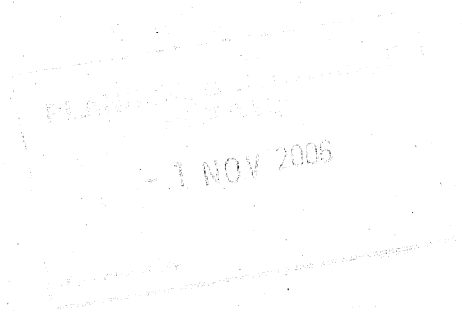


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Submission
& Heritage Impact Statement

ADVERTISED MATERIAL	
Doc	3 of 12 (16 pages)
Date	NOV 2006

Former Salvation Army Citadel
24 Victoria Street, Prahran



Prepared for
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October 2006

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1.0 Introduction

This is a submission to accompany a planning application to the City of Stonnington in relation to proposed works to the property known as the former Salvation Army Citadel, 24 Victoria Street, Windsor. The works include adaptation of the existing building to office and residential use, with an addition to the building; this submission analyses and comments on the heritage impacts associated with the proposal. Reference is made to the relevant Stonnington heritage policies and guidelines. Reference is also made to drawings prepared by Perkins Architects, numbered TP02-TP07, dated October 2006.

2.0 Heritage Listings

The subject property is not included on the Victorian Heritage Register. The property is classified as a building of regional significance by the National Trust of Australia (Victoria) (File No. B6024). There are no statutory requirements as a consequence of this classification.

The Salvation Army Citadel is individually included in the Schedule to the Heritage Overlay of the Stonnington Planning Scheme as HO113 (Figure 1). The property is described in the Schedule as 24-26 Victoria Street; the overlay includes both the subject former Citadel building at 24 Victoria Street, and the adjoining former Salvation Army Sunday School/Children's Hall building at 26 Victoria Street (east of subject property). The latter building is not subject to this permit application.

Heritage Studies

The Salvation Army Citadel was identified as an A2 graded building within the Chapel Street (Windsor) precinct, but outside the area of major significance in the *Prahran Conservation Study* prepared by Nigel Lewis and Associates in 1983. In this study, A2 buildings were defined as being 'of major architectural or scientific interest'.¹



Figure 1 The subject site (HO113) in the Heritage Overlay to the Stonnington Planning Scheme

¹ Nigel Lewis and Associates, *Prahran Conservation Study*, p. 2.



Figure 2 Location of the subject site (shaded).
Source: Land Victoria

The A2 grading is also defined in the *Stonnington Heritage Guidelines* (2002), which is a reference document at Cl. 21.06 'Heritage'. The grading definition is as follows:

A2 Buildings are of regional or metropolitan significance, and stand out as important milestones in the architectural development of the metropolis. Many will be either already included on, or recommended for inclusion on, the Register of the National Estate. (These are the equivalent of B graded buildings adopted by the City of Melbourne and a number of other councils.)

3.0 History and Description

3.1 Brief History

The Salvation Army Citadel in Prahran was constructed in 1883 to a design by Major James Barker who migrated to Australia from England in 1882, where he had also been a member of the Salvation Army.² In mid-1883, he formed the third Salvation Army corps in Victoria, and the first in Prahran. The Prahran Citadel building was reputedly one of the largest built by the Salvation Army in the world outside of London³ (it has also been described as the first Salvation Army 'citadel' erected outside London by the Army,⁴ although this has not been confirmed) and from the time of its construction was listed in the *Sands and MacDougall Melbourne Directory* as the Salvation Army Barracks. At this time, the adjoining property was a private residence which was then occupied by the Salvation Army in 1889 for use as a Sunday School (Figure 3). The current building at 26 Victoria Street was constructed in c.1901, and from 1902, both the subject site and the adjoining

² Miles Lewis (ed), *Victorian Churches: Their origins, their story and their architecture*, p. 81.

³ *The War Cry and Official Gazette of the Salvation Army*, Victoria, June 23 1883.

⁴ National Trust citation.

building were included within the broader listing of the Salvation Army Barracks in the *Sands and MacDougall Melbourne Directory*.

The image at Figure 3 shows that the original external treatment of the building was face brick, which was later faced in cement.

3.2 Description

The subject property is a double-height brick building with a gable front, which occupies most of its allotment and has no setback to Victoria Street. The north façade has been rendered and painted.

Compositionally, the building follows an arrangement well known in Melbourne's non-conformist churches from the 1850s onwards. The broad gabled front has a three part division, between four square-fronted piers topped with elongated pyramidal pinnacles; the gable pitch increases above the central bay. There is a light cornice running across the front elevation, with a stilted pyramidal finial above the gable peak. The arches to openings on the façade are shaped in a round-arched Romanesque style, treated very simply in the doorway and the five narrow windows. The door and the three grouped windows in the central bay are capped with curved hood moulds, resting on small ballflowers; the two windows on the flanking bays have plain round-arched incisions. A circular vent is located above the window trio at centre. The roof is clad in corrugated steel sheeting, and has different pitches to the roof over the flanking and central bays. Cylindrical galvanised iron ventilators are located along the main roof ridge.

To the immediate east of the subject building is the aforementioned former Salvation Army Sunday School/Children's Hall building at 26 Victoria Street, constructed in 1901.

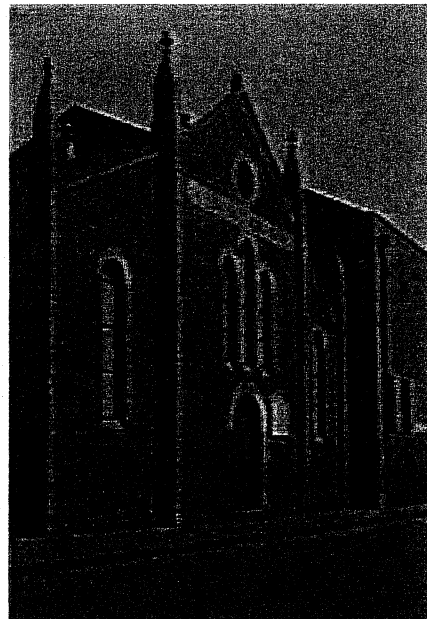
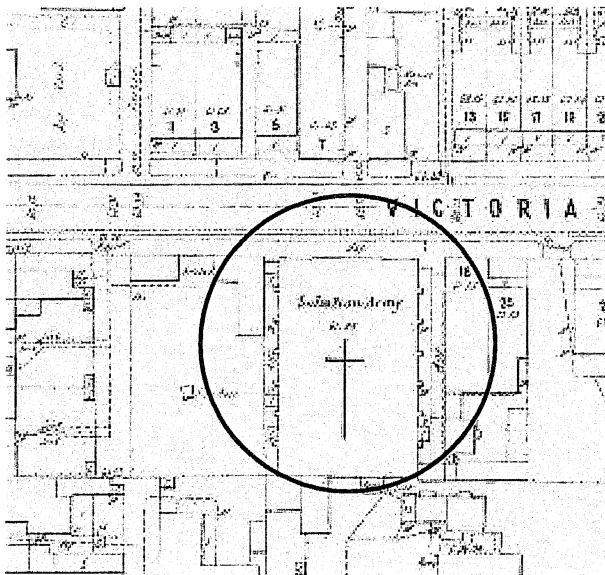


Figure 3 c.1895 MMBW Detail Plan no. 965 showing the subject property (circled left), and Salvation Army Citadel, Prahran, no date, prior to cement being applied to the original face brick façade.

Source: State Library of Victoria Pictures Collection, Image No. b52183.



Figure 4 Members of the Salvation Army outside the Prahran Citadel, undated.
Source: Stonnington Local History collection.



Figure 5 Salvation Army Citadel, Victoria Street, undated, after cement has been applied to the original face brick facade.
Source: Stonnington Local History collection.

This is a single-storey face brick building in a Classical Revival style with no setback to Victoria Street. It has a hipped roof, a gabled front façade divided into three bays with cement quoining to edges, cement lintels and sills to openings, and a pronounced cornice with paired brackets.

To the west (158-166 Chapel Street, junction with Victoria Street) is a large contemporary apartment development of four/five storeys over a substantial footprint, with the upper levels setback from the Victoria Street façade. This development retains a high gabled face brick wall on the east elevation, associated with a large earlier building on the site (visible in Figure 3 & Figure 5).

More broadly, the street in the vicinity of the subject site (which is generally not included in the Heritage Overlay and is illustrated at Figure 8 & Figure 10) has single and double-storey historic (Victorian and Edwardian) development, mostly single-fronted cottages and double-storey terraces, with more contemporary developments including three storey buildings and the aforementioned substantial development to the west of the subject site.

3.3 Significance

The subject property is of historical and architectural significance. The property derives historical significance from its association with the Salvation Army during its earliest operational period in Victoria (early 1880s), although it is understood that the organisation operated from, or was associated with, other properties in Victoria and Australia elsewhere at or about this period. The property is additionally of significance (as noted in the history above) for being one of the largest, and also possibly the first, building constructed by the Salvation Army outside of London in the nineteenth century.

Architecturally, the property is a simply detailed building in the Romanesque style. In terms of its composition and presentation to the street, the building follows an arrangement (three-bay division to front façade, giving a visual impression of central nave and flanking aisles) well known in Melbourne's non-conformist churches from the 1850s onwards. The building also has a strong presence on Victoria Street, and in combination with the adjoining former Salvation Army Sunday School, makes a significant contribution to the character of this area of the street.

4.0 Proposal

It is proposed to adapt and reconfigure the former Salvation Army Citadel for office and residential use. The existing building will be used for offices at ground and mezzanine levels; these levels will have two staircases, a kitchenette and staff toilet facilities. A three-level residential unit will also be introduced to the building, located on the western side, extending to the rear of the building and in part to the west property boundary (beyond the current line of the west elevation), and extending above the current roof line on the west side. The first level of this unit (comprising bedrooms, bathroom and deck on the south side) will be located on the internal mezzanine level; the additional two levels will comprise kitchen, living areas and additional outdoor decks.

Access to the office space will be via the main entrance to Victoria Street or via an entrance opening onto a walkway along the western elevation. The entrance lobby and stairway to the residential unit will also be accessed via the walkway along the west side. This walkway will be covered by a glass canopy. Bicycle parking, bin

storage and an outdoor lunch area for the office spaces will be provided along the east side of the building.

With regard to the residential unit, materials will include extensive use of glazing with metal framing (some glazing will be screen patterned, louvres will also be used), glass balustrades to outdoor decks, aluminium screening to the plant area on the south elevation, and rendered wall surfaces on the west elevation.

The north façade of the addition at the first two levels will have, nominally, an 8.4 metre setback from Victoria Street, and the third level nominally a 14.5 metre setback. The addition will rise to a maximum height of nominally 12.45 metres.

Works to the heritage building include general external refurbishment such as painting of window frames, repainting north façade, and bagging and painting the west and east walls. The existing roof cladding will be retained where the roof is unaltered. A window is proposed to be removed on the west elevation; other alterations to the side elevations include the addition of a frameless glass door and introduction of frameless glazing to an existing door opening on the east wall.

Other works to the site include new side access gates of timber pickets and metal palisades, and new fence on the south and east sides.

5.0 Local Planning Policy Framework

5.1 Stonnington Municipal Strategic Statement

5.1.1 Heritage (Cl. 21.06)

The 'Context' relating to heritage in Stonnington states that:

- Many buildings and areas of historic, architectural or cultural significance exist in Stonnington and reflect important aspects of the City's evolution and heritage.
- Provisions relating to recognition and conservation of heritage places will influence future development in the City. This is likely to include demolition and works control on significant heritage buildings and areas, and controls on works – such as fences – to protect streetscapes.
- Heritage provisions need to be equitable.

The Objective which flows from the above is to:

Protect Stonnington's heritage places – buildings, areas and streetscapes, and to ensure that any additions, alterations and replacement buildings are sympathetic to the heritage place.

The strategies which have been implemented to achieve this objective are to

- Identify, assess and protect heritage places.
- Retain, recycle, restore, and renovate, as appropriate, protected heritage places, including commercial buildings, their shopfronts and verandahs.
- Protect significant streetscapes, trees and gardens.
- Ensure new development is compatible with the heritage value of the place by applying guidelines to new buildings and to additions and alterations to existing buildings.

5.2 Local Planning Policies

5.2.1 Heritage Policy (Cl. 22.04)

The 'Policy Basis' states that:

The Municipal Strategic Statement (*Clause 21.06*) provides a key strategic direction to protect, enhance and manage significant heritage assets within the City. Heritage and urban conservation studies and strategies implemented within the City have recognised these assets and have resulted in areas and individual properties having a Heritage Overlay control. The protection and management of significant heritage assets in the municipality helps our understanding of the past, enriches the present and will be of value to future generations.

The policy objectives are:

- To recognise, conserve and enhance places in the City identified as having architectural, cultural or historic significance.
- To ensure that any additions, alterations and replacement buildings are sympathetic to the heritage area and / or surrounds.
- To ensure that the cultural significance of a site, involving the aesthetic, historic, scientific or social value of a place to past, present and future generations, is assessed and used to guide planning decisions.

The relevant Policy which supports any decisions states that:

- Before deciding on an application to use or develop land, the responsible authority will consider, as appropriate, the potential impact of a proposal on the heritage values of the site and/or its setting and area;
- The heritage significance of all places identified in previous studies and the contributing elements within those places be considered when assessing an application in relation to any part of the heritage place;
- Significant buildings be defined as A1, A2 and B graded buildings. Contributory buildings be defined as C graded buildings;
- New buildings and works be compatible with the characteristics of the heritage place and undertaken generally in accordance with any guidelines prepared by the responsible authority;
- The design, bulk and setback of any new buildings and works be responsive to existing heritage assets;
- The use and development of heritage sites and adjoining land be compatible with and not adversely affect the significance of cultural heritage sites; this includes conservation of heritage buildings in their site and local area context; and
- The consideration of heritage values extend beyond particular buildings, to include places, landscapes and features.

5.3 The Heritage Overlay (Cl. 43.01)

It is necessary to consider the issue of the proposed development of the Salvation Army Citadel in relation to the provisions of the Heritage Overlay.

The stated purpose of the Heritage Overlay (Cl. 43.01) is:

- To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- To conserve and enhance heritage places of natural or cultural significance
- To conserve and enhance those elements which contribute to the significance of heritage places.
- To ensure that development does not adversely affect the significance of heritage places.
- To conserve specifically identified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably assist with the conservation of the significance of the heritage place.

In considering, and before deciding upon, an application, the responsible authority must consider the following Decision Guidelines as appropriate:

- The State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- The significance of the heritage place and whether the proposal will adversely affect the natural or cultural heritage significance of the place.
- Whether the location, bulk, form and 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 place.
- Whether the proposed subdivision or consolidation will adversely affect the significance, character or appearance of the place.
- Whether the proposed subdivision or consolidation may result in development which will adversely affect the significance, character or appearance of the heritage place.
- Whether the proposed sign will adversely affect the significance, character or appearance of the heritage place.
- Whether the pruning, lopping or development will adversely affect the health, appearance or significance of the tree.

6.0 Comment on Heritage Impacts

The following analysis and comments makes specific reference to (and in some instances quotes or paraphrases) the relevant sections of the *Stonnington Heritage Guidelines* (2002).

Proposed Partial Demolition

The Guidelines note that

Partial demolition or removal of part of a graded property may be approved where:

The section of the building to be demolished does not contribute to the heritage value of the building and/or place.

The section of the building to be demolished is not visible from the street.

The works are limited to the removal of a later addition, of limited or no significance.

The works are minor in scale and are seen as being essential to the construction of an extension or alteration which will enhance the long-term viability and utility of fabric of greater significance.

And also:

Demolition of the rear section of a building will generally be acceptable.

For buildings which are protected under a Heritage Overlay as part of an area and which are not registered historic buildings, demolition of fabric to the rear or to interiors, particularly fabric which is not visible from the street, is likely to be of less concern.

In this case, the proposed partial demolition of exterior fabric is largely confined to the roof and wall fabric located in the south (rear) and west area of the subject building. This area of the building has very restricted visibility from the public domain. While associated with the original form and fabric of the building, it is also not fabric which makes an important contribution to the critical streetscape presentation of the subject building, particularly the presentation and appearance of the front façade where the architectural detailing and façade compositional elements are concentrated. The proposed partial removal of fabric is therefore considered to be a reasonable action.

The proposed works to the side elevations (removal of window on west elevation; introduction of frameless glass door and frameless glazing to an existing door opening on east elevation), are comparatively minor works and involve limited removal of original fabric.

Proposed Addition to the Heritage Building

The following extracts from the Guidelines cover general guidance on additions to heritage buildings; specific guidelines relating to additions to 'residential' or 'commercial' buildings are not reproduced here as neither are strictly applicable or necessarily helpful in this instance, given the atypical nature of the subject building.

Additions should generally be concealed from views within the street, or should be of low visual impact if partly visible:

External additions to graded buildings should not impair the legibility of the place or its streetscape. Additions to graded buildings subject to Heritage Overlays should preferably not be visible from views within the key (or address) streetscape, nor from nearby streets or public places.

However, Council recognises that a wide variety of building types, architectural styles and subdivision patterns exist within the municipality and that additions often cannot be concealed from all vantage points. In such instances, architects and designers should seek to produce additions with a presence, form, character and articulation consistent with the role of the building within the existing streetscape. The design of new fabric should establish an understated presence on the site and avoid any form, scale or architectural style which might dominate the existing building.

In general, an appropriate degree of visibility for additions to individual buildings will be determined by an examination of the intactness and character of the related streetscape. Additions in intact, homogeneous and/or highly sensitive precincts should not be visible from the street. In less intact areas, or in areas which are noticeably heterogeneous rather than homogeneous, limited visibility may be permitted.

And also:

Additions to significant buildings should respond to their significant architectural character:

Additions to highly significant buildings such as those individually listed within the Schedule to the Heritage Overlay and/or listed on the Victorian Heritage Register or the Register of the National Estate Trust, should be approached in one of two ways. They should either be designed in a manner sympathetic to the character of the significant fabric or in an understated modern manner. New work should generally adopt matching or complementary forms, materials and finishes, and new work should generally be concealed from key views within the street.

And also:

Respectful design approach:

In general, visible additions should adopt a respectful approach, relating in massing and roof form to early sections of the building, but should present a negligible bulk to views from the street.

New works should be distinguishable from original fabric:

New works should adopt similar materials and reiterate existing patterns of door and window openings but should be identifiable as a separate entity, distinguishable from the existing building to the practised eye. Exact reproduction of period detailing is generally not encouraged.

The proposed addition will generally have low visibility (and 'low visual impact') from the streetscape. This is due to the proposed setbacks from the street frontage, the narrow width of the street and the existing height of the subject

building and its north façade (which will restrict views of the new works). The building to the west of the subject site will restrict views of the addition from this direction. It is anticipated that there will be some limited visibility of the works from the east, where the adjoining built form is typically of lower scale and provides less concealment. These views, however, will generally be limited to the east roof plane of the new works, which will be setback well into the site and will extend the plane of the existing roof, but not to a degree which is visually intrusive or results in a dominant relationship with, or impact on, the heritage building. Views from the east of the glazed treatment of the north façade of the addition, and outdoor deck with glazed balustrade, will also be limited. The works, from these views, will additionally partly appear in the foreground of the higher and more visually dominant east elevation of the adjoining apartment building to the west, which is a combination of a face brick wall and contemporary materials. In this context, the works will largely read as separate from, and distinct to, the fabric of the heritage building, which is appropriate and desirable. The proposed works can therefore be considered (as required by the Guidelines) to have an 'understated presence on the site' and will 'avoid any form, scale or architectural style' which dominates the existing building.

Overall, the form and appearance of the heritage building will be minimally altered by the new works, with no alteration to, or impact on, the principal façade and presentation (and contribution) of the building to the streetscape.

The proposal will also have little or no impact on the significant heritage building to the east (former Sunday School), through being concentrated on the west side of the heritage building and therefore separated by a considerable setback to the lower scale former Sunday School.

Finally, as the subject site is not within a Heritage Overlay precinct, and is in fact an isolated site, the proposal will have no impact on the heritage values or character of a broader area. Such a site also offers a degree of flexibility with regard to new works (fabric and form) given that there is no overriding local pattern or heritage character to be addressed.

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