

# **CITY OF SUBIACO**

## **PLANNING POLICY 3.6**

### **DEVELOPMENT GUIDELINES FOR THE ROKEBY ROAD & HAY STREET CONSERVATION AREA**

**ADOPTION DATE: 24 June 2014**

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

#### **Statutory Background**

This policy is made under Clause 78 of the City of Subiaco's Town Planning Scheme No.4 ("the Scheme").

The *Rokeby Road & Hay Street Conservation Area* ("the Policy Area") has been declared as a Conservation Area under Clause 59 of the Scheme. Clause 59(3) of the Scheme requires the Council to adopt a planning policy for conservation areas.

This Planning Policy applies to all places and buildings located within the Policy Area, as shown at Figure 1.

#### **Strategic Context**

The City of Subiaco Strategic Community Plan identifies the importance of the city's heritage to the local community. 'A built form with heritage value that is recognised and protected' is a key strategic objective of the Plan.

The City of Subiaco Corporate Business Plan 2012 - 2016 sets out the actions considered necessary to achieve this strategic objective. These include:

- Develop Policies to assist landowners in the restoration and preservation of buildings and places; and
- Consider incentives for owners to preserve and restore heritage buildings.

#### **Purpose**

- a) To provide guidance to landowners and the City of Subiaco in preparing and assessing applications for planning approval within the Policy Area.
- b) To ensure that planning applications within the Policy Area are prepared and assessed in an accountable, comparable and consistent manner.
- c) To provide a framework for the conservation and development of places that contribute to the cultural heritage significance of the Policy Area.
- d) To provide a framework for the adaptation and redevelopment of places that make no contribution to the heritage significance of the Policy Area.
- e) To provide guidance in the application of Clause 57 of the Scheme.

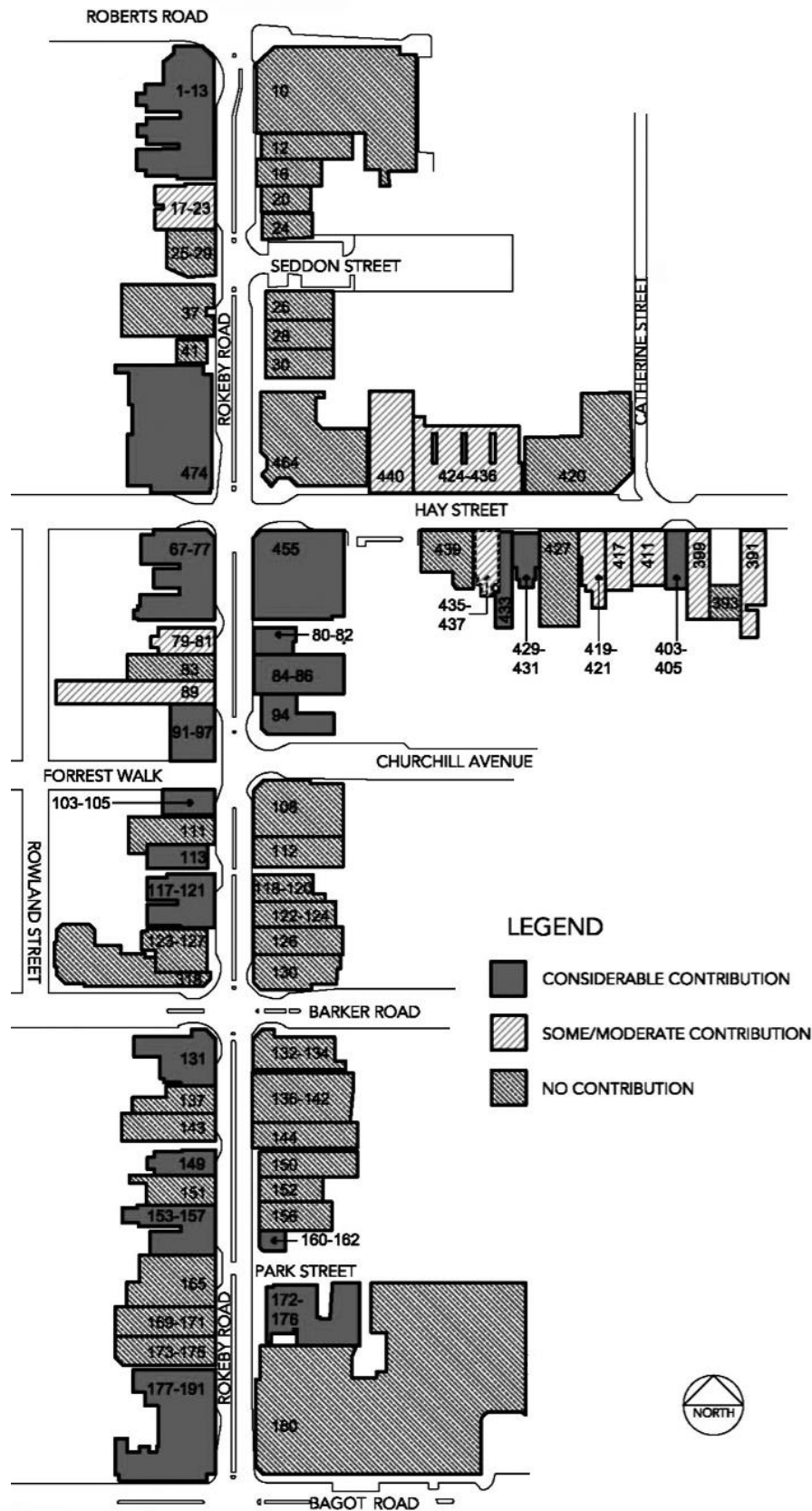


Figure 1: Policy Area

<b>Levels of Contribution</b> The <i>Assessment of the Rokeby Road &amp; Hay Street Conservation Area, Subiaco Town Centre Precinct</i> (January 2013) determined the level of contribution of each building to the overall significance of the Policy Area (Figure 1).		
<b>Considerable Contribution</b> 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.	<ul style="list-style-type: none"> <li>• 411 Hay Street</li> <li>• 417 Hay Street</li> <li>• 419-421 Hay Street</li> <li>• 424-436 Hay Street</li> <li>• 435-437 Hay Street</li> <li>• 440 Hay Street</li> <li>• 17-23 Rokeby Road</li> <li>• 79-81 Rokeby Road</li> <li>• 89 Rokeby Road</li> </ul>	<ul style="list-style-type: none"> <li>• 126 Rokeby Road</li> <li>• 130 Rokeby Road</li> <li>• 132-134 Rokeby Road</li> <li>• 136-142 Rokeby Road*</li> <li>• 137 Rokeby Road</li> <li>• 143 Rokeby Road</li> <li>• 144 Rokeby Road</li> <li>• 150 Rokeby Road</li> <li>• 151 Rokeby Road</li> <li>• 152 Rokeby Road</li> <li>• 156 Rokeby Road</li> <li>• 165 Rokeby Road</li> <li>• 169-171 Rokeby Road</li> <li>• 173-175 Rokeby Road</li> <li>• 180 Rokeby Road</li> </ul>
<ul style="list-style-type: none"> <li>• 403-405 Hay Street</li> <li>• 429-431 Hay Street</li> <li>• 433 Hay Street</li> <li>• 455 Hay Street</li> <li>• 474 Hay Street</li> <li>• 1-13 Rokeby Road</li> <li>• 67-77 Rokeby Road</li> <li>• 80-82 Rokeby Road</li> <li>• 84-86 Rokeby Road</li> <li>• 91-97 Rokeby Road</li> <li>• 94 Rokeby Road</li> <li>• 103-105 Rokeby Road</li> <li>• 113 Rokeby Road</li> <li>• 117-121 Rokeby Road</li> <li>• 131 Rokeby Road</li> <li>• 149 Rokeby Road</li> <li>• 153-157 Rokeby Road</li> <li>• 160-162 Rokeby Road</li> <li>• 172-176 Rokeby Road</li> <li>• 177-191 Rokeby Road</li> </ul>	<b>No Contribution</b> These places have been assessed as making no particular contribution to the cultural heritage values of the <i>Rokeby Road &amp; Hay Street Conservation Area</i> .	* The current external form of 136-142 Rokeby Road does not contribute to the assessed significance of the Policy Area. The place does, however, have important historical associations.
<b>Some/Moderate Contribution</b> 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.	<ul style="list-style-type: none"> <li>• 318 Barker Road</li> <li>• 393 Hay Street</li> <li>• 420 Hay Street</li> <li>• 427 Hay Street</li> <li>• 439 Hay Street</li> <li>• 464 Hay Street</li> <li>• 10 Rokeby Road</li> <li>• 12 Rokeby Road</li> <li>• 16 Rokeby Road</li> <li>• 20 Rokeby Road</li> <li>• 24 Rokeby Road</li> <li>• 25-29 Rokeby Road</li> <li>• 26 Rokeby Road</li> <li>• 28 Rokeby Road</li> <li>• 30 Rokeby Road</li> <li>• 37 Rokeby Road</li> <li>• 41 Rokeby Road</li> <li>• 83 Rokeby Road</li> <li>• 108 Rokeby Road</li> <li>• 111 Rokeby Road</li> <li>• 112 Rokeby Road</li> <li>• 118-120 Rokeby Road</li> <li>• 122-124 Rokeby Road</li> <li>• 123-127 Rokeby Road</li> </ul>	
<ul style="list-style-type: none"> <li>• 391 Hay Street</li> <li>• 399 Hay Street</li> </ul>		

## 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 for public appreciation of the cultural heritage values of the *Rokeby Road & Hay Street Conservation 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 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 Planning Policy. The majority of these places contribute to the *Rokeby Road & Hay Street Conservation 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 Conservation 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 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.
- 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 State Heritage Office. In these cases additional conditions may be applied in order to achieve an appropriate conservation outcome.

### 4.0 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;
- Generous pavements;
- Parallel kerbside parking; and,

- Narrow carriageways.

Neutral features include:

- Street signage;
- Street lighting;
- Bus stops;
- Shop and business signage; and,
- Street furniture.

Key negative features include:

- Tree selection and positioning which provides visual amenity but obscures key views on occasion;
- Red brick street paving;
- Low utility and maintenance of some upper floors;
- Parking signage; and,
- Proliferation of signage on occasion.

## **5.0 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 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);
- 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 solutions should be investigated, as necessary, to achieve reasonable development without adversely impacting on heritage values.

## 6.0 Conservation Principles

The following principles should be applied to all works affecting the street facades of contributory buildings:

- a) The key positive features/elements of the *Rokeby Road & Hay Street Conservation 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 discernable 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)*.

## 7.0 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 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 6.

## 8.0 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, 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.
- 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 building. Retention of the façade only (as a 'skin' to a new building) will generally not be considered.
- c) 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 structural condition assessment (prepared by a qualified structural engineer).
- d) 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.
- e) Demolition approval will not generally be considered for a contributory building solely on the grounds of economic/other gain for redevelopment of the land.
- f) 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 Planning Policy.

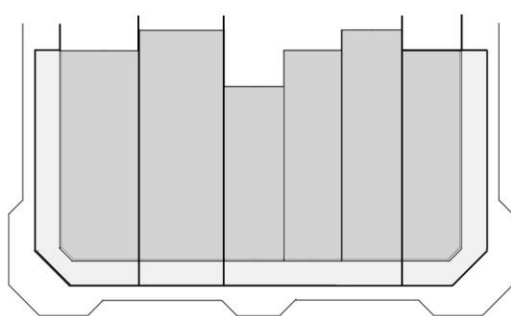
## 9.0 Development Pattern (setbacks and lot subdivision or amalgamation)

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.

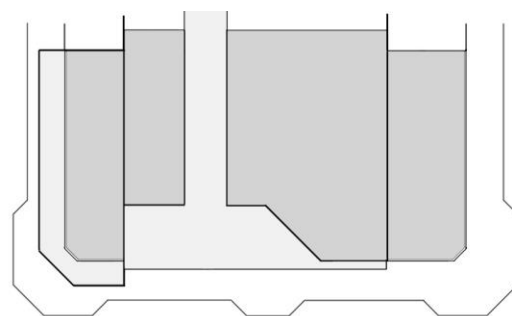
- a) Any new development should incorporate a nil setback to the street front boundary and incorporate a continuous verandah or awning over the footpath.
- b) Side setbacks should generally be nil, as viewed from the street frontage.
- c) New, open pedestrian access ways between the street and rear areas 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.
- d) New vehicular access off the main street frontages will not generally be supported.

Further subdivision or amalgamation will not generally be supported by the Council unless it is satisfied that:

- e) The proposal will not adversely impact on the heritage significance of the Policy Area or the traditional character of the streetscape.
- f) Any proposed demolition of existing building(s) is consistent with the guidelines for demolition in this Planning Policy.
- g) 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 Planning Policy.
- h) The proposal will not adversely impact on the significant fabric or setting of any contributory place.



Appropriate subdivision and setbacks



- Inappropriate subdivision and setbacks
- Lots amalgamated and redeveloped without reference to traditional building widths
  - Disruption of continuous awnings
  - Increased setbacks creating an open plaza off the main street frontage
  - Wide, open pedestrian access way between buildings

Figure 2: Examples of appropriate and inappropriate development patterns



## 10.0 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 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.

## 11.0 Contributory Buildings

### 11.1 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) 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.
- c) 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.

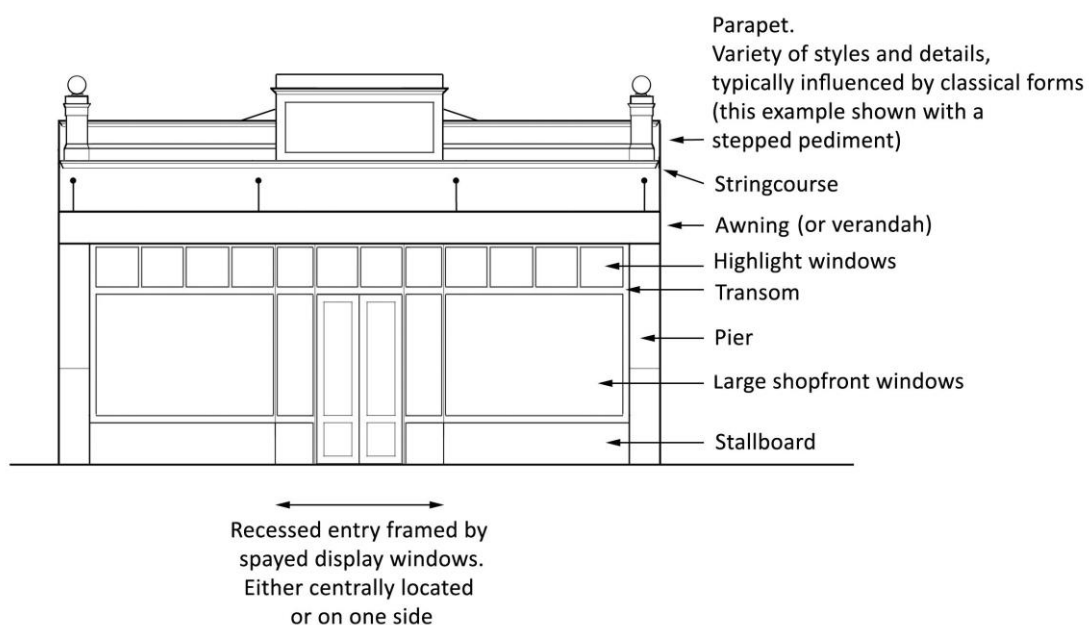
- d) If significant fabric has deteriorated to the point where it requires replacement, the use of 'like for like' materials and detailing is encouraged. However, the introduction of alternative materials and techniques that have a similar appearance to the original may also be acceptable, provided the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

### 11.2 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). 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.



Recessed entries were generally located at the centre of the shopfront or on one side. Under current regulations, doors are required to swing outwards.



**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.

### 11.3 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 facias 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.

#### **11.4 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.

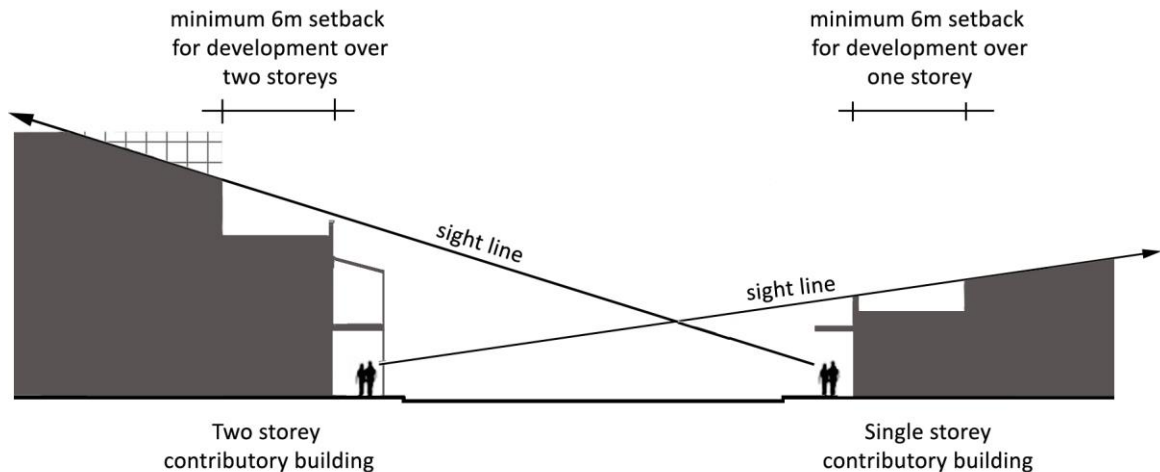
- a) The original detailing of upper floor facades should be conserved.
- b) New works should not generally remove/conceal original detailing or distort an understanding of the original design.
- c) Restoration/reconstruction of damaged or missing detailing is encouraged and, as far as practical, should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

#### **11.5 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. 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*.



**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.

## 12.0 Non-contributory buildings and new development

### 12.1 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 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).

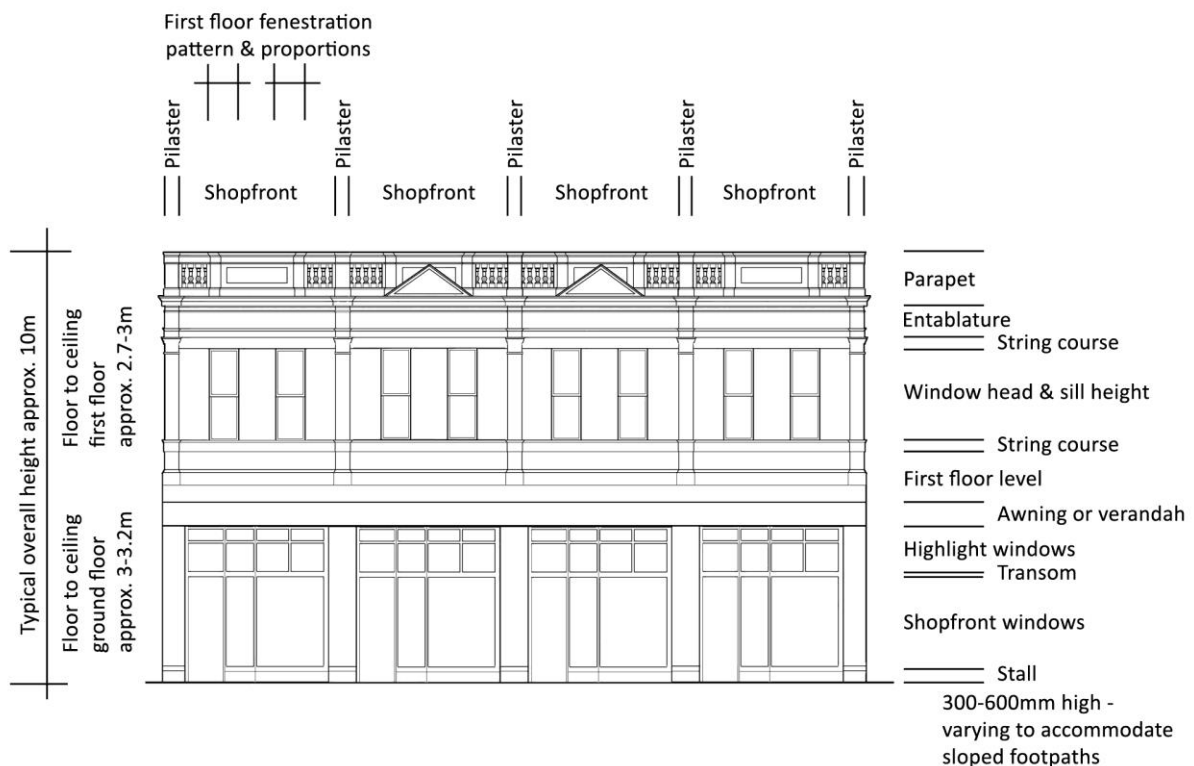
### 12.2 New development and additions to non-contributory buildings

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.

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- 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.
- 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**

### 13.0 Off street parking

Specific requirements for the Policy Area include:

- 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.
- 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.

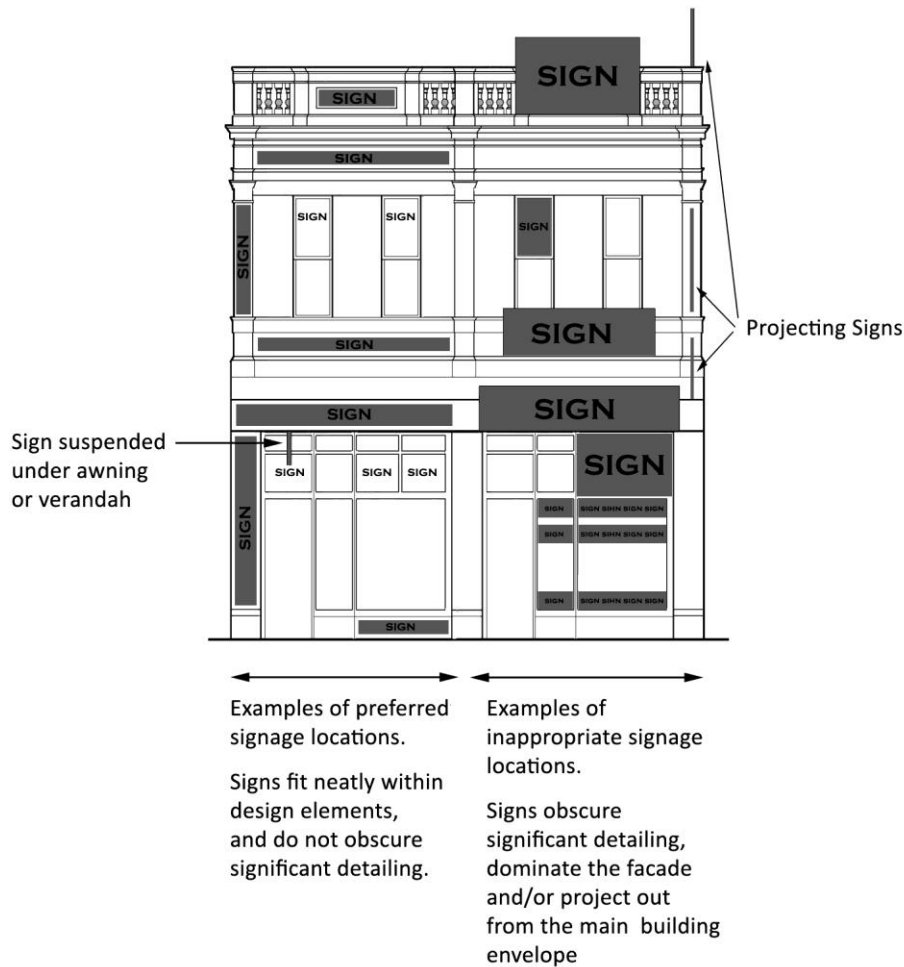
Where the Council is satisfied that a requirement for off-street car parking for a new development cannot be achieved without adversely impacting on the cultural heritage significance and traditional streetscape character of the Policy Area, the Council may approve a variation to the City of Subiaco's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

### 14.0 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 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: 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 Conservation Area, this Policy prevails.

- The design of new signage should be complementary to the traditional streetscape in terms of size, location, colour, proportions, etc.
- 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.
- New signs should not obscure or detract from a significant feature of, or streetscape views to, any contributory place.
- 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).
- 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 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.

### 15.0 Incidental development

- a) Any new solar systems, climate control systems, telecommunications equipment, exhaust vents, or other modern services should be to be installed in locations that are not intrusive in views to the place from the main street frontage(s).
- b) Roof mounted services and plants rooms should be located towards the rear of the place or concealed behind parapets.

### 16.0 Interpretation

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

In the event of any future development of the following site, heritage interpretation may need to be implemented to the satisfaction of the City of Subiaco:

- 136-142 Rokeby Road

Key aspects of the history of this site relate to its development as King's Hall in 1902 and its use as an important social centre for Subiaco until the mid 1940s.

King's Hall was privately owned and its construction was funded by 70-80 shareholders, almost all of whom were local residents. Designed by an English trained architect, Augutine Benedict Rieusset, the spacious auditorium was approximately 18 x 14m, with a high coved ceiling and large stage at one end. This was set back from the street and was designed to have an entrance hall flanked by shops on Rokeby Road.

From 1902 until 1945 Kings Hall was a popular local venue for a wide range of community events including balls, dances, concerts, social evenings for local clubs, wedding receptions, church services, church fetes, lectures, public meetings, political rallies, flower shows, dance classes, boxing tournaments etc.

In 1946 the hall was sold and converted into a furniture factory and showrooms for the National Furniture Company. In 1952 it was adapted as a clothing store by the Timewell family and continued in this use until 2000. The front of the building was fully reconstructed in the 1990s.

## 17.0 Development Application Requirements

Both Town 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 Conservation Area*. 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 25 of the Scheme.

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 State Heritage Office's website.

If any individual place is also included on the City of Subiaco's Register of Places of Cultural Heritage Significance 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).

## 18.0 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.

## 19.0 Conservation Incentives

Owners of contributory places located within the Policy Area may be eligible for conservation incentives, as set out under the City of Subiaco's Heritage Incentives Policy

