

Heritage Local Planning Policy

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1. Citation

This is a local planning policy prepared under Schedule 2 of the *Planning and Development (Local Planning Schemes) Regulations 2015*. This policy may be cited as the *Heritage Local Planning Policy*.

2. Purpose and Application

2.1 Purpose

The purpose of this policy is to:

- (a) Provide guidance on the assessment of proposals for works affecting heritage places.
- (b) Clarify the format and content of supporting material required.

2.2 Application

This policy applies to all applications for development approval for works affecting a heritage place within the Scheme Area.

2.3 Relationship to other Planning Documents

2.3.1 Relationship to City of Perth Local Planning Scheme No. 3

This policy should be read in conjunction with the City of Perth *Local Planning Scheme No.3* (LPS3) and other relevant local planning policies including:

- General Design Local Planning Policy
- Residential Design Local Planning Policy
- Building Heights and Setbacks Local Planning Policy
- Signs Local Planning Policy
- Heritage Area Local Planning Policies

The following heritage areas and associated local planning policies have been adopted under LPS3:

- West End Heritage Area Local Planning Policy
- Barrack Street Heritage Area Local Planning Policy
- William Street Heritage Area Local Planning Policy
- Hay Street Mall Heritage Area Local Planning Policy
- East End Heritage Area Local Planning Policy
- Goderich Street Heritage Area Local Planning Policy
- Pier Street Heritage Area Local Planning Policy

Where this policy is inconsistent with LPS3, the provisions of LPS3 prevail to the extent of any inconsistency.

Where this policy is inconsistent with a heritage area local planning policy, the policy specific to the heritage area will prevail.

Where this policy is inconsistent with other relevant local planning policies, the provisions of this policy prevail to the extent of any inconsistency.

2.3.2 Relationship to State Planning Policy 3.5

This policy should be read in conjunction with *State Planning Policy 3.5 - Historic Heritage Conservation* (SPP 3.5).

In considering an application for development approval in relation to heritage places, the City will give due regard to the development provisions set out in this policy and SPP 3.5.

2.3.3 Relationship to the Residential Design Codes

For residential development, this policy should be read in conjunction with the provisions of the *Residential Design Codes Volumes 1 and 2* (R-Codes Volume 1 and 2) and the *Residential Design Local Planning Policy*.

3. Objectives

This policy seeks to:

- (a) conserve and protect places of local cultural heritage significance.
- (b) retain fabric that contributes to the significance, character or appearance of heritage places.
- (c) ensure that development does not adversely affect the significance of heritage places.
- (d) ensure that heritage significance is given due weight in local planning decision making.
- (e) promote high quality innovative design which respects the heritage place ensuring its ongoing significance and appreciation.

4. Provisions

4.1 Demolition

4.1.1 Objectives

- (a) To ensure the retention and conservation of significant building fabric and heritage places.

4.1.2 Provisions

- (a) Full demolition of a heritage place will not be supported.
- (b) Demolition of the significant fabric of heritage places is not supported and may only be considered for elements that are determined as 'intrusive' by a Conservation Management Plan.
- (c) Retention of the façade only is not supported. Facadism as a design approach is not supported. Refer to Figure 1.
- (d) Demolition will not be supported due to poor aesthetic or structural condition, or because the building has been neglected.
- (e) Demolition may be supported where there is significant structural damage to a heritage place and it is structurally unsound, as advised by a suitably qualified heritage professional.

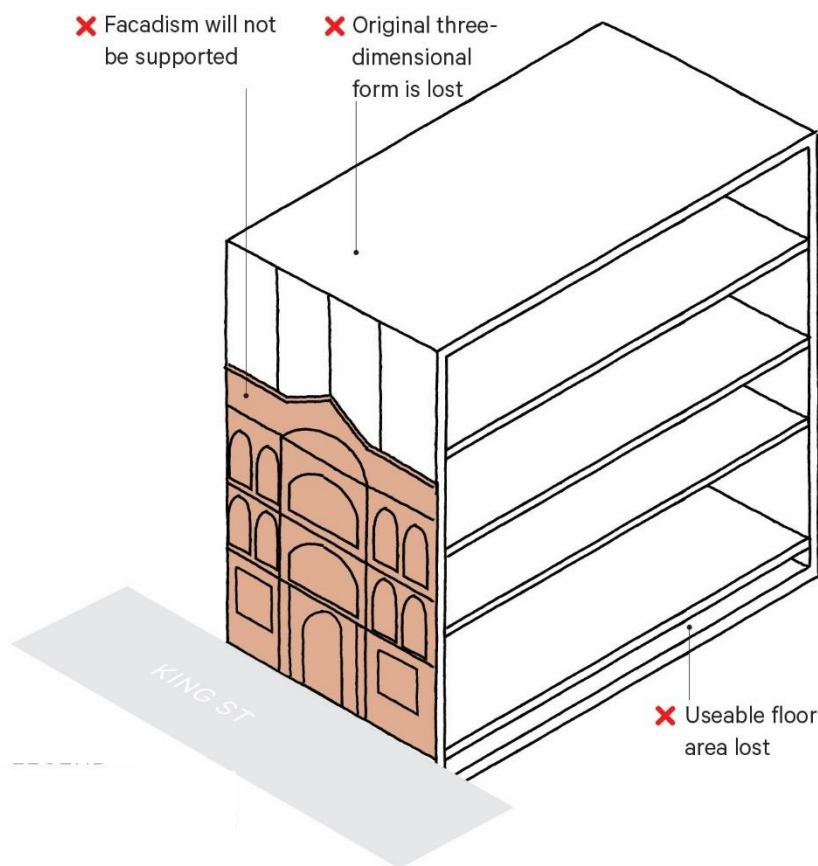


Figure 1. Loss of original three-dimensional built form

4.2 Retention and Conservation

4.2.1 Objectives

- (a) To ensure the retention and conservation of significant building fabric of heritage places.

4.2.2 Provisions

- (a) The significant fabric of heritage places shall be retained and conserved, including, but not limited to, the following internal and external elements:
- structural elements, including floors, ceilings and walls, columns and beams;
 - servicing elements, including stairs, lifts, pulleys, timber bumper rails, trap doors, machinery, hardware, fixtures and fittings;
 - shopfronts, including recessed doors, highlight windows, and arcades;
 - half-flight entries at street level;
 - basement features, such as basement windows and lightwells in footpaths;
 - verandahs, balconies and awnings, including detailing and materials such as cast iron balustrading and pressed metal awning soffits;
 - entry porches and colonnaded areas, including columns, arches, capitals, keystones, entry steps, and their associated fine-grained detailing;
 - upper floor windows and doors;

- ix. roof elements including chimneys, towers, gables, vents and eaves overhangs;
- x. signage and artwork including historic painted signage and advertising;
- xi. boundary treatments, such as walls and fences; and
- xii. fixtures, materials and finishes.

Refer to Figure 2.

- (b) Maintenance of heritage places is required to retain their cultural heritage significance. Repairs should:
 - i. be informed by archival and/or physical evidence; and
 - ii. replace the significant fabric 'like for like', or where the material being replaced is not readily available, use an equivalent building material that has similar physical and visual characteristics to the significant fabric.
- (c) Later additions, alterations, materials and finishes in a heritage place should:
 - i. be retained or incorporated where they contribute to the heritage significance of the heritage place; and
 - ii. be carefully removed where there is no heritage significance or evidence of their historical existence.
- (d) Relocation of heritage elements is not an appropriate conservation outcome.

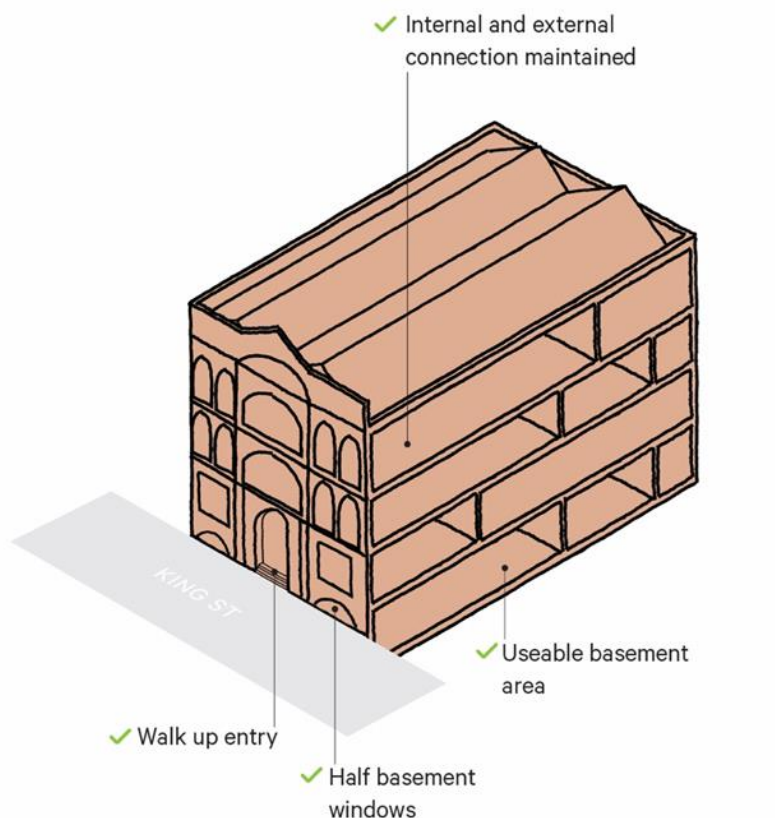


Figure 2. Retention of built form

4.3 Adaptation and Alteration

4.3.1 Objectives

- (a) To enable the adaptive reuse of heritage places while retaining heritage significance.
- (b) To ensure the adaptation and alteration of heritage places does not alter significant building fabric or adversely affect their cultural heritage significance.

4.3.2 Provisions

- (a) Adaptation and alteration to the significant fabric should:
 - i. retain significant internal and external fabric, layout, detailing and materiality of heritage places;
 - ii. not modify or obstruct original openings, entries, and transitional spaces of heritage places, such as the modification of facades to create large contemporary shopfronts;
 - iii. support the adaptability and reuse of the heritage place;
 - iv. remove redundant services or those not in keeping with the significant fabric without damage, and replace with a more concealed design; and
 - v. ensure external services and utilities are not visible from the public realm or integrated into the building fabric without damage.

Refer to Figures 3 and 4.

- (b) Reinstatement of significant features should:
 - i. restore the original design, layout and arrangement of architectural elements of the heritage place;
 - ii. reinforce the traditional street interface, such as door recesses, a plinth or riser that creates transition between the street and the heritage place;
 - iii. restore the traditional functionality of heritage places, such as access to and the use of upper levels and traditional shopfronts; and
 - iv. occur only where there is evidence of their original existence, based on existing materials and forms or archival evidence.

Refer to Figure 4 and 5.

- (c) Design responses for universal access should:
 - i. minimise alterations to the significant fabric and ensure modifications are clearly discernible from the heritage fabric;
 - ii. find alternatives to modifying significant fabric, such as stairs, door widths and changes of level; and
 - iii. be inclusive to support the experience of the heritage place.
- (d) Design responses for fire compliance should:
 - i. achieve fire compliance without damaging the significant fabric; and
 - ii. find alternatives to modifying the significant fabric.

Note. Refer to the National Construction Code (NCC) for further detail on universal access and fire compliance. Where buildings do not meet current standards, it is recommended the NCC performance solution pathway be used to achieve compliance in heritage places.

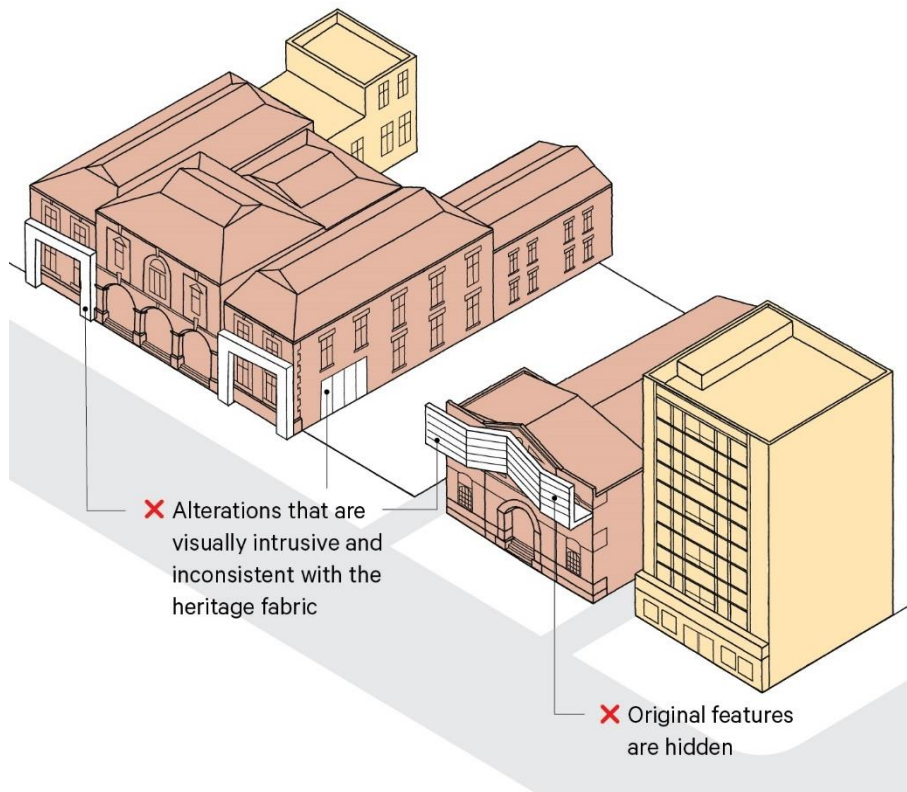


Figure 3. Adaptation and alteration and that is visually intrusive is not supported

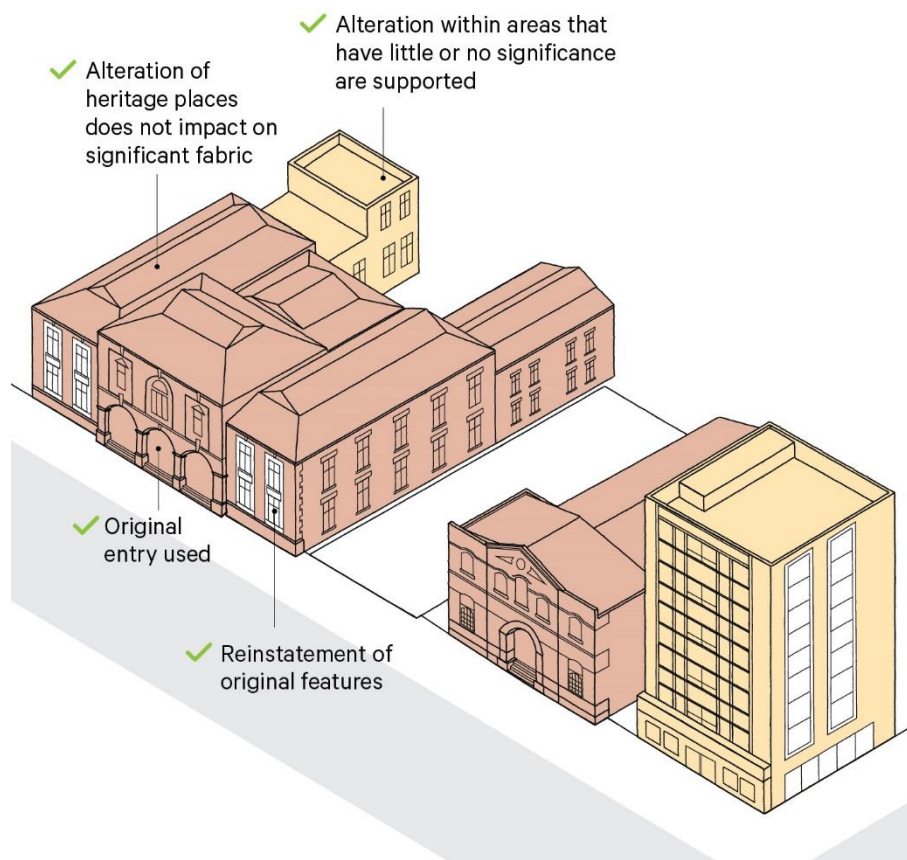


Figure 4. Adaptation and alteration that reinstates significant fabric is supported



Figure 5. Reinstatement of significant features such as traditional shopfronts is supported

4.4 Additions to Heritage Places

4.4.1 Objectives

- (a) To ensure additions to heritage places do not adversely affect their cultural heritage significance.
- (b) To ensure that significant views and vistas to heritage places are retained.

4.4.2 Provisions

- (a) Additions to heritage places should:
 - i. complement the building's character, built form, scale, arrangement of architectural elements, features and materials;
 - ii. be discernible from the heritage place;
 - iii. be set back to reduce visual impact on the heritage place and its streetscape;
 - iv. not overwhelm or dominate the heritage place; and
 - v. not obscure views of significant elevations and features of the heritage place.

Refer to Figures 6 and 7.

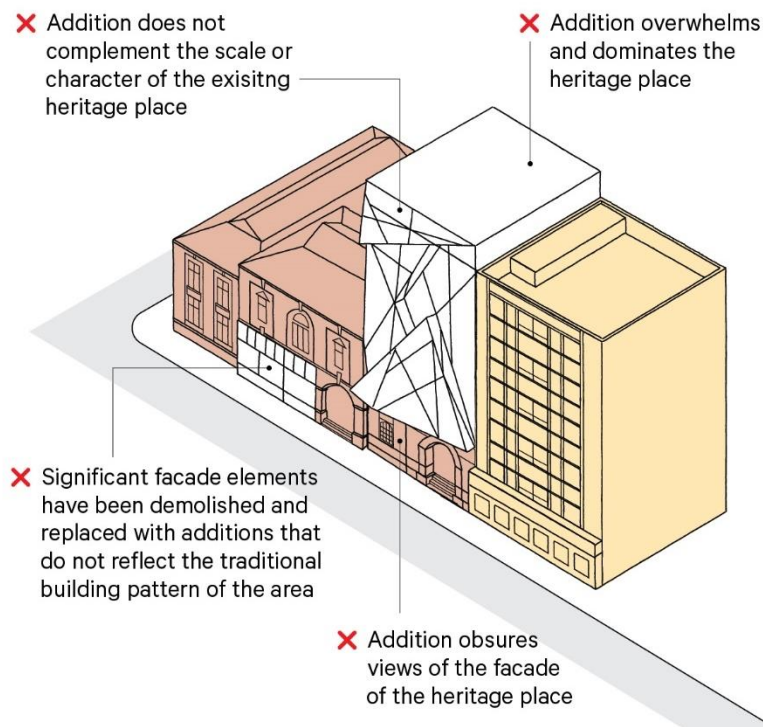


Figure 6. Additions to heritage places that negatively impact heritage significance are not supported

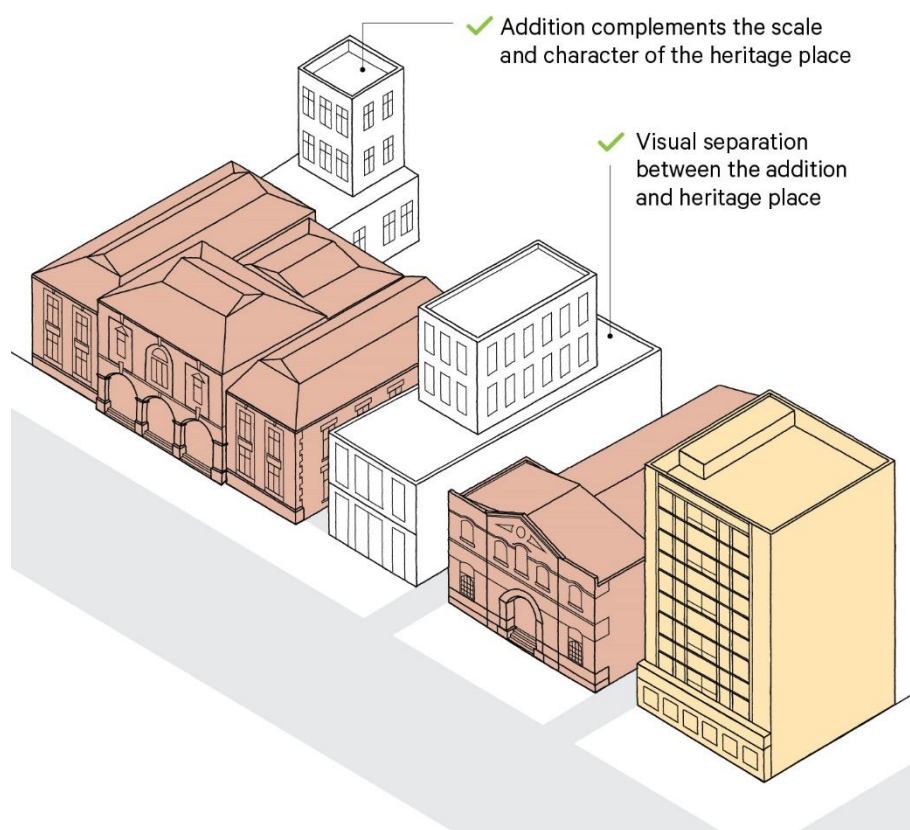


Figure 7. Additions to heritage places that complement the scale of the heritage place are supported

4.5 Articulation, Detailing and Materials

4.5.1 Objectives

- (a) To ensure the articulation and detailing of new development respects and enhances the streetscape and significance of heritage places.
- (b) To ensure that the materials and finishes of new development complements the context, character and quality of heritage places.

4.5.2 Provisions

- (a) Articulation and detailing should:
 - i. reinforce the character of heritage places without replicating their historic style; and
 - ii. complement the vertical and horizontal rhythm, proportion and consistency of building elements of heritage places.

Refer to Figures 8 and 9.
- (b) Laneway frontages shall be simple to reinforce the utilitarian character of laneways and the scale and form of the historic fabric of heritage places abutting the lane.
- (c) Materials and finishes should:
 - i. reinforce the heritage significance, character and quality of the heritage place;
 - ii. be complementary to the significant fabric of heritage places; and
 - iii. not dominate the significant fabric of heritage places or include corporate colour schemes or designs.

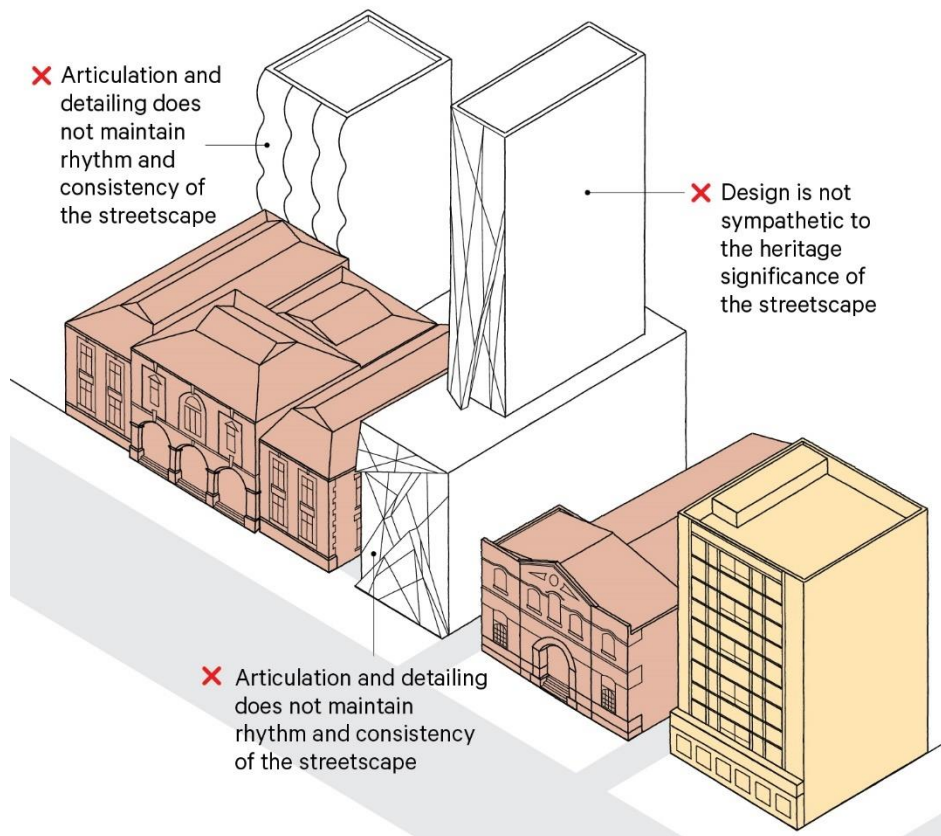


Figure 8. Articulation and detailing of new development that is not supported

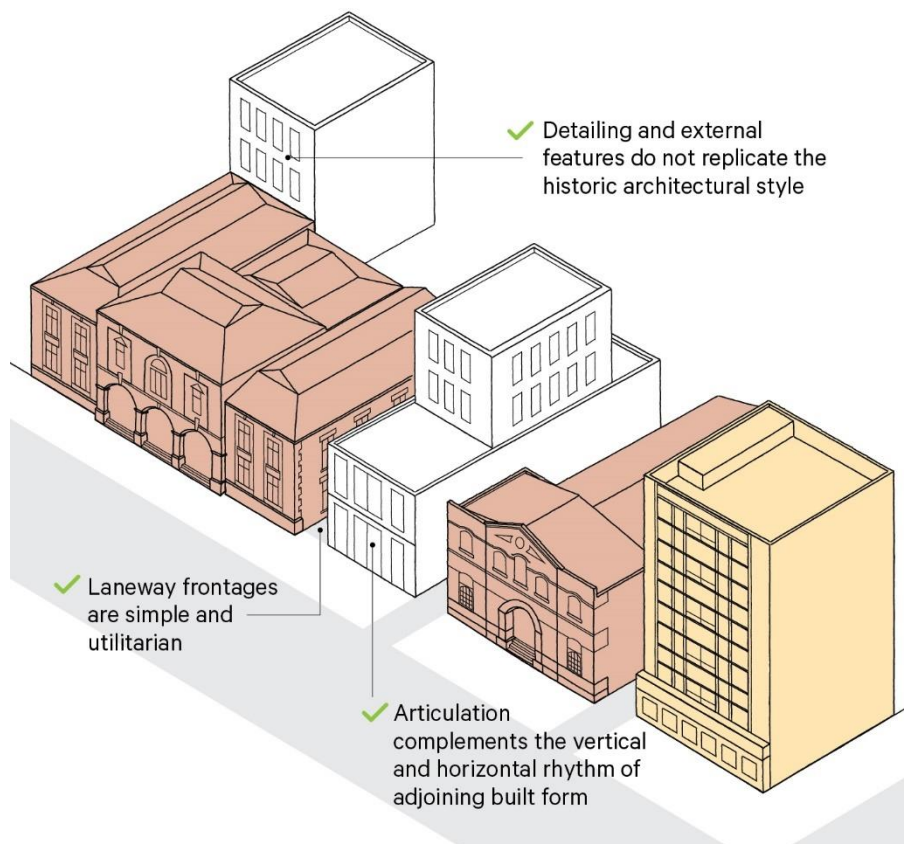


Figure 9. Articulation of new development that is supported

4.6 Feature Lighting

4.6.1 Objectives

- (a) To ensure that significant fabric in heritage places is showcased with appropriate lighting.

4.6.2 Provisions

- (a) External lighting should:
 - i. accentuate significant architectural features of the heritage place;
 - ii. maintain the prominence of heritage places within the streetscape;
 - iii. not be visually dominant and complement the character of the heritage place ; and
 - iv. use low-profile light fixtures that are sympathetic to the significant fabric.
- (b) Lighting should be installed without permanent damage to the heritage fabric.

4.7 Heritage Trees

4.7.1 Objectives

- (a) To protect the cultural heritage significance of trees on the heritage list.

4.7.2 Provisions

- (a) Trees on the heritage list shall be protected and retained.
- (b) New development should:
 - i. maintain the visual prominence of trees on the heritage list.
 - ii. be set back at a distance and provided with the required deep soil area that ensures the ongoing health of the tree, as advised by a qualified arborist.

Refer to Figure 10.

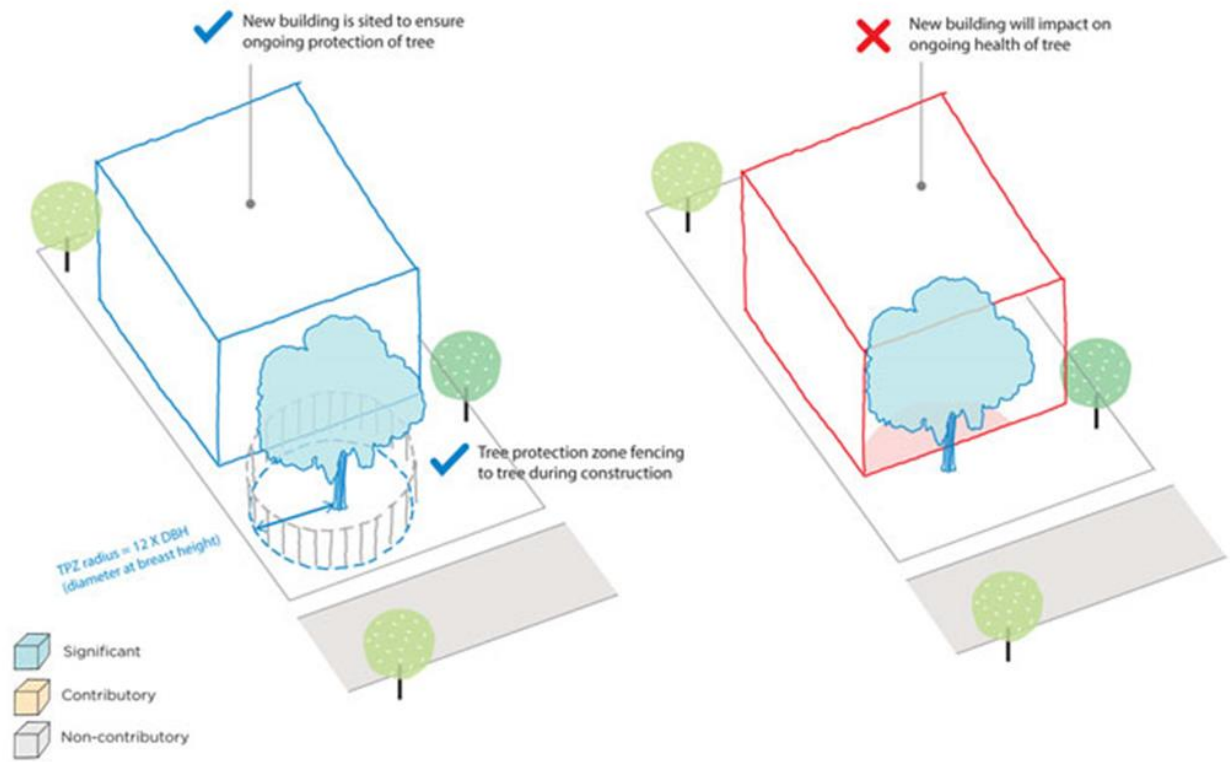


Figure 10. Development designed to support the retention and growth of trees on the Heritage List

4.8 Subdivision and Amalgamation

4.8.1 Objectives

- (a) To retain the traditional streetscape character arising from the original lot pattern.

4.8.2 Provisions

- (a) Subdivision or amalgamation of street fronting lots that include a heritage place, that impacts negatively on the heritage significance of the place, will generally not be supported.
- (b) Subdivision or amalgamation of the rear portions of lots may be considered where the heritage place is to be retained and conserved.
- (c) Where amalgamation of the original lots has previously occurred, development shall reflect the original lot widths through the articulation and proportioning of façades.

5. Applications for Development Approval

5.1 Accompanying material

- (a) The accompanying material required will be determined by the likely impact of works on cultural heritage significance, taking into consideration:
 - i. an assessment of the proposed works against the development impact matrix at Appendix 1;
 - ii. any advice received from an independent suitably qualified heritage professional, fire or structural engineer, submitted by the applicant; and
 - iii. any advice provided by the Heritage Council of Western Australia (HCWA).
- (b) An application for works to a local heritage place that is likely to have a negative impact on the heritage place, must be accompanied by:
 - i. street elevations drawn as one continuous elevation to a scale not less than 1:100 showing the proposed development and the whole of the existing development on each lot immediately adjoining the land the subject of the application;
 - ii. a detailed schedule of all finishes, including materials and colours of the existing and proposed development.
- (c) For a proposed development that will be substantially visible from the street, a site analysis plan showing the following is required:
 - i. the heritage place within its street block, including the cadastral base, building heights and setbacks and land uses of all existing buildings;
 - ii. any impacted view-lines of significance to or from the place;
 - iii. any heritage places within close proximity to the development.

5.2 Heritage Assessment

- (a) The cultural heritage significance of a place shall generally be taken from the relevant entry in the heritage list, with supporting information from the Local Heritage Survey or other heritage assessment.
- (b) In accordance with Schedule 2 Clause 11(1) of the LPS Regulations, the City may require a Heritage Assessment to be carried out prior to the approval of any development proposed to a heritage place.

5.3 Heritage Impact Statement

- (a) A Heritage Impact Statement (HIS) prepared in accordance with the HCWA Guidelines is required, unless the City determines that the works are minor and are likely to have no discernible impact on the cultural heritage significance of a heritage place.

5.4 Structural condition assessment in the case of demolition

- (a) Where significant structural damage is cited as a justification for the demolition of significant fabric, a structural condition assessment by a registered structural engineer with relevant heritage experience is required.
- (b) Demolition will not be approved unless the structural condition assessment provides evidence that the structural integrity of the building has failed to the point where it cannot be rectified without removal of a majority of its significant fabric and/or incurring prohibitive costs.

5.5 Conditions of approval

- (a) In approving an application for development approval for a heritage place, the City may impose conditions to:
 - i. secure the built heritage conservation of the place; and
 - ii. require an archival record or entry into a heritage agreement prior to the commencement of development.

5.5.1 Archival Record

- (a) An archival record prepared in accordance with HCWA guidelines is required where:
 - i. a proposal for demolition is approved, including partial demolition of significant fabric, that will have a moderate or major impact on the cultural heritage significance of the heritage place, prior to the commencement of development.
 - ii. requested by the City for any works that result in the substantial alteration of a place.
- (b) The archival record shall include:
 - i. a photographic record for general demolition (refer to HCWA guidelines).
 - ii. a detailed record for complex sites or places of exceptional local significance.

5.5.2 Heritage Agreement

- (a) A heritage agreement may be required as a condition of development approval where bonus plot ratio granted, or variations are approved on the basis of a commitment to heritage conservation.
- (b) A condition of approval requiring a heritage agreement shall specify conservation works and actions that support the built heritage conservation and may require:
 - i. the preparation of a Conservation Management Plan;
 - ii. adherence to a Conservation Management Strategy that identifies the routine for the ongoing care and maintenance of the place;
 - iii. completion of specified conservation works within a stated timeframe; and

Note: A heritage agreement will not be requested where the required outcome can be readily achieved through an alternative condition.

6. Definitions

Adaptive reuse means the modification of a heritage place to facilitate a new use.

Articulation means the arrangement of the distinct visual parts of a building in a coherent manner. This may refer to the geometric arrangement of spatial forms, the patterning of joints or structural elements or even the patterns on a surface, such as brickwork or fenestration.

Built form means the configuration of the aggregate of all buildings, structures etc. which make up an area.

Conservation Management Plan is a document that sets out what is significant about a place and what policies are appropriate to enable that significance to be retained in its future use and development.

Conservation Management Strategy is an owner's practical guide to the maintenance of a heritage place.

Context means the immediate locality within which a building is located. The building's significance or impact is derived from its relationship with or its effect on its environs.

Fabric means all the physical material of the building interiors and exteriors including components, fixtures and objects.

Finishes means a variety of textures, solidities, colours and materials applied to a surface.

Heritage impact statement (HIS) is a document that evaluates the likely impact of proposed development on the significance of heritage places, their setting and any heritage areas within which they are situated, and outlines any conservation benefits associated with the proposal and measures to minimise any identified impact.

Heritage significance means values in relation to the historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic importance of a heritage place. Heritage significance is reflected in the fabric of the place, its setting, use, associations, meanings, records, related places and related objects.

Heritage place means a that is on the City of Perth heritage list or located in a heritage area.

Rhythm means the repetition of visual elements to establish a pattern; often taken to refer to lot, building or façade's patterning within a streetscape setting.

Scale means the size of a building its predominant form, building mass and height relative to the buildings or elements around it.

Significant Fabric means the fabric identified as contributing to the cultural heritage significance of a place.

Streetscape means the perceptive quality of a street established by the buildings that line it and the additional elements contained within the spatial frame formed by those buildings.

Vista means a significant view to important or unique places, building landscape or landmarks that can be seen from afar down a street and/or through landscapes.

Visual dominance refers to a structure or object that dominates or overwhelms visual perception, to becomes the dominant feature of the setting.

Visually intrusive means a structure or object that creates a visual disruption or negative impact on the basic elements of the heritage place (form, lines, colour, texture) or views of it within its setting.

Appendix 1: Impact Matrix

Impact (Level of impact is to be assessed separately for each criterion)	Values				Rarity	Representativeness	Condition	Integrity	Authenticity	Demolition
	Aesthetic including streetscape and setting	Historic	Scientific including archaeology	Social						
Positive	Development that enhances the historic value and aesthetic value.	Development that conserves the historic value and interprets the history of the place.	Development that protects and/or reveals scientific value through interpretation.	Development that enhances a sense of place through retention of use meaning and/or interpretation.	Enhances by retaining or conserving element(s) that contribute(s) to rarity.	Enhances by retaining or conserving element(s) that contribute(s) to representativeness.	Development that maintains, preserves significant fabric to a known earlier state.	Development that retains and enhances original fabric through good conservation practice.	Retains and enhances authenticity of the place through retention or reinstatement of original use, associations and meaning.	Demolition or removal only of element(s) identified in a heritage assessment as intrusive.
No Discernible Impact	Development that maintains or has no impact on the aesthetic value.	Development that does not affect the historic value.	Development does not affect known or potential scientific /archaeological value.	Development does not affect the social value of the place.	There is no loss or proposed change that affects rarity.	There is no loss or proposed change that affects representativeness.	Development that maintains, preserves or stabilises significant fabric in its current state without contributing to its deterioration.	Development does not affect the condition of fabric to the place's significance.	Development does not affect the authenticity of the place.	Demolition or removal of element(s) identified in a heritage assessment as being of little significance.
Minor (negative)	Development that does not detract from the aesthetic value. May include minor alterations to the appearance of the place.	Development that does not detract from the historic value and may include minor alterations to the place either internally or externally.	Development does affect areas of little or some scientific value and is consistent with an appropriate Management Plan.	Development results in loss of fabric or change of use of a place that has some past but lapsed association with the community.	Results in a change to an element that contributes to rarity but impact can be mitigated by interpretation.	Results in a change to an element that contributes to representativeness but impact can be mitigated by interpretation.	Development that could be detrimental to the condition of significant fabric can be mitigated by providing advice and conditional support.	Does not substantially detract from the integrity of the place. May include minor alterations to the place to provide for a new or continued use.	Development that does not detract from the authenticity of the place. May include change of use for compatible re-use.	Partial demolition or relocation of element(s) identified in a heritage assessment as being of some significance.
Moderate (negative)	Development that extensively reconstructs fabric to reproduce an earlier state or materially alters the appearance of a place through adaptations, additions or construction of new fabric.	Development that extensively reconstructs fabric to reproduce an earlier state or materially alters significant fabric through adaptation, construction of new fabric or change of use.	Development that is not informed by a conservation or archaeological management plan and may affect potential scientific value.	Development results in a significant loss of fabric or use of a place that has a strong and current association with the community.	Element that contributes to rarity is lost and impact cannot be mitigated.	Element that contributes to representativeness is lost and impact cannot be mitigated.	Development that is likely to lead to loss or deterioration of the structural integrity of the place, or the loss or deterioration of any element of the place that is integral to its cultural heritage significance.	Development results in a significant loss of fabric or settlement pattern that contributes to the authenticity of the place.	Development that proposes a change of use that is not compatible with past uses and/or does not reflect the values of the place.	Demolition or removal of element(s) of some significance. Demolition, relocation of element(s) identified in a heritage assessment as being of considerable significance.
Major (negative)	New infill development on vacant lots (including those approved for total demolition), car parks, open space. New construction that retains a facade of historic fabric.	Development that significantly detracts from the historic value through adaptation or removal of significant element(s) or introduction of a new incompatible use.	Development that significantly affects or destroys known scientific values.	Development results in a total loss of place, or loss of a use that has a strong association with the community.	Development that results in a substantial loss of an element or area identified as contributing to the rarity of the place.	Development that results in a substantial loss of an element or area identified as contributing to the representativeness of the place.	Development that will result in deterioration in the condition of significant fabric and/or that fails to address an evident need for urgent conservation works.	Development results in a total loss of fabric and/or results in only the retention of a facade or shell of the significant fabric.	Development that proposes a change of use that is unsympathetic to the values of the place and detracts from the significance of the place.	Total demolition or removal or relocation of a building to an alternative site or dismantling and reconstruction of historic fabric. Partial demolition of elements of exceptional significance.

Source: Guidelines for Preparing a Local Planning Policy for Local Heritage, Department of Planning, Lands and Heritage