabric could be removed, consideration should be given to whether:

- *the fabric makes a contribution to the significance of the Heritage Place;*
- *the demolition would adversely affect the Conservation of Contributory Elements to the Heritage Place;*
- *aspects of the location, scale, setting, prominence or repetition of the Building Fabric result in an increased contribution to the Heritage Place;*
- *the Building Fabric assists in understanding the historical activity which is part of the significance of the Heritage Place;*
- *sufficient fabric is retained to ensure structural integrity during and after the development; and*
- *the retained fabric would be subjected to an accelerated deterioration through exposure to greater weathering.*

[...]

3.4.1 Demolition of Parts that are Not Significant

In most cases the demolition of parts that do not make a contribution to significance is appropriate where there is no impact on significant fabric. Exposure to weathering or removal of structural support may lead to an adverse impact.

[...]

3.4.5 Individual Heritage Overlays

Before demolition proposals are considered, the significance of the Heritage Place and the Contributory Elements should be identified and assessed. These are likely to include external components, whether or not these are visible from the public realm. In some cases internal Form, fixtures and finishes will also be covered by the HO.

To conserve the Contributory Elements of a Heritage Place in an Individual HO, the retained fabric should include the following:

- *the parts of the Heritage Place which contribute to its significance;*
- *outbuildings which contribute to its significance, e.g. stables;• site works which contribute to its significance, e.g. internal roads, paths and fences; and*
- *where a Heritage Place covered by an Individual HO is also within an Area HO, the fabric that contributes to the significance of the Area HO.*

[...]

Higher Density Settings

[...]

To conserve the Contributory Elements of a Heritage Place in a higher density setting, the retained fabric should include the following:

- *all fabric which contributes to the significance of the Contributory Element whether visible or not from the public realm, where it has been identified as individually significant in the Statement of Significance for the Area HO or the Heritage Study from which it is derived;*
- *the exterior to at least the front two rooms in depth including the roof structure, chimneys and decorative elements;• attached verandahs and balconies;*
- *outbuildings which contribute to significance, e.g. stables, etc.;*
- *site works which contribute to significance, e.g. internal paths and fences;*
- *in corner situations, parts that contribute to significance and are visible from public areas in the side street; for a depth of two rooms including roof structure, chimneys, decorative elements, verandahs and balconies;*
- *where service roads and lanes are Contributory Elements, the Building Fabric abutting the lane including associated roof Forms, e.g. toilets, stables etc., and parts of the Building Fabric that contribute to significance and which are visible from the service road or lane, for a depth of two rooms (including the roof structure, chimneys, decorative elements, verandahs and balconies, rear wings); and*
- *the parts that are visible from the public domain and contribute to the significance of the Area HO where the location of the Building Fabric results in a greater contribution to a Heritage Place, (e.g. corner, multiple frontages and elevated sites).*

Also within this document is *New Buildings in an Area Heritage Overlay*, certain parts of which are reproduced below:

Objectives

- *To ensure that new buildings enhance the character and appearance of the Heritage Place*
- *To ensure that new buildings do not adversely affect the significance, character or appearance of the Area Heritage Overlay (HO)*
- *To ensure that Contributory Elements retain their prominence in the Heritage Place and are not dominated by new buildings*
- *To allow for reasonable change within Heritage Places and Area HOs, while ensuring that all other heritage objectives are met*

Matters for Consideration

In assessing the appropriate Form for new buildings which are visible from the public realm, consideration should be given to whether:

- *the height, bulk, setbacks, roof Form, facade pattern, finishing materials and the rhythm of open spaces respect or would negatively impact upon the prominence of the adjoining and adjacent Contributing Elements, including the impact from adjacent streets;*
- *the new building would diminish the prominence of landmark buildings which are Contributory Elements in the Area HO, such as places of worship, town halls and schools, etc.;*

[...]

There are also relevant development guidelines for the design of new buildings, which are reproduced below:

5.4.2 Setback of New Buildings

To enhance Contributory Elements and ensure that development does not adversely affect the significance of a Heritage Place:

For front setbacks

- *Adopt a setback no less than that for any adjoining Contributory Elements, e.g. verandahs should be set back to match adjoining verandah setbacks and building facades should be set back to match adjoining front walls.*
- *Avoid setbacks which are substantially greater than for adjoining Contributory Elements.*
- *Avoid setbacks associated with Atypical Elements.*
- *Where the site does not adjoin Contributory Elements, adopt the setback common for Contributory Elements in the street block*

[...]

For side setbacks

- *Adopt the side setbacks which are common within the Heritage Place covered by the Area HO, e.g. where zero side setbacks are common, consider alignment at the property boundary; where there is a clear rhythm of open side setbacks, match this; and where open space on all sides is a key characteristic, adopt similar side setbacks.*
- *On either corner or open sites, adopt setbacks to the side street which are consistent with corner setbacks within the Heritage Place covered by the Area HO, and which would not diminish the prominence of adjoining Contributory Elements.*

[...]

Facade Height of New Buildings

To ensure that development does not adversely affect the significance of a Heritage Place:

- *adopt a facade height consistent with adjoining contributory buildings (see figure TBC for higher density settings);*
- *where the site adjoins atypically tall contributory building/s, use the common facade height for Contributory Elements in the street as the reference point;*

[...]

5.4.4 Rear Portions of New Buildings

For sites where a portion of the proposed development is to be taller than the facade height:

- *consider the level of concealment that is appropriate within a Heritage Place;*
- *avoid the overall new building height, including the roof, dominating any adjoining Contributory Elements, the Contributory Elements in the streetscape and the area covered by the Area HO;*
- *increase the front setback for parts of walls which are taller than the facade height;*
- *assess the visibility of the development within the Heritage Place, and from viewing points 1.7m above natural ground level on the opposite footpath, from directly in front and from a position aligned with the boundary two allotments away on either side; and*
- *on corner sites, assess the visibility of taller parts from both streets (see figure TBC).*

5.4.5 New Buildings and Laneways

For sites abutting contributory lanes and open public spaces the following guideline should be considered.

- *New buildings should not dominate lanes and adjoining public spaces noted as Contributory Elements in the Statement of Significance, and the built components of Contributory Elements within them e.g. stables, toilets and outbuildings, etc.*

Further information on alterations and additions are reproduced, in part, below:

6.4.1 Alterations and Additions to the Built Fabric of Heritage Places Covered by an Individual HO

[...]

Alteration to original or later significant components constitutes demolition of part of the significant Building Fabric, and is not consistent with the Conservation of the significance of a Heritage Place.

Conservation might include Alterations that restore or Reconstruct to a known earlier state, for example missing windows, verandahs or shopfronts. Accurate Reconstruction of missing parts is encouraged where evidence exists. Appropriate evidence for Reconstruction includes photographs, early and original plans and maps, and physical examination of the surviving fabric by an appropriate expert.

Where previous Form is not known, Alterations should be distinguishable on close inspection as an interpretation of anticipated Form. Conjectural Reconstruction is not encouraged. Changes to a place should not distort the physical or other evidence it provides, nor be based on conjecture. (Burra Charter).

[...]

6.4.2 *Alteration to Surface Finishes to Built Fabric in a Heritage Place Covered by an Individual and an Area HO* Removal of existing surface finishes by water blasting, sandblasting or chemical removal and the like is discouraged where this would alter the original fabric. For example, sandblasting which removes a layer of the original material and usually damages it, is inappropriate. Sometimes gentle removal of later layers will reveal parts which contribute to significance, and is appropriate.

[...]

6.4.3 *Alterations within a Heritage Place Covered by an Area HO*

Alterations to Building Fabric To conserve Contributory Elements and ensure that development does not adversely affect the significance of a Heritage Place, the retained components of Contributory Elements should not be altered.

Alterations to Building Fabric which reinstate missing parts

Conservation might include Alterations that restore or reconstruct to a known earlier state, for example missing windows, verandahs or shopfronts. Accurate Reconstruction of missing parts will enhance elements that contribute to the significance of Heritage Places and is encouraged where evidence exists. Appropriate evidence for Reconstruction includes photographs, early and original plans and maps, and physical examination of the surviving fabric by an appropriate expert.

Where the previous Form is not known, Alterations should be distinguishable on close inspection as an interpretation of anticipated Form. Conjectural Reconstruction is not encouraged. 'Changes to a place should not distort the physical or other evidence it provides, nor be based on conjecture.' (Burra Charter)

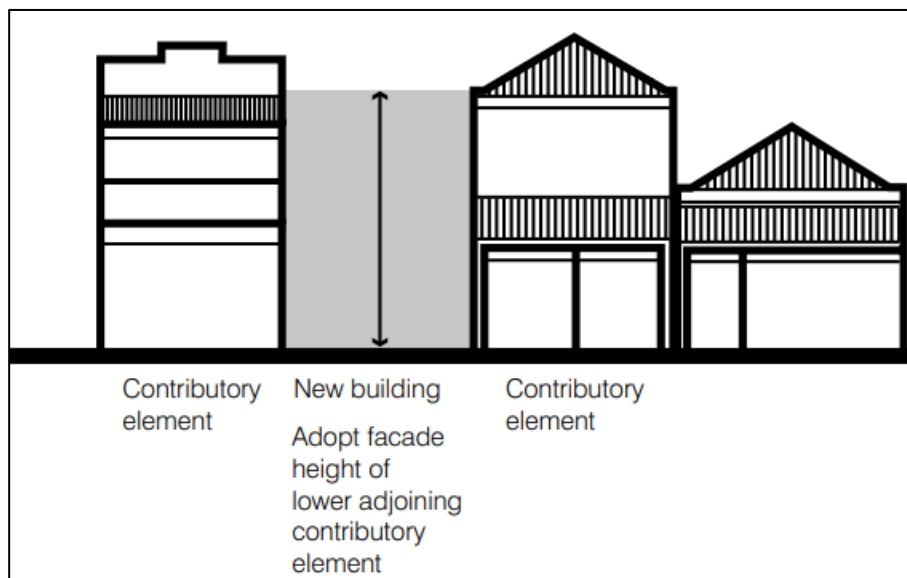


Figure 21: *Facade height where a new building adjoins Contributory Element in a higher density setting. Source The Heritage Overlay – Guidelines for Assessing Planning Permit Applications; Public Draft February 2007.*

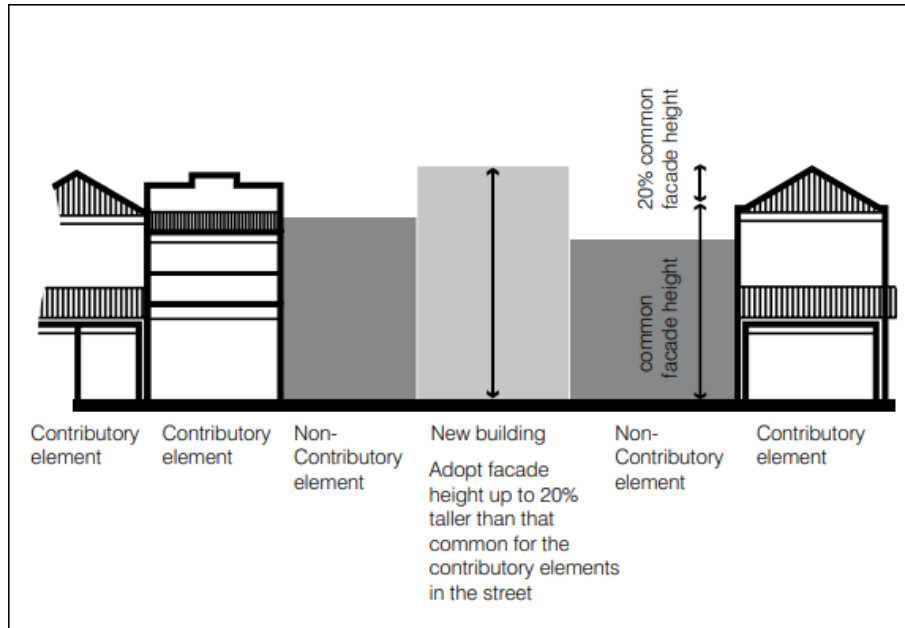


Figure 22: Facade height where a new building adjoins Non-contributory Elements in a higher density setting. Source *The Heritage Overlay – Guidelines for Assessing Planning Permit Applications; Public Draft February 2007.*

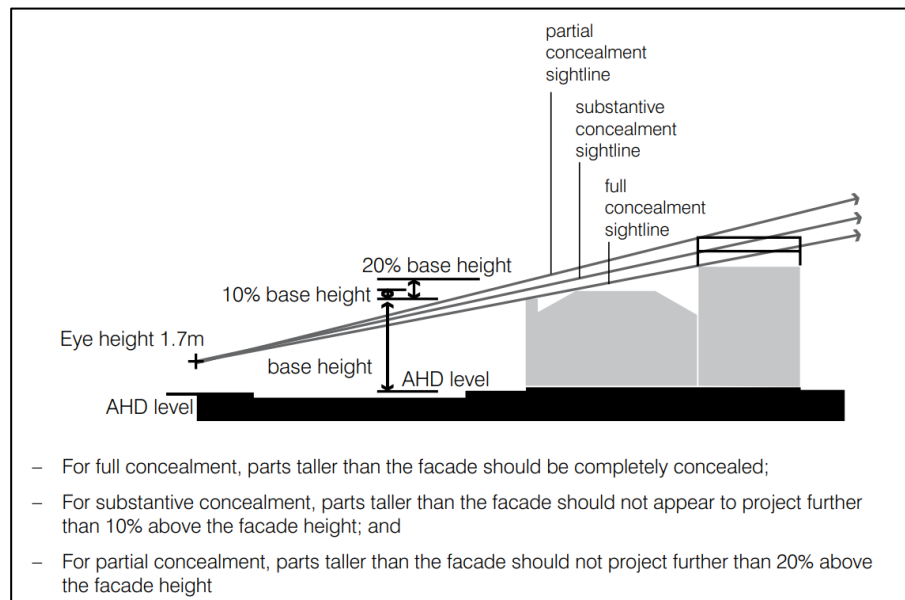


Figure 23 Techniques which can be applied when considering the appropriate height for rear portions of new buildings. Source *The Heritage Overlay – Guidelines for Assessing Planning Permit Applications; Public Draft February 2007.*

8.0 Proposal

The application scheme involves partial demolition of the existing built form, the construction of two large new building envelopes and conservation/restoration works to the retained volumes of the heritage buildings. Each of these aspects of the scheme are described in detail as follows.

Demolition

It is proposed to demolish the gabled rear basement extension to 122 Lydiard Street, retaining the original front two and three storey portion of the building. The existing Victorian brick retaining wall abutting the north side of the rear of this site will be retained.

The original front two and three storey portions of the shops at 116-120 Lydiard Street will also be retained, with the modern single storey extension and Powercor kiosk behind 118-120 Lydiard Street to be demolished.

It is proposed to demolish all existing built form at 8-10 Mair Street, including the modern single and double-storey glazed structure abutting Mair Street with its rear additions, and hard landscaping elements including car parking areas and fencing.

The interiors to the buildings at 116, 118, 120 and 122 Lydiard Street will be refurbished.

Any changes to the brick retaining wall along the north side of the site along the railway embankment and the railway forecourt that is located on registered land is likely to require a permit from Heritage Victoria.

New Works

The current application involves the redevelopment of the subject site with an eight-storey hotel with additional basement levels on Development Site A and a five-storey commercial building with additional basement levels below on Development Site B. A bridge at the upper ground floor will link the two new buildings with 116-122 Lydiard Street and also provide a new pedestrian access route to the railway complex. The two buildings are generally built out to their boundaries on all sides, creating a rectangular building leading to a triangular-shaped building on Subject Site A and an approximately semi-circular shaped building to Subject Site B.

Internally, the eight-storey building on Development Site A will contain car parking, plant, service and amenity areas at basement level, with a combination of hospitality, service and plant areas at the lower ground floor. The partial mezzanine above will include hotel and business centre spaces. The upper ground and Levels 1 to 6 will contain hotel rooms and hospitality areas, while the upper most Level 7 will contain hospitality areas, a rooftop terrace and pool.

The basements to 116-120 and 122 Lydiard Street (corresponding to lower ground in the new buildings) will be converted into a gym and associated spaces. The ground floor of these buildings (upper ground in the new development) will predominantly contain hospitality

area, while the first floor will contain function and conference spaces (Level 1 in the new development.)

The five-storey building on Development Site B, adjacent to Mair Street, will contain two basement levels containing car parking and service spaces. The lower ground floor will also contain car parking and service spaces, as well as hospitality spaces, whilst the main entry from Coffee Palace Lane will be at this level. The mezzanine above will contain further car parking, service and amenity spaces. The upper ground floor will contain commercial tenancies and the bridge link to Subject Site A and the railway complex. A commercial entry from Mair Street will also be located on this level. Levels 1-3 will contain commercial tenancies while Level 4 will contain childcare facilities and hospitality spaces, with a rooftop terrace and external plant above.

The external architectural language of the two new buildings will be the same: a brick podium to the north, south and east elevations generally built to 'upper ground level'. The podium will incorporate brick archways providing access and entry points. For one to two levels above the podium, the facades will be finished with gold tinted glass in a rectilinear modular arrangement of floor-to-ceiling glazed bays, sitting between a steel framework. The glazing alternates between dark tinted frosted glass, dark tinted 50% opacity glass and photovoltaic panels, whilst the steel members have a black metal finish. The top floor of both buildings has a slightly concave roof profile, with the vertical steel members doubling in frequency to those of the floors below.

A key view of the proposed scheme is the north elevation of Subject Site A as seen from the front of the railway complex. It provides a double-storey arched entrance of gold tinted glass with a timber soffit, accessed via the bridge linking to the railway complex. The two-storey brick podium is visible from the railway complex, with a further brick arch at lower ground level. The external steps down to these levels, and to the linking route at Coffee Palace Lane, are finished with a dark bronze metal.

The six storeys above the arched entrance consist of regularly spaced floor-to-ceiling windows with a mix of dark tinted frosted glass, dark tinted 50% opacity glass and photovoltaic panels, sitting between a black painted steel frame. The steel frame and glazed parapet wall to the roof terrace level is slightly concaved. There is a large circular feature mirror at this level.

The retained heritage buildings along Lydiard Street are to be refurbished, with some external ground floor alterations to the façade at 116-122 Lydiard Street, including a new modern entrance at 116 Lydiard Street, alteration of door and window arrangement at 118 Lydiard Street and a glazed door to 122 Lydiard Street.

The elevation of the five-storey building on Subject Site B, as it presents to Mair Street, references the horizontality and facade articulation of the adjacent heritage building, with the brick podium following the fall of the site, as it does with the bluestone foundation blocks of the adjacent building at 102 Lydiard Street. The podium is most visible along the eastern side of the building, with the gold tinted glass providing the interface between podium and the building above in a similar way as with the hotel on Subject Site A. The gold tinted glass extends four levels, providing a grand arched entrance to the commercial tenancies and

providing some relief to the modular pattern of floor to ceiling window bays between the steel frame. The steel frame and glazed parapet wall to the roof terrace level is slightly concaved. There is a large circular feature mirror at this level.

The proposed scheme reinvigorates Coffee Palace Lane as a pedestrian route between Mair Street and the railway complex. The elevation, as it presents to Coffee Palace Lane, provides a piazza like space, with the brick arches of the podium running the length of this east elevation. The main portion of the building above is as elsewhere: gold tinted glazing as an interface between the brick podium and glazing and steel above.

Heritage Facade Works

Changes will be made to the shopfront openings of the 118 Lydiard Street, which will be repurposed to become an entry to the hotel. Modifications will also be made to the configuration of window openings on the retained rear east elevation of 116-120 Lydiard Street.

A suite of conservation works will be undertaken on the retained heritage facades of 122 Lydiard Street and 116-120 Lydiard Street. These will include the removal of non-original canopies, repainting and the removal of paint from originally unpainted bluestone surfaces. New building signage and lighting will be installed.

9.0 Discussion

The heritage impacts arising from the proposed development relate to the extent of demolition, the scale and character of the new built form and the impacts these have on the identified significance of the heritage place.

Demolition

The proposed extent of demolition involves fabric that is modern or secondary in origin, of limited visibility or that is not subject to controls under the provision of the Heritage Overlay.

The rear extension to 122 Lydiard Street is an early twentieth century addition to the original main part of the building addressing Lydiard Street. This wing is concealed from view from Lydiard Street and has limited visibility from the railway station forecourt, Coffee Palace Lane and Mair Street. It is not of particular architectural note and is not identified as a significant element in Council's citation for the property. A key consideration in relation to demolition provided in *The Heritage Overlay – Guidelines for Assessing Planning Permit Applications* is whether the *fabric makes a contribution to the significance of the Heritage Place*. The significant fabric of the former warehouse is the original double and triple storey envelope of the building addressing Lydiard Street, and is retained. The rear wing is secondary fabric that is not considered to contribute to the significance of the precinct to any appreciable extent and on this basis its demolition is supported.

Demolition to the modern extension to 118-120 Lydiard Street is acceptable given this fabric is modern in origin. Demolition to the non-heritage Powercor kiosk substation is also supported under these guidelines.

As the site at 8-10 Mair Street only contains modern buildings, all demolition on the site is supported. This is in keeping with Council policies that *support the demolition of buildings that are 'not of heritage significance' in a heritage precinct.*

Internal renovations to the heritage buildings are acceptable and consistent with Council policy given there are no internal controls under the provisions of the Heritage Overlay.

New works

Council's heritage policy under Clause 22.05 states that it is policy to assess proposals against the provisions of Heritage Victoria's *The Heritage Overlay – Guidelines for Assessing Planning Permit Applications; Public Draft February 2007*. In general, these guidelines encourage infill development to be sympathetic to the heritage place in terms of scale, massing, height, setbacks, form and materials when viewed from surrounding streets.

The proposed external architectural character of the hotel and commercial building seeks to anchor the development in its adjacent urban context. The proposed buildings are of a restrained and neutral appearance; the brick podium that wraps around the lower two floors references the grounding heaviness of the bluestone foundations that many heritage buildings have been built on, whilst the archways that line the north and east elevation, in particular, are a homage to the resplendent arches that define so many windows and doorways throughout Ballarat. The gold-tinted glazing detail to the street-level floor that acts as an interface between the lower and upper parts of the buildings, provides a distinctly modern character, whilst also subtly alluding to the gold rush that helped found Ballarat.

The treatment of the upper levels to both buildings utilises a modern interpretation of the industrial language of early rail design; the robust steel framework is in dialogue with the language of the nearby railway complex. It has a high degree of articulation, via the layout of the steel framework and floor-to ceiling windows that define each bay, that are reminiscent of the vertically oriented, evenly spaced window layouts to surrounding heritage buildings. The buildings reference some evocative and contextual historical motifs, whilst remaining robustly contemporary. This follows the Policy within Clause 22.05 which advises that *new development interprets the cultural significance of the place.*

Subject Site A

At eight storeys, the envelope of the new hotel on Subject Site A will be three storeys higher than the adjacent heritage buildings addressing Lydiard Street, though these compact levels equate to approximately two storeys relative to the vertical proportions of the former warehouse and shops. The apparent height will be moderated by the sloping character of the site and its considerable setback.

It is understood that sightline guidelines have been utilised to guide the front setback and building heights to minimise views of the hotel from Lydiard Street in response to Council Policy. *The Heritage Overlay – Guidelines for Assessing Planning Permit Applications; Public Draft February 2007* suggest visibility guidelines as being from *viewing points 1.7m above natural ground level on the opposite footpath, from directly in front and from a position aligned with the boundary two allotments away on either side.*

Further guidelines in the same document suggest a new building *adopt a facade height consistent with adjoining contributory buildings*. The hotel will be located at a considerable separation from the facades of the buildings addressing Lydiard Street, with its greater height reading as an incremental, stepped increase. The roofline will be lower in height than the clocktower to Ballarat Railway Station, the new envelope appearing intermediate in scale between the main station building and the street wall to Lydiard Street. The scale and massing of the hotel echoes proportions of the larger buildings of the railway complex such as the passenger hall and adjacent goods sheds. The silhouette to the hotel roof incorporates a subtle curving pitched profile, that references the pitched and gabled roof forms to these buildings.

The scheme will result in a substantial change to the southern setting of the Ballarat Railway Station complex, though it will be separated from by the main station building and good sheds by the forecourt at the upper level of the embankment.

The existing view south from the forecourt is across an undeveloped and somewhat fragmented curtilage of land. The subject site is unusually large, but is also an awkwardly shaped space, that is to the rear of, and below, some very significant streetscapes and buildings. The interwar aerial view of the area (see Figure 7) depicts the ongoing disorderly arrangements that this site has been subjected to, in part due to its location; it is an interface between the orderly grid of street layouts and the diagonally located railway complex, alongside significant topographical changes. It is recognised by Council as a site for more intensive future development on this basis. The new building envelope will be of a visually neutral, complementary character that provides a much more architecturally resolved and coherent outcome than that which currently exists. It will enclose the south of the railway station forecourt, providing greater definition of that area as an urban space.



Figure 24 *Undated image of Reid's Coffee Palace, with the railway complex to the left and the subject buildings to the right indicated by the red arrow. This key historic view of the Ballarat Railway Station from Lydiard Street will be unchanged by the proposal. Source: Victorian Collections*

Subject Site B

In terms of scale, the roofline to the proposed commercial building on Subject Site B is one storey higher than its adjoining neighbour to the west at 102-106 Lydiard Street. This is considered appropriately responsive to relevant guidelines that seek similarity in height between new and old. The height, as seen from Mair Street, will be moderated by the sloping character of the context, which rises considerably to the north and west.

The interface between the new building and the rear of the adjacent buildings addressing Lydiard Street will be mediated by the separation provided by the unnamed laneway in between. This allows the three-dimensional form of the adjacent shops to remain legible from Mair Street and retains the visibility of the rear elevations of these buildings.

Subject Site B is located at the juncture between an intact and significant part of Mair Street to the north that is of a consistent architectural character, and a non-heritage streetscape of low significance to the south that is, in part, undeveloped and, in part, contains a sequence of non-heritage buildings. The architectural treatment manages the transition between the old and the new in a sufficiently responsive manner. Due to the slope of the site, the building is significantly higher at the south-east corner, but this is not in a location that directly interfaces with heritage buildings.

Whilst views to the railway complex from Mair Street will be concealed by the development proposal, these are incidental view lines, with key historic views of the station being from Lydiard Street (see **Error! Reference source not found.**). It is anticipated that Coffee Palace Lane will be enhanced in its role as a key pedestrian access route from along Mair Street to the railway complex. It will still provide views of the railway complex that will be otherwise blocked by the development and these will be appreciated by the public to a greater degree as a result of this route's enhanced activation.

Views from the northern end of Camp Street towards the Railway Station will also be obscured. These views are incidental rather than carefully contrived, and of limited significance due to the presence of the existing modern commercial building on the subject land addressing Mair Street directly opposite the intersection. Camp Street includes several bends between Sturt Street to the south and Mair Street, and as such the railway complex does not form the termination point of a distant axial view along Camp Street. Even a more modest development of this portion of the subject land would obscure this view. The south elevation and south-east corner return to 102-106 Mair Street will remain visible from the Mair Street intersection.

The subject site is in a key location relative to the central Ballarat and transport linkages. As such, its development and successful integration into the urban fabric is important for the ongoing revitalisation of central Ballarat, as the city undertakes more intensive development, whilst trying to retain the predominantly low-scale heritage architecture and well-conceived urban planning.

The development will provide an enhanced, more formal linkage from the bridge leaving the railway complex, via the entry to the proposed hotel, leading to Mair Street via Coffee Palace Lane. The brick podium addresses the topographical changes along Coffee Palace Lane, providing a warmth and tactility, whilst the archways that line this route allude to traditional

architectural typologies. The building above the brick podium references the industrial language of the railway complex and heritage sheds, that are located to the north-east of the site, through its use of a robust black steel framework. The vertical articulation of these bays, with the floor-to-ceiling windows in between may be seen to reference the regular vertically proportioned and orientation fenestration of the surrounding heritage buildings.

The southern presentation of the five-storey commercial building to Mair Street references the bluestone foundations of the adjoining contributory building to the east, achieving a modern interpretation of the grand arched entries commonly seen to nearby heritage buildings. The steel framework to the upper levels references the industrial language of the nearby railway complex. The gold-tinted glazing to the level between these two portions of building provides an additional layer of articulation.

Council is developing policy that specifically encourages more intensive development that replaces non-heritage buildings in this area. It can be assumed that Mair Street, in particular, will become an area of appreciable development as it is currently populated by modern buildings adjacent to large areas of car-parking that face the street. Therefore, it can be assumed that the subject site will become something of a gateway between the historical Lydiard Street, the railway complex and the newly developed Mair Street. Coffee Palace Lane, that has long presented as a neglected and dilapidated area, will regain the importance that its name suggests, providing a pedestrian link between the railway complex and Mair Street.

Heritage Façade Works

The proposed restoration and conservation works to the facades of 116-120 and 122 Lydiard Street are a positive heritage outcome. They are not outlined in any detail in the present documentation, and it is recommended that a full suite of conservation works be prepared with reference to historical and physical evidence as a condition of permit.

The proposed changes to the ground floor door and window openings to 116-120 Lydiard Street are acceptable as the existing shopfront configurations are modern in origin and the new openings will be compatible in character. The proposed changes to the configuration of windows to the rear elevations of 116-120 and 122 Lydiard Street are considered acceptable as they will be located on the rear elevations of the former warehouse and shops which have already undergone some alterations and where they will be of limited visibility. The primary significant frontage to these buildings is their western elevations to Lydiard Street and these changes will not be visible in views from that location.

10.0 Conclusion

The proposed application scheme has been carefully developed with regard to the significance of the graded buildings on the subject site, the adjacent streetscapes and the broader urban context. It retains and conserves the key heritage fabric of the graded buildings at 116-120 and 122 Lydiard Street. New interventions to these buildings have generally been located in areas identified as being of secondary significance or that have been already modified.

The proposed new hotel and commercial building respond to their heritage contexts through their considered location and external treatment. While of a substantial scale, the new envelopes will achieve a high degree of concealment from Lydiard Street directly to the east and provide an appropriately contextual interface to Mair Street. South of Ballarat Railway Station, the development will provide enhanced definition to the south side of the station forecourt and to Coffee Palace Lane. The scheme will result in a change to the setting of the adjacent heritage places but will not have an unacceptable impact upon their key significant qualities as identified by the relevant Heritage Overlays. The scheme will result in the more intensive use of a prominent central portion of land that has historically been underutilised and poorly presented and will provide a substantial net community benefit.

The proposal represents a considered and balanced outcome having regard for the objectives and design guidelines of the Heritage Overlay as set out under Clause 43.01, as well as the associated heritage policies provided within Clause 22.05 of the Ballarat Planning Scheme. On this basis it is supported.