

**CITY OF SUBIACO**  
**PLANNING POLICY 3.12**

**DEVELOPMENT GUIDELINES FOR PLACES INCLUDED ON  
THE HERITAGE LIST**

**ADOPTION DATE: 22 NOVEMBER 2016**

**AUTHORITY: TOWN PLANNING SCHEME NO.4**

**PLANNING AND DEVELOPMENT (LOCAL PLANNING  
SCHEMES) REGULATIONS 2015**

**STATUTORY BACKGROUND**

This Policy is made under clause 4 of Schedule 2 of the *Planning and Development (Local Planning Schemes) Regulations 2015* and applies to the properties that are included on the City of Subiaco's Heritage List.

The City of Subiaco's Heritage List is made under clause 8 of Schedule 2 of the *Planning and Development (Local Planning Schemes) Regulations 2015*, and comprises places of cultural heritage significance to the City of Subiaco and worthy of built heritage conservation.

Where a provision of a relevant City of Subiaco precinct policy or other general planning policy is inconsistent with the provisions of this Planning Policy 3.12 Development Guidelines for Places Included on the Heritage List, this Policy prevails.

**Purpose**

- a) To provide a framework for the conservation, adaptation and development of places included on the City of Subiaco's Heritage List.
- b) To provide a framework to enable development applications for places included on the City of Subiaco's Heritage List to be assessed in a consistent and transparent manner.
- c) To provide guidance to property owners, architects, designers, developers and the community on the acceptable standards for the conservation, adaptation and development of places included on the City of Subiaco's Heritage List.

**Application of the Policy**

This Policy applies to all the properties that are included on the City of Subiaco's Heritage List.

Heritage places are unique and varied, which makes it difficult to develop universal policy provisions that set out what changes are acceptable and what are not. Whilst this Planning Policy is to be carefully considered as part of the design process, each Development Application will be assessed on its merits taking into consideration the level of significance of the place and how the proposal responds/respects that significance. Where an application departs from the provisions of this Policy, the applicant shall prepare a Heritage Impact Statement to justify the deviation.

Note: The Heritage Council of WA has produced a guide and form for the preparation of Heritage Impact Statements. This information is available on the Heritage Council's website.

## **Objectives**

- i. To conserve places on the City's Heritage List so as to retain, and where possible, reveal their cultural heritage significance for the benefit of current and future generations.
- ii. To ensure that development, including conservation, alterations, additions and change of use respects and supports the cultural heritage significance of a heritage place.
- iii. To promote high quality innovative design, which positively responds to the heritage place, ensuring its ongoing significance and appreciation.

## **DEVELOPMENT GUIDELINES**

### **1.0 Heritage Significance**

Prior to considering changes to a Heritage Listed place, it is first necessary to understand why it has been Heritage Listed and what is its significance? The cultural significance of a particular place will be set out in a 'Statement of Significance' contained within a Place Record Form or within a detailed Heritage Assessment or Conservation Management Plan (if one exists). Understanding why a place is significant will help inform design responses and highlight aspects of the place that need to be sensitively managed. As a general rule, the greater the significance of the fabric or a feature of a place, the more care should be taken in actions, which may affect it.

- 1.1 Development should be informed by an understanding of and respect for the significance of a Heritage Listed place.
- 1.2 Development should conserve and protect the cultural significance of a heritage place and its component parts. Conservation requires a cautious approach of changing as much as necessary, but as little as possible.
- 1.3 When the opportunity is available, development should also reveal the significance of a place. For example, reversing previous unsympathetic alterations, which compromise the authenticity of the place.

### **2.0 Demolition**

Demolition of significant fabric or a whole place is a permanent and irreversible change that is generally not acceptable and requires the applicant to provide the strongest justification. The City encourages applicants to explore new uses for Heritage Listed buildings or to incorporate them into new developments to ensure that they can continue to contribute to the fabric and story of the City.

- 2.1 Demolition of significant fabric or a whole place will not be permitted unless there are exceptional reasons why the significant fabric or place cannot be retained in its original or a reasonably modified form.

Demolition will not be approved based primarily on the grounds that redevelopment is a more attractive economic proposition, or because a building has been neglected.

Where it can be conclusively demonstrated by a suitably qualified professional that the building is beyond repair, both physically and economically, or the significance of the place has been diminished to a degree that it cannot be re-established, demolition may be approved if there is no feasible of prudent alternative.

2.2 Heritage buildings should generally remain in their historical location as a place's cultural significance is often derived from the historical relationship of the place with its context.

Relocation is not considered a conservation outcome.

2.3 Facadism, where only the facade is retained of a significant building and/or structure, is considered a tokenistic approach and not an acceptable conservation outcome.

Buildings are conceived in three dimensions with their cultural significance often being partly attributed to the scale, form, detailing, use and layout of the interior. Owners and designers should retain buildings beyond their façade.

2.4 Partial demolition may be supported where the fabric to be removed has been identified as having little cultural heritage significance or is intrusive.

Note: The State Government's Heritage Property Disposal Process (GHPDP) applies where a State Government owned property is proposed to be demolished.

### **3.0 Change of Use**

Ideally heritage places should continue to be used for the purpose for which they were built, or for a use with which they have a long association. Such uses generally require little change to the fabric of the place. However, it is recognised that in some instances adaptive reuse is often the best way to ensure a place continues to be used, cared for and valued into the future.

3.1 New uses in a Heritage Listed building should require minimal alterations to the place's significant fabric and not destroy the ability to interpret the significance of the place.

3.2 The existing spaces, room layout and access patterns should be retained with limited modification. Where change is necessary wall nibs and ceiling down stands should be retained to interpret the original layout.

3.3 New uses should incorporate and preserve original finishes and fixtures.

3.4 Where a place has historically been accessible to the public, any change of use should provide some form of controlled public access.

### **4.0 Alterations for both Residential and Commercial Buildings**

Heritage Listed buildings can be adapted and changed. However, ill-considered alterations, no matter how small, have the potential to reduce a place's cultural heritage value and integrity. Therefore, alterations should minimise disturbance to the significant components in order to conserve the heritage significance of a place.

#### **Facades and Windows**

4.1 Alterations to significant facades (primarily the street facing elevation) should be avoided, unless restoring an original feature in the original architectural style.

4.2 New openings may be made into walls of secondary significance (i.e. side and rear walls). Where such openings are required it is desirable to adapt an existing window to accommodate a new door to minimise any disruption to the rhythm of the elevation.

4.3 Repairs to walls are to be undertaken in a material to match that of the original, with consideration given to colour, texture, composition, dimensions and detailing.

- 4.4 Original windows, including frame, architrave, sash, glass, glazing bars and hardware should be retained and conserved wherever possible.
- 4.5 Where windows are deteriorated beyond repair, they should be replaced to match the original in terms of size, style, materials and detailing.
- 4.6 Where original windows have been filled in reinstating original windows is strongly encouraged.
- 4.7 Double glazing can be accommodated in original windows if the installation of the glazing will not distort the original appearance of the window detail.

### **Roofs**

- 4.8 Roof replacement should be undertaken in a like-for-like manner, where the fabric being replaced is original fabric. For example:
- i. Galvanised sheeting in short lengths is the preferred choice of roofing material for all heritage places that:
    - a. were originally constructed with corrugated metal roofing in short lengths; or
    - b. have been covered with corrugated metal roofing in short lengths for most of their life.
  - ii. The replacement of an original tile roof with corrugated iron is not appropriate as it dramatically changes the appearance and character of a building.
- 4.9 When replacing gutters and downpipes, the original profiles and shapes should be reinstated.
- 4.10 Chimneys should be retained where they form an integral part of the roofscape.
- 4.11 Skylights are not to be visible from the public domain other than from right-of-ways and should have a vertical proportion.

### **Verandahs and Awnings**

- 4.12 Original verandahs and awnings should be retained and conserved.
- 4.13 The accurate reconstruction of verandahs to a known earlier appearance is encouraged, where detailed evidence of the original exists. Surviving original awnings and verandahs within the nearby area can be used as a suitable precedent.
- 4.14 Verandahs/awnings should not be attached to the street façade of Heritage Listed buildings where they traditionally did not exist. However, a simple modern verandah or canopy may be contemplated where it will perform an important functional requirement; and will not unduly impact on the cultural heritage values of the place.

## **5.0 Additions for both Residential and Commercial Buildings**

It is inevitable that Heritage Listed places will change over time to meet the contemporary and varying needs of different occupiers. However, change needs to be carefully managed so that what is significant about a place is not adversely affected. A successful addition is one that is complementary to the heritage place and one that sustains its values.

## General Design Principles

- 5.1 New additions to a heritage building should not replicate the detail of the original unless the work involves an authentic restoration to original detail.
- 5.2 New additions should be compatible with the heritage place (able to co-exist). Compatibility requires additions or alterations to sit well with the original fabric rather than simply copying or mimicking it. High quality, good contemporary design is preferable to copying original design.
- 5.3 New additions should not overwhelm or dominate the Heritage Place and should preserve views to significant elevations and features.

## Location and Form

- 5.4 No additions should occur within the front setback area, unless restoring an original feature.
- 5.5 Additions to residential buildings should be sensitively located to reduce visual impact on the original building. Additions should also retain the original building's (including the roof form and profile) primacy and integrity from the street.

For example:

- a. Additions should generally be located to the rear, or less significant elevation or fabric of the building.
- b. Second storey additions should be set back behind the main ridgeline so as to not be visible from the street in front of the subject site.  
To determine whether an addition will be visible from the street, a straight line of sight can be drawn from eye height (usually taken as 1.6 metres) from the footpath in front of the site, to the rooftop and beyond. Refer to figure 1.

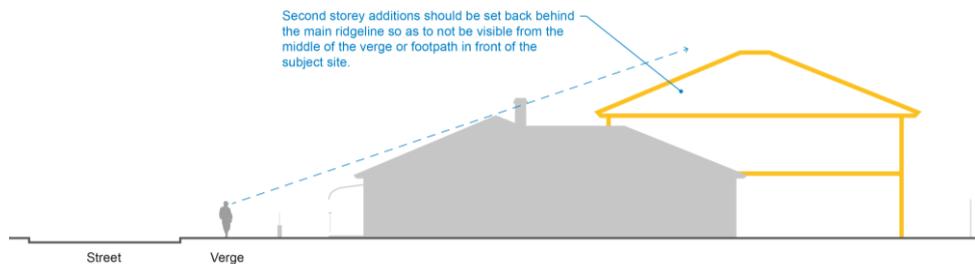


Figure 1 – Showing the use of sight lines to determine the visibility of an addition from the street.

- 5.6 Where a Heritage Listed building is located on a corner site and addresses both street frontages, the addition shall similarly address both street frontages and be setback to retain the original building's (including the roof form and profile) primacy and integrity from the street.
- 5.7 The visual bulk of second storey additions should be minimised through articulation of larger wall lengths.
- 5.8 When visible from the street additions should maintain the rhythm and proportions of the original building.

## Roof Forms

- 5.9 The original roof form, as seen from the public domain, should be maintained. This means that ridges, hips and gables at the front of the house should not be altered to accommodate an extension.

- 5.10 It is not necessary to simply extend the original roof form to accommodate an addition. Well executed flat and skillion roof forms, when used for additions can be less dominant than gabled roof forms. Refer to figure 2.

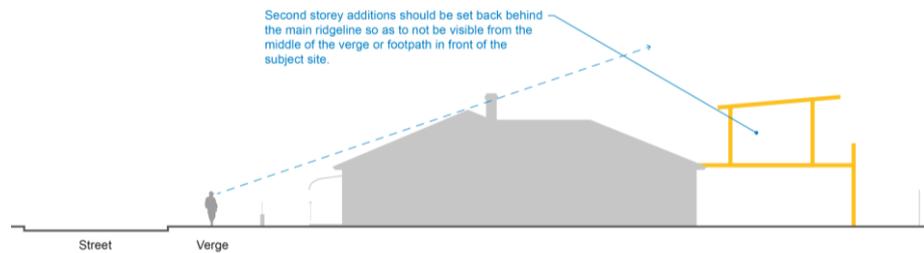


Figure 2 – Flat and skillion roof forms, when used for additions can be less dominant than gabled roof forms.

- 5.11 Dormer windows may be appropriate in lieu of large additions. However such windows are not to be visible from the primary street and are to be compatible with the scale and architectural character of the building.

### **Carpports and Garages**

- 5.12 Where possible vehicle access, garages and carports are to be located at the rear of the property from the rear access lane (right-of-way).
- 5.13 Garages are not to be located in front setback areas of a Heritage Listed building. Where there is no right-of-way, garages may be accessed from the street where they are setback a minimum of 1 metre behind the front main building line of the dwelling (not verandah or porch).
- 5.14 Carports should be located behind the street setback line or at the side of a dwelling where space exists. Carports will only be permitted in the front setback where no alternative exists and should be designed in a manner that allows the visual presence of the existing building to remain the dominant visual feature when viewed from the street.
- 5.15 The design of a carport in the front setback area should be discreet and compatible with the character of the existing building. Simple contemporary designs can be considered.
- 5.16 The introduction of a carport shall not require removal of significant fabric to achieve the minimum size requirements.

## **6.0 Additional Considerations for Commercial buildings**

The character and appearance of traditional commercial buildings have helped shape the City's local identity and distinctiveness. However, due to the pressures of retailing and the desire to address contemporary aesthetics, many commercial buildings have been adapted over the years resulting in a gradual loss of the traditional detailing and character. These provisions seek to ensure those aspects of the commercial buildings which contribute to a place's significance are safeguarded and not further eroded.

### **Shop fronts**

- 6.1 New works should not remove or conceal original shopfront detailing, which may distort an understanding of the original design (such as stallboards, transom, transom lights, awnings, recessed entries etc). Refer to figure 3.

6.2 The accurate reconstruction of shopfronts to a known earlier appearance is encouraged, where detailed evidence of the original exists. It is noted that the design may need to be sympathetically adapted to ensure dignified access for all.

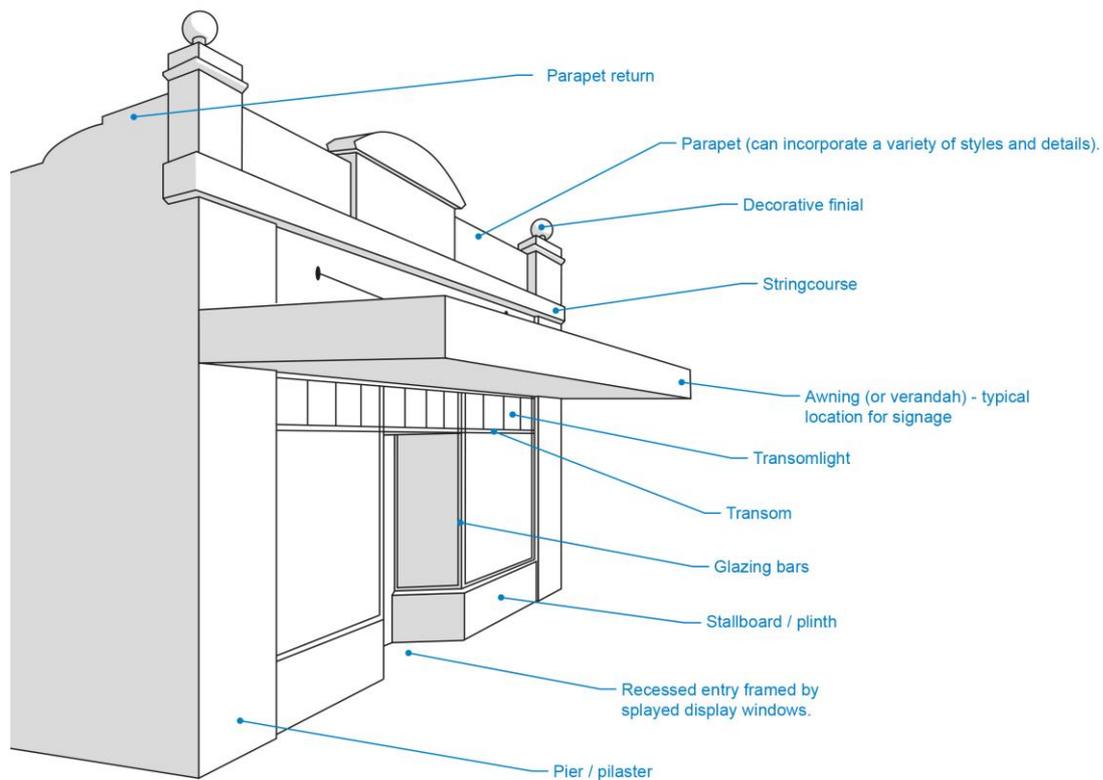


Figure 3 –Typical elements of a traditional shop front.

### Parapets

6.3 Original parapets shall be retained and conserved.

6.4 Original detailing to parapets such as parapet balls, pedestals etc are encouraged to be reinstated where they have been removed.

Note: A parapet on a traditional shopfront is the portion of wall along the front façade, which is built up higher than the line of a roof, to hide the roof behind. It is often embellished with detail such as decorative mouldings, pediments etc and will often have a short decorative return along the side elevations.

### Additional Stories

6.5 Where additional storey(s) are permitted, these are to be designed to ensure that:

- a. the existing form and scale are respected and not overwhelmed.
- b. the addition does not interrupt or impinge on the prominence of the parapet line of the existing building. Additional levels are to be set back to retain the integrity of the parapet and its side elevations.

### Signage

Where a provision of the City of Subiaco’s Advertising Signs Policy is inconsistent with the Development Guidelines for Places Included on the Heritage List, this Policy prevails.

- 6.6 Original signage should be retained and conserved where extant.
- 6.7 Signage should not cover or obscure significant fabric or details.
- 6.8 Signage should be placed on locations of a building that would have traditionally been used for advertising (such locations may include within a verandah fascia, under an awning etc). Signage should not be applied to parapets except where evidence exists that signage was traditionally located on it.
- 6.9 Signage should be capable of being removed without causing damage to the fabric of the place (i.e. inset fixings in mortar joints, rather than face brick).

## **7.0 Interiors for both Residential and Commercial Buildings**

The interior of a Heritage Listed building can contribute to an understanding of how a place operated and what finishes and details were in fashion at the time of construction. Traditional interiors can create a valued ambiance and should be treated with care. The following guidelines will apply to commercial and residential interiors of significance and provide guidance on how to maintain their authenticity and valued character.

- 7.1 Early floor treatments (i.e. terrazzo and timber), ceiling details (i.e. lathe and plaster, ceiling roses, decorative cornices) and wall finishes (i.e. picture rails, wood panelling) should be retained and conserved.
- 7.2 Historic patterns of access and movement should be retained and conserved (i.e. entrances, hallways).
- 7.3 New openings in walls between rooms should be avoided. However, where necessary wall nibs and down stands should be retained.

## **8.0 Materials and Colours**

Original materials and colour schemes contribute greatly to the identity of a heritage place and help provide an understanding of traditional aesthetics and techniques. For this reason care should be taken when considering changing the colour scheme of a Heritage Listed building or applying any form of coating.

- 8.1 Paint colours for Heritage Listed buildings should, where possible, reinstate early paint schemes. Investigations into previous paint schemes, determined on the basis of documentary and/or physical evidence (i.e. paint scrapes), is recommended to discern original paint schemes.
- 8.2 Previously un-rendered walls should not be rendered. Previously un-painted walls should not be painted. The application of coatings to such walls can lead to increased deterioration as such coatings can trap moisture and salts within the material.
- 8.3 Colour schemes that deviate from original schemes or colour schemes that are interpretive of early paint schemes may be contemplated if they do not detract from the significance of the Heritage Listed building.
- 8.4 'Corporate' colour schemes will not be supported where they overpower and detract from the traditional character and heritage values of the place.
- 8.5 Where there is more than one shop within a single original development, the façade of the upper floor(s) should have a unified colour scheme. Expression of individual identity should be reflected in signage and shop displays rather than wall colour.
- 8.6 Paint removal should be undertaken with caution as abrasive methods can cause damage to the buildings substrate. For paint removal only gentle treatments should be

used and a 'test patch' should be made first over a small and inconspicuous area to see if the paint can be lifted without causing damage.

## **9.0 Front Fences**

The dimensions, materiality, detailing and location of original front fences affect the context of a heritage place and often contribute to the significance of the heritage place. Therefore care should be taken when considering erecting or replacing a fence to a Heritage Listed building.

9.1 Original front fences and gates should be retained and conserved where possible.

9.2 When retention of an original fence is not possible, due to it being in a poor condition, it should be rebuilt in a like for like manner.

9.3 The design of a new fence, or the replacement of a non-original fence, should consider the following issues:

- a. the proposed fence complements the style and materiality of the heritage place.
- b. a level of transparency should be retained.
- c. a fence that replicates a fence style common to the period and style of the building to which it relates may be appropriate. Surviving original fences within the nearby area can be used as a suitable precedent.

## **10.0 Incidental Development**

When installing or upgrading the services (such as air conditioning, renewable energy systems, wiring, plumbing, fire and security devices etc) to a Heritage Listed building care should be taken to minimise the extent to which the works impact on significant fabric or the values of the place.

10.1 The installation of new services to interiors should be undertaken sensitively in an inconspicuous location with minimal damage to the fabric of the place. For example:

- a. grilles and vents should be placed in discrete locations and not be installed through decorative pressed tin or plaster ceilings.
- b. conduit or cabling should not run along the surface of a wall, dependent on the wall's construction it may be appropriate to channel cabling into the wall or to run it through through internal wall cavities.
- c. care should be taken not to permanently damage any skirting, picture rails, architraves or ornate cornices when installing services.

10.2 The visual setting of the place, particularly its main frontage and roof form, should be maintained. New systems should not detract from the visual presentation of the place to the public realm or significant vista. For example:

- a. services should be placed on side or rear elevations to reduce their visual impact.
- b. where conduit or cabling is required to run along the surface of an external wall it should be painted in a colour to match the wall on which it sits.
- c. external condenser units should not be located next to limestone or soft brickwork as warm air and water expelled from such units may increase evaporation from the wall surface resulting in salt damage and rising damp.

- 10.3 Fixings and anchor points should, as much as possible, utilise existing points or be located so as to minimise damage to significant fabric.
- 10.4 Installation of aluminium security screens or other heavy style screens is generally unacceptable, however treatments which have minimal visual impact may be acceptable.

## **11.0 Maintenance and Conservation Works**

The on-going care and maintenance of heritage places is the key to their longevity. A Conservation Management Plan is a useful document for a heritage place, which will clarify the particular opportunities, requirements and constraints associated with managing and maintaining a heritage place. In the absence of such a document, the following provisions shall apply to heritage places:

- 11.1 If major works are proposed and where a development bonus is being sought on the grounds of heritage conservation, maintenance (and any other urgent conservation works) should be undertaken as an integral part of the project.
- 11.2 Repairs to pointing and render should be undertaken in a similar strength, colour, and composition to match existing.
- 11.3 Care needs to be taken in alterations to ground levels around existing buildings to ensure that new levels will not impede moisture removal, negate the function of damp-proof courses or damage vulnerable wall construction.
- 11.4 Rainwater discharge needs to be terminated well away from walls. This is especially true of older and softer brick walls, and random rubble walls (or similar).
- 11.5 Ensure air vents remain unblocked and functional as they reduce moisture accumulation and enable the movement of air and other vapours from the building.

## **12.0 PLANNING INCENTIVES AND ASSISTANCE**

Owners of heritage-listed places may be eligible for planning incentives, as set out under the City of Subiaco's Heritage Incentives Planning Policy. Furthermore, clause 12 (1) of Schedule 2 of the *Planning and Development (Local Planning Schemes) Regulations 2015* sets out that a local government may vary any site or development requirement specified in its Local Planning Scheme to:

- (a) facilitate the built heritage conservation of a place entered in the Register of Places under the Heritage of Western Australia Act 1990 or listed in the Heritage List; or
- (b) enhance or preserve heritage values in a heritage area.

The City of Subiaco offers a range of incentives and assistance measures for owners of Heritage Listed places, including complimentary professional architectural advice from a local heritage architect engaged by the city as an advisor and heritage grants for conservation works. Please contact the City's Heritage Officer for further information on this service.

## **13.0 DEVELOPMENT APPLICATION REQUIREMENTS**

Development approval is required for most works to a heritage place - refer to Part 7 of Schedule 2 of the *Planning and Development (Local Planning Schemes) Regulations 2015*.

This includes works that affect the interior of a Heritage Listed building identified as having an interior with cultural heritage significance and works that affect the external appearance of a building, such as repainting in a new colour scheme, the painting of previously unpainted surfaces and the removal of original detailing/features.

NOTE: Development approval is not required for works to the interior of a Heritage Listed place if the Statement of Significance explicitly specifies that the interior does **not** have heritage significance.

Council will waive development application fees where the proposed development would not otherwise require the submission of an application for planning approval under Schedule 2, Part 7, clause 61 of the Planning and Development (Local Planning Schemes) Regulations 2015.

Depending on the scale and nature of the development, Council may require an applicant to provide one or more of the following to assist in the determination of a planning application:

- 13.1 A Heritage Impact Statement (HIS) is required for Development Applications that propose partial or full demolition, change of use, significant alterations or additions to a Heritage place. A HIS is also required where the proposal departs from the provisions of this Policy and/or when the proposal is seeking variations to any requirement of the Scheme in accordance with Schedule 2, Part 3, Clause 12 of the Planning and Development (Local Planning Schemes) Regulations 2015. A HIS is to set out:
  - a. The heritage listing and significance of the place
  - b. How the proposed works affect the significance of the place or locality
  - c. What measures are proposed to ameliorate any adverse impacts
  - d. Outline the heritage conservation benefits resulting from the development
- 13.2 A Conservation Management Plan may be required to be prepared for development applications that propose substantial alterations and additions (including partial demolition) to a complex heritage place. In addition, where a development bonus is being sought on the grounds of heritage conservation a Conservation Management Plan should be prepared to inform development.
- 13.3 Where a Conservation Management Plan is available, this, or relevant sections of the CMP, should be provided with the development application.
- 13.4 A Structural Engineer Report will be required to be submitted for all Development Applications which proposes the total demolition of a Heritage Listed Building. Such a report may be necessary where the partial demolition of significant fabric is proposed.
- 13.5 The City will require an Archival Record to be prepared as a condition of development approval for Heritage Listed buildings that are to be partially demolished or substantially altered. Refer to the City's Archival Records Planning Policy for details on the standard and format of such records.
- 13.6 The City may require an Interpretation Strategy to be prepared and implemented as a condition of development approval for publically accessible Heritage Listed buildings that are to be partially demolished or substantially altered. An Interpretation Strategy is to set out:
  - Key themes and stories to be interpreted
  - Key messages about the place to be conveyed

- The likely audience and what type of interpretation is best suited to them
- Strategies outlining interpretation initiatives/projects to be implemented

NOTE: Where a place is included on the State Register of Heritage Places, the City must refer any application for development to the Heritage Council for advice. The City is bound by the advice of the Heritage Council and therefore it is recommended that an applicant engage with the State Heritage Office early on in the design development process.

#### **14.0 WORKS NOT REQUIRING DEVELOPMENT APPROVAL**

Maintenance works that does not involve the removal of, or damage to, the existing fabric of the building or the use of new materials can be undertaken without development approval. As can repairs, including replacing missing or deteriorated fabric with like-for-like fabric.