



City of Perth
City Planning Scheme
No. 2

Planning Policy Manual – Part 1

Section 4.10
Heritage



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1.0 INTRODUCTION

This policy contains general information and guidance applicable to development within all Heritage Areas and for all identified heritage places on the Heritage List. Where additional or alternative planning considerations are necessary to protect the special character of an individual Heritage Area, a separate planning policy gives further specific information and guidance.

2.0 AIMS

This policy is designed to assist and guide property owners and the local government in the management of identified heritage places and adopted Heritage Areas, in order to retain the character and values that make them special.

The aims of this policy are:

- To provide information that assists property owners and managers to understand and appreciate the cultural heritage significance of heritage places and Heritage Areas.
- To provide protection for places within the boundaries of Heritage Areas that have been identified as being of cultural heritage significance, and/or that contribute to the significance of a Heritage Area.
- To ensure that future development, including conservation or adaptation of existing buildings and construction of new buildings, respects and enhances the identified heritage values and character of places of cultural significance.
- To enable Heritage Areas to develop as distinctive, flourishing precincts that contribute to the diversity of the city.

3.0 STATUS

This policy has been prepared in the context of the West Australian Planning Commission State Planning Policy 3.5, 'Historic Heritage Conservation'(2007). It has been developed to support the objective in the City Planning Scheme No.2 (CPS2) 'to promote and safeguard the cultural heritage of the city...' and is adopted as a planning policy under clause 3 of the Deemed Provisions.

NOTE: 1. *State Planning Policy 3.5 Section 7 provides a role for local government in supporting conservation by "adopting local planning policies affecting places entered in heritage lists".*

The policy should be read in conjunction with the CPS2 and its associated policies, with particular regard to:

- the Applications Policy;
- the Signs Policy,
- the Residential Design Policy; and
- the planning policy for any local area or Heritage Area.

The provisions of this policy are not intended to substitute for existing policies. In cases where the implementation of an alternative policy would conflict with the conservation of cultural heritage significance, this policy will take precedence.

This is of particular relevance to the following policies:

- City Development Design Guidelines;
- Building Heights and Setbacks Policy; and
- Plot Ratio Policy.

4.0 POLICY AREA

This policy applies to works on any property listed in the Heritage List attached to the Scheme, and to any development within a Heritage Area declared under clause 9 of the Deemed Provisions.

Within a Heritage Area, any policy relating to a ‘heritage building’ or ‘heritage place’ applies only to those properties listed in the inventory of the Heritage Area as being of ‘some’ or ‘considerable’ contribution to the cultural heritage significance of the Area.

5.0 GENERAL PRINCIPLES

5.1 The Burra Charter

The Australia ICOMOS Charter for Places of Cultural Significance, 1999 (the Burra Charter) is recognised internationally as the standard for best practice in heritage and conservation. It is the main guiding document for heritage conservation for the local government. Where there is no specific provision in this policy, the Burra Charter principles will be applied to development applications for heritage places.

NOTE: 1. *The broad concept of conservation for heritage places in the Burra Charter is to: “do as much as necessary to care for the place and to make it useable, but otherwise change it as little as possible so that its cultural significance is retained”*

5.2 Realising Development Potential

Limitations to development of a heritage place will be determined primarily by the impact of any particular proposal on the cultural heritage significance of individual properties or an adopted Heritage Area. Stated limits to plot ratio and building height may not be achievable if the development does not meet the criterion of being compatible with retaining the cultural heritage significance.

NOTE: 1. *Clause 67 of the Deemed Provisions requires the local government to have regard to any relevant planning policy and, in particular, “the built heritage conservation of any place that is of cultural significance”.*

Where development potential cannot be realised due to the protection of heritage significance, clause 30 of CPS2 allows for the transfer of plot ratio to another site, subject to a number of criteria.

6.0 POLICY

6.1 Demolition

Destruction of significant fabric through demolition or inappropriate redevelopment is a permanent change that cannot be reversed and is considered contrary to good heritage conservation.

- Generally, the local government will not approve demolition of a heritage place.
- Partial demolition may be supported if it involves elements of little or no cultural heritage significance or those that do not contribute to the significance of the place or a Heritage Area.
- The local government will not approve demolition based primarily on the grounds that redevelopment is a more attractive economic proposition than retention.
- Where there is significant structural damage to a heritage place, demolition may be approved if there is no practical alternative. Such approval will require the recording for archive of remaining fabric.

The demolition in whole or part, of any place within the local government requires a development approval from the local government. Given that demolition of significant fabric in a heritage place is likely to be refused, it is strongly recommended that, where such work is proposed, the applicant seek advice from the local government prior to the preparation of a development proposal.

6.2 Conservation and Adaptation

Conservation is the process of managing change to a place in such a way that its cultural heritage significance is retained. This involves routine care and maintenance but may also require more significant adaptation at some stages of a building's life.

It is recognised that adaptation of heritage buildings for new uses is an important way of ensuring their continued viability. However, the need for change should always respect the underlying requirement to conserve heritage significance.

- In general, fabric that contributes to the cultural heritage significance of the place should be retained.
- Retention of a façade only, with the bulk of the heritage building removed or replaced, will not be supported.
- Where significant elements have deteriorated, they should be retained and repaired.
- Work that can be reversed in the future is desirable. Work that cannot be reversed may be supported, provided the cultural significance of the place is not compromised.
- New work to a heritage building should not replicate the detail of the original unless the work involves an authentic restoration to original detail.
- New material inserted into a heritage building should be identifiable as such.
- Any works to a heritage building may be approved subject to the submission of an acceptable archive record of the place or works.

6.3 Additions to Heritage Buildings

Adaptation will often involve construction of additions to the building or place. The local government will support additions to heritage buildings:

- where they do not compromise the heritage significance of the existing building or adjacent buildings, the setting and curtilage of the place, or the heritage values of a Heritage Area; and
- where they are consistent with the orderly and proper planning of the area.

6.4 New Buildings

Where there is potential for new buildings to be constructed in a Heritage Area they should be designed in a manner that takes account of the heritage values and character of that Heritage Area as a whole. Any new development adjacent to a heritage place, whether a Heritage Area or an individual listing, should respect its setting and curtilage.

- New buildings in a Heritage Area should be of similar scale, proportions, setback and height to the heritage buildings in the locality.
- New buildings should be of contemporary design and not copies of existing significant buildings.
- New design should respect existing heritage buildings and respond to their articulation and detail in areas such as dominant parapet lines, roof line, window configuration, door openings and awnings.

6.5 Significant Fabric

To properly inform the care and management of a heritage building, significant fabric should be identified in a conservation plan or detailed heritage assessment from a recognised heritage professional.

The local government encourages owners of heritage places to have Conservation Plans prepared and to use these as a basis for future conservation and development.

Where a heritage assessment has not been prepared, the local government will use the following guidelines for heritage buildings:

- Where there is no contrary indication, all fabric relating to the building will be considered to have heritage significance.
- Work to adapt the building or place should maximise the retention of significant fabric. This includes, but is not limited to:
 - the building envelope including street façade; rear and side elevations; roof form and original chimneys;
 - original or significant external fabric or details, such as door and window openings; awnings and verandahs; face brickwork or rendered finishes; stucco decoration;
 - original or significant internal fabric or details, including stairs, floors and skirting boards; walls and wall finishes including plaster work; original ceilings and cornices; windows and window frames; doors and door frames; fireplaces; and fittings;
 - evidence of use and change, including elements such as an original internal layout and room pattern, location of stairwells and major access points, blocked openings or building scars that demonstrate change.

6.6 Services and New Technologies

Changes to cater for air conditioning, electrical wiring, cabling, plumbing or other services should be limited to what is essential to permit the new use to proceed. Care should be taken when new wiring

or cabling is installed to ensure that this is fixed as discreetly as possible without damaging the existing significant fabric.

When installing or upgrading the services provided to a heritage building or any building in a Heritage Area, care should be taken to minimise the extent to which equipment is visible from the main street front.

- Chasing of wiring or cabling into existing walls is not generally appropriate. Where possible, cavities should be used for service lines and ductwork.
- Exhaust vents, skylights, air conditioning ducts and units, solar panels, TV antennae and satellite dishes and the like should not be located on the primary elevation of the building, nor attached to chimneys or other roof features where they will be visually obvious from the public domain.
- Services on secondary elevations should be located or screened appropriately to reduce their visual impact.
- Where penetrations through significant fabric cannot be avoided, they should be minimised in terms of both dimensions and number of openings and finished as neatly as possible.
- Penetrations should never be made through decorative elements such as friezes, cornices or vents.

6.7 Verandahs and Awnings

Most of Perth's verandahs were removed as part of the street upgrade policies of the 1950s and '60s. Restoring these lost elements can be of use in interpreting a heritage place and can provide highly functional space for the use of occupants or their customers. The design and construction of verandahs must take into account the modern standards for public safety and the current alignment of relevant roads and footpaths.

- Verandahs should only be reinstated where there is good evidence for their original existence.
- Restoration or reinstatement of traditional verandahs or awnings should be based on archival evidence.
- Heritage buildings constructed without an awning or verandah should not have a traditional awning or verandah constructed.
- A simple contemporary awning or canopy may be permitted on any building, provided it does not detract from the significance of the place. In particular, it should not introduce undue separation of the ground floor from the upper levels.

6.8 Basement Lights

Many heritage buildings were built with basements and some have panels of glass blocks in the pavement, light-wells or windows that provide light to these. If works to these features are proposed, it is imperative that the local government be consulted first, as the design and maintenance of footpath light wells are critical to pedestrian safety. It should be noted that the responsibility for maintenance and upkeep of basement lights rests with the property owner.

- Where basement lights or basement windows remain in heritage buildings, their retention is required, with restoration strongly encouraged.

7.0 DEVELOPMENT APPROVAL

These provisions are additional to the Applications Policy for CPS2.

7.1 Need for Approval

Development approval is required for most works to a heritage place or to a property within a Heritage Area. This includes works that affect only the interior of the building and those that do not materially affect the appearance of the exterior.

Note: 1. *Clause 61 exempts some development under the Deemed Provisions including internal works in accordance with Clause 61(1) (b).*

7.2 Accompanying Material

All applications for works to a heritage place or within a Heritage Area should demonstrate that the impact on the cultural heritage significance of the building and the locality has been addressed. It is strongly recommended that the input of a heritage professional is sought to ensure that the application is suitably informed, particularly for major works.

The extent of accompanying material will be determined by the scale and impact of the proposed works. Minor works will need to demonstrate that they will not have an adverse effect on the cultural heritage significance of the place, but will not generally require additional supporting material.

- For a development application concerning conservation works or works to adapt the external or internal fabric of a heritage building, “as existing” plans and elevations must be provided with the application.
- For a development application concerning a new infill building in a Heritage Area, streetscape drawings that illustrate the impact of the proposed development on the adjacent buildings and the street as a whole must be provided with the application.
- The local government may require an applicant to provide one or more of the following to assist in the determination of a development application:
 - A Heritage Assessment, to be prepared by a recognised heritage expert at the applicant’s expense
 - A Heritage Impact Statement, to be prepared by a recognised heritage expert at the applicant’s expense
 - Where a Heritage Plan is available, this, or relevant sections of the Plan, should be provided with the development application. Conservation Plans should be prepared by a recognised heritage expert to appropriate standards.

Note: 1. *best practice standards are currently set out in the HCWA publication ‘Conservation Plans: A Standard Brief for Consultants’ (Oct 2002).*

- If structural failure is cited as a justification for the demolition of a building or place (either whole or part), evidence must be provided from a registered structural engineer 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 the incurring of prohibitive costs.
- Despite any existing assessment on record, the local government may require a heritage assessment to be carried out prior to the approval of any development proposed in a Heritage Area or in respect of a place entered on the Heritage List.

7.3 Conditions of Approval

Conditions that may be imposed on a development approval for works to a heritage place or within a Heritage Area may include, in addition to standard conditions:

- the preparation of an archival record to the local government’s satisfaction;
- the preparation of an Interpretation Plan or interpretative material;
- the signing of a heritage agreement.

8.0 INTERPRETATIONS

Interpretations are generally contained within Schedule 4 of CPS2 and the Deemed Provisions. Where additional interpretations are given for this policy, they are derived from one or more of the following sources:

- The Australia ICOMOS Charter for the Conservation of Places of Cultural Significance, 1999 (the Burra Charter)
- The Heritage Manual for State Government (Department of Housing and Works / Heritage Council of Western Australia, 2006)

Adaptation	means the modification of a place to suit proposed compatible use or uses.
Archival Record	means a record of a place for archive purposes, set down in a prescribed form and made in a durable form on archive quality material.
Burra Charter	means the Australian ICOMOS Charter for the Conservation of Places of Cultural Significance.
Compatible use	means use of a heritage place that involves no change to the structurally significant fabric, changes that are substantially reversible, or changes that require a minimum impact on the significant zones or elements of a place.
Fabric	means all the physical material of the place including components, fixtures, contents, and objects.
Heritage Assessment	means an assessment of heritage values of a place to determine its cultural heritage significance based on documentary and physical evidence in relation to the place.

<p>Heritage Impact Statement</p>	<p>means a report that evaluates the likely impact of proposed development on the significance of a heritage place and its setting, or on the heritage area within which it is situated. The report may also outline measures by which any detrimental impact may be minimised. The Heritage Impact Statement should address:</p> <ul style="list-style-type: none"> • how the proposed works will affect the significance of the place; • what alternatives have been considered to ameliorate any adverse impacts; • whether the proposal will result in any heritage conservation benefits that may offset any adverse impacts.
<p>Interpretation Plan</p>	<p>means a document that explains and makes recommendations on ways of presenting the significance of a heritage place.</p>
<p>Structural Condition Assessment</p>	<p>means a report prepared by a qualified structural engineer that assesses the structural state of a building or element.</p>