

CITY OF SUBIACO
LOCAL PLANNING POLICY 3.6

**DEVELOPMENT GUIDELINES FOR THE ROKEBY ROAD & HAY
STREET HERITAGE AREA**

ADMINISTRATIVE

Version	Date	Comment
0.1	24 June 2014	Adoption date
0.2	18 January 2023	Draft for public advertising
0.3	29 August 2023	Final for publishing

AUTHORITY

- Planning and Development (Local Planning Schemes) Regulations 2015 (**LPS Regulations**)
- City of Subiaco Local Planning Scheme No. 5 (**Scheme**)

STATUTORY BACKGROUND

This local planning policy (**the Policy**) is made pursuant to Schedule 2, Part 2, Division 2 of the *Planning and Development (Local Planning Schemes) Regulations 2015* (LPS Regulations) relating to local planning policies and Schedule 2, Part 3, clause 9 of the LPS Regulations relating to the designation of heritage areas.

This Policy applies in conjunction with the Scheme and any other relevant local planning policies.

PURPOSE

- To provide guidance to landowners and the City of Subiaco in preparing and assessing applications for planning approval within the Policy Area.
- To ensure that planning applications within the Policy Area are prepared and assessed in an accountable, comparable and consistent manner.
- To provide a framework for the conservation and development of places that contribute to the cultural heritage significance of the Policy Area.
- To provide a framework for the adaptation and redevelopment of places that make no contribution to the heritage significance of the Policy Area.

APPLICATION

The boundary of the heritage area is shown in **Figure 1**. The Policy applies to all places and buildings located within the heritage area.



Figure 1 – Policy area

Table 1 specifies the level of contribution each place makes to the cultural heritage values of the heritage area.

Table 1 – Levels of Contribution		
The Rokeby Road & Hay Street Heritage Area Review, (November 2022) has determined the level of contribution of each building to the overall significance of the Policy Area (Figure 1).		
Level of Contribution		
<u>Considerable Contribution</u>	<u>Some/Moderate Contribution</u>	<u>No Contribution</u>
<p>These places have generally retained clear evidence of their traditional external detailing, character and/or form, are prominent streetscape elements and/or have important historical associations.</p>	<p>These places are generally more modest examples of the retail/commercial development of the early to mid-twentieth century and/or have undergone more substantial external alterations over time.</p>	<p>These places have been assessed as making no particular contribution to the cultural heritage values of the Heritage Area.</p>
<ul style="list-style-type: none"> • 403 Hay Street (Lot 4, DP 1088) • 419-421 Hay Street (Lots 103 & 104, DP 30391) • 424-428 Hay Street (Lot 2, DP 300) • 429-431 Hay Street (Coyle’s building) (Lots 51 & 52, DP 29851) • 433 Hay Street (Lot 50, DP 29851) • 435-437 Hay Street (Lot 4, DP 1381) • 440 Hay Street (Lots 5 & 6, DP 1464) • 455 – 465 Hay Street (Subiaco Hotel) (Lots 11-12, DP 1381) • 474 Hay Street (Regal Theatre) (Lots 13-15, DP 1166 and part of land on Diagram 835) • 1 Rokeby Road (Rogerson Buildings) (Lot 51 DP 40305) • 17-23 Rokeby Road (northern portion of Lot 86, DP76582) 	<ul style="list-style-type: none"> • 391 Hay Street (Lot 7, DP 1088) • Part 397 Hay Street (western portion) (Lot 5 DP 1088 only) • 411 Hay Street (Lot 3, DP 1088) • 417 Hay Street (Lot 105, DP 30391) • 87 Rokeby Road (Lot 27, DP 1489) • 152 Rokeby Road (Lot 6, DP 1277) 	<ul style="list-style-type: none"> • Part 397 Hay Street (eastern portion) (Lot 6, DP 1088) • 420 Hay Street (Lot 600, DP 414505) • 423 Hay Street (Lot 222, DP 51083) • 439 Hay Street (SP 19759) • Part 455-465 Hay Street (Lots 7-10, DP 1381) • 464 Hay Street (Lot 102, DP 97518) • 10 Rokeby Road (Lot 22, DP 32850) • 12 Rokeby Road (Lot 20, DP 13216) • 16 Rokeby Road (Lot 12, DP 13216) • 20 Rokeby Road (Lot 11, DP 13216) • 24 Rokeby Road (Lot 10, DP 13216) • 25-31 Rokeby Road (southern portion of Lot 86, DP 76582) • 26 Rokeby Road (Lot 9, DP 2442) • 28 Rokeby Road (Lot 8, DP 2442) • 30 Rokeby Road

<ul style="list-style-type: none"> • 67 Rokeby Road & 477-479 Hay Street (Lots 30-32, DP 1489) • 80 Rokeby Road (Lot 13, DP 1381) • 81 Rokeby Road (Lot 29, DP 1489) • 84 Rokeby Road (Lot 14, DP 1381) • 88 Rokeby Road (part Lot 15 DP 1381) • 94 Rokeby Road (Commercial Bank, fmr) (SP 14352) • 97 Rokeby Road (Lot 123, DP 2391) • 103 Rokeby Road (Lot 23, DP 1375) • 113 Rokeby Road (State Savings Bank, fmr) (Lot 100, DP 7709) • 115-117 & 119-121 Rokeby Road (Lots 19 & 20, DP 1375) (Commonwealth House, fmr) • 131-135 Rokeby Road (Lot 1 DP 2204) (Tighe's Building) • Part 136 Rokeby Road (1902 Kings Hall) (Part lots 2 & 3, DP 832) • 147-149 Rokeby Road (Lot 48, DP 1178) • 153 & 157 Rokeby Road (Lot 341, DP 302748 & Lot 45, DP 1178) • 160-162 Rokeby Road (Lot 8, DP 832) • 164 Rokeby Road (1926 Post Office) (Lots 29-30, DP 1277) • 177 Rokeby Road (Doyle Court) (Lot 199, DP 57273) <p><u>Laneways</u></p> <ul style="list-style-type: none"> • Laneway between 31 & 37 Rokeby Road • Burley Lane (between 30 Rokeby Road & 464 Hat Street) • Hiddlestone Lane 		<ul style="list-style-type: none"> (Lot 7, DP 2442) • 37 Rokeby Road (SP 6843) • 43 Rokeby Road (Lot 11, DP 1166) • 61 Rokeby Road (1990s addition to Regal Theatre) (Lot 126, DP 825) • 83 Rokeby Road (Lot 28, DP 1489) • 105 Rokeby Road (Lot 53, DP 69576) • 108 Rokeby Road (Lot 501, DP 37737) • 112 Rokeby Road (Lot 37, DP 1381) • 120 Rokeby Road (Lot 38, DP 1381) • 122 Rokeby Road (Lot 54, DP 29853) • 125-129 Rokeby Road (SP 16095) • 126 Rokeby Road (Lot 40, DP 1381) • 130 Rokeby Road (Lot 41, DP 1381) • 132 Rokeby Road (Lot 1, DP 832) • Part 136 Rokeby Road (shopfronts on Rokeby Road) (Part Lots 2 & 3, DP 832) • 137 Rokeby Road (Lot 2, DP 2204) • 143 Rokeby Road (Lot 3, DP 2204) • 144 Rokeby Road (Lot 4, DP 832) • 150 Rokeby Road (Lot 5, DP 832) • 151 Rokeby Road (Lot 47, DP 1178) • 156 Rokeby Road (Lot 7, DP 832) • 165-167 Rokeby Road (Lot 419, DP 31397 & Lot 44, DP 1178) • 169 – 171 Rokeby Road (Lot 57, DP 25231) • 172 Rokeby Road (part Australia Post Complex) (Lot 31, DP 1277)
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<ul style="list-style-type: none"> • Kenworthy Lane (between 455 Hay Street & 80 Rokeby Road) • Forest Walk • Walmsley Lane (between 112 & 120 Rokeby Road) • Laneway between 113 & 115 Rokeby Road • Kannis Lane • Postal Walk (between 162 & 164 Rokeby Road) • Laneway between 175 & 177 Rokeby Road 		<ul style="list-style-type: none"> • 173-175 Rokeby Road (Lot 41, DP 1178) • 184 Rokeby Road (SP 24889)
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POLICY

1.0 Objectives

- a) To enable on-going development of the Policy Area as a vibrant part of the town centre, while retaining, and where possible reinforcing, the 'sense of place' that is defined by its cultural heritage significance and traditional streetscape character.
- b) To conserve the significant fabric of those places which have been identified as making a considerable or some/moderate contribution to the Policy Area's cultural heritage significance and traditional streetscape character.
- c) To ensure that new building developments, and alterations and additions to existing buildings, are designed in a manner that is in harmony with, and maintains the integrity of, the Policy Area's cultural heritage significance and traditional streetscape character.
- d) To encourage opportunities, through interpretation, for public appreciation of the cultural heritage values of the Rokeby Road & Hay Street Heritage Area.

2.0 Definitions

Apart from the terms noted below, words and expressions used in this policy have the same meaning as they have in the Scheme:

- **Contributory place** means a building or laneway that makes a positive contribution to the cultural heritage significance and traditional streetscape character of the Policy Area.

All places that were assessed as making a 'considerable' or 'some/moderate' contribution (**Figure 1**) are considered to be 'contributory places' for the purpose of this Policy. The majority of these places contribute to the *Rokeby Road & Hay Street Heritage Area* because of their age, design characteristics and their moderate to high level of authenticity (particularly above ground floor level). Individually, they are not necessarily items of outstanding heritage significance, but they do possess collective significance within their streetscape context.

- **Sense of place** means the characteristics that make the *Rokeby Road & Hay Street Heritage Area* special for the local community and distinguish it from other town centres. This includes the way in which people perceive and interact with the place as well as the actual physical environment.

- **Significant fabric** means those parts of a contributory place (including building envelopes, facades, materials, finishes and detailing) that contribute to the heritage significance of the place within its streetscape setting (i.e. as visible from the public realm). This is typically original fabric, but may also include some later alterations.
- **Traditional streetscape** means the pattern, form and style of development that was established in the Policy Area in the early to mid-twentieth century, as collectively illustrated by the original form and detailing of the contributory places.

An understanding of the traditional streetscape is also informed by historical photographs dating from that era.

3.0 Statement of significance

The Rokeby Road and Hay Street Heritage Area has cultural heritage significance for the City of Subiaco for the following reasons:

- It makes an important contribution to the community's sense of place and local identity.
- Taken as a collective visual experience, the street grid, cadastre and many of the built elements of the area make up a significant townscape, representative of the early development and progressive consolidation of Subiaco. The varied scale, detail and historical use of the places dating from the late nineteenth century through to the inter-war periods (c. 1898 -1938) helps to present a balanced and authentic representation of its traditional character and the society that it served.
- It is a substantial example of an early suburban centre within the Perth metropolitan area, the establishment of which was supported by the gold boom years, and the ongoing development of which was supported by the provision of well-serviced rail and tramway streets.
- It retains sufficient physical evidence to be effectively interpreted as a representative example of a traditional suburban 'main street' precinct.

This includes a diverse collection of commercial premises (ranging from prominent two-storey buildings to modest single storey shops) alongside other buildings which were developed as the post office, banks and entertainment/recreation venues (the latter including the Subiaco Hotel, Regal Theatre, Wests Theatre (fmr) Kings Hall (fmr). The former ballroom on the first floor of the Rogerson Buildings, and at least three former billiard saloons).

- Its landmark buildings have a particular significance in terms of Subiaco's identity.

These include the Subiaco Hotel, Regal Theatre and Subi Plaza all facing the corner of Hay Street and Rokeby Road), Rogerson Buildings (corner Roberts Road), Tighes Building (corner Barker Road) and Doyle Court (corner Bagot Road).

4.0 Development Guidelines

The following guidelines:

- a) Relate specifically to the parts of each place that directly contribute to the streetscapes of Rokeby Road and Hay Street, the laneways that intersect with Rokeby Road and Hay Street or otherwise located within the Policy Area.
- b) Address the conservation and development of contributory places.
- c) Address the manner in which alterations to non-contributory places, or redevelopment of these sites, impacts on the traditional streetscape character.

These guidelines need to be carefully considered as part of the design process in order to achieve a high standard of development that protects/enhances contributory places and the traditional streetscape character. Issues to be considered on a case-by-case basis include the level of significance of the subject place and the nature of the place and its detailing.

Loss of, or significant alteration to, the streetscape presentation of the contributory buildings and/or the construction of new unsympathetic infill development would erode the heritage significance and character of the area as a whole. Conservation of original interior detailing is generally encouraged as a positive heritage outcome, but alterations, additions or other works that are not visible from the street do not need to comply with these guidelines.

Where places have been entered in the State Register of Heritage Places, the City must also seek, and is bound by, the advice of the Heritage Council or the Department of Planning Lands and Heritage. In these cases additional conditions may be applied in order to achieve an appropriate conservation outcome.

5.0 Key Features/Elements

The following features/elements of the Policy Area form the basis for the development guidelines.

Key positive features:

- Predominant mixture of single and two-storey facades, with some more substantial structures at the Rokeby Road and Hay Street junction;
- Predominance of Federation Free Style and early Inter-War period buildings and styling;
- Face, painted face, and part rendered brick walls, and articulated or highly articulated pediments;
- Articulated facades, including the use of architrave detailing, recessed entries, shallow projecting window bays, pilasters, and applied bas-relief decorative motifs generally based in the language of classical architecture;
- High ratio of window to wall on the ground floor of buildings;
- Low ratio of window to wall on upper floors;
- Façade arrangements with prominent vertical elements and multiples of vertical elements (vertical rhythms) (see **Figure 5**);
- Prominent horizontal lines defined by elements such as parapets, string courses, verandahs/awnings (horizontal rhythms) (see **Figure 5**);
- Roofs generally concealed by parapets from a close ground level view, but with important glimpses of elements such as chimneys in some instances;

- Continuous awnings in many parts of the streets, notwithstanding that some of the awning designs are inappropriate;
- Reconstructed verandahs;
- Consistent front boundary building alignments;
- Varied block widths, generally multiples of original lot sizes;
- Traditional narrow laneways opening off Rokeby Road; and
- Generous pavements.

Neutral features include:

- Street signage;
- Street lighting;
- Red brick street paving;
- Bus stops;
- Shop and business signage; and,
- Street furniture.

Key negative features include:

- Historical (c.1960) removal of verandahs and balconies;
- Rubbish bins;
- The proliferation of street furniture (including highly varied outdoor dining structures), some of which obscures views of key heritage buildings;
- Tree selection and positioning which provides visual amenity but obscures key views on occasion;
- Low utility and maintenance of some upper floors;
- Parking signage; and
- Proliferation of signage on occasion.

6.0 Key Development Constraints

For those places that have been assessed as contributory, opportunities for alterations and additions are constrained by the need to conserve significant fabric and avoid any adverse visual or physical impacts on the streetscape presentation. It should be noted however, that some of these constraints also create positive business opportunities relating to the heritage character and identity of the town centre.

For those places that have been assessed as making no contribution redevelopment is generally permissible, but is constrained by a requirement to complement and enhance the heritage values of the Policy Area.

The key development constraints are summarised below:

- Contributory buildings should not generally be demolished;
- The significant fabric and streetscape character of contributory buildings and laneways should be conserved;
- Conservation works (as relevant to this policy) should generally form an integral part of any major works proposals for contributory buildings;
- Street front development should remain at one to two storeys, as defined by the traditional floor to ceiling and parapet heights;
 - Any higher development should be set back from the street and designed so

that it does not unduly impact on streetscape views (consistent with the provisions of the City of Subiaco's Activity Centre Structure Plan or other local planning instruments, such as a Local Development Plan);

- The design of new buildings and major additions, as visible from the main street frontage(s), should respond to, and complement, the vertical and horizontal rhythms and the other key positive features/elements of the traditional streetscape.

It is not the intention of this policy that new development should mimic the significant Federation Free Style and early Inter-War buildings, but rather that high quality modern design should be applied in a complementary manner. Innovative contemporary solutions should be investigated, as necessary, to achieve reasonable development without adversely impacting on heritage values.

7.0 Conservation Principles

The following principles should be applied to all works affecting the street facades of contributory buildings and the original fabric of contributory buildings abutting laneways:

- a) The key positive features/elements of the *Rokeby Road & Hay Street Heritage Area* should be retained and enhanced.
- b) When undertaking repairs or alterations to a contributory place, change as little of the significant fabric as possible. Where conservation works are necessary, match the traditional techniques, materials and finishes as far as practical.
- c) Ensure that conservation and refurbishment of significant fabric retains the character acquired through the natural aging of well-maintained fabric, inclusive of the signs of normal wear and tear.
- d) Ensure that new building fabric is discernible at close inspection, and does not obscure an understanding of the original scale and design of the place.

In general, it is recommended that conservation works be undertaken in accordance with *The Australia ICOMOS Charter for Places of Cultural Significance (The Burra Charter, 2013)*.

8.0 Maintenance

- a) Where issues relating to current or potential deterioration of the significant fabric are identified, maintenance or repair is encouraged, but is not required as a stand-alone project under this Local Planning Policy.
- b) If major works are proposed to a contributory building, maintenance (and any other urgent conservation works) should generally be undertaken as an integral part of the project.
- c) Where maintenance of significant fabric is undertaken the work should be in accordance with the conservation principles under section 7.

9.0 Demolition

In considering an application for demolition the Council shall have due regard to the following:

- a) Applications for demolition of a building, or any part of a building that is visible from the street or a contributory laneway, will be required to demonstrate that the building fabric to be demolished does not contribute to the heritage significance or traditional streetscape character of the Policy Area. (Note - This does not include parts of a building only visible from rear laneways).
- b) Demolition of part of the rear section of a contributory place may be acceptable, but this must include the retention of a meaningful section of the front portion of the building. Retention of the façade only (as a 'skin' to a new building) will generally not be considered.
- c) In the event that a contributory building abuts a laneway identified in Table 1, demolition of original significant fabric that is visible from and/or contributes to the laneway will generally not be supported.
- d) If it is considered that it is not reasonable to retain the building or that it is unsafe for occupation, the Council may consider demolition approval of a contributory building on the grounds of structural inadequacy, as demonstrated by a structural condition assessment (prepared by a qualified structural engineer). Notwithstanding a structural condition assessment submitted by an owner, the City may seek its own independent structural condition assessment.
- e) If there is evidence that structural inadequacy is a result of a long-term lack of maintenance (otherwise known as demolition by neglect), reconstruction to a known earlier state may be required.
- f) Demolition approval will not generally be considered for a contributory building solely on the grounds of economic/other gain for redevelopment of the land.
- g) Demolition of non-contributory buildings may be permissible, however the Council may defer consideration of the application for demolition of any building that addresses the main street frontage(s) until there is a planning approval granted for a new building that complies with this Local Planning Policy.

10.0 Development Pattern (setbacks and lot subdivision or amalgamation)

The significance of the Policy Area, and of the individual contributory places, relies in part on the traditional pattern of development along the street. Consistent front boundary building alignments are a key feature of the Policy Area. Block widths vary, but the facades are generally articulated in a manner that reflects the development of continuous rows of small shops, flanked by key corner buildings – traditionally with awnings or verandahs projecting over the footpath. Any new development should incorporate a nil setback to the street front boundary and incorporate a continuous verandah or awning over the footpath.

- a) Side setbacks should generally be nil, as viewed from the street frontage.
- b) New, open pedestrian access ways between the street and rear areas will only be permitted if this is essential for an otherwise compatible development and there are no other alternatives. In this case the access way should be carefully designed as a secondary streetscape element and not disrupt the overall sense of continuity of the street facades.
- c) New vehicular access off the main street frontages will not generally be supported.

Further subdivision or amalgamation will not generally be supported unless it is consistent with an identified need stipulated in a local planning instrument, such as the Subiaco Activity Centre Plan or a Local Development Plan, AND the City is satisfied that:

- d) The proposal will not adversely impact on the heritage significance of the Policy Area or the traditional character of the streetscape.
- e) Any proposed demolition of existing building(s) is consistent with the guidelines for demolition in this Local Planning Policy.
- f) The development proposal for the subdivided/amalgamated site reflects the patterns and proportions of the traditional development in the Policy Area and is consistent with the guidelines for new development in this Local Planning Policy.
- g) The proposal will not adversely impact on the significant fabric or setting of any contributory place.

Figure 2 below provides examples of appropriate and inappropriate development patterns.

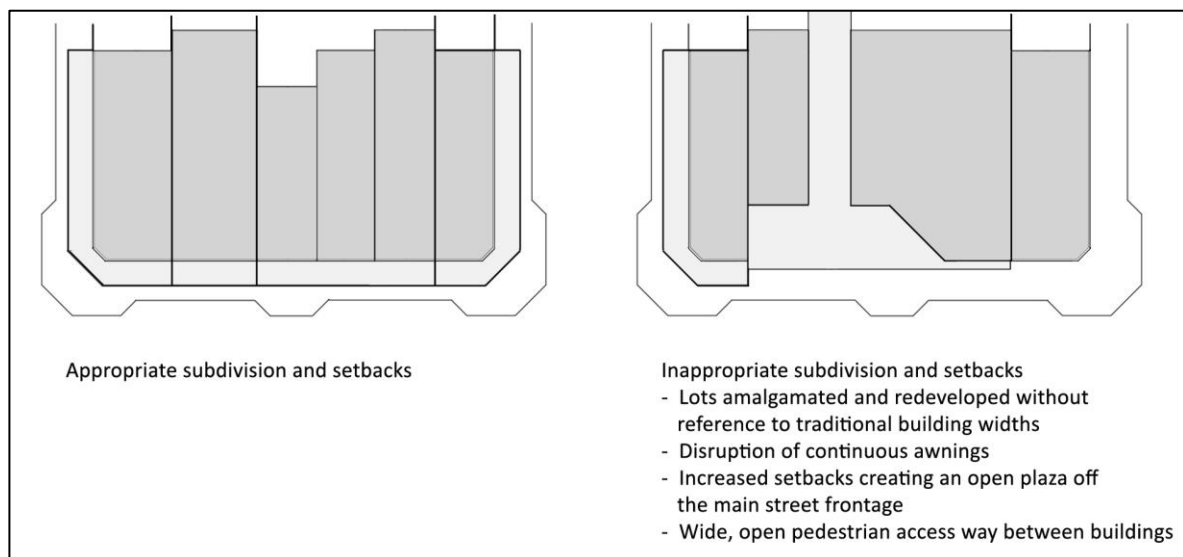


Figure 2: Examples of appropriate and inappropriate development patterns

11.0 Colour Schemes

Colour schemes should be complementary to the traditional character of the streetscape while still retaining a level of diversity and interest.

- a) Where repainting of contributory buildings is proposed, reinstatement of original colour schemes is encouraged. Any new colour scheme should sympathetically interpret traditional colour schemes, as relevant to the age and style of the place.
- b) Significant fabric that is unpainted (such as face-brick walls) should not be rendered or painted.
- c) Where some of the painted surfaces of a contributory building were traditionally unpainted careful removal of the paint and conservation of the underlying surface is encouraged. If the painted finish is to be retained, any new paintwork should aim to interpret the traditional colour balance across the different parts of the

façade.

- d) 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.
- e) Where repainting of non-contributory buildings is proposed, this should use a palette that is complementary to both the overall streetscape and the style of the individual place.
- f) 'Heritage' colour schemes are not required, and are generally not appropriate, for non-contributory buildings or modern infill.
- g) Visually prominent "corporate" colour schemes and visually prominent corporate branding that are inconsistent with the traditional character of the streetscape will generally not be supported.

Former paint schemes can be investigated by paint scrapes. In the absence of physical evidence, or to help analyse the results, information about colour schemes suitable for the style and period of the building can be sourced from heritage publications (recognising that different colours became available/popular at different times). Where available, historical photographs can also provide important information about colour variation across the different parts of a façade and the balance of light and dark.

12.0 Contributory Buildings

12.1 Alterations – general principles

In considering an application for alterations to contributory buildings, the Council shall have due regard to the following:

- a) Alterations should not generally remove, change or obscure significant materials or detailing (except as part of required conservation works). This includes, but is not limited to, works impacting on parapets or visible roof forms; materials and details; wall finishes and details; windows and window openings; and doors and door openings.
- b) Where a contributory building abuts a laneway that contributes to the heritage values of the area alterations should not generally remove, change or obscure significant fabric, materials or detailing visible from the laneway. This includes, but is not limited to, wall finishes and details; windows and window openings; and doors and door openings.
- c) Alterations should not introduce new 'heritage' detailing that is inconsistent with the style of the building and/or the physical or documentary evidence, as this distorts an understanding of the original character and design of the place.
- d) Where original fabric has been previously removed or unsympathetically altered, restoration/reconstruction of the street facades and verandahs/awnings to their original form and detailing is encouraged, where practical. This should be based on evidence such as remaining traces of earlier fabric and/or old photographs of the place.

In the absence of sufficient physical or historical information about the individual place, conjectural reconstruction of a missing element or a complementary

modern interpretation of the element is generally supported. Conjectural reconstruction or interpretation should be based on an informed analysis of other places of the same age, style, scale and level of detail.

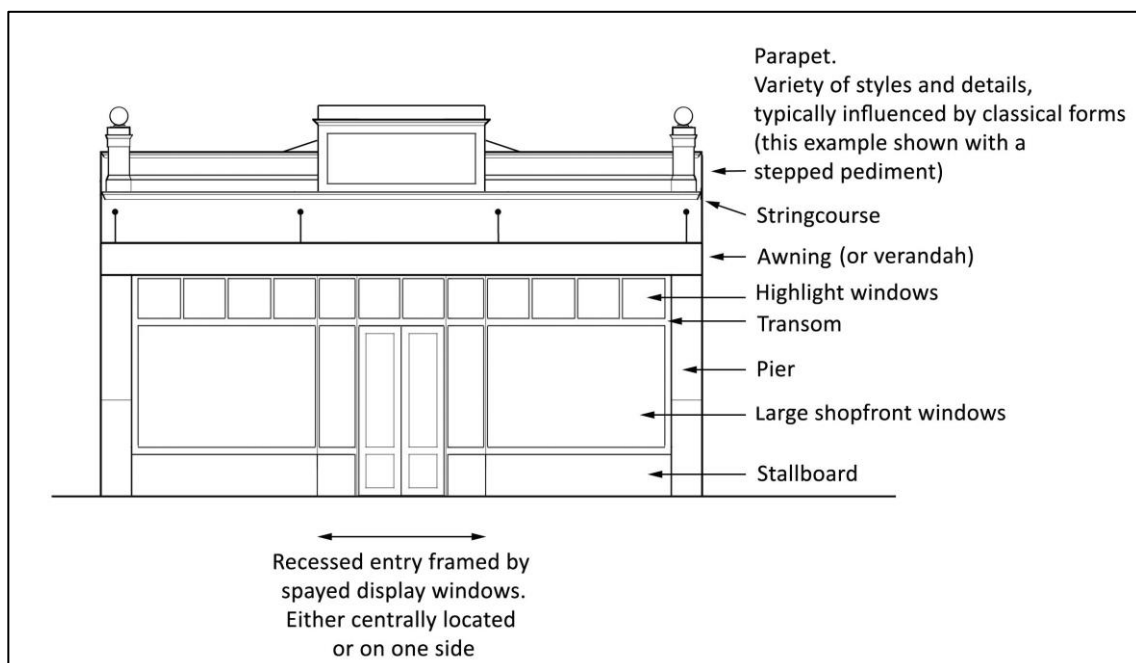
- e) If significant fabric has deteriorated to the point where it requires replacement, the use of 'like for like' materials and detailing is encouraged. However, the introduction of alternative materials and techniques that have a similar appearance to the original may also be acceptable, provided the new fabric will not adversely impact on the streetscape character of the place.

12.2 Alterations – shopfronts

In the period leading up to and through the inter-war era shop fronts commonly had large window display areas that were framed between a solid stall (a plinth of approximately 300-600mm high) and a row of, often decorative, multi-paned highlight windows (above door height) (Refer to **Figure 3** below). The early examples had timber or brass window frames, but chrome-plated frames had also become more common by the inter-war era. Stall boards had a variety of finishes including render, timber panelling and tiles.

Until at least the 1920s the entrance was usually recessed with splayed sides (increasing the effective display area of the shop front windows) and either placed centrally or at one side. Good examples of traditional ground floor shopfronts include 1-13 Rokeby Road, the northern section of 17-23 Rokeby Road, 95-97 Rokeby Road and 424-436 Hay Street.

Full height windows, large expanses of unframed toughened glass, very wide doorways, or large areas of solid walling to the ground floor street frontage are generally inconsistent with the detailing used in this era.



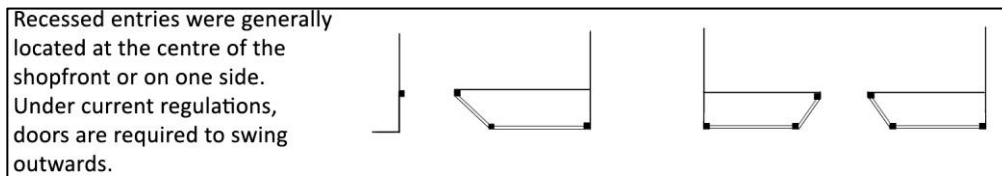


Figure 3: Typical traditional shopfront details

The majority of the ground floor facades have been altered over time and often bear little relationship with the character of surviving original detailing to the upper floors, parapets etc. In order to complement the traditional streetscape character and reinforce the sense of place, the surviving original/early shopfronts should be conserved and the progressive replacement of unsympathetic shopfronts is encouraged.

- a) Extant original shopfront detailing should be conserved.

Removal or major alterations will not generally be supported where a shopfront is original to the building or where a later shopfront displays valued design features.

If modification is essential to reasonably meet universal access or other health and safety requirements, the works should involve the minimum possible alteration to original fabric and be detailed to complement the original design.

- b) If the shopfront is not significant and a new shopfront is proposed, any of the following options are acceptable:
- Reinstatement to a known earlier state (relating to the original design of the place and based on historical evidence);
 - Conjectural reconstruction based on an informed analysis of other places of the same age, style, scale and level of detail (where there is insufficient information to support reconstruction);
 - A simple modern interpretation of traditional shopfront proportions and detailing.
- c) If two or more shops are to be amalgamated as one business, care should be taken to retain/interpret the original rhythm of the earlier separate shopfronts.
- d) Where a contributory building was not originally designed for retail purposes, conversion of the frontages to large glazed shopfronts may not be appropriate.

12.3 Alterations – verandahs/awnings

Verandahs and awnings are important unifying features that make a major contribution to the character of the Policy Area and the amenity of the footpaths, but early to mid-twentieth century examples have generally been extensively altered over time. This reflects a trend throughout Australia in the 1950s and 60s, when verandah posts were perceived as a traffic hazard and the original verandahs were progressively removed and/or replaced with modern boxed awnings. Modern engineering solutions can now permit the reinstatement of verandahs or traditional cantilevered awnings in a manner that addresses safety concerns.

- a) Reconstruction of verandahs to a known earlier appearance is generally encouraged, noting that the design will need to be sympathetically adapted as required to meet current engineering and safety standards.
- b) Where there is evidence that a verandah previously existed, but the details are not

fully known, either of the following options will be supported:

- Conjectural reconstruction, based on the available evidence and an informed analysis of other places of the same age, style, scale and level of detail;
 - A simple modern interpretation of the traditional verandahs and awnings along the street in a design that complements the contributory place.
- c) Verandahs/awnings should not be attached to the street façade of contributory buildings that did not traditionally have this feature, unless:
- It will achieve other important functional requirements; and
 - It can be demonstrated by the applicant that the new work will not unduly impact on the cultural heritage values of the place.

If a new verandah/awning is supported under these circumstances, it should be of a simple modern design that is compatible with the traditional streetscape, but does not confuse an understanding and appreciation of the original design of the place.

Note: Where shelter was provided over the footpath, verandahs with chamfered square posts were widely used until the early inter-war years. Roofs could be concave or bullnosed, but often had a simple raked form and very simple detailing. Larger, two-storey buildings usually had first floor balconies with timber or decorative cast iron balustrades, brackets and valances.

From the 1920s, cantilevered awnings became more common. The fascias of the earlier examples were thinner than the deep boxed awnings that became popular in the post-war era – giving them a lighter feel when viewed from the street. Most of these were supported by rods fixed to the upper part of the façade, but some awnings were supported on decorative brackets. Another common feature was the use of decorative pressed metal soffits, which enlivened the pedestrian area.

12.4 Alterations – upper floors

The facades above ground level generally retain a relatively high level of original detailing and embody much of the heritage character of the streetscape. Original parapets, pilasters, window openings, window frames, moulded detailing and rendered/face-brick finishes are all important elements.

- a) The original detailing of upper floor facades should be conserved.
- b) New works should not generally remove/conceal original detailing or distort an understanding of the original design.
- c) Restoration/reconstruction of damaged or missing detailing is encouraged and, as far as practical, should be undertaken as an integral part of any major development/works programs.

12.5 Additions – general design issues

Development Applications for additions to contributory buildings will need to clearly document the bulk of the proposed addition in relation to the contributory building and its relationship to a line of sight for a pedestrian standing on the opposite footpath (**Figure 4** below). If the addition will be visible in such views, or if it may adversely impact on public views to another near-by contributory building, the Council may

require a Heritage Impact Statement to be prepared by the applicant.

Additions that are visible from the main street frontage(s) should be carefully designed to:

- a) Respect the scale, massing, proportions and materials of the existing building and its key design elements;
- b) Enable the design and scale of the contributory place to be readily understood;
- c) Ensure the original part of the building remains the prominent element in streetscape views to the site;
- d) Not adversely impact on public views of this or other near-by contributory buildings;
- e) Not exceed the height and setback provisions of the City of Subiaco's Activity Centre Structure Plan or other local planning instrument such as a Local Development Plan.

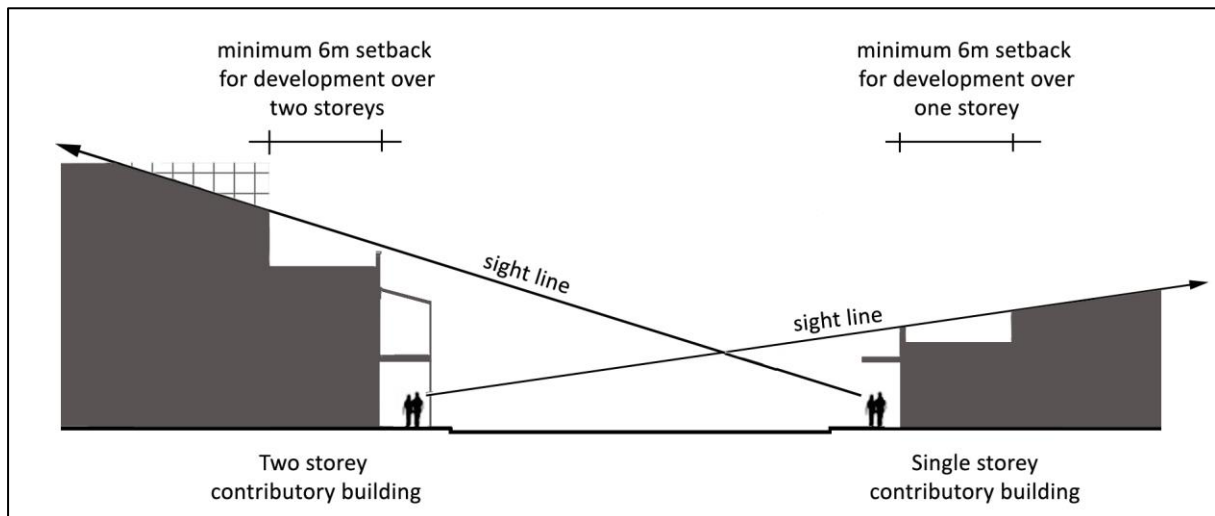


Figure 4: Indicative sight lines for new development on contributory places.

The best heritage outcome is for any new development to be set below the line of sight from the opposite side of the street. This needs to be assessed on a case-by-case basis, as does the potential degree of impact of any proposed development visible above the sight line.

13.0 Non-contributory buildings and new development

13.1 Alterations to non-contributory buildings

The heritage values of the Policy Area are embodied in the contributory buildings and no attempt should be made to confuse an understanding of the area by adapting non-contributory buildings in a 'faux' or 'mock' heritage style. Rather the aim is to ensure that these buildings are maintained, progressively developed or replaced in a manner that respects the traditional character of the streetscape. For example, a simple modern interpretation of the traditional verandahs/awnings, of shopfronts and/or parapet lines can have a significant impact on the manner in which a non-contributory building complements and supports the traditional streetscape.

- a) When the opportunity arises, any features that are intrusive within the context of

the traditional streetscape character should be adapted or replaced with more sympathetic detailing.

- b) New works to the street frontage should aim to complement key features of the traditional streetscape in a manner that is:
- Compatible with the form and style of the building; or
 - Updates it in a modern style, based on the principles outlined for new development (below).

13.2 New development and additions to non-contributory buildings

New development on non-contributory sites and alterations/additions to non-contributory buildings present an opportunity for good modern design that complements the traditional streetscape character and harmonises with the contributory buildings, without overtly mimicking heritage styles or detailing.

In designing new buildings it should be noted that different design elements were traditionally used *for retail buildings, hotels, theatres, offices and banks (such as the former bank buildings at 94 and 113 Rokeby Road)*. *Subject to the visual impact on the traditional streetscape, this can be used to influence new design and maintain the diversity and vitality of the Policy Area.*

- a) The construction of a new building will generally only be considered where the guidelines for development pattern and demolition have been met (as above).
- b) New buildings and additions should not adversely impact on public views to any near-by contributory buildings;
- c) New buildings, as viewed from the street frontage(s), should be designed in a modern style that responds to, and interprets, the form, bulk, scale, proportions, height, roof treatment, level of articulation, materials, textures and window and door proportions of nearby contributory buildings. To the main street frontage(s) this should pay particular attention to the following key elements:
- Consistent front boundary building alignments;
 - Main facades articulated in a manner that interprets the development of continuous rows of small shops, flanked by key corner buildings at the main intersections;
 - Vertical rhythms, as defined by elements such as party walls, parapet panels, pilasters and first floor windows (see **Figure 5**);
 - Horizontal rhythms, as defined by elements such as parapets, floor levels, verandahs, awnings, and window sills (see **Figure 5**);
 - A largely continuous row of one-two storey verandahs and cantilevered awnings;
 - Parapets to the main street frontage, with restrained decorative forms and detailing;
 - Roofs largely concealed from pedestrian views by the parapets;
 - A mixture of traditional smooth-faced red face-brick, rendered, and part rendered walls (the use of metal cladding to upper walls or parapets is generally not appropriate).

- High ratio of window to wall on the ground floor of buildings, featuring articulated shopfronts (including an interpretation of traditional elements such as recessed entries, framed display windows, highlight windows, stalls, and the balance between glass and solid walls);
 - Low ratio of window to wall on upper floors, with vertically proportioned openings;
 - The optional use of special design elements to address street intersections;
 - The traditional use of a variety of detailing, which achieves a level of vitality and emphasises the identity of the individual buildings, while still creating a cohesive streetscape.
- d) 'Faux' or 'mock' heritage designs and applied 'heritage' detailing (such as ornate turned timber verandah posts, Victorian lace valances, overtly classical mouldings etc) detract from an understanding and appreciation of the original buildings and will generally not be supported.
- e) Frontages to Rokeby Road and Hay Street should be designed to provide a strong engagement with the street. The use of roller doors, shutters or grilles is generally discouraged.
- f) Where visible, side facades were typically of a simple, functional design and largely free of decorative detailing, unless specifically designed to be seen as a continuation of the main façade and/or to address another street. This should generally be reflected in new development especially where new development abuts a contributory laneway.
- g) At the street frontage, new development and alterations/additions should be of a maximum of two storeys. Street facades should include a parapet (or a modern interpretation of this feature) with an overall height to the top of the parapet of approximately 9-10m (reflecting the traditional height of parapets along the street).
- h) Floors above two storeys are to be consistent with the provisions of the City of Subiaco's *Activity Centre Structure Plan*.

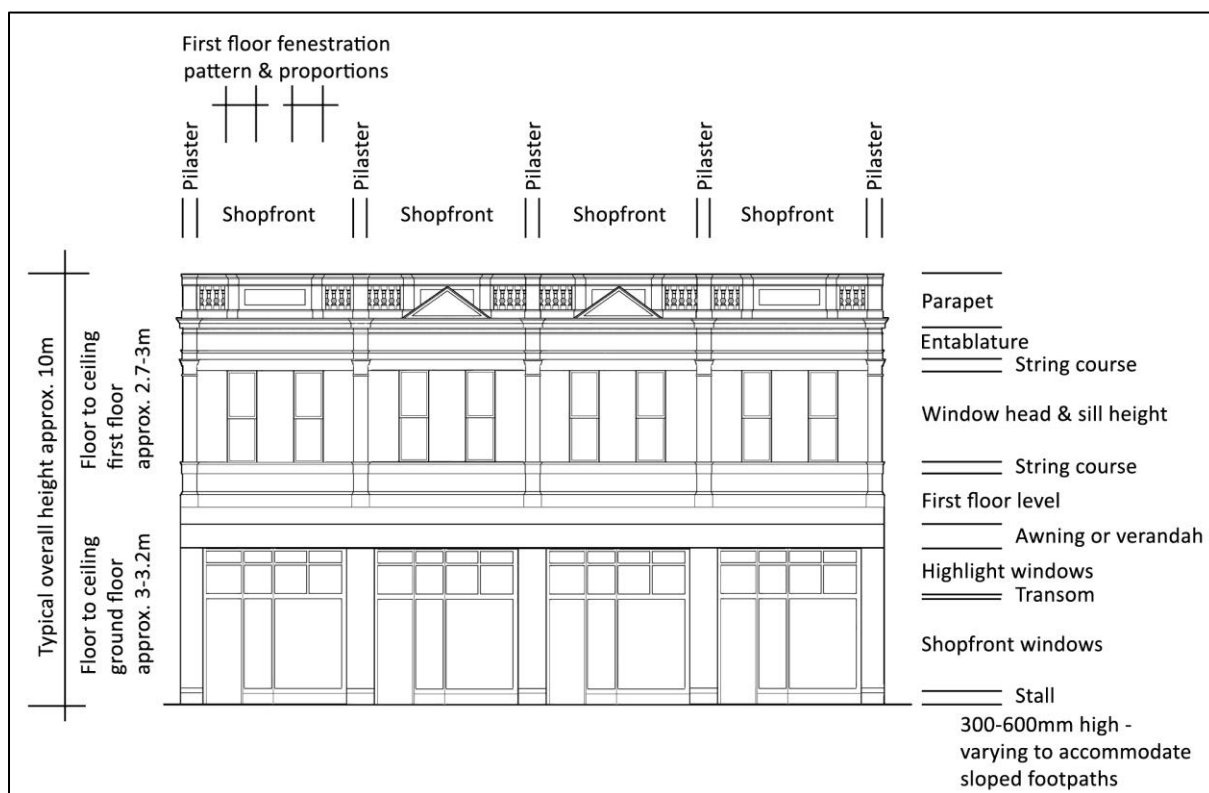


Figure 5: Example of the key elements defining the vertical and horizontal rhythms of a contributory place

14.0 Off street parking

Specific requirements for the Policy Area include:

- a) Where required, off-street parking should be located at the rear of the site (or otherwise screened from view from the main street frontage) with access from side streets or rear lanes.
- b) Treatment of any essential access-ways off Hay Street or Rokeby Road should be based on the streetscape in the immediate area. For example, where a sense of nil side setbacks is warranted, then details such as well designed gates set within a continuous façade may be appropriate design techniques for new development.

Where the Council is satisfied that a requirement for off-street car parking for a new development cannot be achieved without adversely impacting on the cultural heritage significance and traditional streetscape character of the Policy Area, the Council may approve a variation to the City of Subiaco's on-site parking requirements in order to achieve a positive heritage outcome that is consistent with this Local Planning Policy.

15.0 Signage

Within the Policy Area it is important to strike a balance between the needs of businesses to have adequate exposure, and the need to ensure that new signage does not become a visually dominant element that detracts from the historic character of the area.

The location and design of retail and commercial signage in the early to mid-twentieth century was highly diverse. For example, panels or painted signs were located on the

face of parapets, over or under verandahs, on the leading edge of awnings, to stall boards, on side walls, etc. Painted signs were also applied to roofs, shopfront display windows and to the glazing of upper floor windows. Diversity is therefore supported, but new signage should still be carefully designed as a complementary element of the streetscape. **Figure 6** below provides examples of appropriate and inappropriate signage.

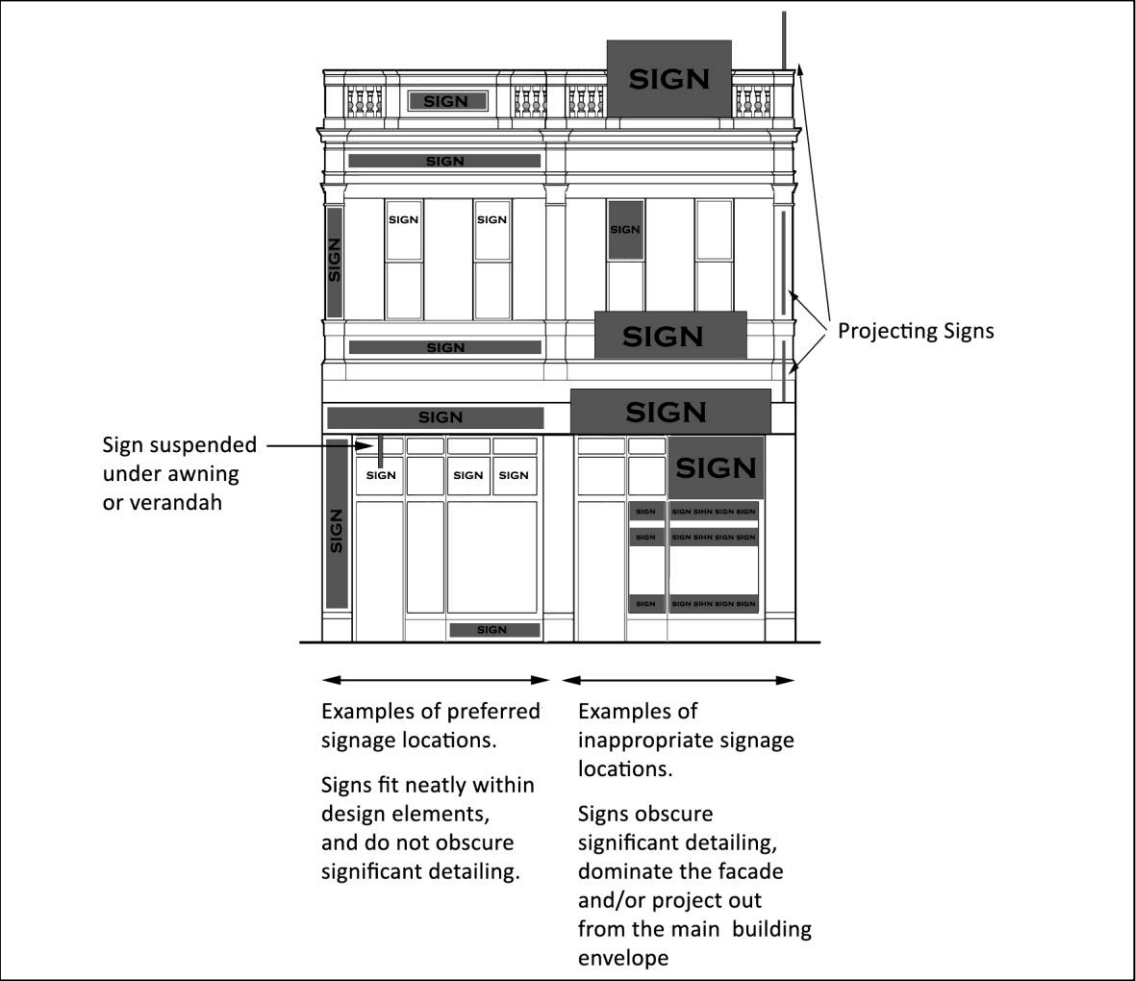


Figure 6: Examples of appropriate and inappropriate signage

Where a provision of the City of Subiaco Advertising Signs Policy is inconsistent with the Development Guidelines for the Rokeby Road & Hay Street Heritage Area, this Policy prevails.

- a) The design of new signage should be complementary to the traditional streetscape in terms of size, location, colour, proportions, etc.
- b) Simple modern signage is generally appropriate. Unless it is based on historical evidence, or directly linked to the function of the building, elaborate “olde worlde” styles and typefaces are not generally appropriate.
- c) New signs should not obscure or detract from a significant feature of, or streetscape views to, any contributory place.
- d) Signage should be designed in size and proportion to complement the proportions of the place and the element on which they are mounted (e.g. laid out

symmetrically within the face of an awning, within a plain panel to the parapet or vertically along the face of an otherwise plain pier).

- e) Signage on shop windows should be designed to retain open views into the shop and/or to displays of goods within the shopfront area (e.g. windows should not be painted out or views obscured by large decals).
- f) The mounting of new signs should not require the removal of, or unduly damage, any significant fabric. Any fixing holes etc should be able to be satisfactorily repaired when the sign is removed at a future date.
- g) Painted signs should not be applied to face-brick walls.
- h) Modern company and business signs and logos should not visually dominate the façade of a contributory building or detract from an appreciation of the traditional character of the street. Such signs may need to be adapted to be consistent with these guidelines.
- i) Externally mounted illuminated signs, fixed signs or large flag signs that project out from the wall or above the parapet, are generally not appropriate.
- j) Evidence of early signage adds to the heritage value of contributory places and should generally be conserved. For example, this could include moulded lettering to parapets or evidence of old painted signs to walls.

16.0 Lighting

The installation of appropriate lighting to building facades to highlight and showcase heritage details as well as architectural features is encouraged.

It is recommended that a lighting consultant or suitably qualified professional provides advice on optimal lighting outcomes to enhance and showcase the heritage features of the property.

17.0 Outdoor dining structures

When structures are being considered for outdoor dining within the Rokeby Road and Hay Street Heritage Area, it should be acknowledged that a balance must be provided between bringing vitality to the area while still respecting the cultural heritage values of the area.

- a) The design and siting of outdoor dining structures within the heritage area must be sympathetic with the cultural heritage values of the individual place and the broader area.
- b) Any proposed branding and signage should be respectful of the cultural heritage values of the area.
- c) The design should not impact on the openness of the street or important view lines to the building or surrounding buildings. Consideration should be given to materiality that appropriately reflects the associated heritage building.

Approvals for outdoor dining structures are obtained through the City's Environmental Health Services.

18.0 Incidental development

- a) Any new solar systems, climate control systems, telecommunications equipment, exhaust vents, or other modern services should be installed in locations that are not intrusive in views to the place from the main street frontage(s) or from a contributory laneway.
- b) Where there is no alternative but to locate services where they are visible from a contributory laneway, they should be placed in a manner that has the least possible impact on the visual presentation and /or character of the laneway.
- c) Roof mounted services and plant rooms should be located towards the rear of the place or concealed behind parapets.

19.0 Interpretation

Interpretation of the history and heritage values of each site is generally encouraged as an integral part of new development or major conservation works.

Interpretation of heritage values may use various techniques to engage public appreciation. Examples include integrating the interpretation of former uses, names, dates and features and/or the use of public art.

20.0 Development Application Requirements

Both Planning and Building approval is required before structural changes can be made to the street façade(s) of buildings in the *Rokeby Road & Hay Street Heritage Area* and the side elevations of buildings abutting contributory laneways. Planning approval is also required for some non-structural changes, such as rendering, the removal of architectural details, alterations to the original layout or shopfront, repainting in a new colour scheme or the painting of previously unpainted surfaces.

The information required by the City of Subiaco to accompany a Development Application is set out in Clause 63 of the Deemed Provisions.

Property owners intending to make alterations and additions to their properties are urged to consult with the Heritage Officer at the City of Subiaco at the earliest stage of the design process.

If any proposed works do not comply with these guidelines, or if the applicant otherwise needs to demonstrate the impact(s) of the proposal, the City may also require the submission of a Heritage Impact Statement to assist the Council in determining a Development Application. The Heritage Impact Statement is to be professionally prepared at the owners expense and must address:

- How the proposed works will affect the heritage significance and traditional streetscape character of the Policy Area.
- For a place of considerable or some/moderate contribution, how the proposed works will affect the significant fabric and heritage character of the place.
- What alternatives have been considered to ameliorate any adverse impacts.
- If the proposal results in any heritage conservation benefits that may offset any adverse impacts.

Note: A guide and form for the preparation of Heritage Impact Statements can be downloaded from the Department of Planning Lands and Heritage website.

If any individual place is also included on the City of Subiaco's Heritage List adopted under the Scheme, and/or on the State Heritage Register, other specific requirements may apply (please check with the Heritage Officer at the City of Subiaco for details).

21.0 Works Not Requiring Development Approval

Normal maintenance can be undertaken without development approval, provided the works do not remove, obscure or otherwise adversely affect the significant fabric of the place.

Refer to the Local Planning Policy regarding development approval exemptions for further information regarding all works that do not require development approval.

22.0 Incentives and Assistance

Owners of contributory places located within the Policy Area may be eligible for incentives and assistance, as detailed on the City of Subiaco's website