

CITY OF SUBIACO

LOCAL PLANNING POLICY 3.5

Assessment of Cultural Heritage Significance

ADOPTION DATE: 17 December 2013
REVIEW DATE: 24 March 2015 & 19 November 2019
AUTHORITY: HERITAGE ACT 2018
TOWN PLANNING SCHEME NO. 4
PLANNING AND DEVELOPMENT (LOCAL PLANNING
SCHEMES) REGULATIONS 2015

Statutory background

This policy is prepared under clause 4 of Schedule 2 of the Deemed Provisions of the *Planning and Development (Local Planning Schemes) Regulations 2015* (Deemed Provisions).

Section 103(1) of the *Heritage Act 2018* (the Act) requires that a local government prepare a survey of places in its district which in its opinion are or may become of cultural heritage significance (Local Heritage Survey). In preparing, reviewing or updating a Local Heritage Survey the local government must have regard to the Guidelines for Local Heritage Surveys published under Section 105 of the Act.

Schedule 2 Part 3 of the Deemed Provisions requires local governments to establish and maintain a Heritage List and to designate heritage areas and establishes the requirements for public consultation.

Purpose

- a) To identify, conserve and protect places of cultural heritage significance within the City of Subiaco.
- b) To provide a degree of certainty to landowners and community members regarding the practice of heritage identification and protection in the City of Subiaco.
- c) To provide clear guidelines for the assessment of cultural heritage significance for individual places and heritage areas within the City of Subiaco to ensure that assessments are accountable, consistent and comparable.

Application

This policy applies to individual places included or being considered for inclusion on the Local Heritage Surveys (LHS) and the Heritage List and to areas designated or being considered for designation as heritage areas.

POLICY

1.0 Heritage assessment criteria

In assessing the cultural heritage significance of an individual place or heritage 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 of Subiaco 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 heritage 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 Areas - an extra Criterion

As for individual places Heritage 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 heritage 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 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 Table 2 located at the end of this policy. Recommendations associated with each level of significance are identified in the 'Further Actions to Achieve Desired Outcomes' column.

5.2 Heritage Areas

A level of significance will not be assigned to a heritage area as a whole. However each place within the heritage area will be graded according to the level of contribution it makes to the significance of the area as set out in Table 1 below:

Table 1: Levels of heritage significance for each place located within a heritage area.

Level of Significance	Description	Desired Outcome
Considerable contribution	Very important to the significance of the heritage area.	Any external alterations or extensions should be designed and sited in a manner that respects and complements the significance

	<p>Conservation of the place is highly desirable.</p> <p>These properties may also be considered for individual entry on the Heritage List.</p>	<p>of both the place and the area, in accordance with the development guidelines.</p>
Some contribution	<p>Contributes to the significance of the heritage area.</p> <p>Conservation of the place is desirable.</p>	<p>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.</p>
No contribution	<p>Does not contribute to the significance of the heritage area.</p> <p>Existing fabric does not need to be retained.</p>	<p>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.</p>

6.0 Heritage List

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

7.0 Heritage Areas

Each identified heritage area will be considered for designation under schedule 2, part 3, clause 9 of the Planning and Development (Local Planning Schemes) Regulations 2015. Development control of properties within a heritage area will be outlined in dedicated planning policies endorsed by Council.

8.0 Additions and Amendments to the Local Heritage Survey, Heritage List and Heritage Areas

In determining additions and amendments to the Local Heritage Survey, the Heritage List and the designation of Heritage Areas the City will have regard to the matters set out in Local Planning Policy 3.1 - *Additions and Amendments to the Local Heritage Survey, the Heritage List and Heritage Areas*.

Table 2 - 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 of Heritage Places if not already entered.</p> <p>The place will be entered on the Local Heritage Survey and the Heritage List.</p> <p>Proposals for demolition, alterations, additions and subdivision will be assessed in accordance with <i>State Planning Policy 3.5 - Historic Heritage Conservation</i> and <i>Local Planning Policy - 3.12 Development guidelines for places included on the Heritage List</i>.</p> <p>Development approval is required for nearly all development affecting a place on the Heritage List. Minor works that are exempt from development approval are outlined in <i>Local Planning Policy - 1.8 Development Approval Exemptions</i></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 <i>Local Planning Policy 1.2 - Refunding and Waiving Planning Fees</i>.</p> <p>Consideration will be given to heritage impacts when assessing any major developments.</p> <p>Where partial demolition or substantial alterations are approved an archival record will be required in accordance with <i>Local Planning Policy - 3.12 Development guidelines for places included on the Heritage List</i>.</p> <p><i>*Note: Places that have been entered on the State</i></p>

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			<i>Register of Heritage Places are protected under the Heritage Act 2018. For these places, proposed works and/or change of use will also need referral to the Heritage Council of Western Australia.</i>
Considerable Significance (Level 2)	<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</p> <p>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 Heritage Survey and the Heritage List.</p> <p>Proposals for demolition, alterations, additions and subdivision will be assessed in accordance with <i>State Planning Policy 3.5 - Historic Heritage Conservation</i> and <i>Local Planning Policy 3.12 - Development guidelines for places included on the Heritage List</i>.</p> <p>Development approval is required for nearly all development affecting a place on the Heritage List. Minor works that are exempt from development approval are outlined in <i>Local Planning Policy 1.8 - Development Approval Exemptions</i>.</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 <i>Local Planning Policy 1.2 - Refunding and Waiving Planning Fees</i>.</p> <p>Consideration will be given to heritage impacts when assessing any major developments.</p> <p>Where partial demolition or substantial alterations are approved an archival record will be required in accordance with <i>Local Planning Policy - 3.12 Development guidelines for places included on the Heritage List</i>.</p>
Some Significance (Level 3)	Contributes to the heritage of the City of	Conservation of the place is desirable.	The place will be entered on the Local Heritage Survey

Table 2 - Gradings of heritage significance for individual heritage places

	<p>Subiaco. 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 may be required.</p>	<p>The place will be considered for individual entry on the Heritage List only if requested by the owner.</p> <p>Where part of a group of heritage places assess for inclusion in a Heritage Area and consider the designation of the Heritage Area.</p> <p>Prepare an Archival Record prior to major development or demolition.</p> <p>Recognise and interpret the site if appropriate.</p>
Little significance (Level 4)	Has elements or values worth noting for community interest but otherwise makes no contribution.	Recognise and interpret the place if appropriate.	<p>The place will be entered on the Local Heritage Survey.</p> <p>The place is not eligible for inclusion on the Heritage List.</p>
Historic Site (1) (a)	<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</p>	<p>The place will be entered on the Local Heritage Survey and the Heritage List.</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 2 - Gradings of heritage significance for individual heritage places

		<p>investigation/recording is highly desirable if any ground disturbing site works are planned.</p> <p>Recognise and interpret the site if appropriate.</p>	
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 Heritage Survey 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 Heritage List 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 Heritage List.</p> <p>The place will be entered on the Local Heritage Survey 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>