



BRIDGE MALL BALLARAT BUILT FORM FRAMEWORK

MAY 2023
FINAL

This report has been prepared for,
and in collaboration with, the City
of Ballarat.

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CONTENTS

1.0	INTRODUCTION AND PURPOSE	5	4.6	Movement Network	38
1.1	Introduction and Purpose	5	4.7	Public Open Space	40
1.2	Approach	5	4.8	Sub-Areas	42
1.3	Study Area	6	4.9	Key Considerations	50
			4.10	Key Opportunities	51
2.0	HERITAGE CONTEXT	10	5.0	VISION AND BUILT FORM PRINCIPLES	52
2.1	History	10	5.1	Vision and Objectives	52
2.2	Broader Heritage Context	10	5.2	Built Form Principles	53
2.3	Heritage Buildings	11	6.0	DEVELOPING THE BUILT FORM FRAMEWORK	56
2.4	Ballarat And UNESCO's Historic Urban Landscape (HUL)	13	6.1	Methodology	56
2.5	Draft Ballarat Skyline And View Study	13	6.2	Sub-Area 1: Bridge Mall Gateway	60
2.6	Cultural Significance	14	6.3	Sub-Area 2: Bridge Mall Central	65
			6.4	Sub-Area 3: Bakery Hill	70
3.0	POLICY CONTEXT	15	7.0	BUILT FORM RECOMMENDATIONS	75
3.1	Policy Context	15	7.1	Recommended Built Form Framework	75
3.2	Ballarat Planning Scheme	19	7.2	Updates to DDO1	84
4.0	URBAN CONTEXT ANALYSIS	24	APPENDIX		85
4.1	Topography	24			
4.2	Landmark Buildings and Key Views	26			
4.3	Existing Built Form	30			
4.4	Lot Pattern	32			
4.5	Building Heights	34			

EXECUTIVE SUMMARY

The Bakery Hill Precinct and Bridge Mall (formerly Bridge Street) is a historically significant area of Ballarat, first surveyed in 1857 during the Gold Rush period. During its history, it has been one of the most important commercial corridors within Central Ballarat. The pedestrian mall was opened in 1981, connecting the wide boulevard of Sturt Street to Bakery Hill.

Today, Bridge Mall maintains its fine-grain layout and retail uses, with a diverse collection of heritage buildings dating from the mid-nineteenth to mid-twentieth century. In recent times, the precinct has declined in economic and development activity, with high vacancy rates, creating an opportunity for appropriate renewal and investment.

The City of Ballarat's strategic plans and local policy within the Ballarat Planning Scheme identifies the area as suitable for strategic renewal and infill development opportunity. The Bakery Hill Urban Renewal Plan 2019 acknowledges the need for intervention and an appetite for change, setting out public realm improvements to assist with the objective of recasting Bakery Hill as a complete neighbourhood.

These objectives for Bridge Mall are highly constrained by the existing built form control of the Design and Development Overlay – Schedule 1 (DDO1) that applies to the area. The DDO1 has remained unchanged since 1997 and is now misaligned with the strategic intent for the area. It restricts new development to a maximum height of 8.7 metres on the northern side of the Mall and 10.5 metres on its southern side.

This report has been prepared to inform and support the revision and amendment of DDO1, providing design and development guidance to the Study Area. The report sets out the built form principles to guide outcomes and provides built form recommendations for the Study Area through a Built Form Framework Plan.

An embedded project objective is to protect and celebrate the significant heritage within Bridge Mall. The Built Form Framework Plan supports a greater scope for urban infill, and includes guidance on recommended maximum street wall heights, building heights and minimum upper level setbacks.

This Built Form Framework aims to retain heritage values whilst supporting a lively precinct with an appropriate scale of urban development.

This project is located on Wadawurrung Country.

The City of Ballarat and Urbis acknowledge and respect the Wadawurrung People as the original custodians of the land, waters and skies, their unique ability to care for Country and deep spiritual connection to it.

We honour Elders past, present and emerging whose knowledge and wisdom has, and will, ensure the continuation of cultures and traditional practices.

1.0 INTRODUCTION AND PURPOSE



1.1 INTRODUCTION AND PURPOSE

The overarching purpose of this project is to support the City of Ballarat's strategic vision for Bridge Mall (and Bakery Hill) area to be a thriving, complete neighbourhood. This report supports the urban renewal of Bridge Mall by providing design and development guidance for the Study Area, defined by the area of the Design Development Overlay – Schedule 1 (DDO1) 'Bridge Mall', refer to Figure 2 and 5.

The DDO1 control is highly restrictive and is inconsistent with the current context and vision for the Bakery Hill and Bridge Mall area, as set out in the City of Ballarat's strategic plans and local policy – particularly the Ballarat Strategy (2015), Making Ballarat Central - CBD Strategy (2017) and the Bakery Hill Urban Renewal Plan (2019). Urbis has combined its heritage, design and planning expertise to provide robust analysis and recommendations that support a revision of the DDO1 control.

Located on the river flats of Yarrowee River, Bridge Mall/ Bakery Hill Precinct is one of the oldest commercial centres in Ballarat. It originally linked the diggings in Ballarat Flat with the ordered official government township in the west.

This area is one of the most significant strategic opportunities within the Ballarat CBD – a strategic precinct within a city rich with magnificent built form.

The renewal of Bridge Mall Precinct will underpin the creation of a thriving, connected and distinctive place for locals and visitors alike.

1.2 APPROACH

This project has been undertaken in iterative stages of analysis, review and recommendations set out below.

- Background and literature review
- Site visits
- Study Area context analysis (Planning, Design and Heritage)
- Engagement with Wadawurrung Traditional Owners Aboriginal Corporation (WTOAC)
- Preliminary review and presentation to Council officers
- Development of built form principles
- Testing of development scenarios
- Recommendations and Built Form Framework Plan

The Built Form Framework is the culmination of the project analysis and recommendations and provides design and development guidance in association with a draft replacement DDO1 provision. The Framework is underpinned by extensive built form analysis and study, considering the significance of existing conditions, urban context, built form, and heritage values.

As presented within this report, the analysis considers the area's existing urban character and grain. It tests a range of built form influences based upon various development principles, resulting in the Framework Plan recommendations.

An innovation within the project has been the use of the Ballarat 3D spatial model to test the built form envelope for various development scenarios to arrive at the preferred built form envelope. The detailed testing scenarios are contained within the Appendix of this report.



1.1 STUDY AREA

The Study Area is defined as the area of the planning overlay DDO1, that covers a portion of Bridge Mall precinct (Figure 1 and 2), also referred to as the 'Bridge Mall Core Precinct'. The Study Area is generally contained within Grenville Street on the west, Curtis Street on the north, Little Bridge Street on the south, and the intersection with Humffray Street South at its eastern end. The pedestrianised Bridge Mall runs east-west through the Study Area.

The Bakery Hill Urban Renewal Plan 2019 provides significant background and historical context to the area, as well as defining a vision, themes, objectives and initiatives to reinvigorate the precinct as a complete and vibrant neighbourhood.

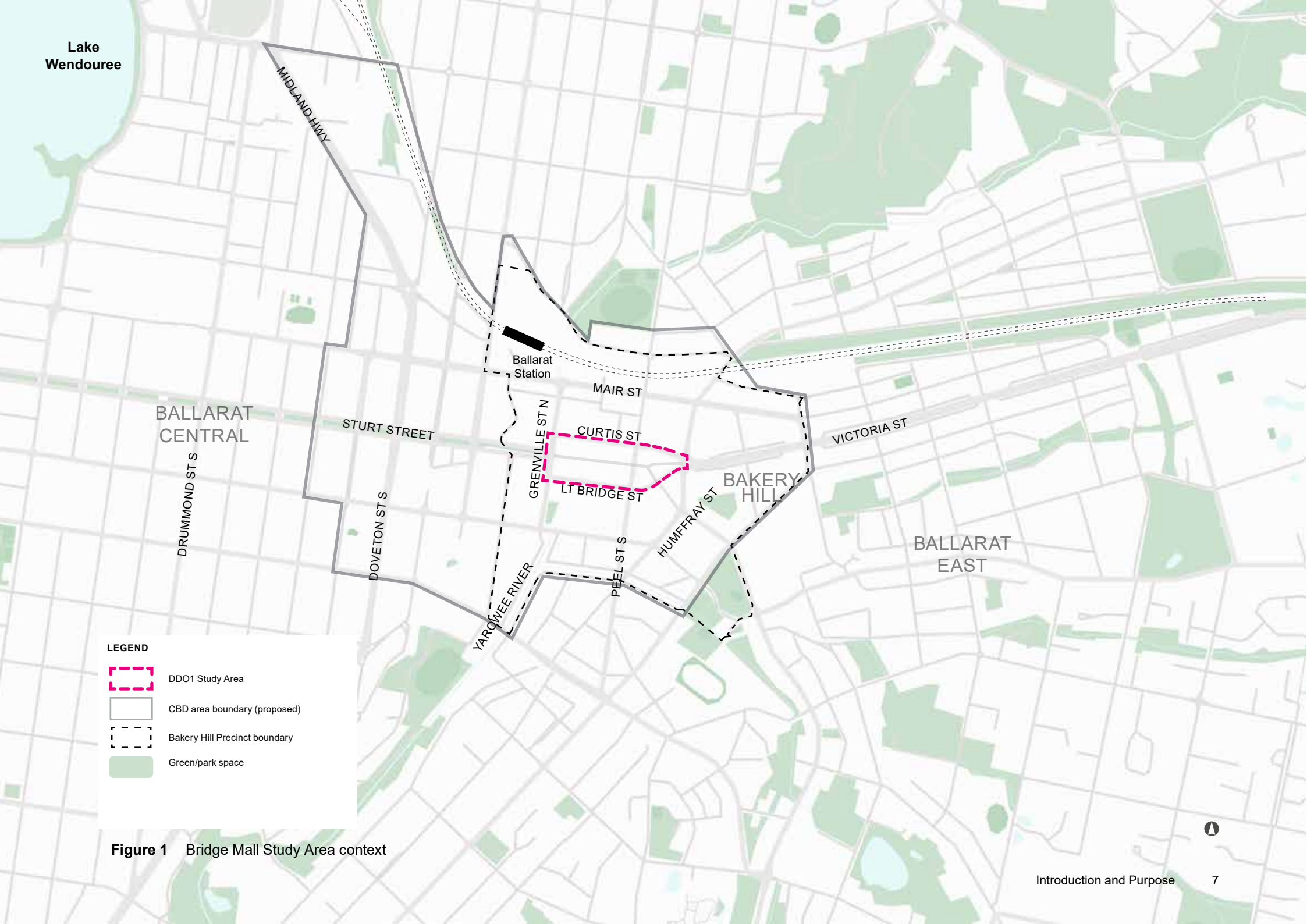
The Study Area is defined by the pedestrianised Bridge Mall and its urban heritage, character and commercial use. The Bakery Hill Precinct and Bridge Mall (formerly Bridge Street) is a historically significant area of Ballarat, which was first surveyed in 1857 during the Gold Rush period.

Bridge Mall has always been an important commercial corridor, linking the grand boulevard of Sturt Street to the west with Bakery Hill, Main Road and Victoria Street to the east. Bridge Mall and Bakery Hill area contains a diverse collection of heritage buildings dating from the mid-nineteenth to the mid-twentieth centuries.

Bridge Mall was pedestrianised in 1981, primarily containing retail and hospitality uses. Recent economic decline means Bridge Mall has high vacancy rates, driving the need for strategic review and renewal. Bridge

Mall has a highly consistent two-storey street wall with significant heritage assets. It is generally a fine-grained, human-scale street with attractive and varied building forms. It is located within key view lines between the commercial and civic centre of Ballarat to the west and Mount Warrenheip to the east.

While there has been little recent development in this precinct, the Bakery Hill Urban Renewal Plan anticipates that the area is suitable and will be subject to more intensive development in the future.



LEGEND

-  DDO1 Study Area
-  CBD area boundary (proposed)
-  Bakery Hill Precinct boundary
-  Green/park space

Figure 1 Bridge Mall Study Area context

Figure 2 Project Study Area



SITE PHOTOS



2.0 HERITAGE CONTEXT

This section provides an overview of the relevant policies and the historical context of the Study Area.

2.1 HISTORY

Central Ballarat is rich in history and the extent of intact heritage fabric is evidence of the city's evolution during the Gold Rush period which commenced in the 1850s.

Prior to European settlement, the Yarrowee was an important place for the Boro Gundidj, a clan of the Wadawurrung People.

Ballarat developed rapidly after rich alluvial gold deposits were discovered in 1851. Located on the river flats of Yarrowee River, Bridge Street is one of the oldest commercial centres in Ballarat. It originally linked the diggings in Ballarat Flat with the ordered official government township in the west.

Frequent floods plagued the early inhabitants until engineering works were carried out in 1862 to raise the level of the street. In some places it was raised up to six feet. The basic bridge erected over the Yarrowee River reportedly determined the narrow width of the road as shopkeepers built their shops to align with the bridge. Bridge Street is named accordingly.

These works consolidated Bridge Street as Ballarat's main commercial centre, a role it has served to the present day.

However, the precinct has also undergone a degree of change over the years, particularly at the western end. A number of the early buildings have been altered or demolished in their entirety, most verandahs have been removed and many shopfronts altered. By the 1960s Bridge Street had changed substantially and many of the early buildings were modernised at this time. After the pedestrian mall was created in 1981, Bridge Street ceased to serve as the eastern gateway to central Ballarat.

2.2 BROADER HERITAGE CONTEXT

Beyond the boundary of Bridge Mall Heritage Overlay Precinct (HO176), there is an adjacent Heritage Overlay precinct to the west of the Study Area – the Lydiard Street Heritage Precinct (HO171) – as well as one to the east, the Victoria Street Heritage Precinct (HO177). The three heritage precincts share a degree of visual connection owing to the topography, refer to Figure 5.

Part of the Creeks and River Channels Heritage Precinct (HO172) is located to the south of the Study Area. The Yarrowee River, which was heavily degraded during the gold rush period, was rerouted underground in the 1960s but still flows under the western end of the precinct. The line of Coliseum Walk and Alfred Walk chart the now subterranean course of the river.

In addition, there are a few individually significant buildings located outside the Study Area but within the extent of HO176. The Former Titheridge & Growcott building (HO93) and the Ballarat East Post Office (HO94) are both located on Main Road to the south of the Study Area (at 15-19 and 21 respectively). St Paul's Anglican Church, at 3 Humffray Street South, Bakery Hill, is on the Victorian Heritage Register at VHR No.H0401. It is also subject to HO191.

2.3 HERITAGE BUILDINGS

The City of Ballarat is in the process of undertaking a review of its heritage overlays to ensure they are up to date and properly describe the significance of the heritage places and buildings within the broader CBD area.

The City of Ballarat has recently undertaken further work to identify which buildings are significant and contributory within Bridge Mall/ Bakery Hill Heritage Precinct. A draft Statement of Significance for the precinct was recently prepared by GJM (December 2021). Buildings within the Heritage Overlay (HO176) were graded as individually significant, contributory and not contributory. The gradings within the Study Area shown in Figure 3 are based on GJM's assessment and peer reviewed by Landmark Heritage.

Figure 3 illustrates that the Sub-Area 2: Bakery Hill is most intact to its early form with the highest concentration of heritage buildings. The intactness and integrity of Bridge Mall streetscape decreases to the west.

Much of Bridge Mall streetscape is identified as having an important heritage character.

It is significant for the following reasons:

- Early and largely intact streetscape of original and early Victorian, Federation and Inter-war era commercial buildings.
- Characteristically double storey scale, interspersed with some single and three-storey development.
- Predominantly fine-grained subdivision pattern. Remnant narrow shop-fronts that reflect the subdivision of land in the early period.
- Many deep lots.

- Stepped parapets.
- A number of key landmark buildings such as the former hotel building at 92 Bridge Mall, the former State Savings Bank of Victoria at 95-99 Bridge Mall and the semi-detached pair of three storey buildings at 24-26 Bridge Mall.
- Visual connection to Sturt Street, Bakery Hill and the distant axial view of Mount Warrenheip to the east.
- The curvature of the road as it rises to meet Victoria Street.
- Compressed streetscape quality in the lower lying part of Bridge Mall which reflects the width of the early bridge erected over the Yarrowee River.
- Strip retains shops from an early period that retain the sense of a gold rush town.
- Combination of topography and heritage streetscape, which is unusual in Victoria and compares to other gold rush towns such as Beechworth and Maldon.
- Forms part of a broader nationally significant network of gold rush towns.

However, the precinct has also undergone a degree of change over the years, particularly at the western end. A number of the early buildings have been altered or demolished in their entirety, and the street no longer serves as the eastern gateway to central Ballarat.



Mix of heritage and non heritage within Bridge Mall

Figure 3 DRAFT Grading Map for H0176 (GJM Heritage, Draft Heritage Citation, p.19, peer review by Landmark Heritage)



2.4 CULTURAL SIGNIFICANCE

The Project's Study Area is influenced by two landmarks of cultural significance: the Yarrowee River which bisects the Study Area, and the view to Mt Warrenheip.

The Study Area is within Wadawurrung Country. The Wadawurrung Traditional Owners Aboriginal Corporation (WTOAC) is the Registered Aboriginal Party (RAP) and is responsible for caring for Wadawurrung living cultural heritage and Country in accordance with the Aboriginal Heritage Act 2006 and the Paleert Tjaara Oja: Wadawurrung Country Plan (2020).

The Project Team attended a meeting with WTOAC early in the Project's analysis phase, to discuss the culturally significant influences over the Study Area. From the meeting, we learned:

- The view line down Sturt Street looking towards Mount Warrenheip is considered a post-contact construct. The WTOAC are concerned that the focus on this view places a disproportionate emphasis on Mt Warrenheip at the expense of several other nearby mountains considered to be of equal cultural significance.
- While views to Mt Warrenheip are culturally important – and underscoring the significance of the place of Mt Warrenheip – the cultural relationship is spatially different to the post-contact concept of a direct view line. The relationship is also of social, historical and spiritual significance. Purely visual relationships should not be privileged.

- While there are social and cultural values to protecting views to Mt Warrenheip, WTOAC do not seek to designate a specific viewpoint/ protection of view along Sturt St. Urbis recognises that we cannot project or prescribe the cultural value of the view line to Mt Warrenheip.
- The alignment of the Yarrowee River is highly modified and now flows within a tunnel under the Study Area. However, its concealment does not diminish its cultural significance. Gaps in built form along Bridge Mall chart the course of the river underneath. The conventional distinction made between tangible and intangible heritage is not useful in this instance. WTOAC advise that there is significant opportunity to restore country through restoration of the Yarrowee River.

Urbis thanks WTOAC for the opportunity to engage and learn through this project. The view line from Sturt St to Mt Warrenheip will be separately analysed as a post-contact heritage consideration.

Urbis notes that this Project is focused upon the private parcels of land within Bridge Mall and as such, the public realm (including Yarrowee River) is primarily addressed through Bridge Mall Public Realm Master plan.



3.0 POLICY CONTEXT

This section provides an overview of the existing relevant policy and planning control context of the Study Area.

3.1 POLICY CONTEXT

Bridge Mall's existing and emerging policy context are set out in key strategic policy documents. These documents, along with policy directions within the Ballarat Planning Scheme, have provided a contextual local framework to inform this project's analysis and recommendations.

Other policy documents including State Government Planning Practice Notes and strategic plans have also provided a broader planning context to the project.

The following documents have provided key strategic directions for Bridge Mall area, as well as the identification of valuable built form, views, and heritage context.

Key Ballarat documents:

- Today, Tomorrow, Together - The Ballarat Strategy: Our Vision for 2040 (2015)
- Bakery Hill Urban Renewal Plan (2019)
- Bridge Mall Public Realm Master plan (2021)
- Making Ballarat Central (the CBD Strategy) (2017)
- Ballarat Planning Scheme

Other relevant documents include:

- Ballarat Planning Scheme Heritage Control 2004 Incorporated Plan (revised Oct 2015)
- Ballarat Heritage Precincts Statements of Significance 2006 (revised Aug 2014) – Incorporated Document
- Planning Practice Notes 1, 59 and 60 (Applying the Heritage Overlay, Mandatory Provisions and Height and Setback Controls for Activity Centres)

Other Reference Material (draft documents not yet adopted by Council):

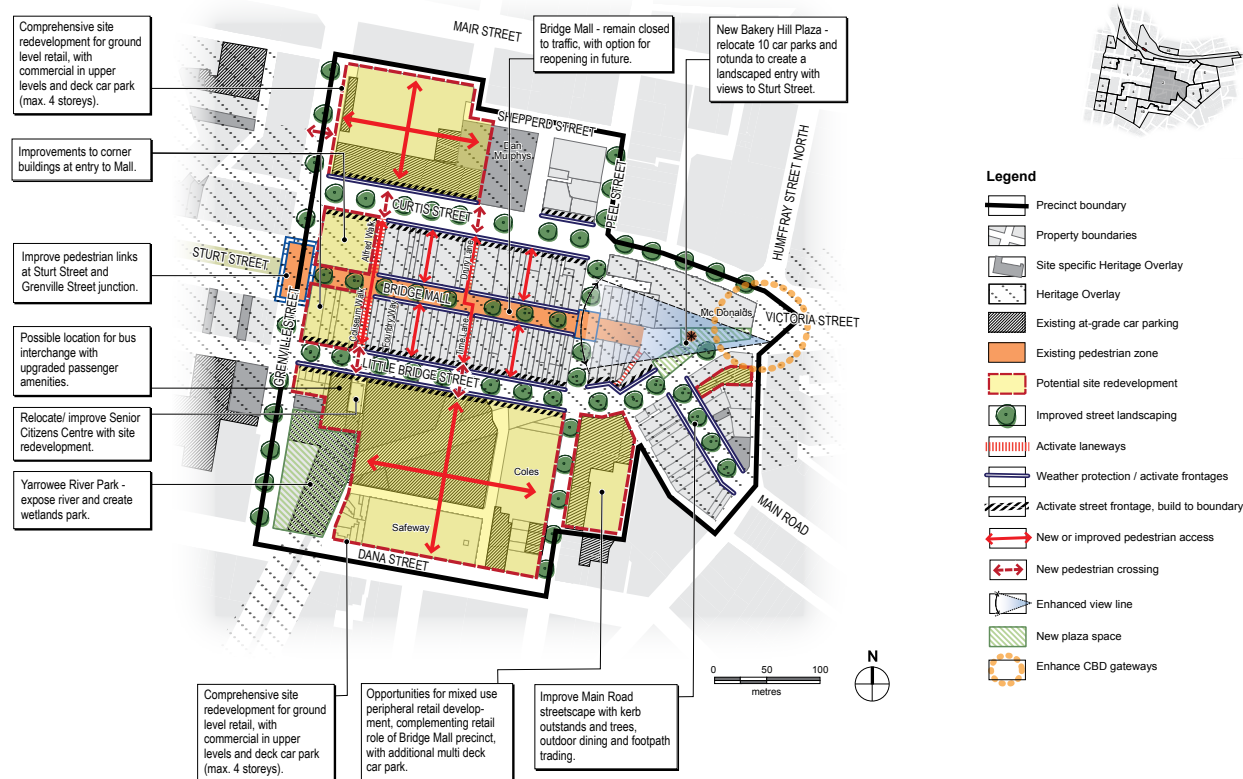
- Draft Heritage Citation for HO176 (GJM Heritage, Dec 21)
- Draft Statement of Significance for HO176 (GJM Heritage, Dec 21)
- Draft Ballarat Skyline and Views Study (2021)

Recent strategic work for Ballarat has been undertaken to support a thriving central city and in response to the city currently experiencing an accelerated rate of change. The above-mentioned strategies for Ballarat are based on compact city principals and managing change.

Broadly, a 'capital city' experience is envisaged with a focus on a thriving CBD attracting more economic activity, art and culture, and residents over the next 20-25 years. It encourages mixed use infill development and housing growth that reinforces a compact city with improved inner-city amenity and night-life along with a more sustainable transport network. Conversely, a key concern is if the growth is not harnessed appropriately, the city's heritage and the distinctive identity becomes vulnerable to this change.

An Urban Design Framework and Structure Plan for the Ballarat CBD are currently in the early stages of development and this (Bridge Mall) project sits within the broader framework that will be developed for the Ballarat CBD to provide guidance for future built form and heritage buildings.

Figure 4 Plan for Precinct 2: Bridge Mall Core Retail (Making Ballarat Central The CBD Strategy)



TODAY, TOMORROW, TOGETHER AND MAKING BALLARAT CENTRAL

The Today, Tomorrow, Together: The Ballarat Strategy document identifies several areas suitable for urban infill, including the Ballarat CBD (containing this Study Area). The Making Ballarat Central (CBD Strategy) document builds upon this approach by further defining precincts within the CBD. This Project's Study Area is included within Precinct 2 'Bridge Mall Core Retail', which includes the immediately surrounding large format retail and the large at-grade car parks.

Underpinning *Making Ballarat Central (The CBD Strategy)* are five city-wide themes to realise the long-term vision of the CBD: Commercial and Cultural Capital, Connections, Places for People, Building Quality and Strong Leadership and Governance.

Both documents adopt the '10 Minute City' ambition, which reflects the community's aspirations to maintain existing levels of access to destinations and services as the city grows.

Among other objectives to connect and activate Precinct 2, The CBD Strategy seeks to enhance and grow the retail area and maximise development opportunities on underutilised land. Relevant strategies for Precinct 2 include:

- Develop the area as a vibrant mixed use retail area.
- Include commercial and residential uses in upper levels.
- Provide active retail frontages and weather protection on all street façades.
- Improve north-south pedestrian connections through laneway 'walk through' spaces.

- Rationalise signage in this Precinct to reduce visual clutter, particularly large scale advertising signage at CBD entry points.

A preferred height of three storeys (equivalent to two stories of a heritage building, or approximately 9 metres) for Bridge Mall is specified within the CBD Strategy as follows:

- Within Bridge Mall and Victoria Street allow buildings up to three storeys in height with façade treatment demonstrating dominant heritage façade patterns. (Note that a contemporary three storey building will be the equivalent of a double storey heritage building.) This will ensure a 'pedestrian scale' within these areas and retain sight lines along Sturt Street.

As mapped within Making Ballarat Central (The CBD Strategy), land at the western end of Bridge Mall is designated as potential site redevelopments. New or improved pedestrian links are also sought throughout Bridge Mall. Curtis and Little Bridge Streets are designated to build to boundaries in order to activate the street frontage.



BAKERY HILL URBAN RENEWAL PLAN AND PUBLIC REALM MASTER PLAN

The Bakery Hill Urban Renewal Plan (the Plan) seeks to redefine the role of Bakery Hill and the broader area, including Bridge Mall. Extensive consultation and contextual analysis during the preparation of the Plan found that:

- Movement network is disconnected and conflicting;
- Changes in the retail sector are affecting the retail mix and vacancy rates;
- Large format land uses have interrupted the fine grain land use and movement network;
- The gateways are under developed;
- The heritage buildings and places offer a significant point of difference;
- There is a lack of housing in the Precinct;
- There is a lack of well-located high-quality open space in the Precinct; and
- The Mall has a lack of exposure to visitors and passing trade.

The plan specifies the importance to redefine the role of the precinct and encourage traditional and creative industries as well as residential uses in this area. It is acknowledged that the historical built form of the area has deteriorated and there are opportunities to improve the public realm and celebrate the historic features of Bakery Hill and Bridge Mall. The key themes for renewal are:

- The role of Bakery Hill as a destination within the CBD needs to be redefined
- Improve connections through the precinct
- Enhance the precinct's character, heritage and public realm

KEY INSIGHTS

- Bridge Mall Study Area is highlighted as a key opportunity to contribute to a revitalised CBD through appropriate urban renewal and infill.
- It is critical that urban development contributes to the historical and cultural value of Ballarat.
- Ballarat CBD is experiencing a period of accelerated change and this should be managed appropriately so the heritage and distinctive characteristics of the city are not impacted.
- There are opportunities to re-invigorate Bridge Mall through mixed use development, with commercial uses encouraged to activate the ground plane, and potential for residential and offices at upper levels.
- More intensive redevelopment of the west end of the Study Area of Bridge Mall is encouraged, as set out by existing strategies and the Ballarat Planning Scheme.
- The strategic intent set out existing strategies, and the Ballarat Planning Scheme, and stated built form recommendations are inconsistent with the current DDO1.

3.2 BALLARAT PLANNING SCHEME

Figure 5 shows the Study Area is:

- Zoned Commercial 1 Zone; and
- Subject to multiple overlays:
 - Design and Development Overlay
 - Schedule 1 (DDO1)
 - Heritage Overlay (HO176)

The above planning controls are described further below. The Study Area fractionally overlaps with two other heritage precinct overlays (HO177 and HO171), that are not considered critical to this Study Area analysis.

The western part of the Study Area is within an area of cultural heritage sensitivity, mapped to the Yarrowee River corridor.

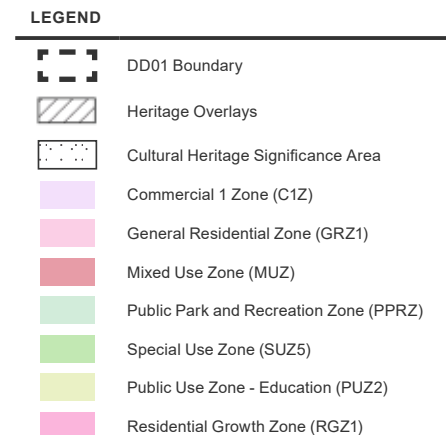
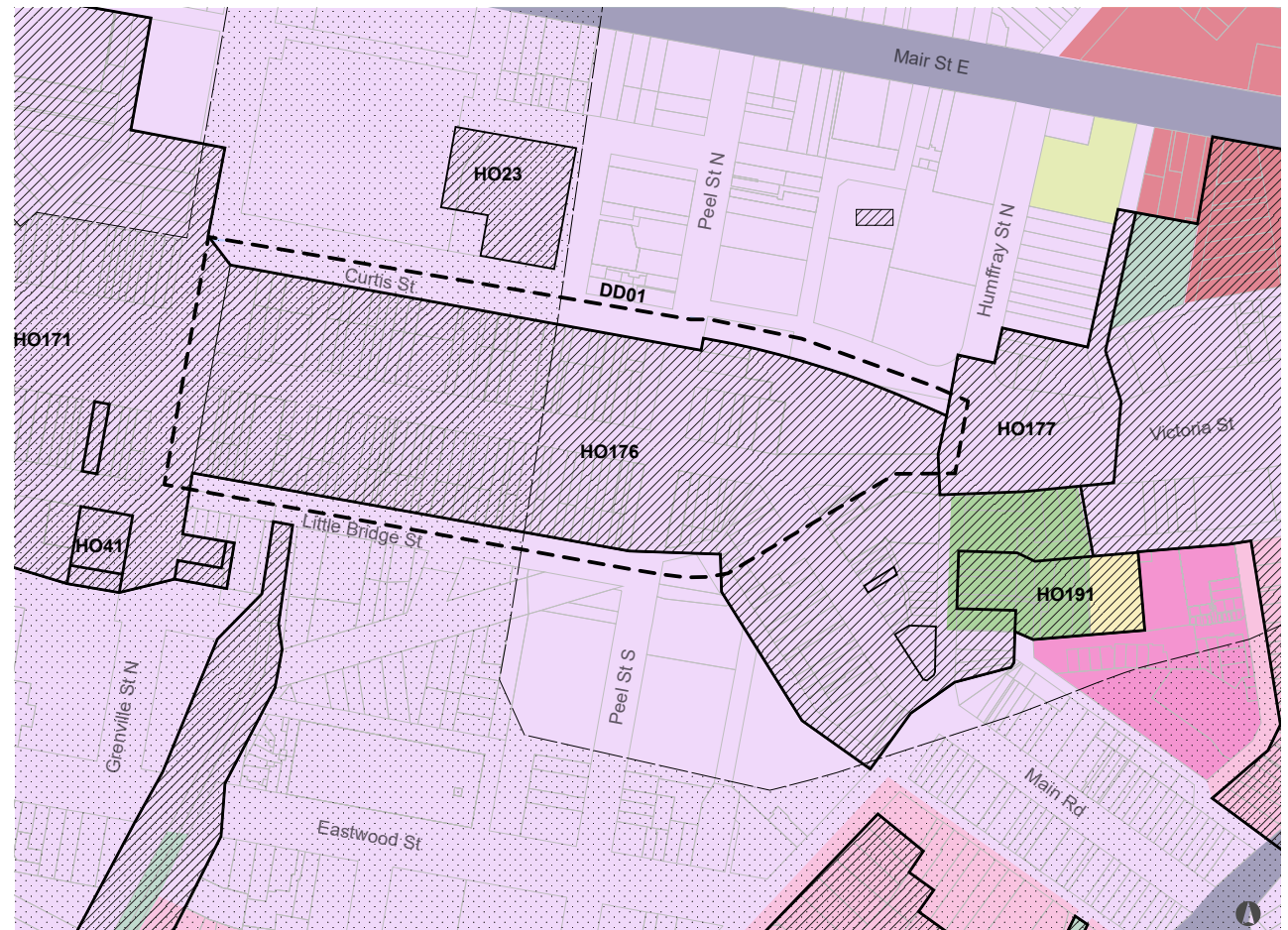


Figure 5 Planning Zones and Overlays



LOCAL PLANNING POLICY

Within local planning policy are a range of clauses providing context and direction to this project. The key policies and objectives are summarised below.

Clause 21.02 Settlement and Housing

Clause 21.02 provides the direction and guidance for development and growth in terms of future housing and its preferred locations.

Bridge Mall Precinct sits within the broader Ballarat CBD which is envisaged to accommodate higher densities of development in close proximity to public transport corridors (referred to as Convenience Living Areas) in the Ballarat Planning Scheme. Relevant objectives and strategies from Clause 21.01 are set out below.

Urban Growth

The '10 Minute City' principal is reinforced in this Clause, encouraging significant new mixed-use development in the Ballarat CBD.

Objective 1

To support a pattern of growth which reinforces the '10 Minute City'.

Strategies

1.1, Encourage significant new mixed use development in the CBD which supports knowledge sector and retail employment opportunities, more inner city living and street level and out of hours activation.

1.2, Facilitate higher density infill housing in areas of convenience living, urban renewal precincts and the Ballarat CBD.

1.4, Discourage increased development density in fringe areas, particularly those that are more than walking distance from activity centres.

Areas of convenience living

Development of higher density housing in Convenience Living Areas is encouraged to support long-term high frequency public transit services for the Ballarat CBD.

Objective 2:

To establish a sufficient number of residents in convenience living corridors to support a high frequency public transport network.

Strategies:

2.1 Support residential development within 400 metres of public transport services with larger scale and higher density infill located within convenience living corridors.

2.2 Facilitate higher intensity and priority residential infill development within convenience living areas which are within 200m from an identified network of high frequency public transport corridors.

2.3 Ensure appropriate design responses within areas of convenience living that are affected by heritage and design controls.

Housing Diversity

A mix of housing types is encouraged to facilitate social diversity and increase the proportion of lower cost accommodation, social housing and housing for people of all abilities.

Objective 7:

To provide a range of choices in housing design, location and density.

Clause 21.03 Environmental and Landscape Values

Clause 21.06 notes that unsuitable design which significantly impacts the landscape values and key view lines can reduce the experience of living in the Ballarat municipality. Mt Warrenheip is noted for its significance.

Clause 21.06 Built Form, Heritage and Design

Clause 21.06 seeks to protect and enhance the quality of built areas as well as historical, aboriginal, natural and cultural significance. Relevant objectives and strategies from Clause 21.06 are set out below.

Urban Design

It is recognised that the quality of design and stimulating activity through high quality streetscape and open spaces is crucial to Ballarat's identity and competitiveness.

Objective 1

To protect and enhance the quality and character of built areas, considering context and local values.

Strategies

1.1, Ensure that the scale, bulk and quality of new development contributes to the character and amenity of the built environment.

1.2, Maintain important views and vistas within the Ballarat CBD including skyline views of spires and towers and the Yarrowee escarpment.

1.3, Improve the visual quality of major transport routes and connections to tourist destinations.

Heritage

Ballarat's heritage resources are to be protected and enhanced for their conservation, cultural and tourism potential as well as ensuring that what makes Ballarat distinctive isn't lost due to new development.

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.

4.7, Protect pre and post contact Aboriginal cultural heritage.

Clause 21.09 Local Areas

Clause 21.09 supports significant new mixed use development within the Ballarat CBD with a focus on providing residential uses at upper levels. It is stated that the CBD is to be managed as a "key entertainment destination, a hub of knowledge sector, retail employment activities and inner city living precinct with street level and out of hours activation". Strategies include

1. Facilitate significant new mixed use development and redevelopment in the CBD.
2. Facilitate the redevelopment of vacant upper floorspace within the Ballarat CBD for residential purposes.
3. Consider the objectives, strategies and actions of the CBD Strategy: Making Ballarat Central (2010).

COMMERCIAL 1 ZONE

Bridge Mall Precinct sits within the Commercial 1 Zone (C1Z), which covers the broader CBD area of Ballarat.

The Purpose of the Commercial 1 Zone is:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To create vibrant mixed use commercial centres for retail, office, business, entertainment and community uses.
- To provide for residential uses at densities complementary to the role and scale of the commercial centre.

Under the C1Z, most commercial uses are as of right. Residential uses require planning permission if they have a frontage of more than 2m in width at ground floor level.

CURRENT DDO1 SCHEDULE (BRIDGE MALL PRECINCT)

Schedule 1 to the Design and Development Overlay (DDO1) is the existing built form control that affects the Study Area and provides prescriptive (mandatory) requirements to maximum building heights.

The current maximum building height limits are 10.5m on the south side of Bridge Mall and 8.7m on the north side. The existing built form controls prescribed by the DDO are viewed as prohibitively restrictive towards development, with onerous height controls.

The limitations of DDO1 significantly undermine and conflict with the intent of local policies (Clause 21.01-1 Urban Growth and Clause 21.02-2 Areas of Convenience Living) which seek to encourage sustainable development and facilitate housing and population growth within the Ballarat CBD. The DDO1 provide less scope for development than might typically be expected under the Heritage Overlay alone.

HO176

Bridge Mall/ Bakery Hill Heritage Precinct (HO176) extends over the Study Area as well as extending beyond the Study Area to the southeast (including part of Victoria Street, Humffray Street and Main Road).

Bridge Mall/ Bakery Hill Heritage Precinct is identified as being of significance for its streetscapes of nineteenth to mid-twentieth century commercial buildings. It is of local historical, representative (architectural), scientific and aesthetic significance to the City of Ballarat.

Both external paint controls and tree controls currently apply under the provisions of HO176, however internal alteration controls do not.

The Heritage Overlay includes permit triggers for subdivision, demolition and the carrying out of building and works. The associated Incorporated Document within the Ballarat Planning Scheme, 'Ballarat Planning Scheme Heritage Control 2004 – Incorporated Plan' (revised October 2015) provides decision making guidance for land within the HO.

An unusual aspect of the Incorporated Plan is that it states that no permit is required to demolish a building and associated outbuildings and fences within a site identified as being 'not of heritage significance' within the incorporated document Ballarat Heritage Precincts– Statements of Significance (2006). More commonly, a permit for demolition of a non-contributory building within a Heritage Overlay precinct would only be granted subject to an appropriate replacement design.

Clause 22.05

As the Study Area is part of HO176, it is therefore subject to the provisions of Clauses 43.01 (the Heritage Overlay), 15.03 (State Planning Policy Framework) and 22.05 (Heritage Conservation and Heritage Precincts) of the Ballarat Planning Scheme. Objectives include:

- 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.

KEY INSIGHTS

- Planning policies strongly support appropriate urban renewal and note that Bridge Mall can accommodate new development respectful of its historic context.
- There is conflict between the highly restrictive DDO1 control and other planning policy that supports more intensive development.
- Within the Study Area of Bridge Mall a mix of uses is encouraged.
- There is an exemption within the HO that means planning permission is not required to demolish a building identified as 'not of heritage significance'. This can have a negative impact upon the streetscape and should be addressed in the Citation update.

4.0 URBAN CONTEXT ANALYSIS

This section of the report analyses the urban context and built form of the Study Area. This includes topography, landmark buildings and key views, existing built form, lot pattern, heritage, building heights, movement network, public open space, sub-areas and interfaces.

The Study Area is a rich mix of heritage and non-heritage developments with narrow building frontages and a distinct streetscape. This analysis informs the key built form consideration and opportunities.

4.1 TOPOGRAPHY

The Study Area sits within the low-lying Yarrowee River plain between central Ballarat and Bakery Hill, both rising more than 10 metres above the elevation of Bridge Mall, refer to Figure 6.

The Study Area is relatively flat with only minimal level elevation change, except for the Bakery Hill area. Bakery Hill is located at the eastern end of the study area and has a higher elevation of approximately 6-8m above the central section of Bridge Mall. As a result, the Bakery Hill end is visually more prominent, and new development will need to be designed sensitively to minimise the impacts of taller built form.

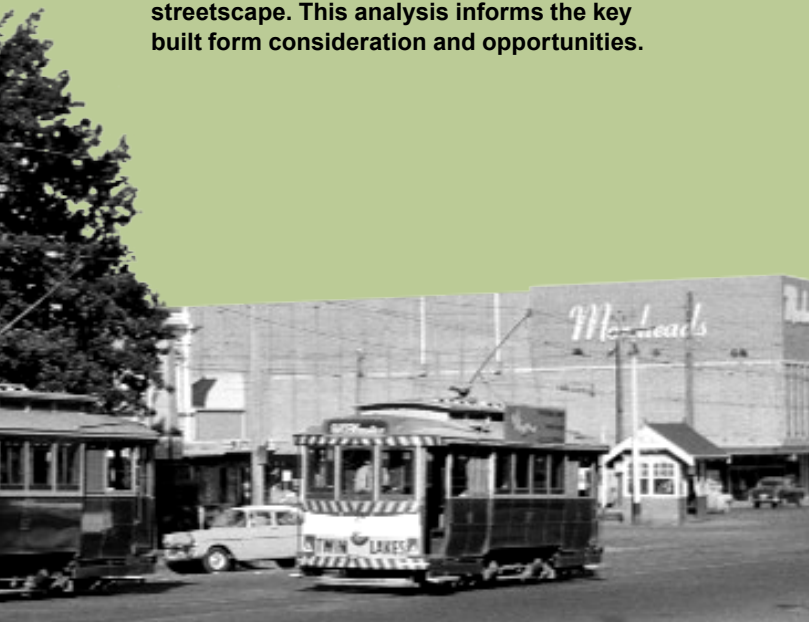


Figure 6 Topography plan



4.2 LANDMARK CBD BUILDINGS & KEY VIEWS

Three "key views" have been analysed from street intersections looking back (east), towards Bridge Mall and towards Mount Warrenheip from the northern corner at the intersection of Sturt and Lydiard Streets. Views to Bakery Hill looking West (Viewpoint 1) and the eastern end of Curtis Street towards the Ballarat CBD (Viewpoint 2) were also analysed, refer to appendix.

These 3D model views provide an indicative impression only and do not reflect the experienced reality on the street, where street trees and other physical elements (including signage) create multiple visual obstructions.

The objectives of the visual analysis are to understand:

- The impact of the DDO built form in relation to Mount Warrenheip when viewed from Sturt Street.
- The impact to the view of the city skyline looking west from the eastern part of the precinct.

KEY INSIGHTS (view from Sturt Street)

- Viewpoint 1, is located at the intersection of Sturt Street and Lydiard Street, refer Figure 9. As shown in Figure 7, Sturt Street slopes down and moving closer to Bridge Mall views are lost to Mount Warrenheip. This viewpoint provides a good view of the entry to Bridge Mall and enables views towards Mount Warrenheip. Views to the east are disrupted as one moves further down the slope of Sturt Street (from Lydiard Street) and buildings and other obstructions prevent more distant views from the base of the slope (at Grenville Street).

Figure 7 Sturt Street/ Lydiard Street - north side view (Viewpoint 1) for purpose as a key view point along Sturt Street

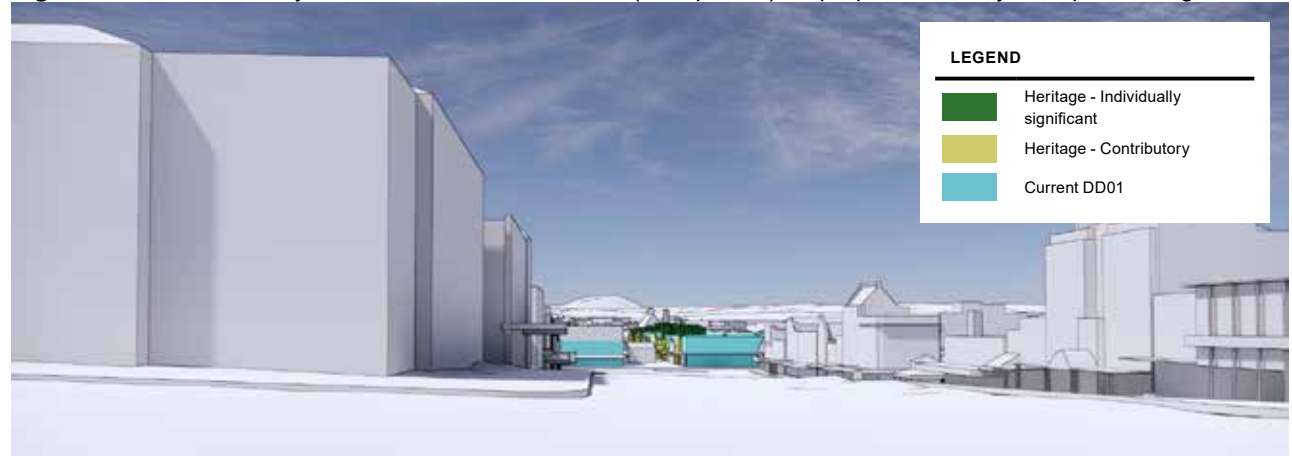


Figure 8 Street profile analysis from Sturt Street/ Lydiard Street

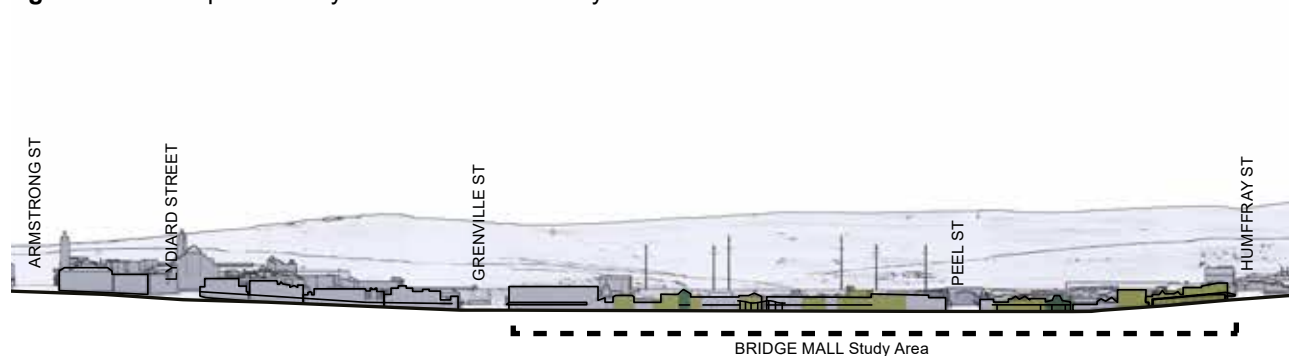


Figure 9 View points location plan



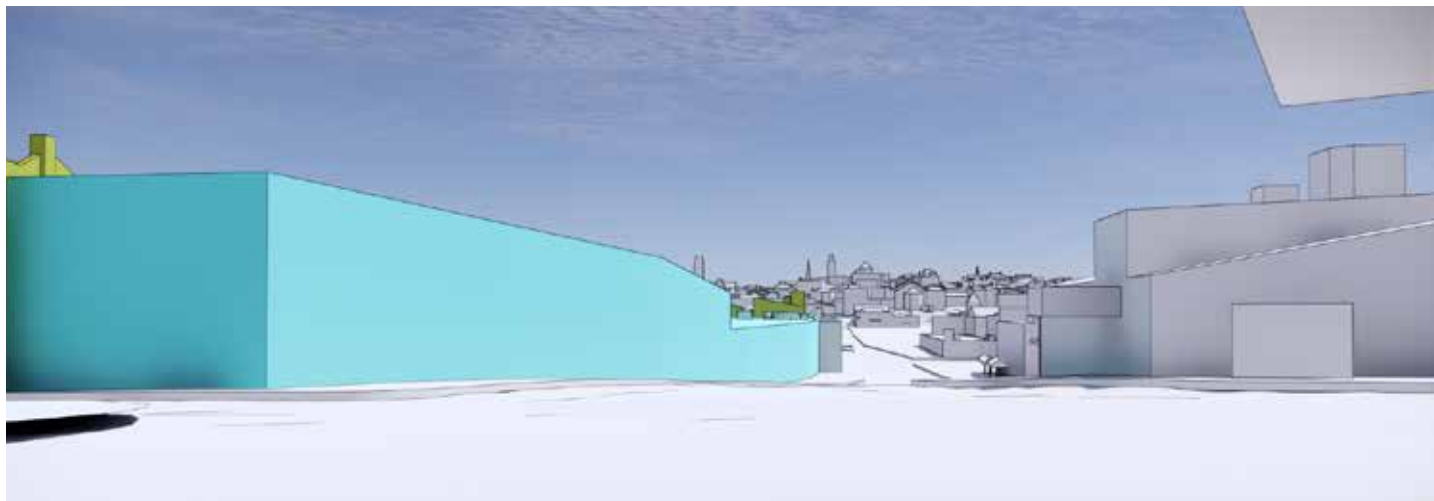
Figure 10 Bakery Hill looking west (Viewpoint 2) with DDO1 massing



LEGEND

- Heritage - Individually significant
- Heritage - Contributory
- Current DDO1

Figure 11 Curtis Street to CBD Gateway (Viewpoint 3)





Viewpoint 1



Viewpoint 2



Viewpoint 3

KEY INSIGHTS (views from Bakery Hill)

- Viewpoint 2 from Bakery Hill, looking west, is a key view showing the city skyline with Bridge Mall in the foreground.
- Viewpoint 3 looks west from the roundabout at Bakery Hill. It is a location not easily accessible by pedestrians, as it is a busy roundabout located on Bakery Hill. In addition to the view being difficult to access, the view location itself is not unique (special) in terms of the ability to take in views looking west towards the key landmarks on the Ballarat skyline. The northern side of Curtis Street at the Bakery Hill end also provides an opportunity to experience such views.
- Viewpoint 3 looks west towards the city across an undeveloped parcel of land (car park). Even under current DDO1 controls, if this block were to be developed, a portion of the skyline view looking west would be impeded, refer to photo taken from Viewpoint 3. The Curtis Street view line is an incidental rather than a key historical view, and there are other locations that can achieve similar viewing experiences.

4.3 EXISTING BUILT FORM

The Study Area generally comprises narrow frontage lots, and has a mix of small scaled shops and is characteristic of Victorian-era urban development with 'shop-top' housing.

The built form within the Study Area is characterised as a mix of single and double-storey Victorian, Federation and inter-war era buildings with the occasional taller, three storey building. The ground-level of buildings include uses such as retail/ food and beverage/commercial uses with the upper level used for commercial purposes.

Little Bridge Street has varying frontages and gaps in the streetscape due to some "back of house" conditions (where the rear of buildings that face onto Bridge Mall do not address Little Bridge Street).

Curtis Street streetscape has the potential for a higher built form due to its north-facing orientation and the lack of sensitive interfaces or heritage buildings.



1. Norwich Plaza



3. Heritage building along Little Bridge St



2. Significant Heritage along Bridge Mall



4. Heritage buildings at Bakery Hill

Figure 12 Existing building footprints



4.4 LOT PATTERN

The Study Area includes a variety of lot sizes with typical lot depths of either 50m or 30m. The lot pattern is typically finer grain with narrower frontages. Some frontages are as narrow as 4.5m.

Several larger properties, including the Norwich Plaza site, have the potential for taller built form. There is also the potential for site consolidation to achieve more efficient built form outcomes.

Lots with 50m depth have a dual frontage to Bridge Mall and Curtis Street or Little Bridge Street, providing the opportunity to address (and activate) both street frontages.

Lots with 30m depth typically front to Bridge Mall, with the rear being smaller lots having frontages to either Curtis Street or Little Bridge Street.

KEY INSIGHTS

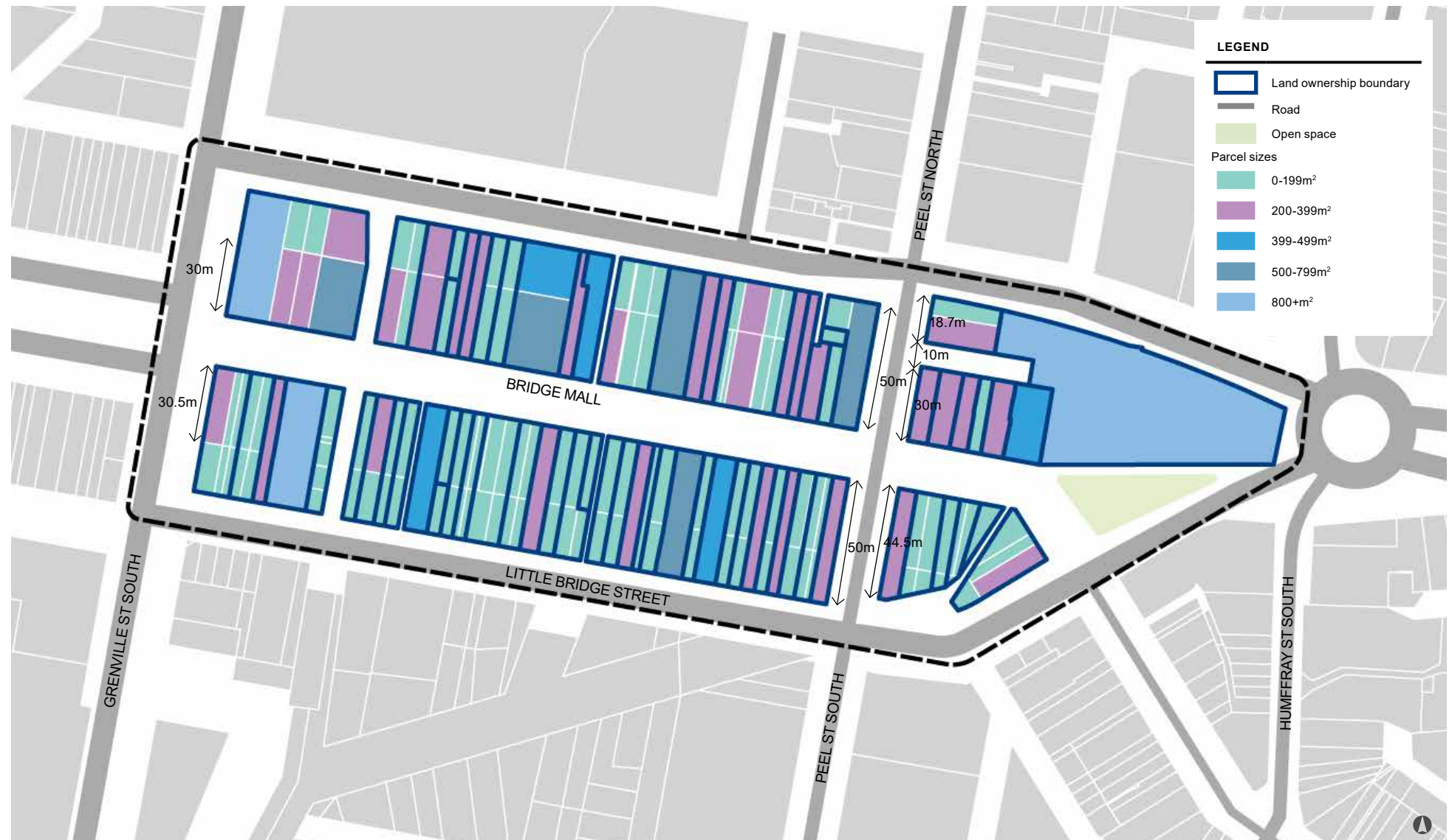
Lot depths/sizes

- The Study Area has a variety of lot depths and widths, displaying a generally finer grain pattern of (historical) development, which are to be retained.
- Dual frontage lots present opportunities for internal permeability and activation of dual street frontages.
- Future development should address back-of-house conditions, providing in-fill development to address gaps in the streetscape (Curtis Street and Little Bridge Street).
- The existing laneways are to be retained and widened when sites are consolidated (subject to the presence of heritage fabric).

Development Capacity

- Properties within single ownership (either current or future) present opportunities for developments that can provide site consolidation and better-designed outcomes.
- There are properties on either end of Bridge Mall and Bakery Hill with substantial development potential due to their size and location.

Figure 13 Lot ownership pattern and parcel sizes



4.5 BUILDING HEIGHTS

Existing building heights in Bridge Mall range from single storey to three storeys.

The northern side of Bridge Mall has a more consistent building height, with many of the non-contributory buildings with an average height of two storeys. The southern side of Bridge Mall is more diverse in building height, with several significant heritage buildings up to three storeys in height. Across the Study Area, lots characteristically have more height fronting Bridge Mall, suggesting a clear 'front of the house' and 'rear of the house'. The Norwich Plaza site is unique in its bulk and form, being a non-heritage building with a three storey façade. It is a visually dominant building when viewing Bridge Mall from Sturt Street.

KEY INSIGHTS

Bridge Mall has a well-defined built edge (streetscape). The buildings are generally two storeys, many of which have heritage value (as either Contributory or Significant graded buildings under the Heritage Overlay). The Norwich Plaza site, located at the western end of Bridge Mall, is the tallest and most visually dominant built form. Any future development on Bridge Mall needs to be sensitive towards ensuring key view lines and not creating additional overshadowing. Curtis Street and Little Bridge Street have less sensitive interfaces and have the potential for taller development.



View of Norwich Plaza and Grenville Street interface

Figure 14 Building Heights



BRIDGE MALL STREET PROFILE

Bridge Mall, between Grenville Street and Peel Street, is a pedestrianised, east-west-oriented street with some vehicular access east of Peel Street. Bridge Mall streetscape is a mix of double-storey, interspersed with single and three-storey Victorian-era heritage buildings and several non-heritage buildings. Norwich Plaza, which has a larger building footprint than the fine-grain character

of the streetscape, is a larger site located at the western end of Bridge Mall. Bridge Mall continues towards Bakery Hill end and has an elevation of approximately 5-6m between Peel Street and Humffray Street.

LEGEND

	Heritage - Individually significant
	Heritage - Contributory
	Non-heritage



Figure 15 Bridge Mall North Block Street Elevation



CURTIS STREET AND LITTLE BRIDGE STREET PROFILE

Curtis Street and Little Bridge Street bound the northern and southern interface of the Study Area. These are important east-west streets in the broader area and are serviced by public transport. The Study Area's built form interface to these streets consists of a mix of uses, comprising services, back-of-house uses, and some business frontages.

Little Bridge Street comprises a mix of heritage and non-heritage buildings. The significant heritage building (Centenary Hotel) located at the corner of Peel Street South and Little Bridge Street is a key visually important node. A car park is located at the northern edge of Curtis Street. The car park currently services the adjoining developments in Bakery Hill and has some buildings fronting it, refer to Figure 17.

The key north-south street within the Study Area is Peel Street, which connects Little Bridge Street to Curtis Street. Several pedestrian laneways connect to Bridge Mall from Curtis Street and Little Bridge Street.



Figure 17 Curtis Street elevation



Figure 18 Little Bridge Street elevation

4.6 MOVEMENT NETWORK

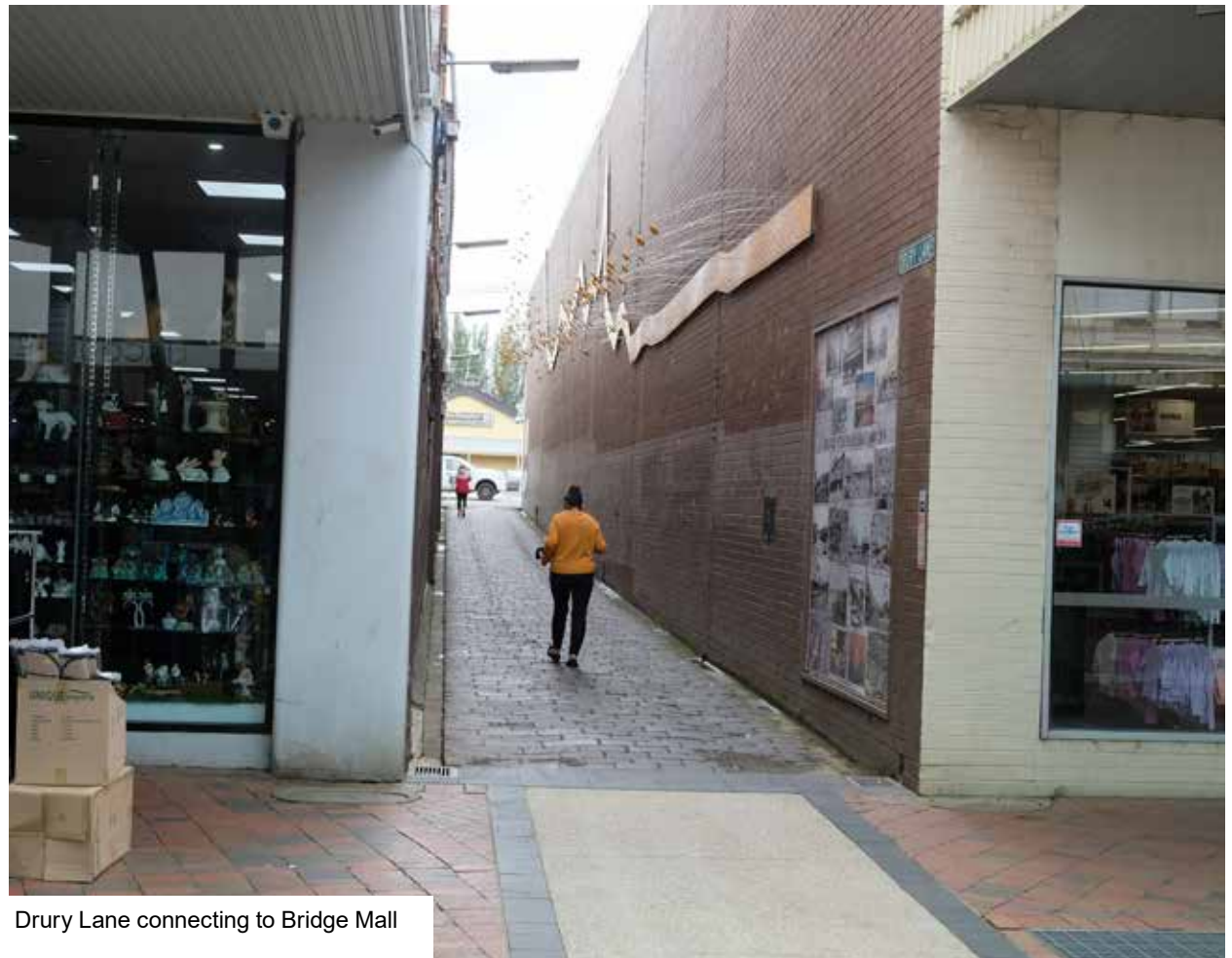
Bridge Mall is the primary pedestrian mall within the Ballarat CBD. It has a multi-faceted purpose, acting as a public space for movement, retail, dining and recreation. Entry into the precinct primarily comes from Sturt Street (for pedestrians and cyclists) or the two car parks located to the north and south of the Study Area. The pedestrian movement is mainly along the east-west oriented Bridge Mall.

Several narrow laneways provide minor north-south connections to the large car parks along Curtis Street and Little Bridge Street. These laneways differ in character, with some, such as Time Lane, having a sole purpose as a means of circulation, and others, such as Coliseum Walk, providing active frontage and shopfronts in addition to a north-south connection between Bridge Mall and the car parks.

Bus stops are located along Curtis Street and Little Bridge Street, which provide convenient public transport access to the study area and surrounding area which may also develop further over time. There are limited dedicated bike paths around the Study Area.

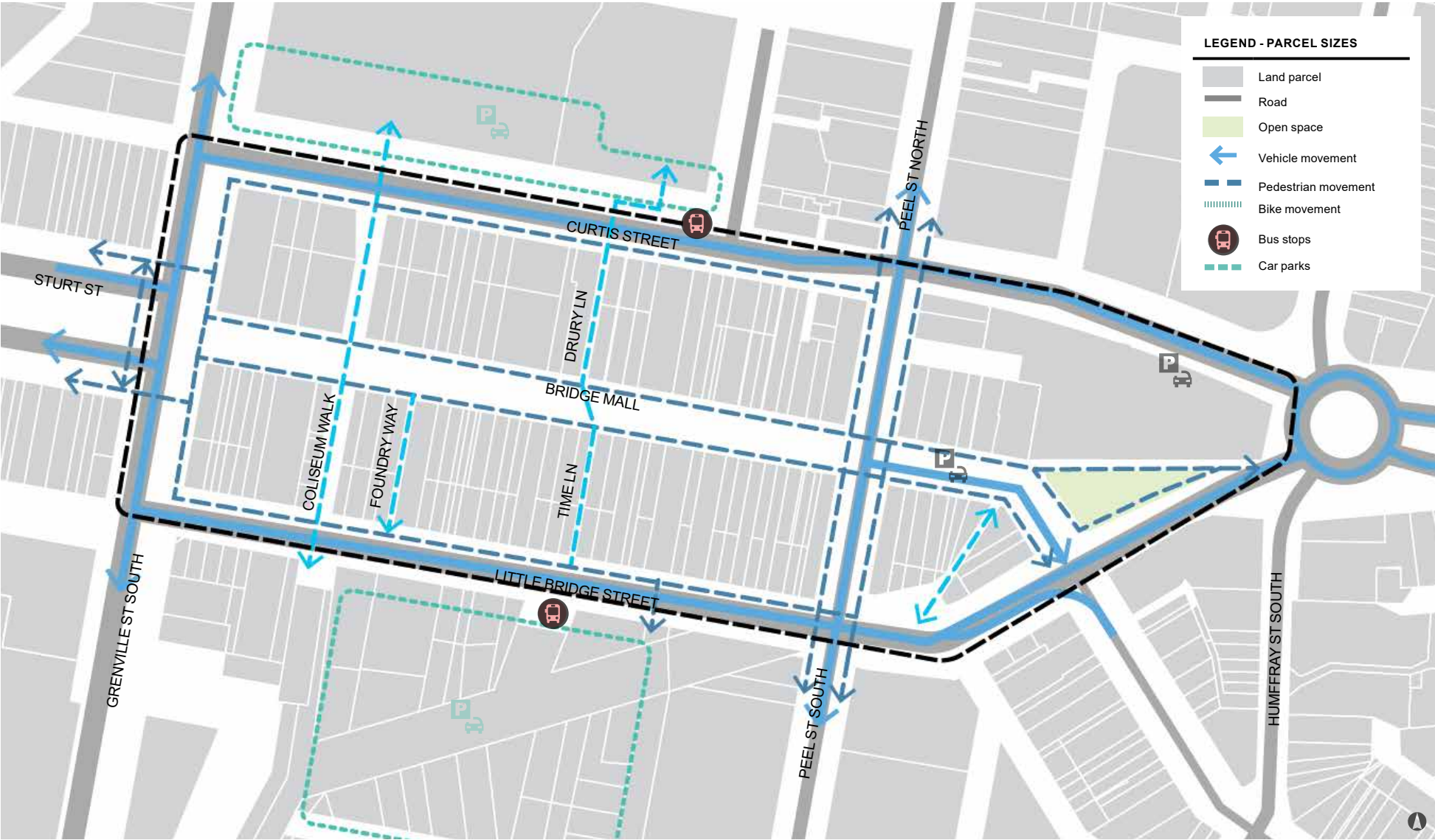
Little Bridge Street and Curtis Street operate as one-way access roads that connect incoming traffic to the CBD (from Victoria Sturt Street). Little Bridge Street connects traffic from the east towards central Ballarat (Sturt Street via Grenville Street South), while Curtis Street connects Sturt Street to Victoria Street (heading east away from the CBD). The configuration of this street network is a consequence of the early development of the area, resulting in a slight "bottle-neck" that is Bridge Mall.

The north-eastern corner of Bakery Hill has a large surface car park that services Bakery Hill and the rest of the Study Area. There is also provision for street car parking along Little Bridge Street and Curtis Street. Service and loading areas for businesses are primarily provided from Little Bridge Street and Curtis Street.



Drury Lane connecting to Bridge Mall

Figure 19 Movement Network



4.7 PUBLIC SPACES

The two key public spaces are the central pedestrian mall and the open space (park) at Bakery Hill.

The approximately 250m long and 20m wide pedestrian mall is a hardscaped pedestrian-only street between Grenville St and Peel St. In addition to two built shade shelters, mature trees throughout the pedestrian mall provide adequate shade within Bridge Mall. Public seating areas are distributed throughout. A children's playground is centrally located and helps to activate the Mall. Activity within Bridge Mall is primarily pedestrian circulation, with a few shopfronts extending their seating into the public space. Pedestrian footpaths along Grenville Street, Curtis Street, Peel Street and Little Bridge Street act as through links with limited active uses. Bridge Mall is a pedestrianised mall with active frontages, continuous awnings, and trees that provide ample shade to the pedestrians.

An open space on the Bakery Hill end of the Study Area acts as a buffer to the busy Little Bridge Street and the rest of the area. Some public art has been provided in the space. The north-south oriented pedestrian laneways are essential in connecting the surrounding areas to Bridge Mall. Coliseum Walk is an activated laneway with active frontage. The other laneways currently function more as pedestrian connections.

The adopted Bridge Mall Precinct Plan for Bridge Mall's public realm proposes adding a single-lane slow street running west-east to provide vehicular access and further activate Bridge Mall. The scheme also breaks down public realm areas for more intentional use within Bridge Mall and surrounding areas while improving the landscape throughout the precinct. The concept shows a desire to enhance and intensify activity within Bridge Mall, refer to Figure20.

Figure 20 Bridge Mall Precinct Plan (adopted 2021)



Source: City of Ballarat

Figure 21 Existing public spaces



4.8 SUB-AREAS

Bridge Mall Study Area has three distinct sub-areas based on the identified characteristics, urban morphology and street profile. Each sub-area has a unique character within the Study Area.

Figure 22 illustrates the sub-areas within the Study Area. Evaluating the existing built form character of the sub-areas provides the basis for developing the preferred future character statements and the built form recommendations.

The three sub-areas are:

1. Sub-Area 1: Bridge Mall Gateway
2. Sub-Area 2: Bridge Mall Central
3. Sub-Area 3: Bakery Hill

The following pages explore the existing conditions within the sub-areas.



Grenville Street interface



Coliseum Walk viewed from Little Bridge Street



Little Bridge Street interface



Curtis Street interface

Figure 22 The sub-areas plan



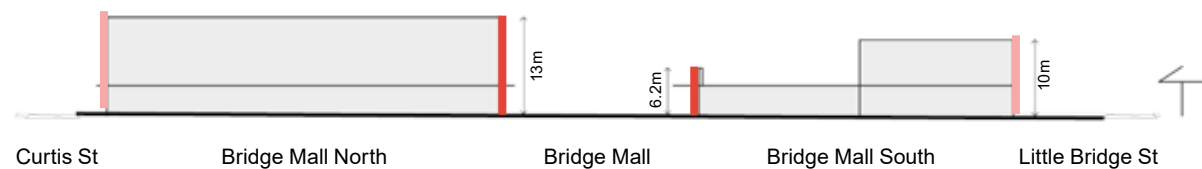
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1

2

	Heritage - Individually significant		Secondary active frontage		Surrounding heritage interface
	Heritage - Contributory		Non-active frontage		Surrounding active frontage
	Primary active frontage		Car park interface		Significant intersection

Figure 25 Sub-Area 1: Bridge Mall Gateway- typical sectional profile

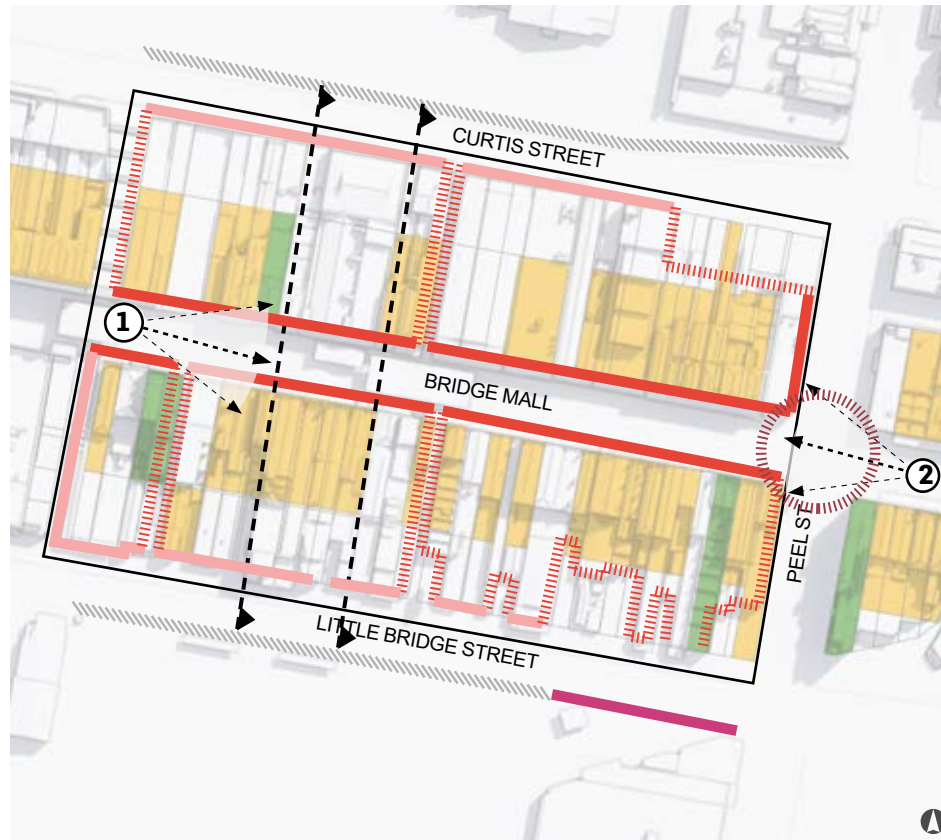


KEY INSIGHTS

- Sub-Area 1: Bridge Mall Gateway is located at the western end of Bridge Mall and has an interface with Sturt Street. While a few contributory heritage buildings are situated along Bridge Mall, the sub-area is the least intact of the three sub-areas, with regards to heritage.
- The sub-area's lot depth and width vary. The sub-area has some deep lots (50m deep) that extend from Bridge Mall to Curtis Street/ Little Bridge Street.
- The street wall in this area is varied, with the northern side typically having a height of approximately 13m and the southern side single-storey at 6.2m.
- The sub-area has a less sensitive interface to Curtis Street to the north and Little Bridge Street to the south. The sub-area also interfaces with heritage buildings located along Grenville/ Sturt Street. Currently, the interfaces along Curtis Street and Little Bridge Street are blank and are not activated.
- The current lot sizes in this sub-area are typically larger, particularly on two corner lots; abutting Grenville Street /Curtis Street and Little Bridge Street/Coliseum Walk. Historically, these two corner lots had a larger built form than currently exists. These corner lots are also visually prominent from Sturt Street.
- Norwich Plaza, the northern site, is strategic regarding its future development potential. Norwich Plaza site is large compared to most properties in Bridge Mall and forms the western gateway into the Study Area.
- Given the strategic gateway location, larger lot sizes, historical significance and minimal ground plane activation, this sub-area has the potential for substantial future development. Any future development should seek to provide a well-designed built form response with a highly activated ground level frontage.

SUB-AREA 2: BRIDGE MALL CENTRAL

Figure 26 Sub-Area 2: Bridge Mall Central with existing interface



LEGEND

 Heritage - Individually significant	 Secondary active frontage	 Surrounding active frontage
 Heritage - Contributory	 Non-active frontage	 Significant intersection
 Primary active frontage	 Car park interface	

Figure 27 View of Sub-Area 2: Bridge Mall Central; Bridge Mall internal view from Peel Street

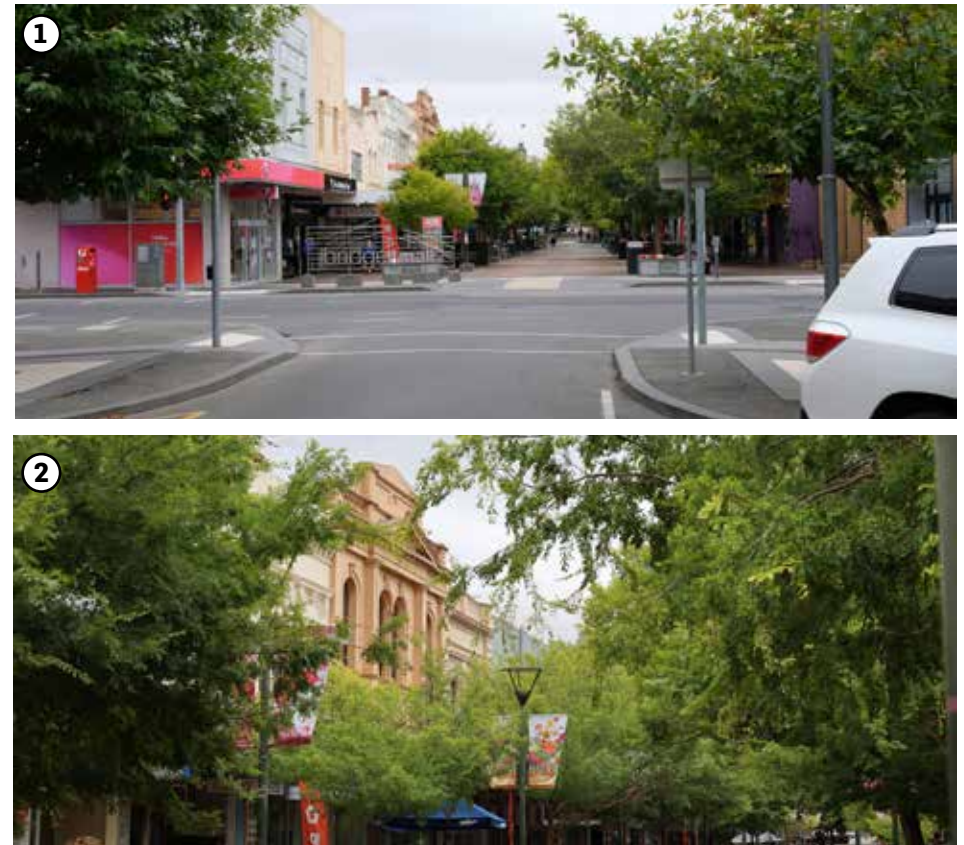
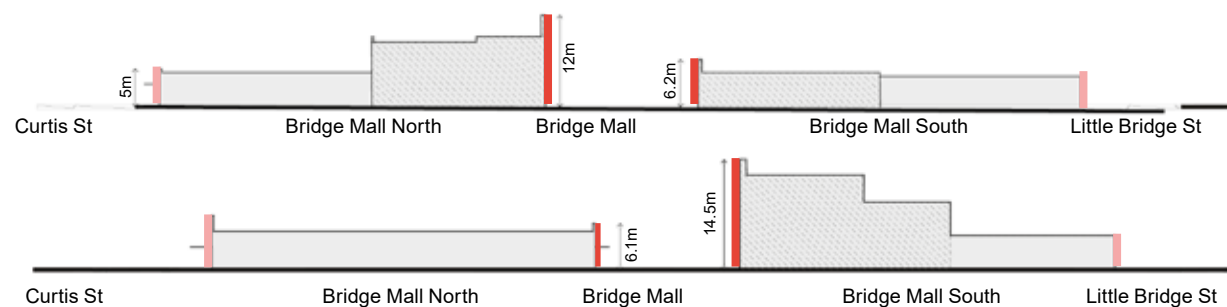


Figure 28 Sub-Area 2: Bridge Mall Central - typical sectional profiles



KEY INSIGHTS

- Sub-Area 2: Bridge Mall Central is located mid-block between the Bakery Hill and Gateway sub-area. It is also the retail core with a mix of shops and food and beverage (F&B) uses.
- Based on the heritage grading, there are several contributory and individually significant heritage buildings within the sub-area. The northern street wall along Bridge Mall has a broadly consistent height of approximately 9m (2 levels). The southern edge has more variation with buildings from about 15m (3 levels) to 6.5m (single levels). Future built form will have to provide a considered approach to the variation in street wall height to ensure that the form is sensitive to the individual heritage buildings and consistent with other future development in the precinct.
- Lots in this area are typically smaller and represent the historical fine-grain character, with narrow widths and longer lot depths extending from Bridge Mall to Curtis Street/Little Bridge Street. The lots present an opportunity for internal North/South permeability. Many of the lots facing Curtis Street and Little Bridge Street need more activation and are primarily used for servicing the lots from the rear. Future development needs to explore activation along these two streets, which could draw people into the precinct from the adjacent areas north and south to the Study Area.
- The built form can be described as:
 - Predominantly double-storey street wall with some single and three-storey buildings.
 - Largely finely-grained development with few exceptions (e.g. 47 Bridge Mall).
 - Some infill developments in the streetscape.

SUB-AREA 3: BAKERY HILL

Figure 30 Sub-Area 2: Bridge Mall Central with existing interface



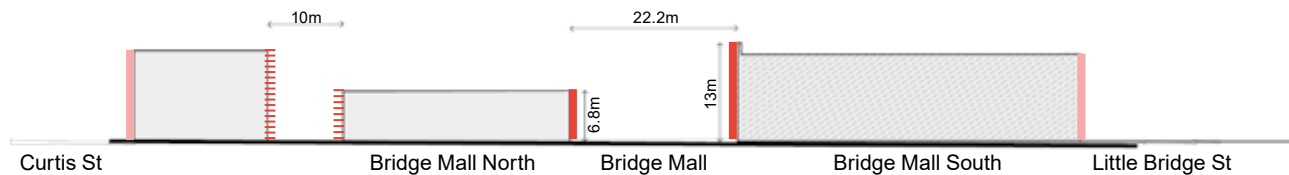
LEGEND

 Heritage - Individually significant	 Secondary active frontage	 Surrounding heritage interface
 Heritage - Contributory	 Non-active frontage	
 Primary active frontage	 Car park interface	

Figure 29 View of Sub-Area 3: Bakery Hill looking at Bridge Mall (top); Bakery Hill northern lots fronting open space (bottom)



Figure 31 Sub-Area 3: Bakery Hill- typical Sectional Profile



KEY INSIGHTS

- Sub-Area 3: Bakery Hill is the eastern gateway to Bridge Mall. The eastern section of the sub-area, from Peel Street in the west to Humffray Street South in the east, is the most intact section of the Study Area from a heritage perspective. It is also the most elevated section of the Study Area, with the land rising up to Bakery Hill. There is a significant slope with a steep incline towards the east, which gives the area its unique character.
- Curtis Street bounds the sub-area to the north, Peel Street to the west and Little Bridge Street to the west and south. Main Road is a key internal street that vehicular links Peel Street to Little Bridge Street and allows for on-street car parking and access to the interior lots.
- Built form north of the Main Road is mainly single-storey, with an approximate height of 6.5m. The internal street wall south of Main Road is taller at approximately 13m (2 levels). A car park is located at the corner of Humffray Street and Curtis Street. Given its large lot size, the lot provides future development opportunities. Future redevelopment will have to consider any adjacent heritage frontages.
- Built form can be described as:
 - Largely characterised by contributory single-storey buildings with two double-storey development on the south side and one individually significant building at 92 Bridge Mall.
 - Fine-grained development.
 - Most intact section of the Study Area in regard to heritage.
 - An elevated section of the Study Area with key views of the city skyline.

4.9 KEY CONSIDERATIONS

Built form within the Study Area is essential to Ballarat's history and urban character. The appreciation of the context identifies the need to balance the historic and strategic potential of the precinct while allowing for sustainable urban renewal. Any urban renewal scenario would have to:

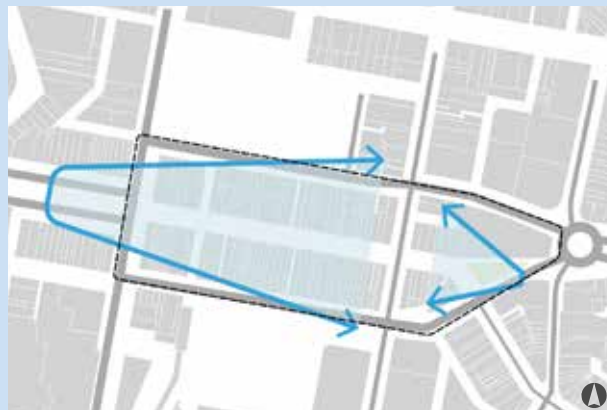
- Respect the heritage character of the precinct
- Respond to key view lines
- Ensure solar access to the southern footpath

Figure 32 Key considerations



Respect the heritage and Bridge Mall street wall character

- Respect and retain the identified heritage (both contributory and individually significant) built form along Bridge Mall.
- Heritage street wall at Bridge Mall to be maintained and reinforced in future development.



Respond to key view lines

- Retain views from Sturt St to Mt Warrenheip (view line protection of Mt Warrenheip).
- New development to provide a design response that minimises the visual intrusion of views to the Ballarat CBD skyline and key landmark buildings from Bakery Hill.



Preserve solar access to southern side footpaths

- Ensure future development has no additional overshadowing impact on the southern footpath of Bridge Mall and Little Bridge Street.

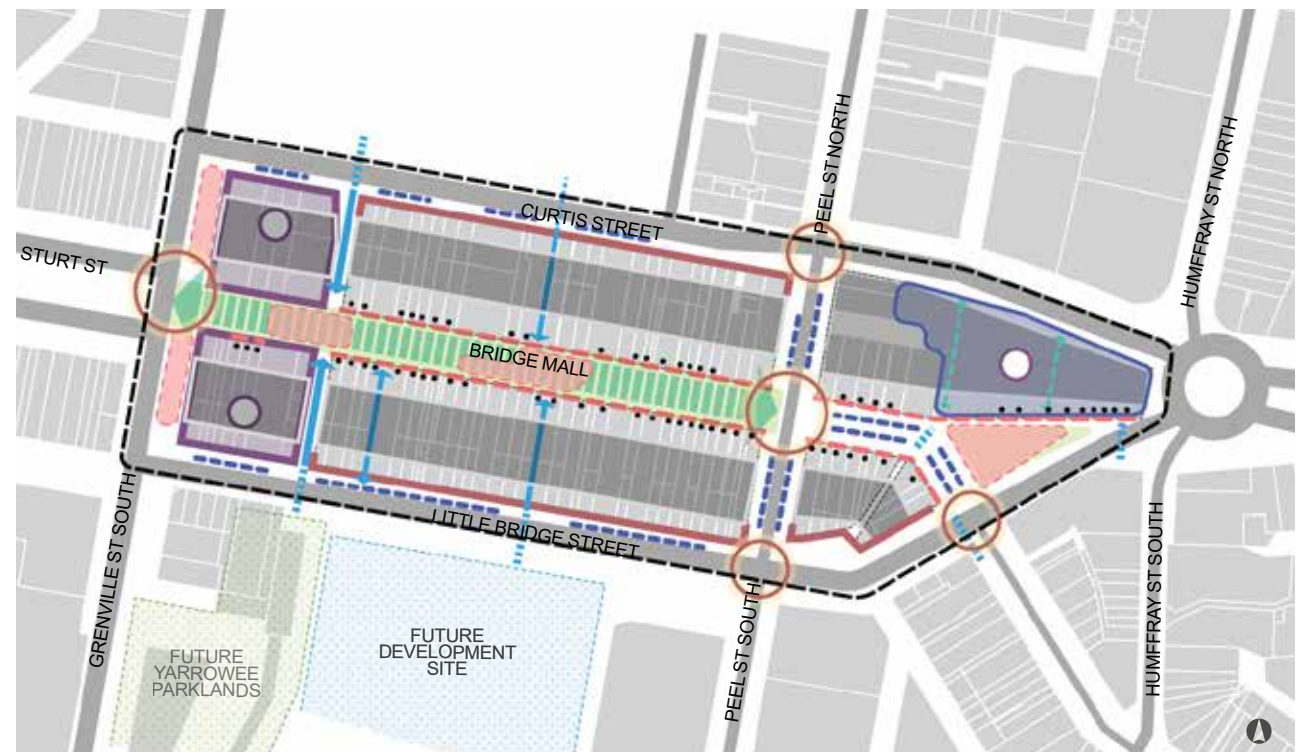
4.10 KEY OPPORTUNITIES

Bridge Mall Study Area is a historic commercial area within the Ballarat CBD that has undergone urban transformation and a variety of interventions throughout its history. Figure 33 illustrates the key opportunities for Bridge Mall Study Area (many of which are shown on Bridge Mall Precinct Plan, adopted by Council in 2021) in terms of the public realm and built form opportunities. These include:

LEGEND

	Retain the heritage buildings and Bridge Mall street wall to ensure a distinct character and identity.
	Key placemaking opportunities identified in Bridge Mall urban renewal concept plan.
	Streetscape upgrade opportunities as presented by Bridge Mall concept plan.
	Enhance the laneways connections to strengthen the north-south pedestrian connections.
	Potential future through block connection to ensure better north-south connections.
	Encourage safe pedestrian connections into Bridge Mall from the surroundings.
	Proposed street parking to service as well as activate the local businesses.
	Enhance key local nodes to be landscaped and pedestrian friendly.
	Strategic development sites at the western end of Bridge Mall.
	Potential for design excellence requirements for developments at key sites.
	Potential for renewal of large site at Bakery Hill, while retaining its strong heritage values and character.
	Potential for higher development interface along Curtis Street and Little Bridge Street. Integrating back of house services.
	Potential for taller buildings set back from the street in the central and eastern sections of Bridge Mall.
	Study Area

Figure 33 Key opportunities



5.0 VISION AND BUILT FORM PRINCIPLES

This section of the report aims to support the vision set out for the area by developing objectives and built form principles that will drive a positive built form response for the Study Area.



5.1 VISION AND OBJECTIVES

“BAKERY HILL WILL BE THE NEW DESTINATION FOR BALLARAT – A COSY QUARTER WITHIN BALLARAT’S GRAND HISTORIC CBD - SETTING A STANDARD FOR URBAN RENEWAL WHICH FULLY EMBRACES THE UNIQUE HERITAGE CANVAS.”

– Bakery Hill Urban Renewal Plan 2019

Bridge Mall Study Area is an iconic element within central Ballarat and typifies the historic grandeur of Ballarat. The traditional historic character is celebrated within a vision for renewal that seeks to capitalise on the momentum of growth and energy infusing the region in a sustainable and enduring fashion.

Bridge Mall can be the gateway to a revitalised central Ballarat, compelling visitors to explore and discover Bridge Mall area, as well as supporting new residents to locate there. The heritage character of Bridge Mall will be celebrated through ensuring new development is sensitive and compatible with the existing values of the precinct.

Broadly, this project focuses on design objectives relating to the form of new development. However, the built form principles and the Design Development Overlay (DDO1) also address the character elements of good design.

We see the three critical attributes to address, preserve and celebrate as:

- Heritage streetscape
- Key view lines
- Streetscape amenity.

The following strategic intent and design objectives will support and guide urban renewal within Bridge Mall Study Area:

- To support sustainable growth within central Ballarat
- To facilitate the development of Ballarat as a '10-minute' city
- To ensure that new development responds appropriately to the heritage character and streetscape
- To ensure that new development responds positively to the existing urban form
- To ensure that new development respects local values, important vistas and landmarks
- To facilitate urban renewal and more intensive forms of development on strategic sites, including the two western gateway sites
- To ensure that the height and setbacks of new development do not unreasonably intrude upon the key east-west view line between Sturt Street and Mount Warrenheip
- To ensure that new development contributes to a high-quality public realm, including through exemplary architecture, high-quality public realm interfaces and through protection of an appropriate level of solar access to key footpaths.
- To promote and encourage pedestrian activity through street edge activation and laneway access

5.2 BUILT FORM PRINCIPLES

The built form principles support the broader design objectives and ensure that future development achieves the desired built form character and public realm outcomes. It supports the three key attributes identified for the Study Area: heritage streetscape, view lines and streetscape amenity.

These principles underpin the built form testing and recommendations. The built form principles address the crucial elements influencing the experience, interaction and outcomes of Bridge Mall's future urban form and character.

The principles addressing the built form apply to the following categories:

- A Public realm interface:** relates to the building's presentation to the public realm at ground level.
- B Street wall:** relates to the building's mass and form along the street frontage.
- C Upper level built form:** relates to the built form located above the street wall.

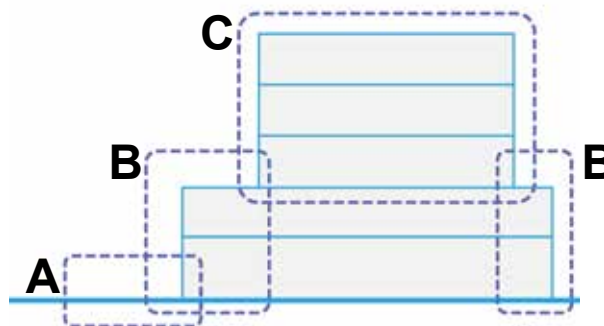


Figure 34 Built form principle categories

BUILT FORM PRINCIPLES FOR THE THREE CATEGORIES:

A - PUBLIC REALM INTERFACE

A.1 Active frontages

A.2 Retain the fine grain pattern

B - STREET WALL

B.1 Respect heritage

B.2 Reinforce the street wall

C - UPPER LEVEL BUILT FORM

C.1 Respond to key view-lines

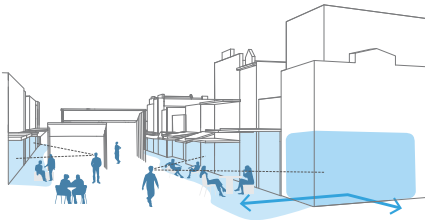
C.2 Recessive upper levels

C.3 Corner site opportunities

C.4 Access to sunlight

A - PUBLIC REALM INTERFACE

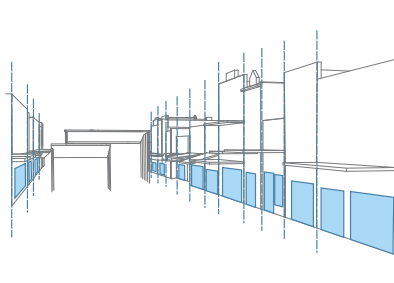
A.1 Active frontages



Encourage active frontages that provide interest and activity through visual engagement between the street and the building.

Encourage design excellence at key corner sites with strong ground floor activation that promotes and attracts pedestrian activity and engagement.

A.2 Retain the fine grain pattern

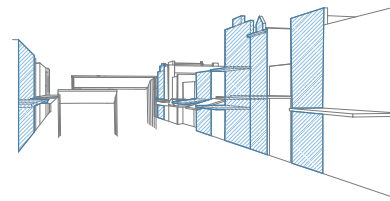


Retain the significant, historical fine-grain pattern of development within the precinct.

Provide ground level façades that reinforce the existing fine-grain rhythm of architectural elements and active frontages along the streetscape.

B - STREET WALL

B.1 Respect heritage

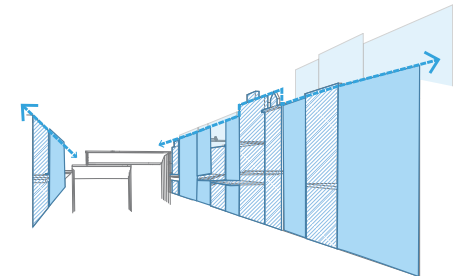


Retain and enhance the identified features of all heritage buildings within the area.

Ensure that the redevelopment of heritage buildings is undertaken respectfully, retaining all visible features that contribute to the character of the streetscape.

New development to respect and respond to the existing heritage character and features of neighbouring buildings.

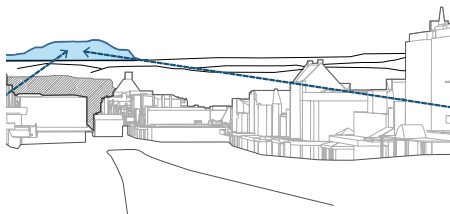
B.2 Reinforce the street wall



New developments to respect the scale of the street wall of Bridge Mall and contribute to the urban character through design excellence.

C - UPPER LEVEL BUILT FORM

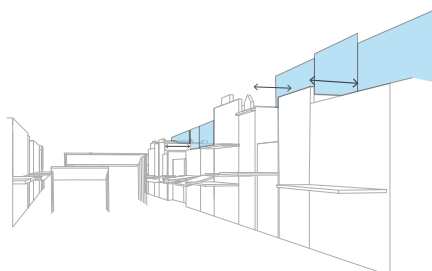
C.1 Respond to key view-lines



New development to respond to identified view lines from Bakery Hill to key landmark buildings within the Ballarat CBD and retain views where practical.

New development to respond to identified view lines from the (north-east) corner of Lydiard and Sturt Streets towards Mount Warrenheip.

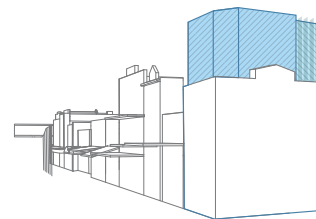
C.2 Recessive upper levels



Ensure that new, taller development is setback from the streetscape and is visually recessive in form and materials.

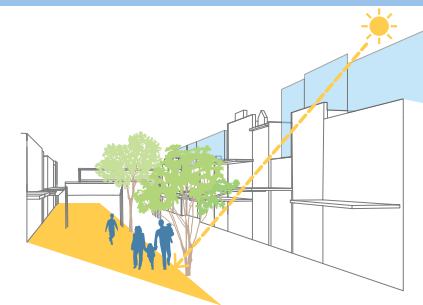
Ensure upper levels of built form are not visually dominating from the street, and visibility of the sky is maintained.

C.3 Corner site opportunities



Encourage design excellence for built form at key corner sites through architectural response, articulation and materiality.

C.4 Access to sunlight



Ensure height and mass of upper levels of built form provides access to sunlight for footpaths and public realm.

6.0 DEVELOPING THE BUILT FORM FRAMEWORK

This section of the report builds on the built form principles to test outcomes and provides built form recommendations for the overall Study Area and each sub-area.



6.1 METHODOLOGY

This Built Form Framework is developed based on the context and urban analysis undertaken and principles developed in the previous sections. The Built Form Framework aims to address the three key attributes identified in section 5: heritage streetscape, view lines and streetscape amenities.

The Built Form Framework applies a series of built form tests for each sub-area. The built form tests analyse the different built form influences, refer to Figure 35, to iteratively define and determine an appropriate built form envelope.

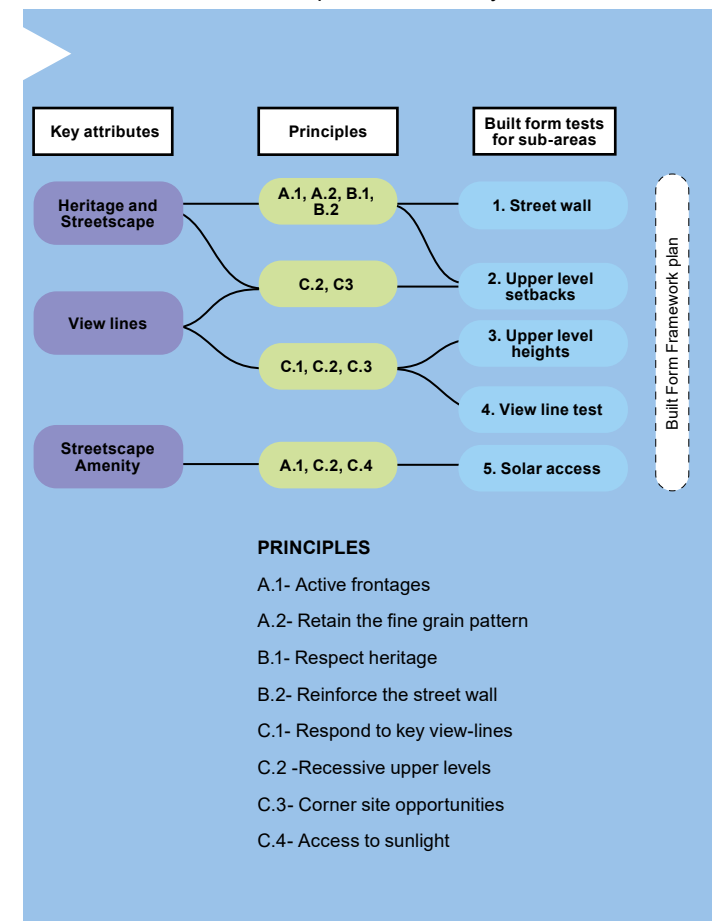
The following built form tests are to be carried out:

- Street wall
- Upper level setbacks
- Upper level heights
- View line test
- Solar access

This section builds on the built form principles to test development outcomes and provides built form recommendations for the overall Study Area and each sub-area. 3D envelope tests are carried out for each sub-area (using a 3D digital model developed for the project) to check the built form's appropriateness and viability of recommendations.

The combined built form recommendations and the Built Form Framework Plan are provided in the following section. Future development will also need to address the design and character objectives and built form principles.

Figure 35 Approach for developing Built Form Framework: steps to address key attributes



6.2 STUDY AREA WIDE CONSIDERATIONS

The following section provides general built form considerations for the entire Study Area.

1. Street Wall

Bridge Mall's fine-grain heritage streetscape will be maintained by retaining all heritage buildings and heritage street façades. This will ensure the continuation of a heritage dominant built form character for Bridge Mall. The redevelopment of any significant heritage buildings would require a site-specific response.

The existing built form character of Bridge Mall will be reinforced by ensuring future developments have a street wall height of two storeys (9m) to ensure they are sympathetic to the existing built form character. Future developments are to be built to the property frontage to maintain a well-defined street wall in Bridge Mall.

In streets with less sensitive conditions, such as Curtis Street and Little Bridge Street, there is the opportunity for an uninterrupted taller street wall edge.

Public Realm

For historic streetscapes such as Bridge Mall, the built form character is influenced by how the street wall is defined and the ground-level public realm interface is addressed.

The ground floor public realm in Bridge Mall provides the opportunity to create active frontages. Active frontages are crucial in delivering engagement between the street and ground level of built forms. Ensuring building entrances and shop fronts are predominately glazed will provide visual connections between the interior uses of the built form and the public realm and help to promote ground plane activation. It is recommended to avoid large continuous blank walls at the ground level.

Figure 36 Bridge Mall - existing heritage street wall with active frontage



2. Upper Level Setbacks

For Bridge Mall, the treatment of upper level setbacks for future development is crucial to maintaining the streetscape character and the identified key view lines (Figure 9). Upper-level setbacks are to be contextually assessed for future developments in streets with less sensitive conditions, such as Curtis Street and Little Bridge Street.

Figures 37 and 38 show that multiple methods exist for treating upper level setbacks within the historic Bridge Mall streetscape.

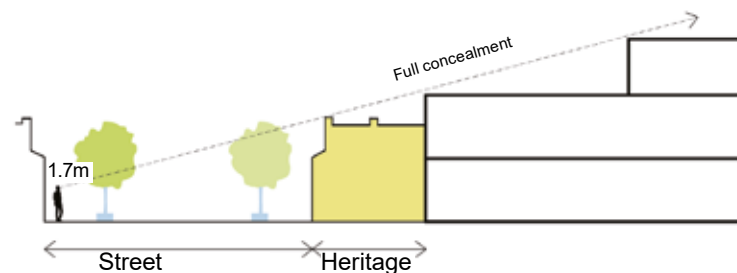
As illustrated in Figure 37, a full concealment method for the upper levels would ensure the building (for both heritage and non-heritage sites) is not visible from the sight line at the height of 1.7 metres above the footpath taken from across the street.

Alternatively, as illustrated in Figure 38, a partial concealment method would allow the upper levels of the building (both heritage and non-heritage sites) to occupy no more than one-quarter of the whole building viewed from a sight line at the height of 1.7 metres above the footpath taken from across the street.

Due to the scale of Bridge Mall and to ensure future development opportunities, it is recommended that the partial concealment approach be adopted. This approach is considered a reasonable and established response within heritage streetscapes.

For less sensitive streets such as Little Bridge Street and Curtis Street, the taller built form should not encroach within a 45-degree plane taken from the parapet of the street wall. This approach will ensure a consistent upper level setback and assists in avoiding the overshadowing

Figure 37 Fully concealed upper levels



LEGEND

- Heritage frontage
- New building
- Street wall level built form
- Upper level built form
- ✓ Recommended - partial concealment of upper levels

Figure 38 Partial concealment of upper level (preferred method)

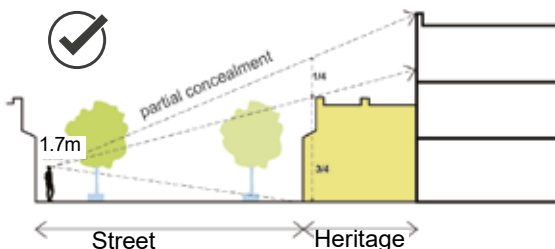
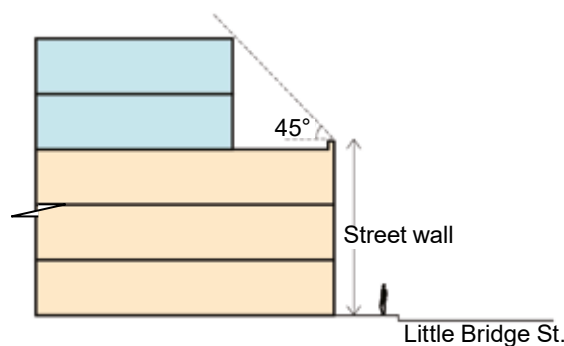


Figure 39 Approach to upper level setback along Little Bridge Street and Curtis Street



The following table summarises the rationale and approach to developing the built form controls.

	Built form principle	Why is it important?	What are the desired outcomes?
Public realm	A.1 Active frontages	Active frontages connect the public street realm and ground level of buildings, providing visual interest and vibrancy that encourages pedestrian engagement and activity.	- Bridge Mall forms the primary active frontage with a highly activated ground plane that contributes positively to the public realm experience. - Curtis Street and Little Bridge Street frontages to encourage activation and provide entries/ addresses to future upper level development. - Active frontages with glazing to support visual connection and pedestrian engagement.
	A.2 Retain the fine grain pattern	Encouraging a fine grain pattern respects the historic character and rhythm of the area and provides a more engaging pedestrian experience.	- Reinforce the fine grain rhythm of the streetscape. - Ensure future development within the Study Area are designed to reflect the finer grain street rhythm/character.
Street wall	B.1 Respect heritage	All development needs to celebrate and respect Bridge Mall's unique heritage character, ensuring its heritage value is preserved into the future.	- Ensure that heritage buildings remain as the dominant built form character within Bridge Mall. - The redevelopment of significant heritage buildings should require a site specific response.
	B.2 Reinforce the street wall	Reinforcing the street wall supports the heritage character of Bridge Mall, as well as providing a defined street edge and attractive streetscape. Street interfaces with less sensitive conditions can provide a taller street wall edge, supporting a more consistent and attractive character.	- Maintain and strengthen the character of existing heritage street façades. - Retain the existing street-wall height and character established by the heritage buildings. - Establish a more prominent and uninterrupted street-wall edge along Curtis and Little Bridge Streets. Curtis Street and Little Bridge Street provide opportunities for a taller street-wall edge given the less sensitive interface conditions.
Upper level built form	C.1 Respond to key view-lines	The identified key view lines (from Bakery Hill west to CBD, and Sturt Street to Mount Warrenheip) are important to the Ballarat community.	- Provide a design response that addresses key view lines towards the Ballarat CBD skyline and historical sites throughout Bridge Mall. - Provide a design response that addresses key view lines from Sturt Street towards Mount Warrenheip.
	C.2 Recessive upper levels	Recessive upper levels mean that new development does not dominate the unique architectural heritage character of Bridge Mall.	- Ensure that upper level development is complementary to existing heritage built form. - Encourage variation in upper level built form to break down scale of new development and avoid a continuous "flat" wall.
	C.3 Corner site opportunities	Key corner sites are visually prominent with strong influence on their surrounds, and therefore need to achieve design excellence as entry points to Bridge Mall.	Encourage development at corner properties to strive for design excellence through architectural response and activation of both street frontages.
	C.4 Access to sunlight	Maintaining solar access to southern footpaths and the public realm is critical for creating a more comfortable space for pedestrians.	Maintain solar access to the southern side of Bridge Mall and Little Bridge Street at the spring equinox.

Table 1 Summary of built form test approach

of southern interfaces for Little Bridge Street, refer to Figure 39.

3. Upper Level Heights

Taller buildings have the potential to influence the character of the Study Area. Within Bridge Mall, the upper level built form of future developments are to provide a reasonable setback from Bridge Mall frontage to demonstrate that key views are considered in the design response, refer to Figure 9.

New development should respond to its context regarding location and topography and mitigate visual impact whilst contributing to the character of the wider Ballarat CBD skyline.

4. View Line Test

Future developments are to demonstrate that the building envelope does not negatively impact views of Mount Warrenheip when viewed from the north-west corner of Sturt Street and Lydiard Street, refer to Figure 7 and Figure 9.

Similarly, future developments should demonstrate that the building envelope would have minimal impact on the ability to view key landmarks within the Ballarat CBD skyline to the east, viewed from Bakery Hill (Figure 9).

5. Solar Access

Solar access to the street and public realm areas encourages pedestrian activity and public life. After establishing the preliminary built form envelope, a solar access analysis should be conducted to ensure the development provides solar access to the southern side of Little Bridge Street and Bridge Mall at the spring equinox.

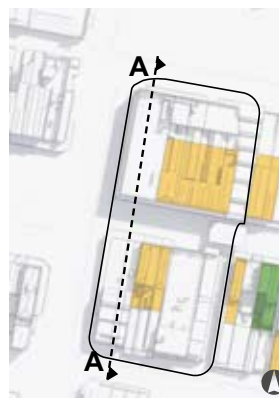
6.3 SUB-AREA 1: BRIDGE MALL GATEWAY

Sub-Area 1: Bridge Mall Gateway is located at the intersection of Sturt Street and Grenville Street at the western end of Bridge Mall. The site currently occupied by Norwich Plaza represents a significant urban renewal opportunity, as does the block to the south. The built form response within the sub-area aims to:

- Provide a design response that respects the heritage fabric.
- Leverage its redevelopment potential and mark the gateway entry to Bridge Mall with an upper level built form that promotes design excellence.
- Be adequately set back to ensure view lines to Mount Warrenheip are maintained from Sturt Street.
- Allow for a taller upper levels built form that frames the entry to Bridge Mall.
- Provide a high-quality ground plane with active frontages to draw people into Bridge Mall from Sturt Street.
- Any taller built form should provide key view line assessments as part of the design and planning permit process, ensuring key views are addressed and responded to in the design of new buildings.

Figure 40 and 41 illustrates the typical cross sections showing existing and potential built form within the sub-area.

Figure 40 Existing built form section for Sub-Area 1: Bridge Mall Gateway - Section A



Key plan for Sub-Area 1

LEGEND

- Heritage - Individually significant
- Heritage - Contributory



Sub-Area 1: Bridge Mall Gateway entrance view from Sturt Street

Future developments must consider the following key built form approaches, which will ensure the sub-area achieves the desired character.

STREET WALL HEIGHTS

- The street wall height of future development fronting Bridge Mall at Sub-Area 1: Bridge Mall Gateway will be consistent with the rest of Bridge Mall. A street wall height of 9m (maximum two levels) is considered appropriate for future developments facing Bridge Mall, refer to Figure 41.
- The street wall height of 15m (maximum four levels comprising retail and commercial uses) is considered appropriate for future development along Curtis Street and Little Bridge Street.
- The heritage buildings are to be retained, and the street wall facade of the new development to transition in height away from the heritage buildings.
- Retain heritage frontage along the laneways.

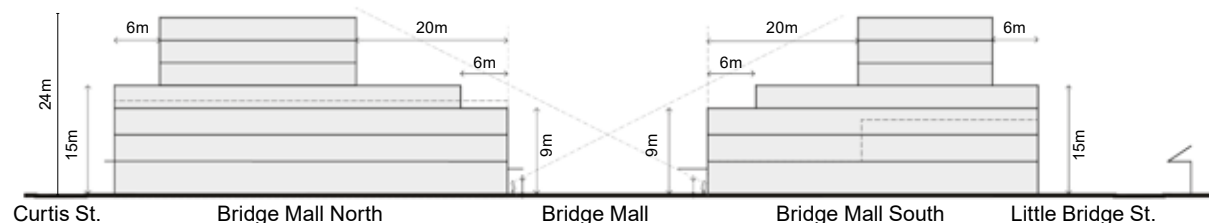
UPPER LEVEL SETBACKS

- Ensure that future development retains key view lines from Sturt Street to Mount Warrenheip and Bakery Hill to the Ballarat CBD skyline.
- Future development above four storeys to provide a 20m set back from Bridge Mall frontage and demonstrate the design responds to the key views, refer to Figure 7 and Figure 41.
- Curtis Street, Little Bridge Street and Grenville Street are to have a minimum setback of 6m from the street wall to ensure an adequate transition. The upper level setback will mitigate visual impacts on the existing streetscape and limit overshadowing.
- Upper level setbacks of 6m behind heritage façades allows for transition to the taller upper level built form.

UPPER LEVEL HEIGHTS

- The sub-area characteristics allow for a taller upper level built form with minimal visual impacts.
- Development at the Sub-Area 1: Bridge Mall Gateway is recommended up to a maximum height of 24m, allowing for a maximum seven storey building, refer to Figure 41.
- Development above five storeys needs to achieve exceptional design excellence and provide a design response that demonstrates minimal impact on key view lines to landmark buildings to the west and Mount Warrenheip to the more distant east, and that contributes positively to the Ballarat CBD skyline through well-designed built form.
- If additional height beyond the recommended envelope is proposed the proposal needs to demonstrate a clear community benefit and provide view line assessments that demonstrate a positive contribution to the Ballarat skyline that respects the existing, historic landmark buildings located within the CBD core.
- Future development to also achieve an excellent sustainability rating and provide an assessment that demonstrates that the proposal has minimal amenity, wind and solar access impacts. A contextual 3D model is also suggested as a requirement for all development proposals.

Figure 41 Built form test of street wall, setback and upper level heights- Section A



VIEW LINE TEST

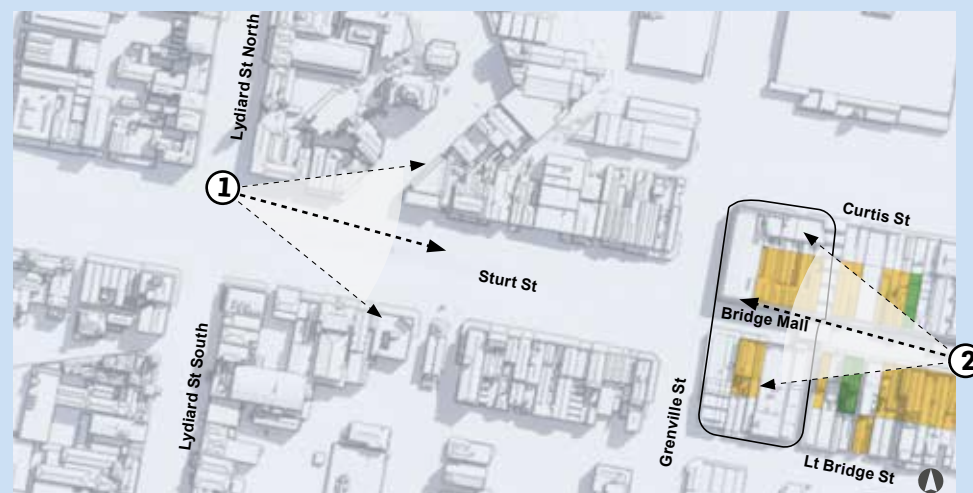
Figure 43 demonstrates that the recommended maximum building envelope does not negatively impact views of Mount Warrenheip when viewed from the key viewing location at the north-west corner of Sturt Street and Lydiard Street.

The view from Bakery Hill looking west demonstrates that the recommended maximum building envelope would have minimal impact on the ability to view key landmarks within the Ballarat CBD skyline to the west, noting that there are other visual obstructions that already obscure this view and it is a "kinetic" viewpoint.

LEGEND

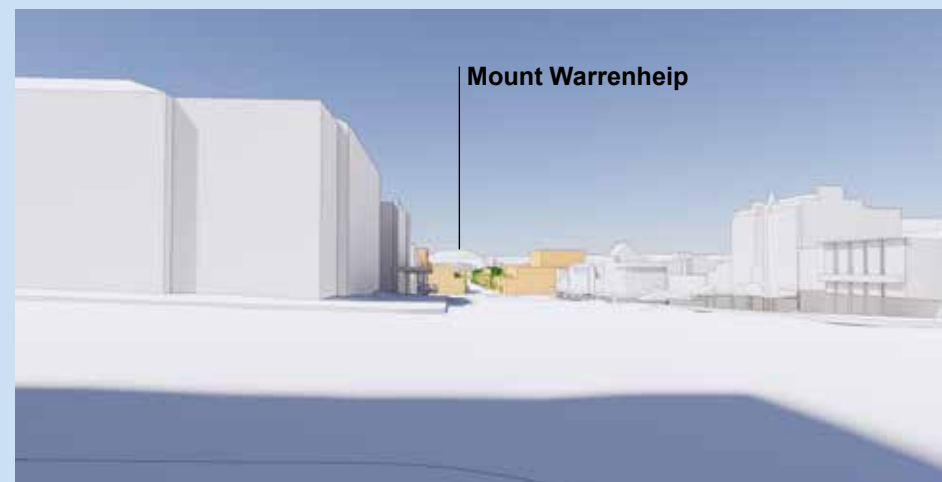
	Heritage - Individually significant
	Heritage - Contributory
	Recommended built form envelope (DDO1)

Figure 42 Upper level heights - view line assessment

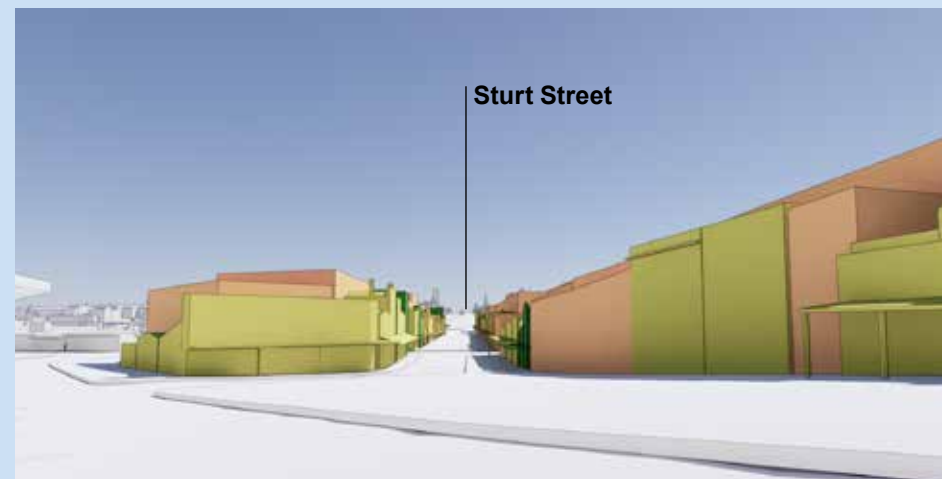


Key plan

Figure 43 Views of recommended built form at Sub-Area 1: Bridge Mall Gateway



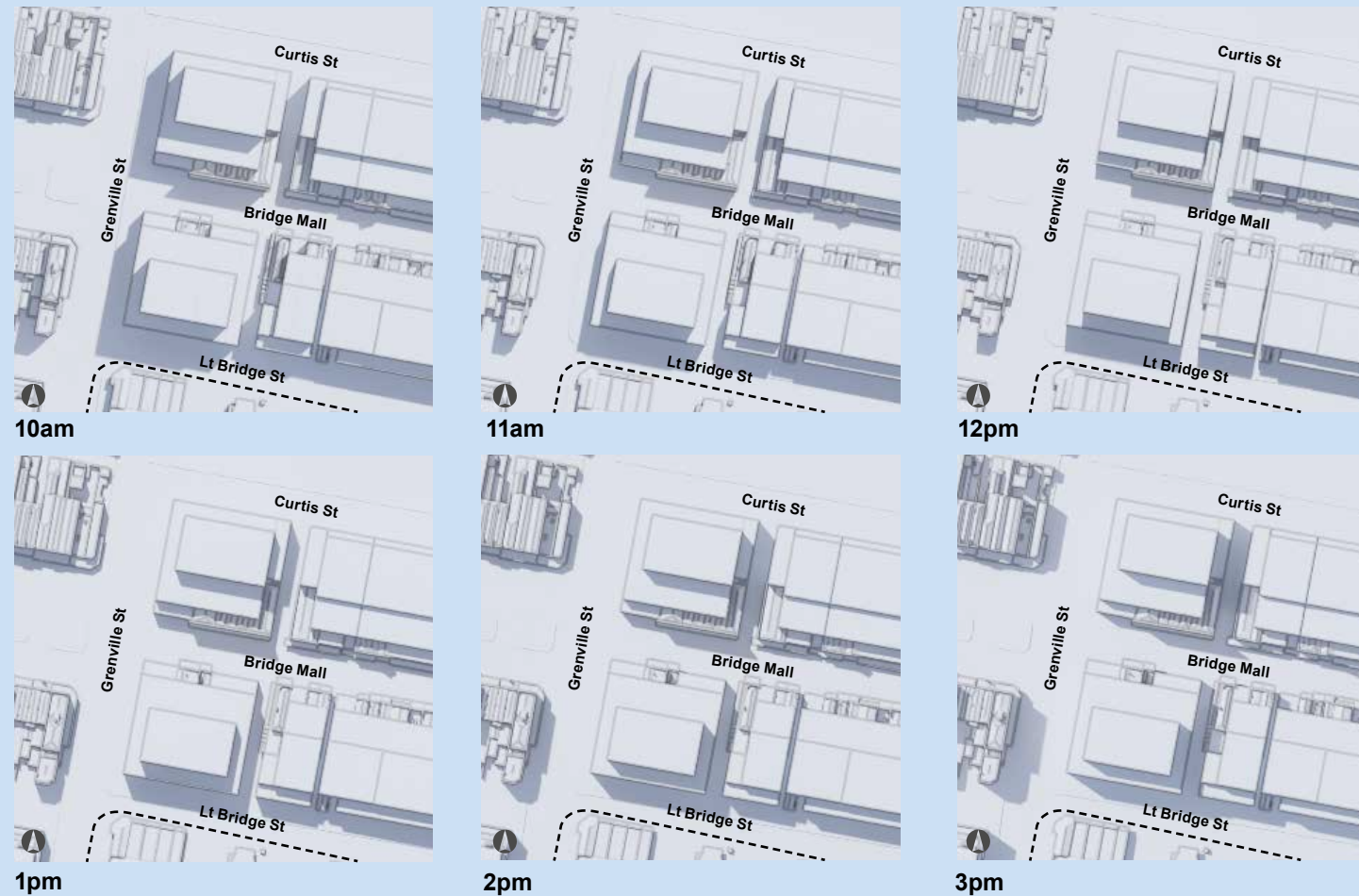
Sub-Area 1: Bridge Mall Gateway view 1 from intersection of Sturt Street/Lydiard Street north footpath



View form Sub-Area 3: Bakery Hill towards Sturt Street

SOLAR ACCESS SEPTEMBER 22, 10AM-3PM

Figure 44 Solar access assessment for Sub Area 1: Bridge Mall Gateway



Solar access at Sub Area 1: Bridge Mall Gateway tested on spring equinox (September 22nd between 10-3pm) illustrates:

- The building envelope for the Sub Area 1: Bridge Mall Gateway, would not cause overshadowing of southern side footpaths.
- New development would not increase overshadowing between 10am and 3pm at the spring equinox.

RECOMMENDED PREFERRED MAXIMUM BUILT FORM ENVELOPE

The following view illustrates the recommended preferred built form envelope for Sub-Area 1: Bridge Mall Gateway

Figure 45 Recommended preferred maximum built form envelope Sub-Area 1: Bridge Mall Gateway

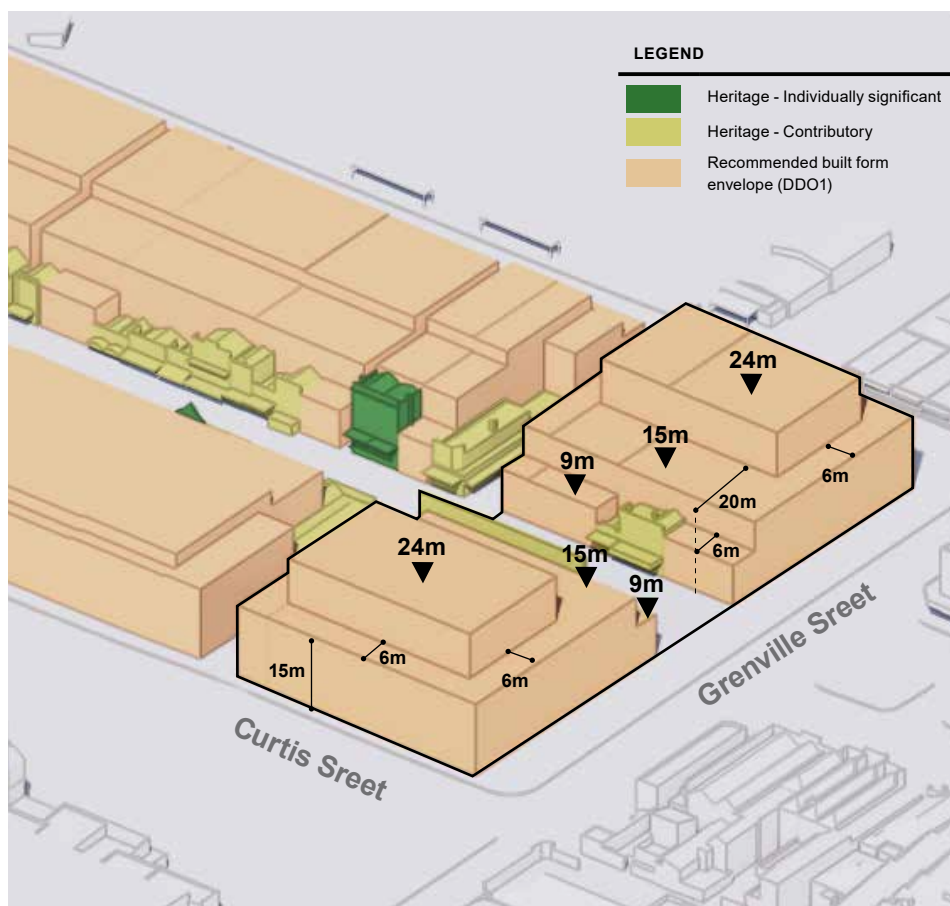


Figure 46 Sub-Area 1: Bridge Mall Gateway view from Bridge Mall looking towards Sturt Street

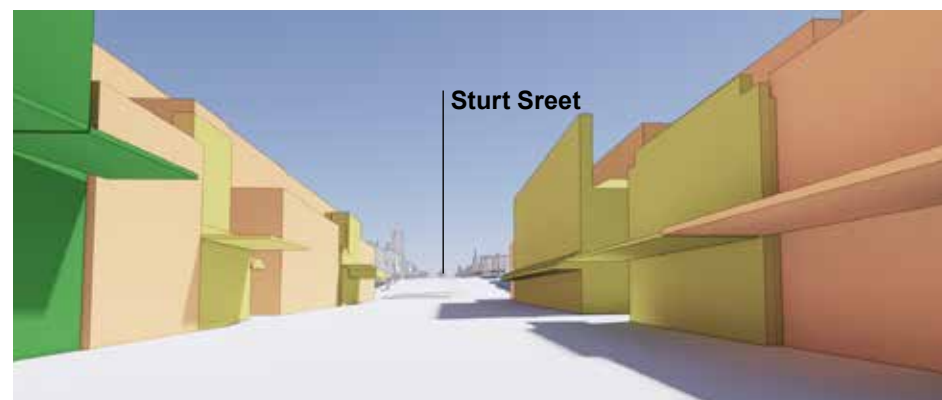
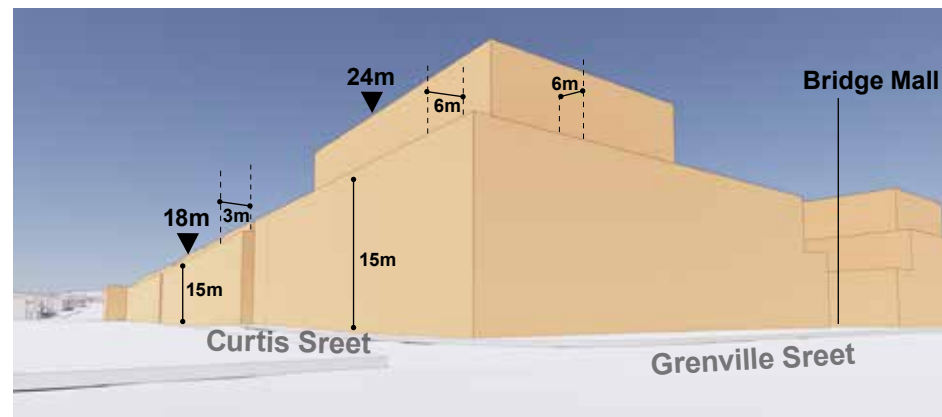


Figure 47 Sub-Area 1: Bridge Mall Gateway view from corner of Curtis Street and Grenville Street



6.4 SUB-AREA 2: BRIDGE MALL CENTRAL

The sub-area contains a mix of significant and contributory heritage and non-contributory buildings. Future development within the sub-area must respond to the existing unique character and scale of Bridge Mall. The built form response within Sub-Area 2: Bridge Mall Central aims to:

- Enhance the character of Bridge Mall as a vibrant streetscape with a blend of new developments and heritage buildings.
- Respond to Bridge Mall's historic streetscape form, which is primarily two storeys. A street wall height of 9m is recommended for new developments within Bridge Mall as an appropriate heritage response that respects and retains the heritage character.
- Ensure upper level built form towards Curtis Street and Little Bridge Street is adequately set back with opportunities to provide some taller form.
- Provide ground floor activation that visually engages pedestrians and encourages the provision of awnings.
- Encourage upper level built form that is adequately set back and visually recessed when viewed from across Bridge Mall.
- Upper level built form in the sub-area to be adequately set back to ensure view lines to Mount Warrenheip are maintained from identified viewing locations along Sturt Street.

Figure 48 and 49 illustrate typical cross sections showing existing and proposed built form within the sub-area.

Figure 48 Existing built form section for Sub-Area 2: Bridge Mall Central - Section B

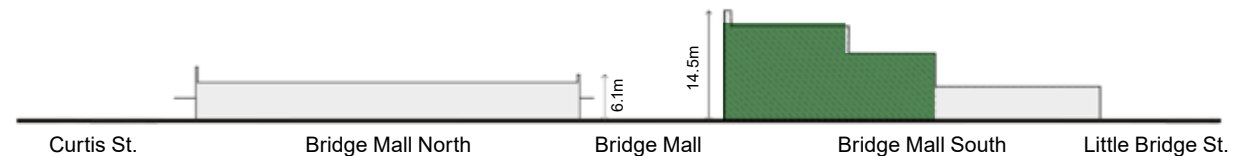
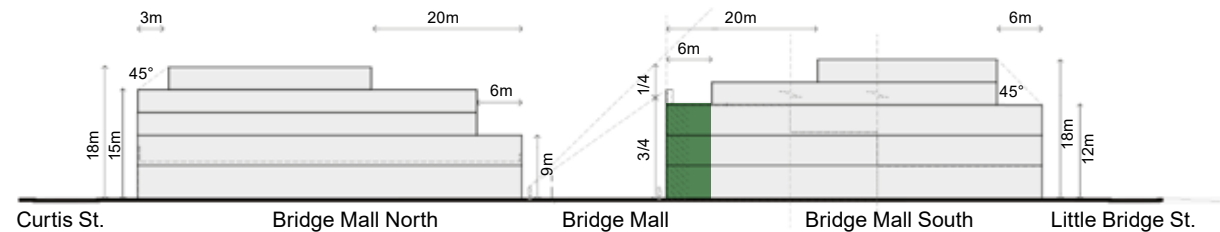


Figure 49 Built form test of street wall, setback and upper level heights- Section B



Key plan for Sub-Area 2

LEGEND

- Heritage - Individually significant
- Heritage - Contributory

The following key built form approaches are recommended to achieve the desired character for the sub-area:

STREET WALL HEIGHTS

- Retain all heritage buildings.
- The street wall height of future development within Bridge Mall to align with the average heritage street wall height of 9m.
- There is an opportunity to establish a higher street-wall height along Curtis Street and Little Bridge Street due to the lack of constraints and wider street width.
- A maximum street wall height of 12 m is recommended for Little Bridge Street, which will maintain solar access for the southern side footpath. Curtis Street can achieve a street wall height of up to 15m as it does not have overshadowing issues, fronts a wide street and faces an at-grade car park opposite. The recommended street wall height for Curtis Street is considered reasonable and can facilitate a new, more defined street edge.

UPPER LEVEL SETBACKS

- New developments in the sub-area should follow the partial concealment principle. Providing adequate setbacks for the upper level built form from the heritage façades is considered reasonable and would allow for partial concealment of the taller upper level built form.
- Based on the partial concealment approach, upper level setbacks for heritage and non-heritage buildings is to be a minimum of 6m.
- Upper level setbacks for single-storeyed heritage buildings should match those set for two-storey heritage buildings along Bridge Mall.
- To preserve the key view line from the northeast corner of Sturt and Lydiard Streets, new built form above five storeys (18m) must apply a minimum upper level setback of 20m from the property frontage, refer to Figure 51 and 53.
- New upper level built-form along Little Bridge Street and Curtis Street must not encroach beyond a 45-degree plane taken from the parapet of the street wall. This principle establishes a

Figure 50 Existing built form section for Sub-Area 2: Bridge Mall Central - Section C

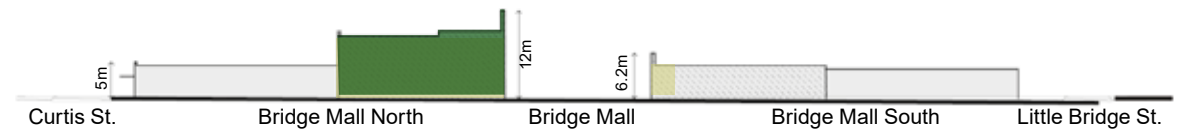


Figure 51 Built form test of street wall, setback and upper level heights- Section C

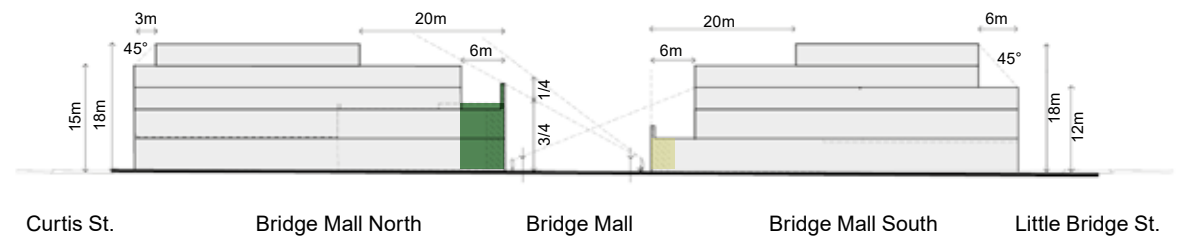


Figure 52 Existing built form section for Sub-Area 2: Bridge Mall Central - Section D

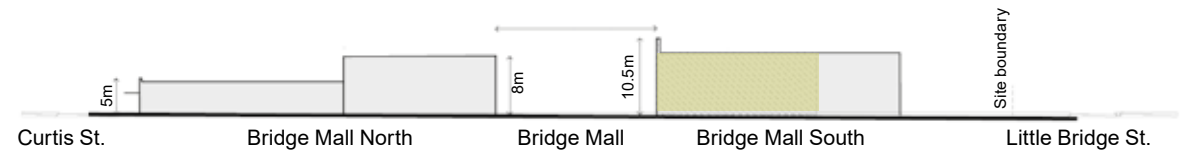
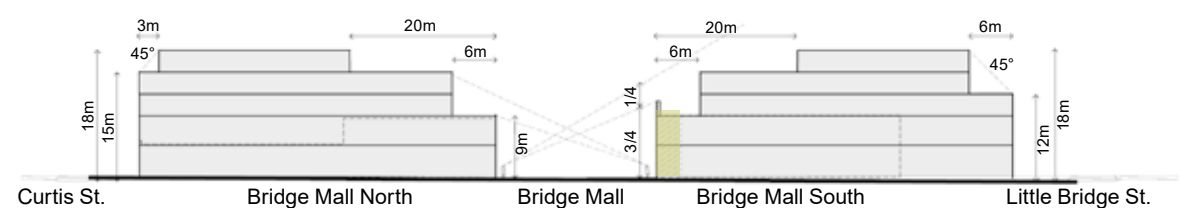


Figure 53 Built form test of street wall, setback and upper level heights- Section D



consistent upper level built form and assists in avoiding the overshadowing of southern interfaces, refer to Figure 39.

- New development should minimise the number of setbacks (to 2 steps) to avoid "wedding cake" outcomes (the visual effect of too many setbacks).
- The redevelopment of significant heritage buildings requires a site specific response.

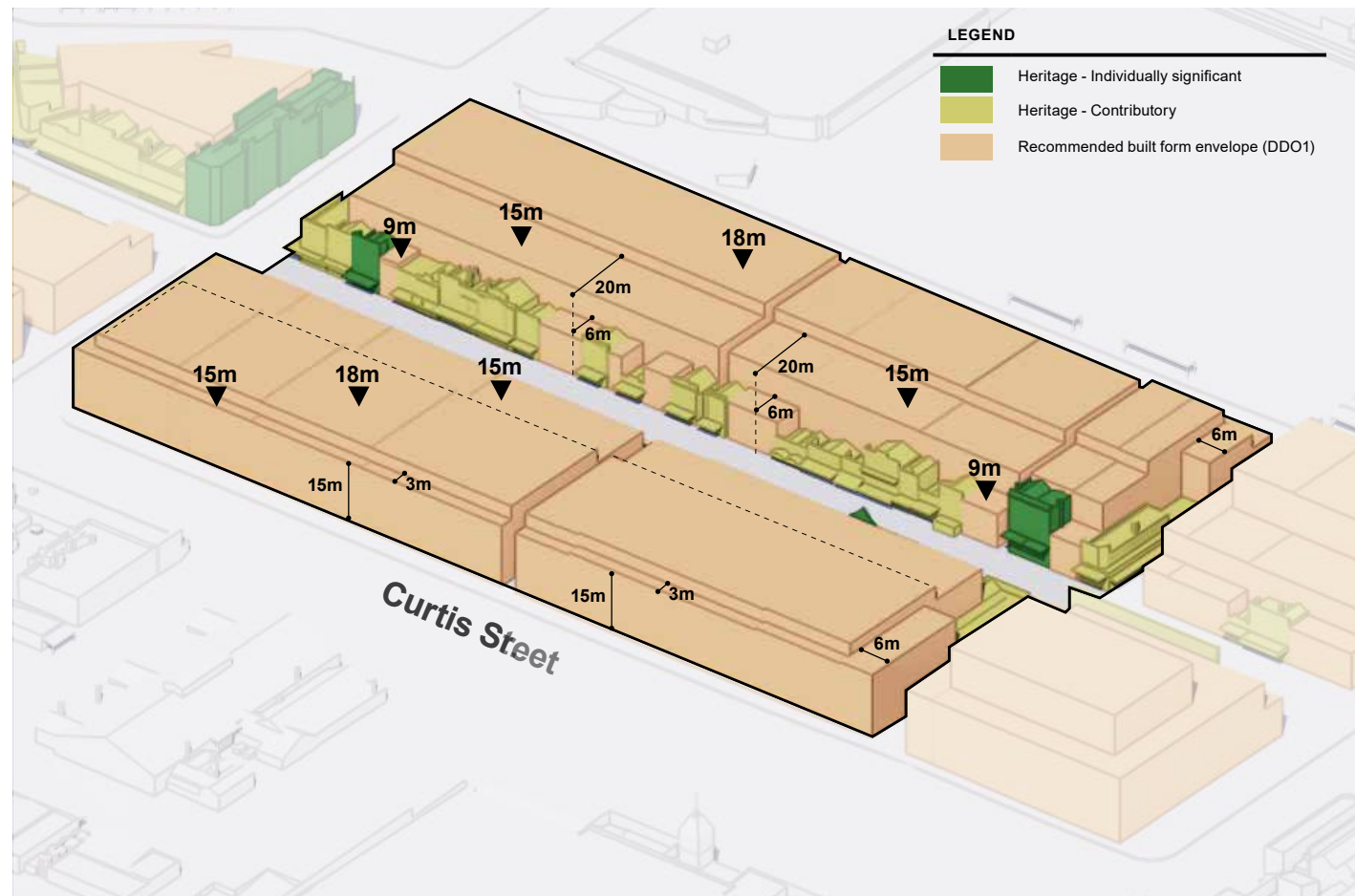
UPPER LEVEL HEIGHTS

- The recommended height limits for Sub-Area 2 envisage a suitable mid-rise character, responding to the various constraints which have informed the built form principles.
- New, taller development will be suitably set back and visually recessed up to a maximum height of 18m, refer to Figure 51 and 53.
- The upper levels of new development fronting Bridge Mall heritage and non-heritage) are to ensure high-quality architectural response to ensure design excellence.
- If additional height beyond the recommended envelope is proposed the proposal needs to demonstrate a clear community benefit and provide view line assessments that demonstrate a positive contribution to the Ballarat skyline that respects the existing, historic landmark buildings located within the CBD core.
- Future development to also achieve an excellent sustainability rating and provide an assessment that demonstrates that the proposal has minimal amenity, wind and solar access impacts. A contextual 3D model is also suggested as a requirement for all development proposals.

RECOMMENDED PREFERRED MAXIMUM BUILT FORM ENVELOPE

The following view illustrates the recommended preferred built form envelope for Sub-Area 2: Bridge Mall Central.

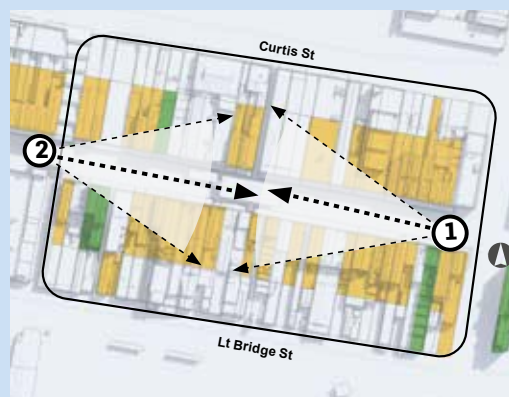
Figure 54 Recommended preferred maximum built form for Sub-Area 2: Bridge Mall Central



VIEW LINE TEST

Figure 55 view 1 from the eastern end of the sub-area looking west demonstrates that the recommended preferred maximum built form envelope would have minimal impact on the ability to view key landmarks within the Ballarat CBD skyline to the west.

Figure 55 view 2 demonstrates that the recommended preferred maximum built form envelope does not negatively impact views of Mount Warrenheip when viewed from the western entry of the sub-area within Bridge Mall.



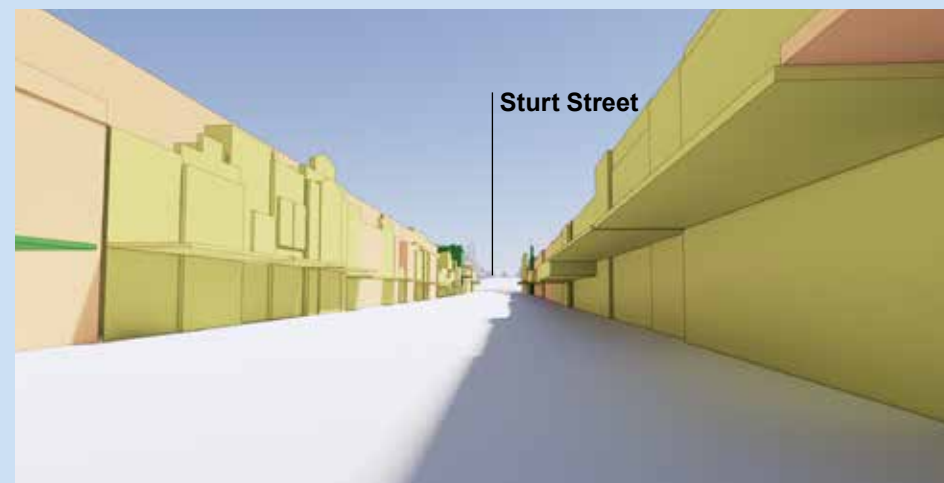
Key plan

LEGEND

■	Heritage - Individually significant
■	Heritage - Contributory
■	Recommended built form envelope (DDO1)

VISUAL ASSESSMENT OF BUILT FORM

Figure 55 View of proposed built form envelope within Sub-Area 2: Bridge Mall Central



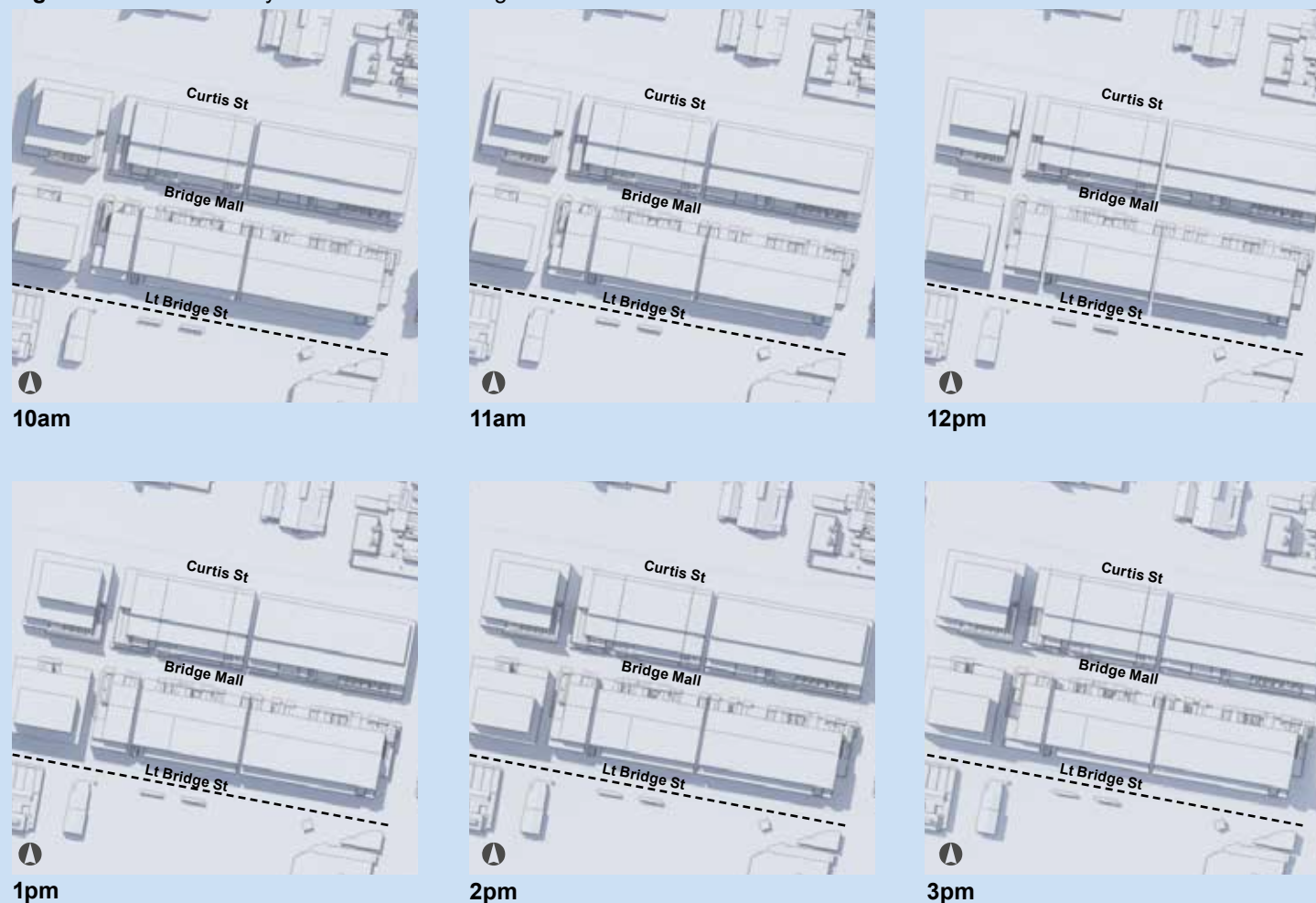
Sub-Area 2: Bridge Mall Central view 1



Sub-Area 2: Bridge Mall Central view 2

SOLAR ACCESS SEPTEMBER 22, 10AM-3PM

Figure 56 Shadow Analysis - Sub-Area 2: Bridge Mall Central



Shadow analysis of Sub-Area 2: Bridge Mall Central tested on September 22nd between 10-3pm illustrates:

- The building envelope avoids overshadowing of southern side footpaths/public realm within Bridge Mall.
- Taller built forms avoid additional overshadowing of the southern footpath of Little Bridge Street to a distance of 3.0 metres from the kerb when measured at the spring equinox (September 22nd between 10 am- 3 pm).

6.5 SUB-AREA 3: BAKERY HILL

Sub-Area 3: Bakery Hill has a higher proportion of intact heritage buildings than the other sub-areas.

There is a large, single-ownership site at the northeast of the sub-area with clear development potential. Any new development in the sub-area should respond to the area's topography and heritage. The built form should also respond to the identified key views towards the Ballarat CBD and skyline. The built form response within the Sub-Area 3: Bakery Hill aims to:

- Retain all heritage buildings within the sub-area.
- Respond to the presence of largely intact heritage buildings throughout the precinct.
- Provide active frontages that address the public realm.
- Respond to the development opportunity at of the northeast corner of the sub-area through high-quality architecture that provides a suitable built form outcome given the site's context. This includes providing an appropriate design response to the rear of heritage buildings, fronting the car park.

Figure 57 and 58 illustrates typical cross sections showing existing and potential built form within the sub-area.

The following key built form approaches are recommended to achieve the desired character for the sub-area:

STREET WALL HEIGHTS

- The street wall height of future development fronting Bakery Hill within Sub-Area 3: Bakery Hill is to be a maximum of 2 storeys (9m).
- The elevated topography of the eastern end of the sub-area warrants a more moderated street wall height for future development. The street wall height

Figure 57 Existing built form section for Sub-Area 3: Bakery Hill - Section E

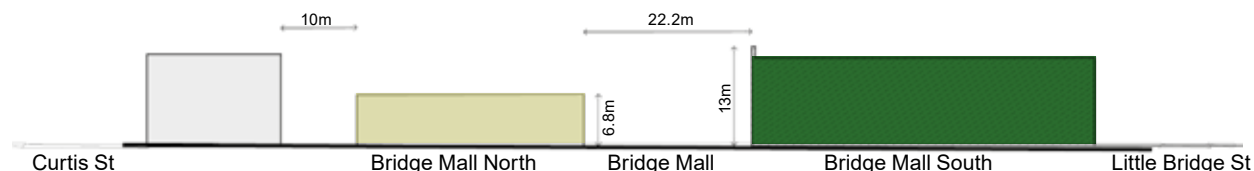
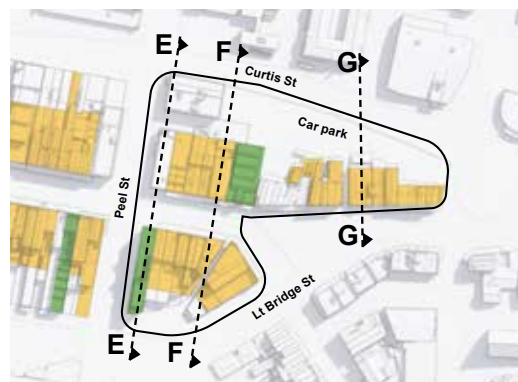
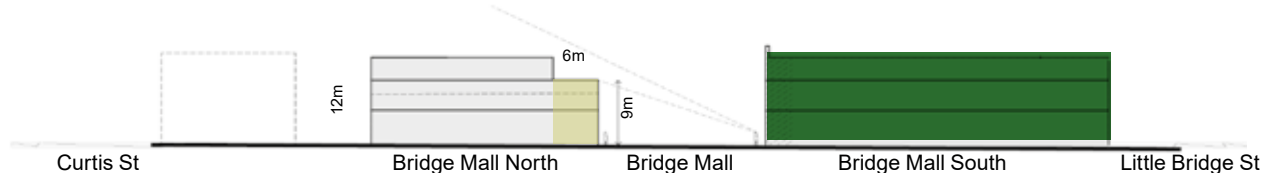


Figure 58 Built form test of street wall, setback and upper level heights- Section E



Key plan for Sub-Area 3

LEGEND

- Heritage - Individually significant
- Heritage - Contributory

for future development along Little Bridge Street and Curtis Street is recommended to be 12m (three storeys).

UPPER LEVEL SETBACKS

- Based on the partial concealment approach, upper level setbacks for heritage and non-heritage buildings to be a minimum of 6m.
- Upper level setbacks for the built form fronting Bridge Mall for single-storeyed heritage shall follow similar setbacks as the two-storey heritage along Bridge Mall.
- New upper level built-form along Little Bridge Street and Curtis Street to not encroach within a 45-degree plane taken from the parapet of the street wall. This principle establishes a consistent upper level built form and assists in avoiding the overshadowing of southern interfaces.

UPPER LEVEL HEIGHTS

- The higher elevation and prominence of Sub-Area 3: Bakery Hill requires lower overall heights than the other sub-areas. A maximum height limit of 12m (3 storeys) is recommended for most of this area (Figure 60 and 62).
- Future development south of Bridge Mall is recommended to have a height of 15m, allowing for approximately four levels.
- If additional height beyond the recommended envelope is proposed the proposal needs to demonstrate a clear community benefit and provide view line assessments that demonstrate a positive contribution to the Ballarat skyline that respects the existing, historic landmark buildings located within the CBD core.
- Future development to also achieve an excellent sustainability rating and provide an assessment that demonstrates that the proposal has minimal amenity, wind and solar access impacts. A contextual 3D model is also suggested as a requirement for all development proposals.

Figure 59 Existing built form section for Sub-Area 3: Bakery Hill - Section F

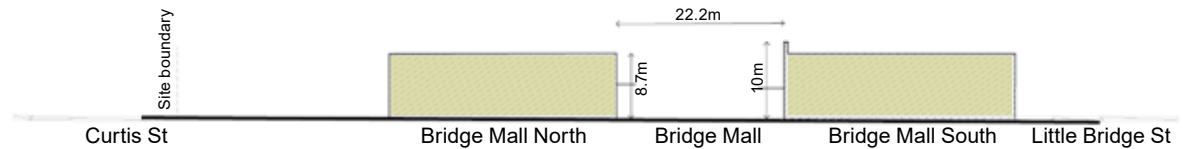


Figure 60 Built form test of street wall, setback and upper level heights- Section F

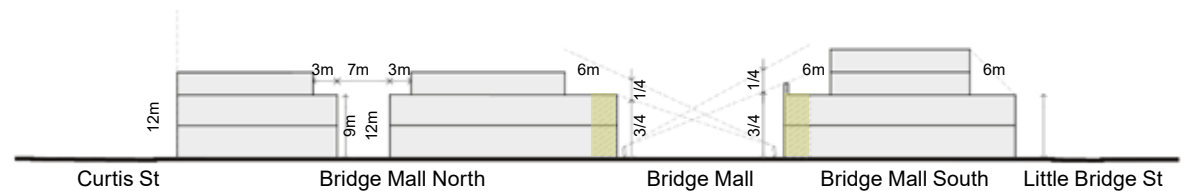


Figure 61 Existing built form section for Sub-Area 3: Bakery Hill - Section G

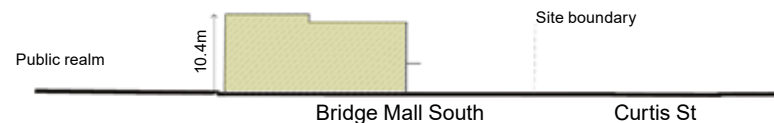
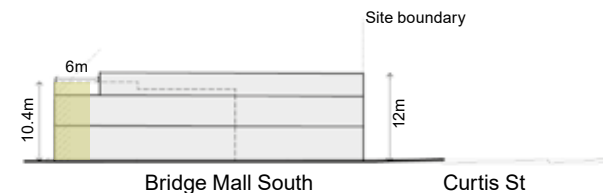


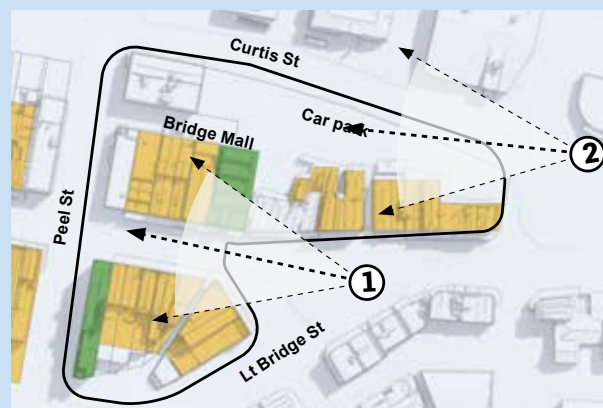
Figure 62 Built form test of street wall, setback and upper level heights- Section G



VIEW LINE TEST

View 1 demonstrates that views towards the CBD skyline are mostly unaffected with minimal intrusion from upper levels (from the building envelope). It is noted that a number of visual obstructions already exist from this viewpoint, such as trees and other visual impediments.

View 2 demonstrates that foreground views from the roundabout at Bakery Hill (eastern end of Curtis Street) would be impacted by potential development. However, this viewing location is considered impractical due to the lack of pedestrian activity and the traffic conditions at the roundabout (which are not conducive to taking in distant views). There are nearby locations where views would still be retained, such as view 1.



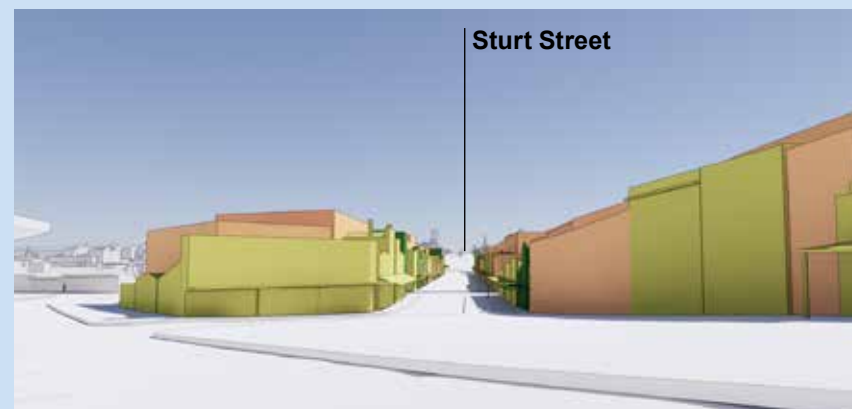
Key plan

LEGEND

■	Heritage - Individually significant
■	Heritage - Contributory
■	Recommended built form envelope (DDO1)

VISUAL ASSESSMENT OF BUILT FORM

Figure 63 View of proposed built form envelope from Bakery Hill



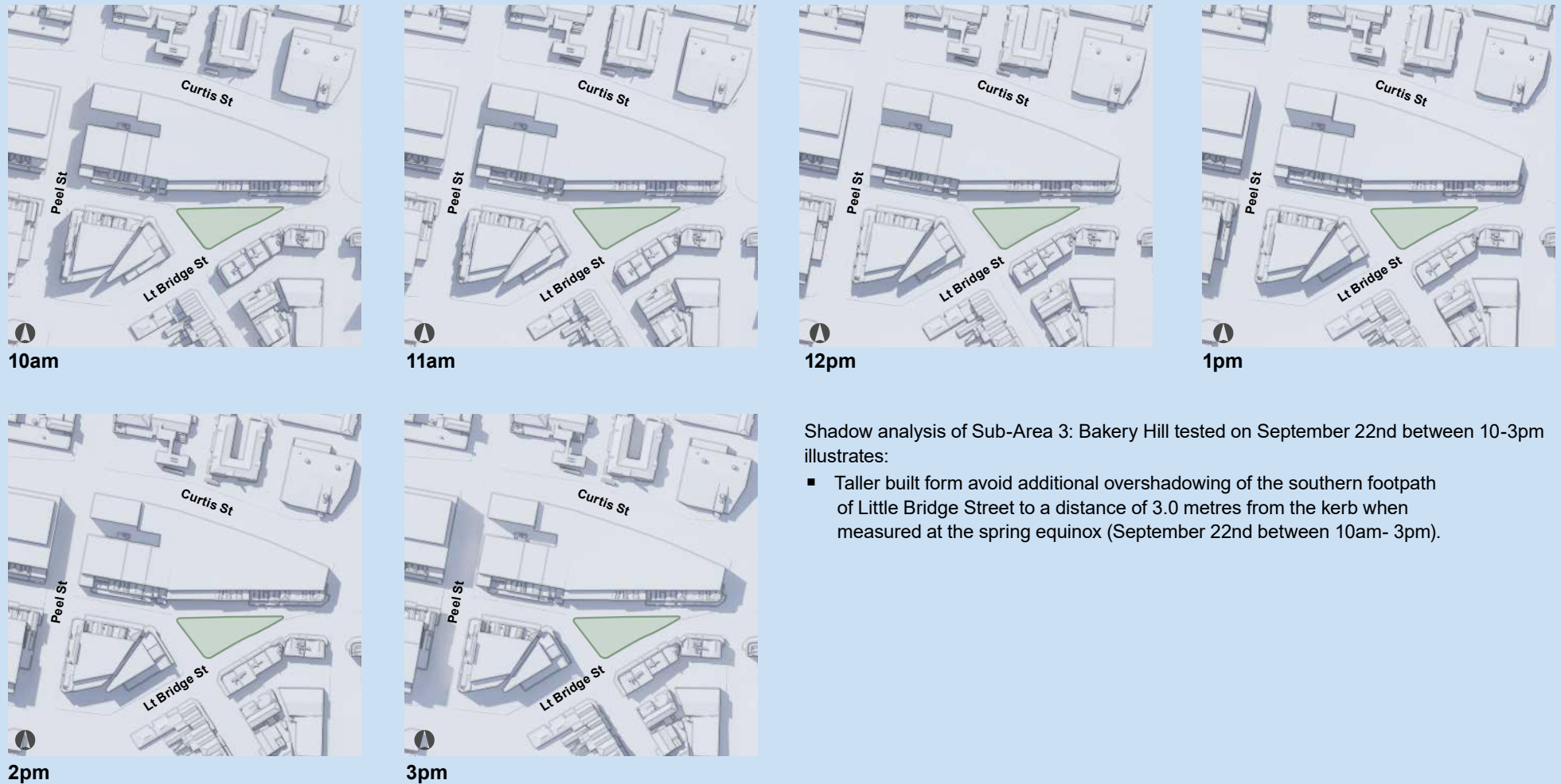
View 1 - Sub-Area 3: Bakery Hill looking towards Sturt Street



View 2 -Sub-Area 3: Bakery Hill view from eastern end of Curtis Street from the roundabout

SOLAR ACCESS SEPTEMBER 22, 10AM-3PM

Figure 64 Solar Access Analysis - Sub-Area 3: Bakery Hill



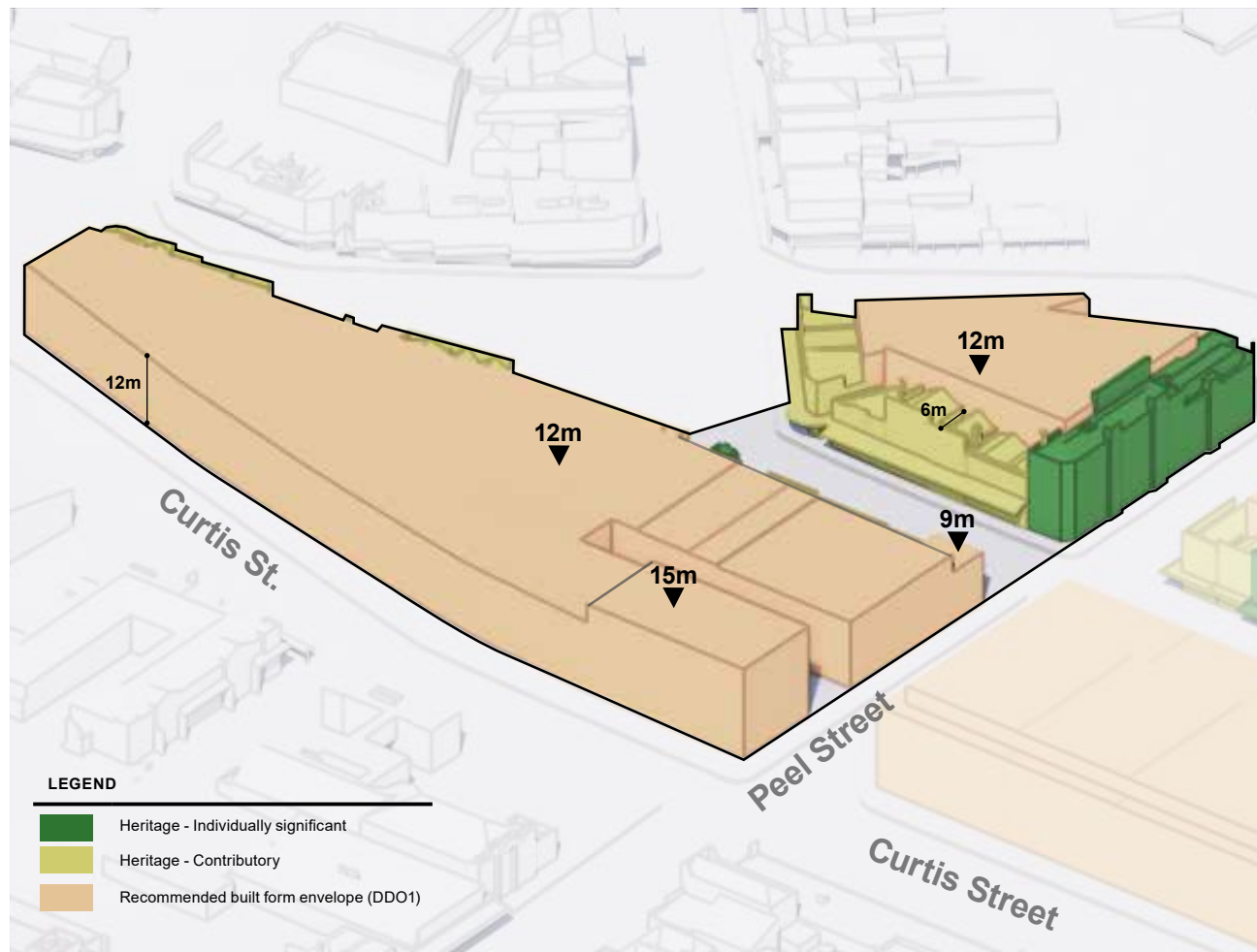
Shadow analysis of Sub-Area 3: Bakery Hill tested on September 22nd between 10-3pm illustrates:

- Taller built form avoid additional overshadowing of the southern footpath of Little Bridge Street to a distance of 3.0 metres from the kerb when measured at the spring equinox (September 22nd between 10am- 3pm).

RECOMMENDED PREFERRED MAXIMUM BUILT FORM ENVELOPE

The following view illustrates the recommended preferred built form envelope for Sub-Area 3: Bakery Hill.

Figure 65 Recommended preferred maximum built form for Sub-Area 3: Bakery Hill



7.0 BUILT FORM RECOMMENDATIONS

This section provides the Built Form Framework recommendations that will guide future development and inform the revised Design Development Overlay (DDO1) control.



7.1 RECOMMENDED BUILT FORM FRAMEWORK

The Built Form Framework is the coalescence of the background context analysis, identified opportunities, vision, built form principles and built form testing.

The 3D visualisation (Figure 66) represents the recommended built form envelope and is translated into the 2D Built Form Framework Plan, refer to Figure 67.

Figure 66 3D illustration of the recommended preferred maximum built form for the Study Area.



SUMMARY OF BUILT FORM RECOMMENDATIONS FOR SUB-AREAS

The following table summarises the recommended built-form outcomes for the Sub-Areas. It is to be read in conjunction with the built form principles and table 1 in section 6.

Built form principle		How are we applying it				
		Sub-Area 1: Bridge Mall Gateway	Sub-Area 2: Bridge Mall Central	Sub-Area 3: Bakery Hill		
Public realm	A.1 Active frontages	Bridge Mall, Curtis Street and Little Bridge Street are to be the focus for retail and commercial uses that provide a high degree of ground plane activation. Buildings should address the public realm and be designed with floor to floor heights suitable for retail and commercial uses. Future development to be built to the property frontage along Bridge Mall, Grenville Street, Curtis Street, Little Bridge Street and laneways. Ground level façades in Bridge Mall to be predominately glazing and building entrances. Recommend 80% of ground level façades at Bridge Mall to be glazed. Avoid large blank walls in ground level. Encourage building to property line along with well defined building entrances/addresses. Services and loading to be taken from Curtis Street and Little Bridge Street.				
	A.2 Retain the fine grain pattern	Reinforce and celebrate the heritage character of the precinct through new development that responds sympathetically through finer grain design and facade treatment.				
Street wall	B.1 Respect heritage	Retain heritage buildings. Any proposed redevelopment of significant heritage building will require a site-specific response. Retain heritage frontage along the laneways. In addition to the heritage frontage, incorporate heritage interfaces/elevations where possible.				
	B.2 Reinforce the street wall	Future development within Bridge Mall to have a street wall height of 9m. Maximum street wall height along Sturt Street and Little Bridge Street to be 15m.			Maximum street wall height along Curtis Street to be 15m and Little Bridge Street to be 12m.	Maximum street wall height along Little Bridge Street and Curtis Street to be 12m.
Upper level built form	C.1 Maintain key view-lines	The design response for development above five storeys needs to achieve exceptional design excellence and provide a design response that demonstrates minimal impact on key view lines to landmark buildings to the west and Mount Warrenheip to the more distant east.		Follow partial concealment principle. The upper levels of new built form to occupy no more than one quarter of the vertical angle defined by the whole building in the view from a sight line at a height of 1.7 metres above the footpath taken from the building frontage on the opposite side of Bridge Mall.		
	C.2 Recessive upper levels	Provide a 6m setback from the street wall frontage (whether heritage or non-heritage) for the upper levels of new development within Bridge Mall. Upper levels above 15m to be set back a minimum of 20m from Bridge Mall frontage. If additional height beyond the recommended envelope is proposed, the proposal needs to demonstrate a clear community benefit, provide view line assessments that demonstrate negligible/acceptable city skyline impacts, achieve an exceptional sustainability rating, and provide an assessment that demonstrates that the proposal has minimal amenity, wind and solar access impacts. A contextual 3D model is also suggested as a requirement for all development proposals.				
		Minimum development setback of 6m for upper level above street wall along Curtis Street, Little Bridge Street, and Grenville Street. Upper level development at the Sub-Area 1: Bridge Mall Gateway is recommended to have a maximum height of 24m.		Upper level setbacks for the built form fronting Bridge Mall for single-storeyed heritage shall follow similar setbacks as the two-storey heritage along Bridge Mall. New upper level built-form along Little Bridge Street and Curtis Street to not encroach within a 45-degree plane taken from the parapet of the street wall. This principle establishes a consistent upper level built form and assists in avoiding the overshadowing of southern interfaces. New development should minimise the number of setbacks (to 2) to avoid "wedding cake" outcomes.		
				Minimum upper level set back of 3m above street wall along Curtis Street and 6m for Little Bridge Street. New, taller development to have a maximum height of 18m.	New development should provide well-designed, quality built form that responds to the heritage character at Bakery Hill. A lower scale is considered appropriate due to the topography and identified key views towards the Ballarat skyline. New development north of Bridge Mall to be have a maximum height of 12m. New development south of Bridge Mall ranges to be 12m or 15m, refer to Figure 67.	
	C.3 Corner site opportunities	For corner sites, encourage design excellence through architectural response, articulation and materiality. Activate ground plane for both frontages.				
	C.4 Access to sunlight	Ensure height and mass of upper levels of built form provides access to sunlight for footpaths at the southern side of Bridge Mall (footpath 3m from the southern frontage) at the spring equinox. Ensure taller built form to be designed to avoid additional overshadowing of the southern footpath of Little Bridge Street to a distance of 3.0 metres from the kerb when measured at the spring equinox.				

BUILT FORM FRAMEWORK PLAN

The Built Form Framework Plan presents the recommended built form controls for Bridge Mall Study Area.

Figure 67 Built Form Framework Plan



LEGEND

- Sub-Area boundary
- 1 Sub-Area 1: Bridge Mall Gateway
- 2 Sub-Area 2: Bridge Mall Central
- 3 Sub-Area 3: Bakery Hill

RECOMMENDED MAXIMUM BUILDING HEIGHTS

- 9m
- 12m
- 15m
- 18m
- 24m

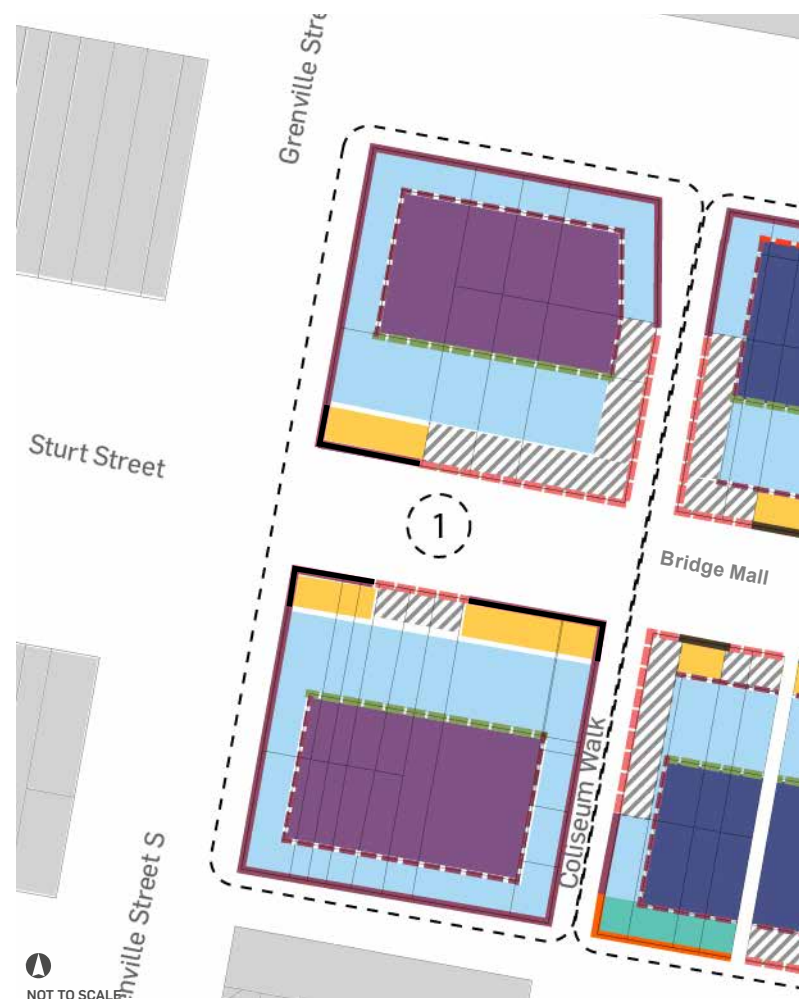
RECOMMENDED MAXIMUM STREET WALL

- Retain heritage street wall
- 9m street wall
- 12m street wall
- 15m street wall

RECOMMENDED MINIMUM SETBACK (ABOVE STREET WALL)

- Heritage frontage
- 3m
- 6m
- 20m

Figure 68 Built Form Framework Plan for Sub-Area 1: Bridge Mall Gateway



LEGEND

- 1 Sub-Area boundary
- 1 Sub-Area 1: Bridge Mall Gateway
- 2 Sub-Area 2: Bridge Mall Central
- 3 Sub-Area 3: Bakery Hill

RECOMMENDED MAXIMUM BUILDING HEIGHTS

- 9m
- 12m
- 15m
- 18m
- 24m

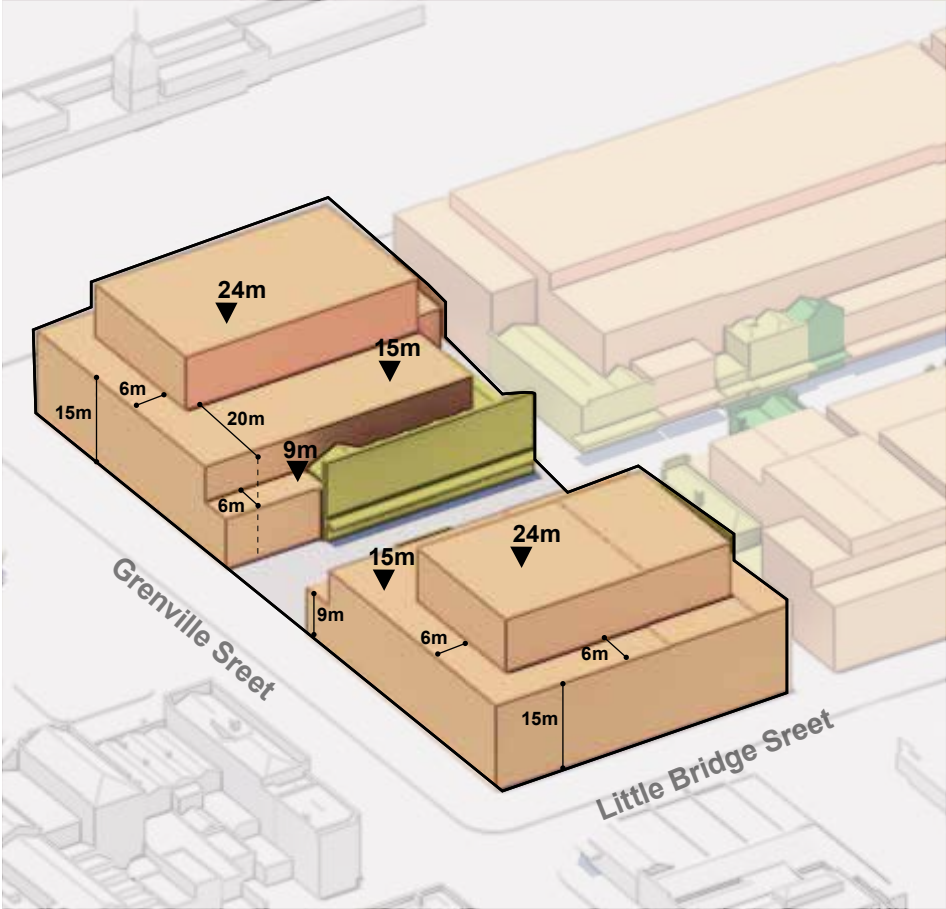
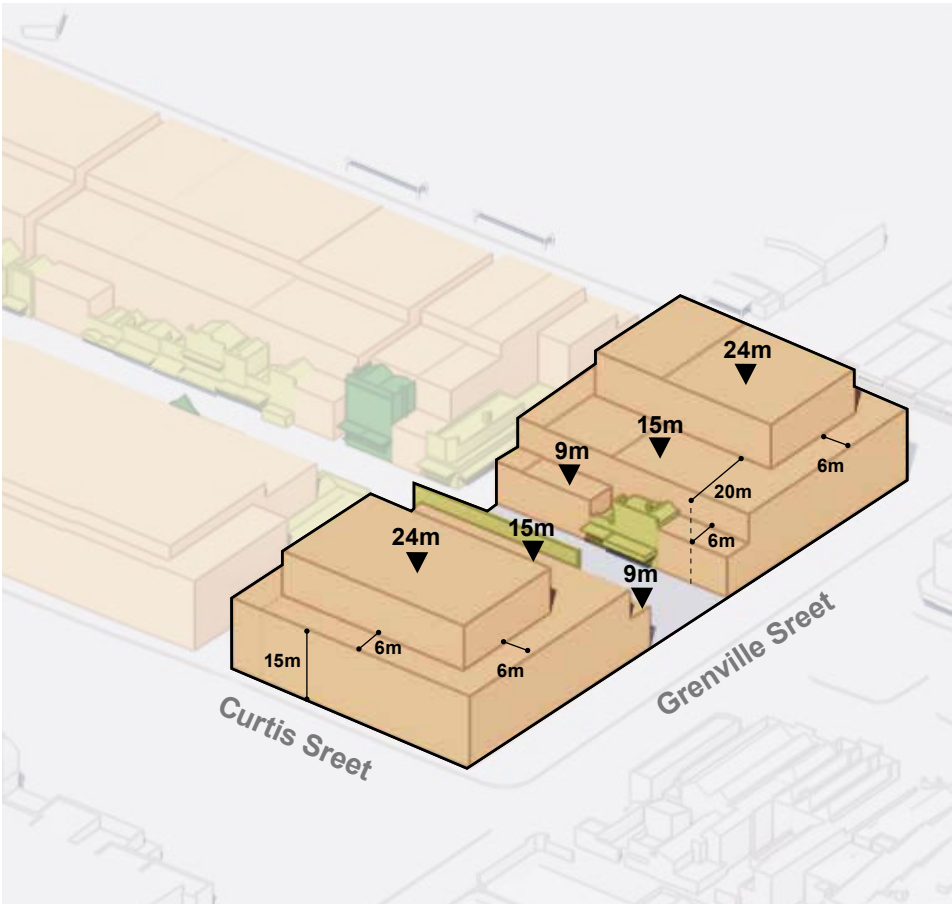
RECOMMENDED MAXIMUM STREET WALL

- Retain heritage street wall
- 9m street wall
- 12m street wall
- 15m street wall

RECOMMENDED MINIMUM SETBACK (ABOVE STREET WALL)

- Heritage frontage
- 3m
- 6m
- 20m

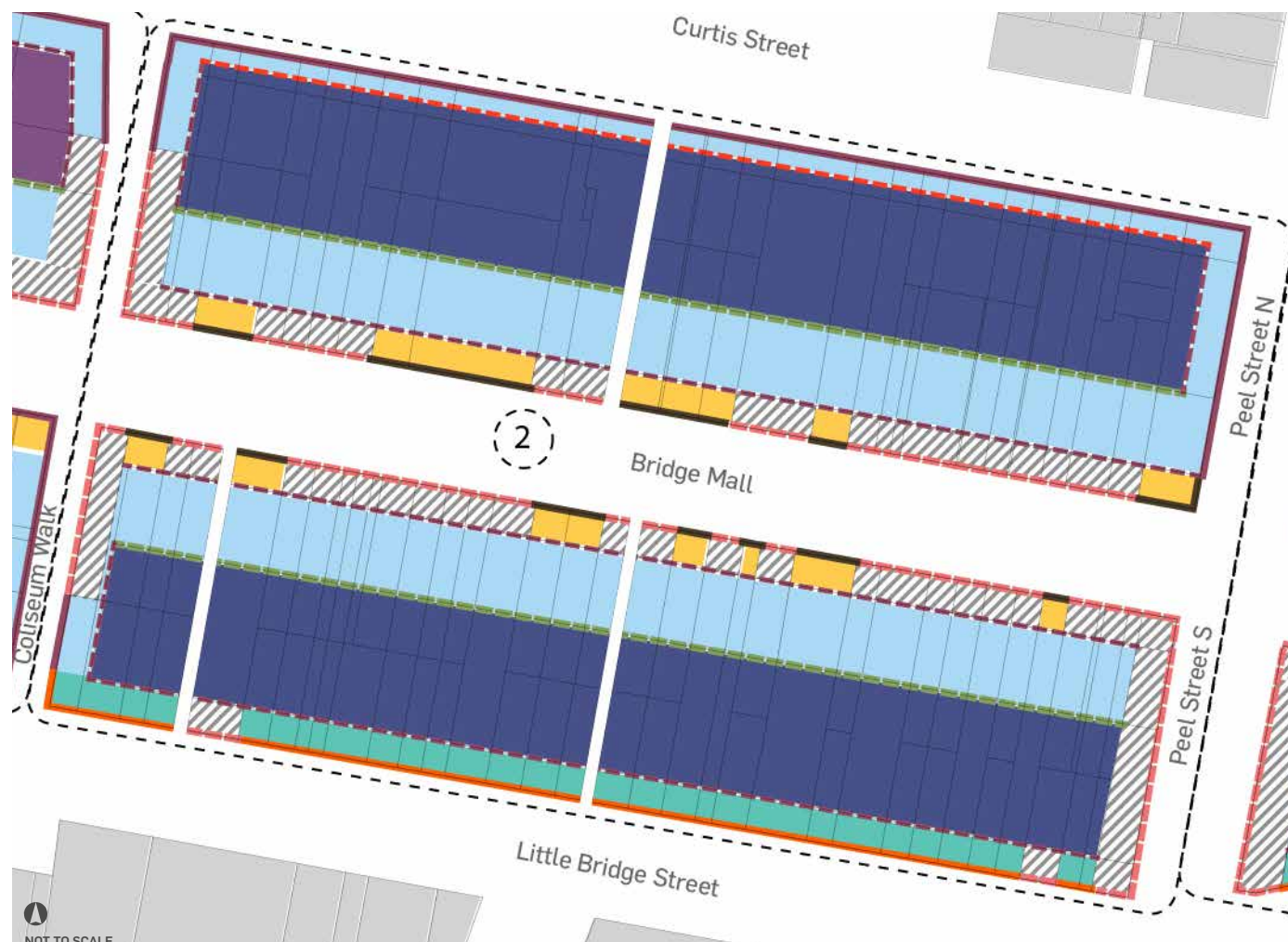
Figure 69 Recommended preferred maximum built form for Sub-Area 1: Bridge Mall Gateway



LEGEND

	Heritage - Individually significant
	Heritage - Contributory
	Recommended built form envelope (DDO1)

Figure 70 Built Form Framework Plan for Sub-Area 2: Bridge Mall Central



LEGEND

- 2 Sub-Area boundary
- 1 Sub-Area 1: Bridge Mall Gateway
- 2 Sub-Area 2: Bridge Mall Central
- 3 Sub-Area 3: Bakery Hill

RECOMMENDED MAXIMUM BUILDING HEIGHTS

- 9m
- 12m
- 15m
- 18m
- 24m

RECOMMENDED MAXIMUM STREET WALL

- Retain heritage street wall
- 9 m street wall
- 12 m street wall
- 15 m street wall

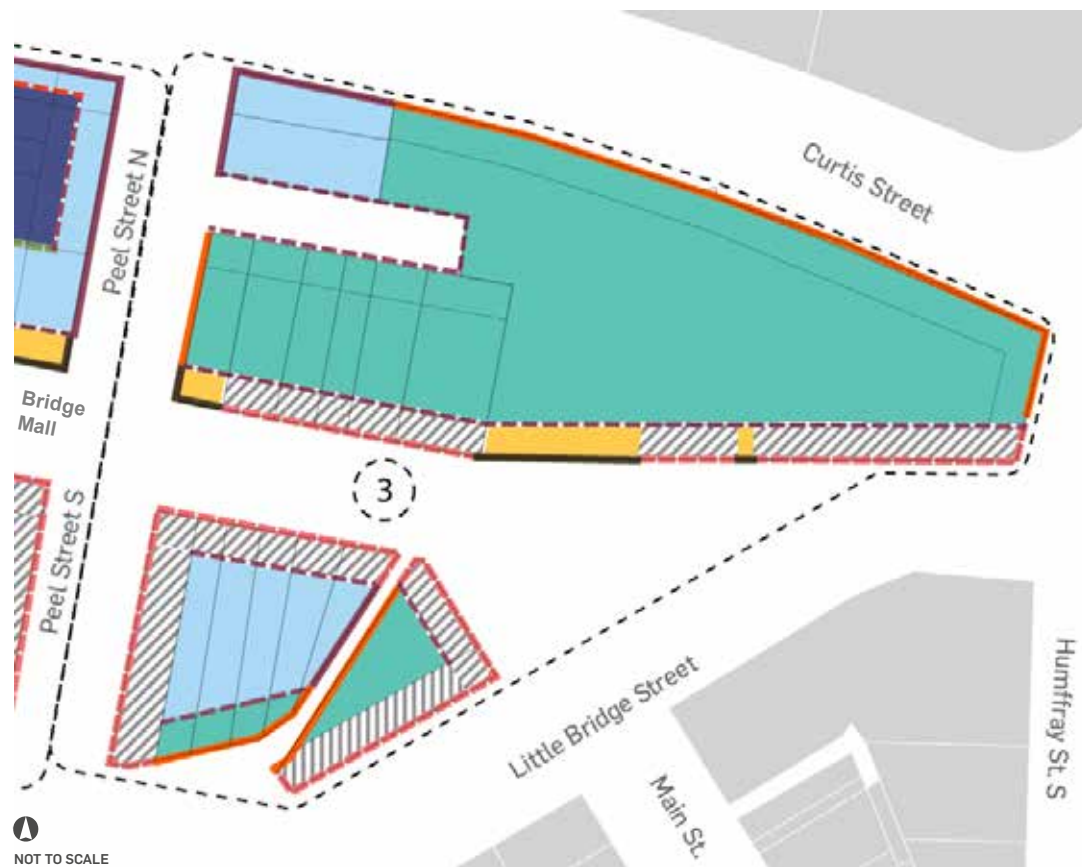
RECOMMENDED MINIMUM SETBACK (ABOVE STREET WALL)

- Heritage frontage
- 3m
- 6m
- 20m

Figure 71 Recommended preferred maximum built form for Sub-Area 2: Bridge Mall Central



Figure 72 Built Form Framework Plan for Sub-Area 3: Bakery Hill



LEGEND

- Sub-Area boundary
- 1 Sub-Area 1: Bridge Mall Gateway
- 2 Sub-Area 2: Bridge Mall Central
- 3 Sub-Area 3: Bakery Hill

RECOMMENDED MAXIMUM BUILDING HEIGHTS

- 9m
- 12m
- 15m
- 18m
- 24m

RECOMMENDED MAXIMUM STREET WALL

- Retain heritage street wall
- 9 m street wall
- 12 m street wall
- 15 m street wall

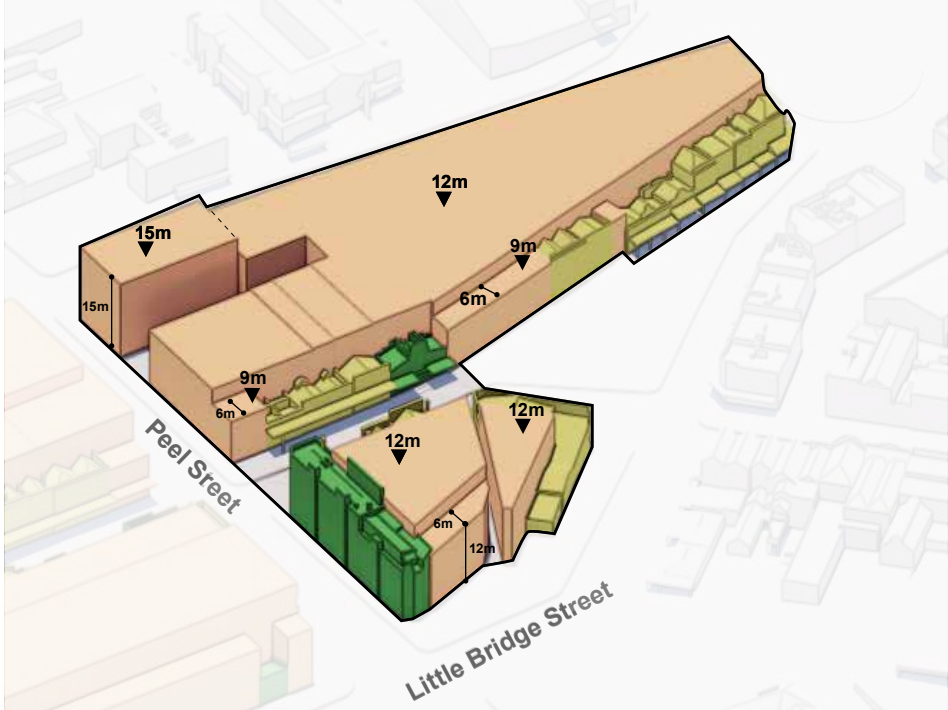
RECOMMENDED MINIMUM SETBACK (ABOVE STREET WALL)

- Heritage frontage
- 3m
- 6m
- 20m setback (above 18m)

Figure 73 Recommended preferred maximum built form for Sub-Area 3: Bakery Hill



- LEGEND**
- Heritage - Individually significant
 - Heritage - Contributory
 - Recommended built form envelope (DDO1)



7.2 UPDATES TO THE DESIGN DEVELOPMENT OVERLAY (DDO1)

The recommended Built Form Framework provides 2D and 3D representation of recommended preferred maximum built form. These recommendations will be translated into the draft Design Development Overlay (DDO1) update.

The updated DDO1 will also address other design objectives and matters that are not strictly 'built form' in the sense of mass.

The built form recommendations are the result of the range of robust built form tests applied to achieve appropriate objectives. By preparing this robust analysis and Built Form Framework envelope, there is confidence and certainty that if a future development proposal is within the envelope, the general form already addresses critical attributes such as respecting the heritage streetscape and view lines. Detailed design response and assessment to address the finer matters of built form and character will ensure delivery of a vibrant, high-amenity and high-quality urban renewal.

The maximum and minimums are noted as preferred, rather than mandatory, to allow some flexibility to deviate. However, in the case a development proposal exceeds the recommended envelope, a series of strict additional tests (beyond the standard design objectives) will be set out in the DDO1 to ensure the critical aims of the vision and principles are achieved.

Additional matters to be assessed can include:

- Achieving exceptional design excellence that contributes to the city's urban form and character, and does not detract from key city skyline attributes
- Floor Area Uplift if:
 - Achieving exceptional sustainability metrics
 - Delivering significant public benefit, such as:
 - Expansion of laneways, public realm upgrades, additional public or private space above standard requirements, or
 - Affordable housing or housing for diverse household types
- Demonstration that there are no amenity impacts on solar access and wind tunnelling (if appropriate).

The DDO1 update will address design objectives, application requirements and decision guidelines to reflect the work compiled in this report.

Additional character and design detail measures to be addressed include:

- Rear and service access
- Treatment of sides of buildings (to avoid bare surfaces)
- Upper level articulation (to avoid a monotonous upper level wall)
- Ground level access and activation.

Overall, this Built Form Framework supports a greater scope for urban infill than the current, limiting DDO1, and supports an update to that clause. It provides a robust guidance to facilitate appropriate urban renewal within the Study Area, while ensuring that Bridge Mall's unique heritage and character will be respected and celebrated.

APPENDIX

ADDITIONAL VISUAL ASSESSMENT OF RECOMMENDED BUILT FORM FRAMEWORK 3D ENVELOPE.



Sturt Street/Lyons Street - North



Sturt Street/Armstrong Street - North



Sturt Street/Lydiard Street - North



Sturt Street/Lyons Street - South



Sturt Street/Armstrong Street - South



Sturt Street/Lydiard Street- South



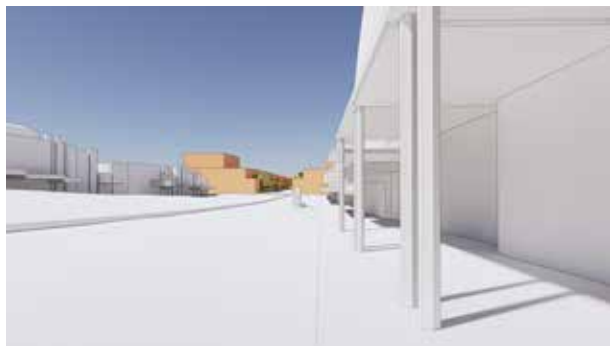
Sturt Street/Camp Street - North



End Bridge Mall looking west (Viewpoint 2)



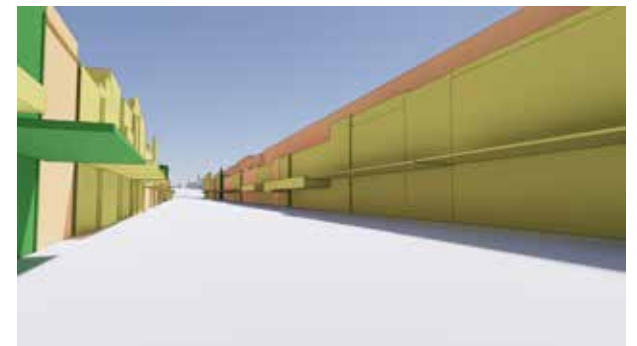
Internal Bridge Mall central sub-area looking east



Sturt Street/Camp Street - South



Curtis Street looking west (Viewpoint 3)



Internal Bridge Mall Central sub-area looking east

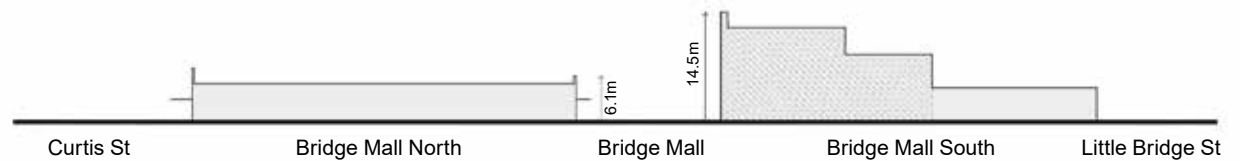
DEVELOPMENT OF BUILT FORM FRAMEWORK- COMPLETE AND PARTIAL CONCEALMENT TESTS



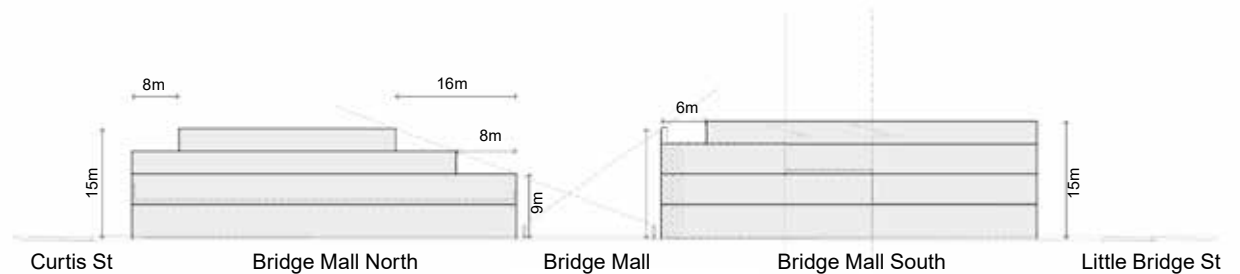
LEGEND

- Heritage - Individually significant
- Heritage - Contributory

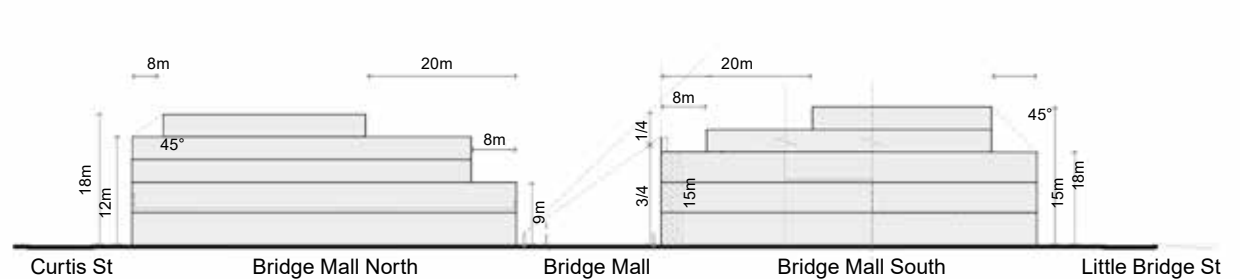
SECTION B



Existing section



Fully concealed upper level built form

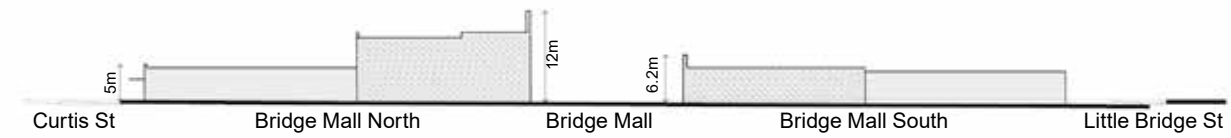


Partial concealed upper level built form

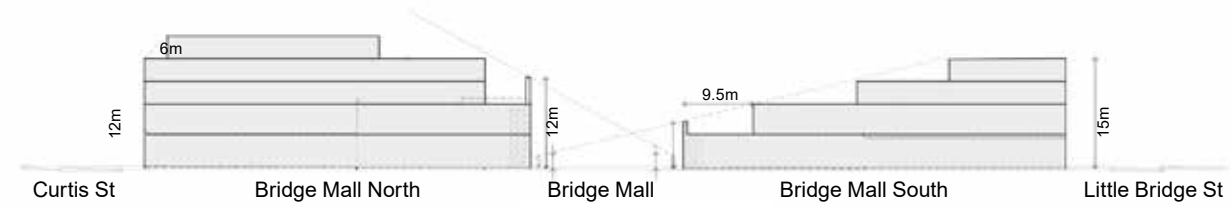
LEGEND

- Heritage building

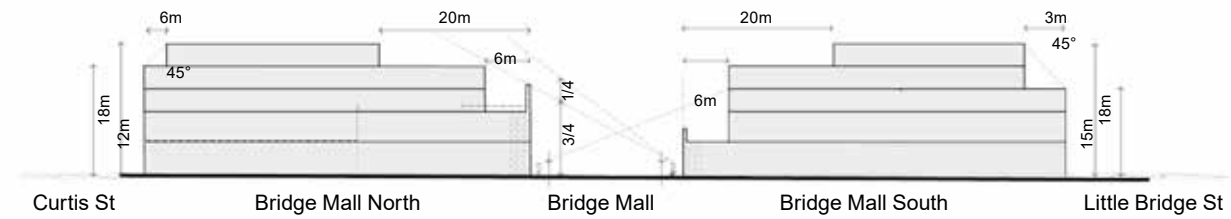
SECTION C



Existing section

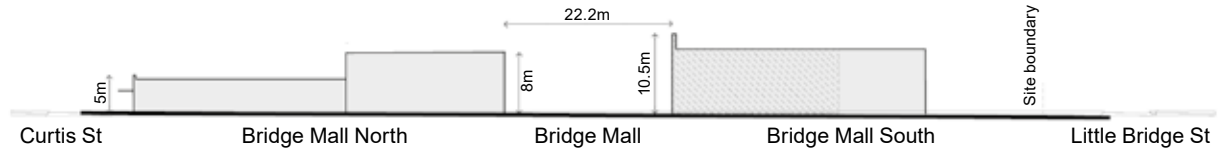


Fully concealed upper level built form

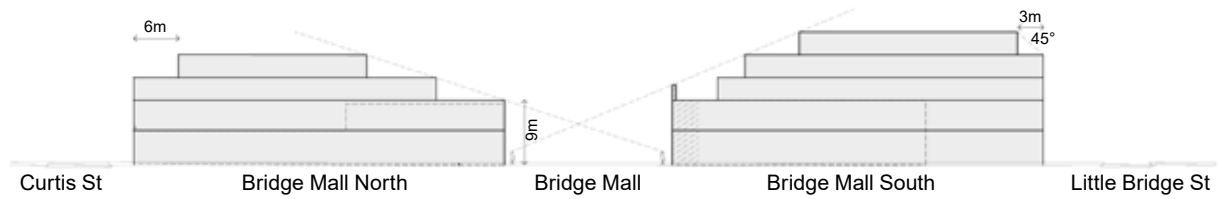


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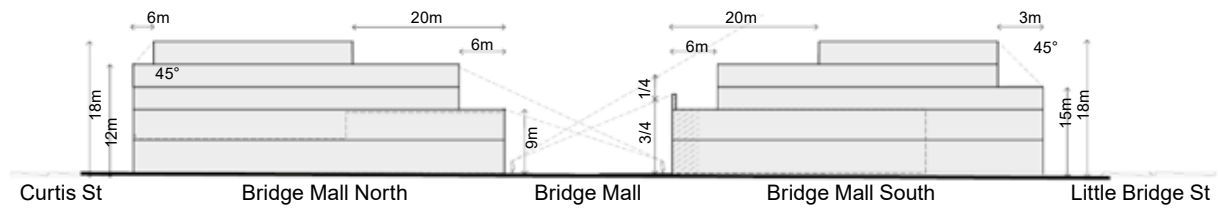
SECTION D



Existing section

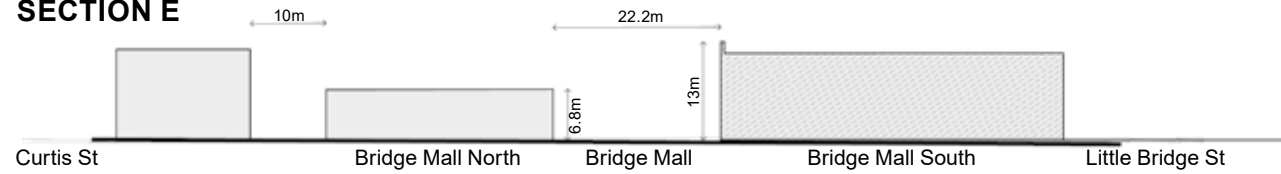


Fully concealed upper level built form

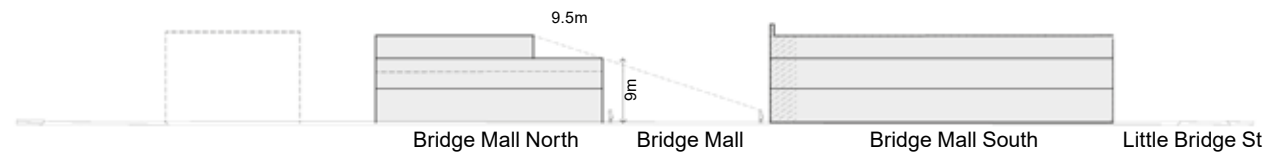


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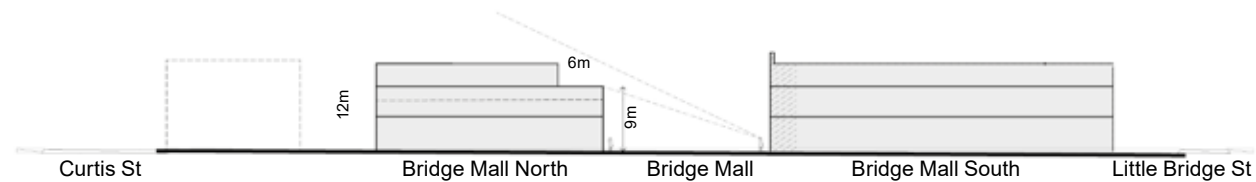
SECTION E



Existing section

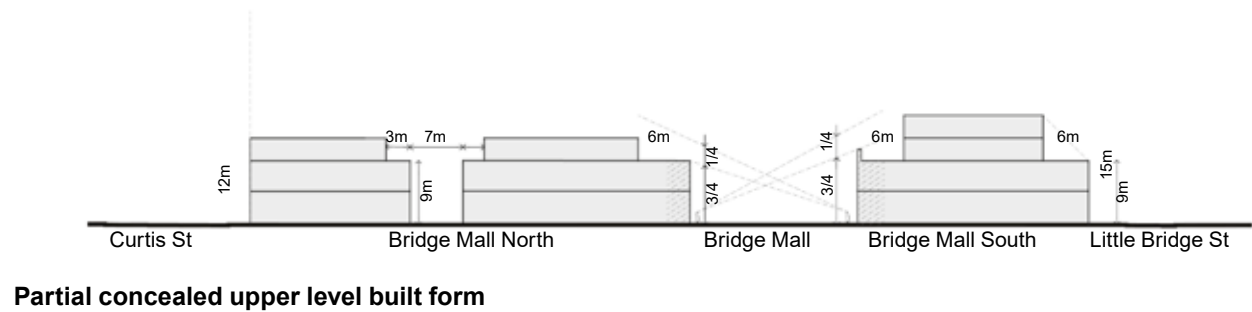
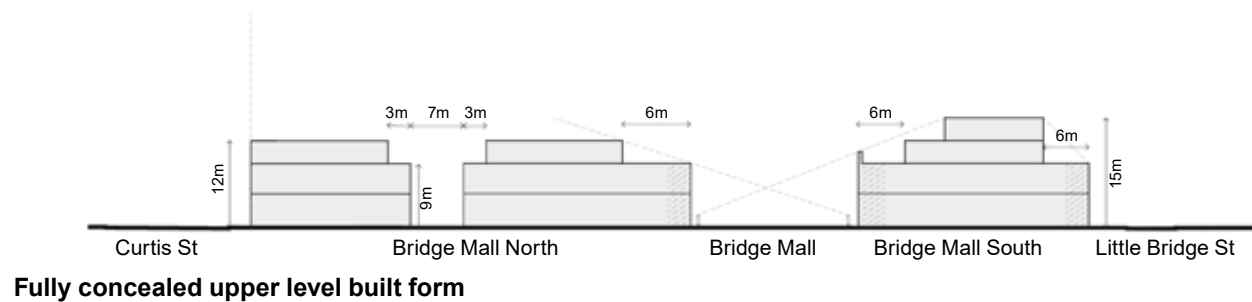
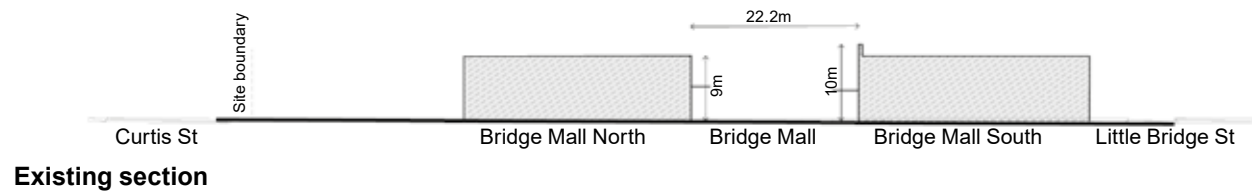


Fully concealed upper level built form

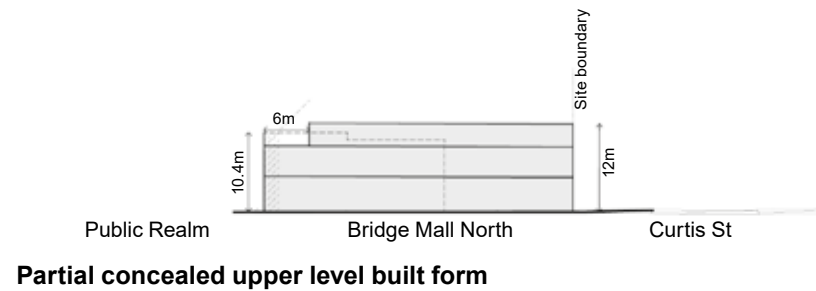
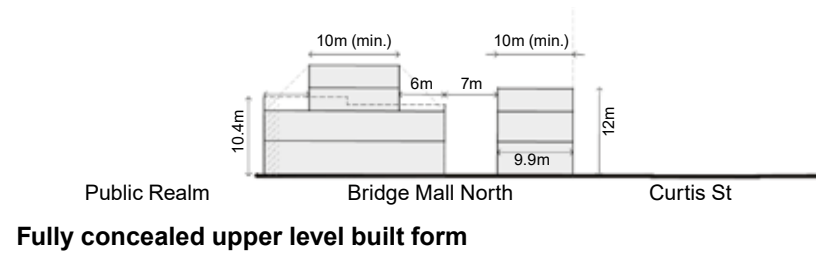
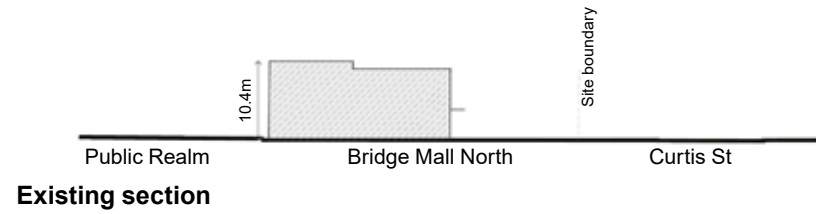


Partial concealed upper level built form

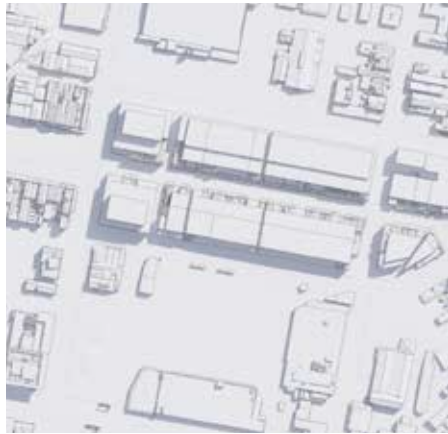
SECTION F



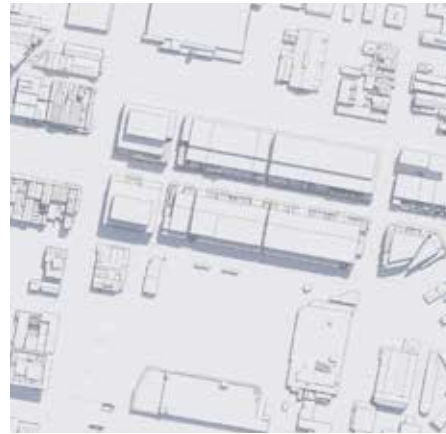
SECTION G



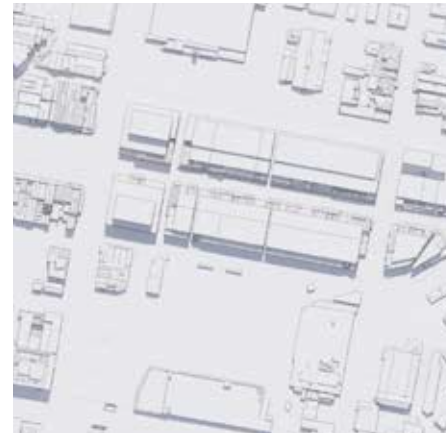
SHADOW ANALYSIS SEPTEMBER 22, 10AM-3PM



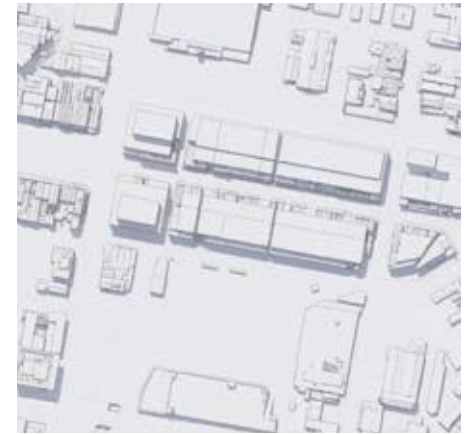
10am



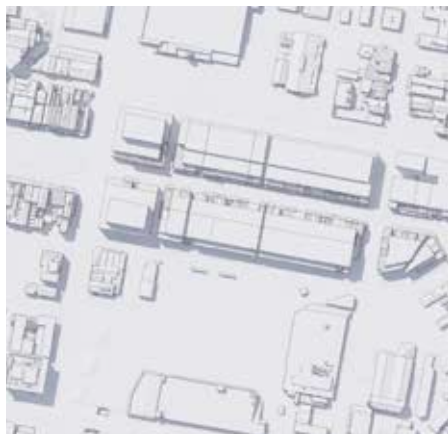
11am



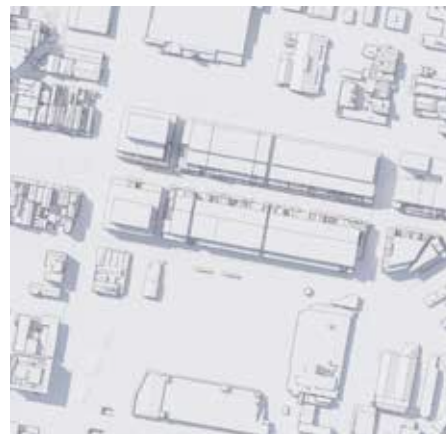
12pm



1pm



2pm



3pm

Note: overshadow requirements in current DDO:

Development should not cast additional shadow on any part of the southern footpath of Bridge Little Bridge Street to a distance of 3.0 metres from the kerb between 10am and 3pm at 22nd September

