

CITY OF SUBIACO

PLANNING POLICY 3.5

Assessment of Cultural Heritage Significance

ADOPTION DATE: 17 DECEMBER 2013

REVIEW DATE: 24 MARCH 2015

**AUTHORITY: HERITAGE OF WESTERN AUSTRALIA ACT 1990
TOWN PLANNING SCHEME NO. 4**

Statutory background

This policy is made pursuant to Clause 78 of City of Subiaco Town Planning Scheme No.4 (Scheme).

Section 45 (1) of the Heritage of Western Australia Act 1990 requires that a local government compile and maintain an inventory (referred to as a Local Government Inventory) of buildings (places) within its district which, in its opinion, are or may become of cultural heritage significance. Section 45 (2) requires that this inventory is updated annually and reviewed every four years after completion.

Division 7 of the City of Subiaco's Town Planning Scheme No 4 (TPS4) provides Council with the ability to declare places as having cultural heritage significance and worthy of conservation by addition to the Register of Places of Cultural Heritage Significance (Scheme Register) and through the declaration of conservation areas.

Purpose

To identify, conserve and protect places of cultural heritage significance within the City of Subiaco.

To provide a degree of certainty to landowners and community members regarding the practice of heritage identification and protection in the City of Subiaco.

To provide clear guidelines for the assessment of cultural heritage significance for individual places and conservation areas within the City of Subiaco to ensure that assessments are accountable, consistent and comparable.

Application

This policy applies to individual places and conservation areas included or being considered for inclusion on the Local Government Inventory (LGI) and Scheme Register of Places of Cultural Heritage significance.

POLICY

1.0 Heritage assessment criteria

In assessing the cultural heritage significance of an individual place or heritage conservation area the criteria of aesthetic, historic, scientific or social value will be applied. A place or area will be considered to be of cultural heritage significance to the city if it meets one or more of these criteria.

1.1 Aesthetic value

Criterion 1: It is significant in exhibiting particular aesthetic characteristics.

A place or area included under this criterion will have characteristics of scale, composition, materials, texture and colour that are considered to have value to the City of Subiaco. This may encompass:

- Creative or design excellence;
- The contribution of a place to the quality of its setting;
- Landmark quality; or
- A contribution to important vistas.

In the case of a conservation area, the individual components will collectively form a streetscape, townscape, or cultural environment with significant aesthetic characteristics.

1.2 Historic Value

Criterion 2: It is significant in the evolution or pattern of the history of the local district.

A place or area included under this criterion should:

- Be closely associated with events, developments or cultural phases that have played an important part in the City of Subiaco's history;
- Have a special association with a person, group of people or organisation important in shaping the City of Subiaco (either as the product or workplace of a person or group, or the site of a particular event connected with them); or
- Be an example of technical or creative achievement from a particular period.

1.3 Scientific Value

Criterion 3A: It has demonstrable potential to yield information that will contribute to an understanding of the natural and cultural history of the local district.

A place included under this criterion should:

- Be a standing structure or archaeological deposit;
- Be an important benchmark or reference site; or
- Should provide or demonstrate a likelihood of providing evidence about past activity.

The information should be inherent in the fabric of the place.

Criterion 3B: It is significant in demonstrating a high degree of technical innovation or achievement.

A place included under this criterion should:

- Show qualities of innovation or represent a new achievement for its time;
- Demonstrate breakthroughs in design or places that extend the limits of technology; or

- Show a high standard of design skill and originality, or innovative use of materials, in response to particular climatic or landform conditions, or a specific functional requirement, or to meet the challenge of a particular site.

1.4 Social Value

Criterion 4: It is significant through association with a community or cultural group in the local district for social, cultural, educational or spiritual reasons.

A place included under this criterion should:

- Be a place that the community, or a significant part of the community has held in regard for an extended period of time.
- Be a public place, or places distinctive in the local landscape, which makes a contribution to the local 'sense of place' and local identity.

1.5 Heritage Conservation Areas - an extra Criterion

As for individual places Heritage Conservation Areas are assessed on the basis of Aesthetic, Historic, Research and Social values together with an additional criterion:

- It demonstrates a unified or cohesive physical form in the public realm with an identifiable aesthetic, historic, or social theme associated with a particular period or periods of development.

2.0 Determination of the level of significance

The level of significance of a place will be determined with reference to issues of Rarity, Representativeness, Condition, Integrity and Authenticity.

2.1 Rarity

Criterion 5: It demonstrates rare, uncommon or endangered aspects of the cultural heritage of the local district.

A place or area under this criterion should:

- Provide evidence of a defunct custom, way of life or process;
- Demonstrate a custom, way of life or process that is in danger of being lost; or
- Demonstrate a building function, design or technique of exceptional interest.

2.2 Representativeness

Criterion 6: It is significant in demonstrating the characteristics of a class of cultural places or environments in the local district.

A place included under this criterion should:

- Provide a good example of its type;
- Be representative of a common building or construction type, a particular period or way of life, the work of a particular builder or architect, or an architectural style; or

- Have a high level of authenticity.

2.3 Condition, Integrity and Authenticity

Condition: The current state of the place in relation to the values for which that place has been assessed, and is generally graded on the scale of Good, Fair or Poor.

Integrity: The extent to which a building retains its original function, generally graded on a scale of High, Medium or Low.

Authenticity: The extent to which the fabric is in its original state, generally graded on a scale of High, Medium or Low.

3.0 Thematic History

A place or conservation area will be assessed in the context of the history and/or development of the City of Subiaco as identified in the city's Thematic History.

4.0 Statement of Significance

A Statement of Significance will be included within the Heritage Assessment for individual places. This is a statement made about the place as a whole with reference to the assessment criteria.

A Heritage Conservation Area will be established on the basis of a clear statement of significance and clear identification of the significant physical fabric in the area.

5.0 Assigned Levels of Heritage Significance

5.1 Individual Places

All heritage places will be assigned a level of significance in accordance with the table included as attachment 1 to this Policy. Recommendations associated with each level of significance are identified in the 'Further Actions to Achieve Desired Outcomes' column.

Table 1 - Gradings of Heritage Significance for Individual Heritage Places

Table relocated to the end of the policy as an attachment.

5.2 Conservation Areas

A level of significance will not be assigned to a conservation area as a whole. However each place within the conservation area will be graded according to the level of contribution it makes to the significance of the area as set out in the table below:

Table 2: Levels of heritage significance for each place located within a conservation area.

Level of Significance	Description	Desired Outcome
Considerable contribution	Very important to the significance of the conservation area. Conservation of the place is highly desirable.	Any external alterations or extensions should be designed and sited in a manner that respects and complements the significance of both the place and

	These properties may also be considered for individual entry on the Scheme Register.	the area, in accordance with the development guidelines.
Some contribution	Contributes to the significance of the conservation area. Conservation of the place is desirable.	Any external alterations or extensions should be designed and sited in a manner that respects and complements the significance of both the place and the area, in accordance with the development guidelines.
No contribution	Does not contribute to the significance of the conservation area. Existing fabric does not need to be retained.	Any new development on the site should be designed and sited to respect and complement the significance of the area, in accordance with the development guidelines.

6.0 Town Planning Scheme Register of Places of Cultural Heritage Significance

Generally only individual places identified as having Exceptional Significance (level 1) or Considerable Significance (level 2) will be considered for entry on the Scheme Register under Clause 55. Places with Some Significance (Level 3) may be considered for entry only upon receipt of a written request from the landowner's.

Each identified conservation area will be considered for entry on the Scheme Register under Clause 59. Development control of properties within a Conservation Area will be outlined in dedicated planning policies endorsed by Council.

7.0 Additions and Amendments to the Local Government Inventory and Scheme Register

In determining additions and amendments to the Local Government Inventory and Scheme Register the City will have regard to the matters set out in Planning Policy 3.1 *Additions and Amendments to the Local Government Inventory for Subiaco and the Scheme Register of Places of Cultural Heritage Significance*.

Table 1 - Gradings of heritage significance for individual heritage places

Level of Significance	Description	Desired Heritage Outcome	Further Action to Achieve Desired Outcomes.
<p>Exceptional Significance (Level 1)</p>	<p>Essential to the heritage of the City of Subiaco.</p> <p>High level of cultural heritage significance.</p> <p>High degree of authenticity.</p> <p>Rare or outstanding example.</p>	<p>The place should be retained and conserved unless there is no feasible and prudent alternative.</p> <p>Any alterations, extensions or other changes to the place or its setting (including subdivision) should not detract from its significance and should be compatible with the siting, scale, style and form, materials and external finishes of the place.</p> <p>Works should be in accordance with a conservation plan, if one exists for the place.</p> <p>Records should be kept of any major changes over time.</p> <p>Adjacent development should not unduly detract from the significance or setting of the place.</p>	<p>The place will be nominated for entry on the State Register if not already entered.</p> <p>The place will be entered on the Local Government Inventory and the Scheme Register.</p> <p>Proposals for demolition, alterations, additions and subdivision will be assessed in accordance with State Planning Policy 3.5 'Historic Heritage Conservation' and with any relevant local heritage policies.</p> <p>Development approval is required for all development affecting a place on the Scheme Register. This includes minor works (such as replacement of roofing, gutters and downpipes in a new material/style) to ensure that these works do not have a negative impact on the heritage significance of the place.</p> <p>Priority will be given to places of exceptional significance when considering heritage incentives. This includes the waiving of planning fees in accordance with Planning Policy 1.2 'Refunding and Waiving Planning Fees'.</p> <p>Consideration will be given to heritage impacts when assessing any major developments and may require a Heritage Impact Statement to be prepared in accordance with Planning Policy 3.4 'Heritage Impact Referrals'.</p> <p>Where partial demolition or substantial alterations are approved an archival record will be required in accordance with Planning Policy 3.2 'Archival Records'.</p>

Table 1 - Gradings of heritage significance for individual heritage places

			<p><i>Note: Places that have been entered on the State Register of Heritage Places are protected under the heritage of Western Australia Act 1990. For these places, proposed works and/or change of use will also need referral to the Heritage Council of Western Australia.</i></p>
<p>Considerable Significance (Level 2)</p>	<p>Very important to the heritage of the City of Subiaco.</p> <p>High level of aesthetic, historic, scientific and/or social value for the local community and/or A rare or key representative example of its type.</p> <p>These places will typically have a high degree of authenticity, but may still be very important to the heritage of Subiaco even if some alterations have been undertaken, provided these do not obscure an understanding of the cultural heritage values of the place.</p>	<p>Conservation of the place is highly desirable unless there is no feasible and prudent alternative.</p> <p>Any alterations, extensions or other changes to the place or its setting (including subdivision) should not detract from its significance and should be compatible with the siting, scale, style and form, materials and external finishes of the place.</p> <p>Records should be kept of any major changes over time.</p>	<p>The place will be entered on the Local Government Inventory and the Scheme Register.</p> <p>Proposals for demolition, alterations, additions and subdivision will be assessed in accordance with State Planning Policy 3.5 'Historic Heritage Conservation' and with any relevant local heritage policies.</p> <p>Development approval is required for all external works.</p> <p>Priority will be given to places of considerable significance when considering heritage incentives. This includes the waiving of planning fees in accordance with Planning Policy 1.2 'Refunding and Waiving Planning Fees'.</p> <p>Consideration will be given to heritage impacts when assessing any major developments and may require a Heritage Impact Statement to be prepared in accordance with Planning Policy 3.4 'Heritage Impact referrals'.</p> <p>Where partial demolition or substantial alterations are approved an archival record will be required in accordance with Planning Policy 3.2 'Archival Records'.</p>
<p>Some Significance (Level 3)</p>	<p>Contributes to the heritage of the City of Subiaco.</p>	<p>Conservation of the place is desirable.</p>	<p>The place will be entered on the Local Government Inventory</p> <p>The place will be considered for individual entry on the</p>

Table 1 - Gradings of heritage significance for individual heritage places

	<p>Helps to illustrate an important aspect of the history of the City, but:</p> <ul style="list-style-type: none"> • does not have important associations with prominent people, events and/or activities; • does not have landmark or other aesthetic values that make an important contribution to the districts sense of place; and <p>is not a key representative or rare example of its type.</p>	<p>Any alterations or extensions should be sympathetic to the significance of the place and retain significant fabric wherever feasible.</p> <p>Where demolition or substantial alterations are approved an archival record will be required in accordance with Planning Policy 3.2 'Archival Records'.</p>	<p>Scheme Register only if requested by the owner.</p> <p>Where part of a group of heritage places assess for inclusion in a Conservation Area and consider listing the conservation area on Scheme Register.</p> <p>Prepare an Archival Record prior to major development or demolition.</p> <p>Recognise and interpret the site if appropriate.</p>
<p>Historic Site (1) (a)</p>	<p>The place is associated with an event or former place that is of particular significance for the local community.</p> <p>The place has been assessed as having the potential for <u>significant</u> archaeological remains.</p>	<p>The archaeological evidence should be retained and conserved in situ unless there is no feasible and prudent alternative and/or a professional archaeological investigation has been planned and adequately funded.</p> <p>Professional archaeological investigation/recording is highly desirable if any ground disturbing site works are planned.</p> <p>Recognise and interpret the site if</p>	<p>The place will be entered on the Local Government Inventory and Scheme Register.</p> <p>City of Subiaco policies and/or guidelines for the future investigation and management of archaeological evidence will apply to these sites.</p>

Table 1 - Gradings of heritage significance for individual heritage places

		appropriate.	
Historic Site (1) (b)	<p>The place is associated with an event or former place that is of particular significance for the local community.</p> <p>There may be some potential for archaeological remains.</p>	<p>Further investigation of the potential for archaeological evidence is highly desirable if future site works are planned.</p> <p>Reassess as Historic Site 1(a) if further investigation determines that there may be significant archaeological remains.</p> <p>Recognise and interpret the site if appropriate.</p>	<p>The place will be entered on the Local Government Inventory in order to keep a record of the site.</p> <p>A preliminary assessment by a professional archaeologist may be undertaken to determine if these places should be reassessed as Historic Site (1) (a) or Historic Site (2).</p> <p>Alternatively the Council may decide to include the place on the Scheme Register with specific reference to monitoring for archaeological remains in the event of future site works.</p>
Historic Site (2)	<p>The place is associated with an event or former place that is of particular significance for the local community.</p> <p>The place retains no physical evidence but may retain some landscape element(s).</p>	<p>Recognise and interpret the site if appropriate.</p> <p>Protect significant landscape element(s).</p>	<p>Not recommended for inclusion on the Scheme Register.</p> <p>The place will be entered on the Local Government Inventory in order to keep a record of the site.</p> <p>Assess for interpretation and inclusion in heritage walks.</p> <p>Heritage planning controls and incentives will not generally apply to these sites.</p>