

LOCAL PLANNING POLICY: ASSESSING CULTURAL HERITAGE SIGNIFICANCE



Legislation / local law requirements	<i>Heritage Act 2018</i> <i>Planning and Development Act 2005</i> This policy has been prepared under the provisions of Schedule 2, Part 2 and 3 of the <i>Planning and Development (Local Planning Schemes) Regulations 2015</i>
Relevant delegations	16.1.1 Determination of various applications for development approval under the City's Local Planning Scheme
Related policies, procedures and supporting documentation	Local Planning Policy: Development Guidelines for Heritage Places Local Planning Policy: Amending the Local Heritage Survey, Heritage List and Designating Heritage Areas

PART 1 - PRELIMINARY

INTRODUCTION

Under section 103(1) of the *Heritage Act 2018* (Act), the City of Vincent (City) is required to prepare a Local Heritage Survey (LHS) comprising places within its area that in the opinion of the City, are or may become of cultural heritage significance. In preparing and amending its LHS, the City must have regard to the Heritage Council of Western Australia (HCWA) Guidelines for the Assessment of Local Heritage Places published under section 105 of the Act.

Schedule 2 Part 3 of *Planning and Development (Local Planning Schemes) Regulations 2015* (Regulations) requires the City to establish and maintain a Heritage List and to designate heritage areas.

This Policy provides the framework for assessing a place for the purpose of determining its cultural heritage significance and ultimately its inclusion onto the City's LHS, Heritage List or as a heritage area.

To ensure decision-making and the process for assessing cultural heritage significance is accountable, comparable and consistent, this Policy includes criteria for assessing cultural heritage significance based on the principles outlined in the Australia ICOMOS Burra Charter, 2013 (Burra Charter).

PURPOSE

The purpose of Local Planning Policy: Assessing Cultural Heritage Significance (Policy) is to provide clear direction on the assessment and management of places having cultural heritage significance within the City.

LOCAL PLANNING POLICY: ASSESSING CULTURAL HERITAGE SIGNIFICANCE

OBJECTIVES

The objectives of this Policy are to:

1. identify, conserve and protect places of cultural heritage significance;
2. provide clear procedural guidelines for heritage assessments;
3. provide improved certainty to landowners and community members about the formal practice involved in heritage identification and protection; and
4. provide a framework for the classification and management of places with cultural heritage significance.

OPERATION

To assess and determine the cultural heritage significance of a place, a set of assessment is applied. The assessment criteria is based on the principles outlined in the Burra Charter and used to determine the level of significance and Management Category assigned to a place or area, or to determine the designation of a Heritage Area.

SCOPE

This Policy applies to individual places included or being considered for inclusion on the City's LHS and Heritage List and to areas designated or being considered for designation as a heritage area.

PART 2 - POLICY PROVISIONS

DEFINITIONS

All terms used in this Policy are defined in the Planning and Development Act 2005, the Regulations, State Planning Policy 7.3 Residential Design Codes and the City's Local Planning Scheme No. 2 (Scheme), unless stated otherwise below.

Burra Charter means the document providing guidance for the conservation and management of places of cultural heritage significance and sets standards of practice for those who provide advice, make decisions about, or undertake works to places of cultural heritage significance, including owners, managers and custodians. The charter is adopted by the Australian International Council on Monuments and Sites (ICOMOS).

contributory place means places and structures that make a positive contribution to the cultural heritage significance of the City of Vincent.

heritage area means a group of properties which are recognised to collectively form a streetscape, townscape or cultural environment with significant heritage characteristics, which may include architectural style, town planning or urban design excellence, landscape qualities, or strong historic associations.

LOCAL PLANNING POLICY: ASSESSING CULTURAL HERITAGE SIGNIFICANCE



heritage assessment is a systematic assessment that describes a place and its setting and states the cultural heritage significance of the place based on the criteria outlined in the Burra Charter, and in accordance with the HCWA Guidelines for the Assessment of Local Heritage Places 2022, Guidelines for Local Heritage Surveys 2022, Guidelines for Establishing a Heritage List 2021 and Guidelines for Heritage Areas 2023.

Heritage List means a list of places within the City of Vincent, considered by the City to be of identified cultural heritage significance and worthy of conservation pursuant to the Regulations.

Local Heritage Survey means a list of places with the City of Vincent, assessed by the City as having identified cultural heritage significance pursuant to the Act.

POLICY

1. Assessing Significance

1.1 Assessment Criteria

In assessing the cultural heritage significance of an individual place or heritage area the criteria of aesthetic, historic, scientific or social value will be applied. A place or area will be considered to be of cultural heritage significance to the City if it meets one or more of these criteria.

Part 3 - Policy Guidelines provide detail on how each criteria is to be applied to the assessment of places and areas.

1.2 Determining the level of significance

The level of significance of a place will be determined with reference to issues of Rarity, Representativeness, Condition, Integrity and Authenticity.

1.3 Thematic History

A Place or Heritage Area will be assessed in the context of the history and/or development of Vincent as identified in the Western Australian Thematic History and key themes of:

- Environment
- Demography.
- Economy.
- Infrastructure.
- Social Services
- Governing.
- Cultural Life.

LOCAL PLANNING POLICY: ASSESSING CULTURAL HERITAGE SIGNIFICANCE

1.4 Statement of Significance

A Statement of Significance is to be included within the heritage assessment. This is a statement made about the place as a whole with reference to the applicable assessment criteria.

One of the levels of significance listed in clause 1.5 is to be applied to the place identified within the assessment.

1.5 Categories of Significance

All places will be assigned a level of significance which determines the management category allocated to the place as detailed in **Table 1**:

Table 1: Heritage Significance and Inclusion in the LHS and Heritage List

Level of Significance	New Classification	Previous Classification	Description	Heritage list
Exceptional	Category 1	Category A	Essential to the heritage of the locality. Rare or outstanding example	All places to be included in the heritage list
Considerable	Category 2	Category A	Very important to the heritage of the locality	All places to be included in the heritage list
Some/moderate	Category 3	Category B	Contributes to the heritage of the locality	Places may be included in the heritage list
Little	Category 4	No category	Has elements or values worth noting for community interest but otherwise makes little contribution	Below the threshold for inclusion into the heritage list

- ~~Management Category 1 - Exceptional Significance.~~
- ~~Management Category 2 - Considerable Significance.~~
- ~~Management Category 3 - Some/moderate significance.~~
- ~~Management Category 4 - Little Significance~~

Management associated with each level of significance are identified in **Part 3 - Policy Guidelines**.

2.6 Heritage Areas

A level of significance will not be assigned to a heritage area as a whole, but each place within the heritage area will be graded according to the level of contribution it makes to the significance of the area.

Each identified heritage area will be considered for designation under Schedule 2, Part 3, Clause 9 of the Regulations. Development control of properties within a heritage area will be outlined in dedicated Heritage Area Guidelines, endorsed by Council.

Local Planning Policy Amending the Local Heritage Survey, Local Heritage List and Designating Heritage Areas provides further guidance on the nomination of a heritage area. **Local Planning Policy Heritage Area Guidelines** includes the City's existing heritage area guidelines.

LOCAL PLANNING POLICY: ASSESSING CULTURAL HERITAGE SIGNIFICANCE

PART 3 - POLICY GUIDELINES

1. Why Assess Cultural Heritage Significance?

The heritage of the City is unique, vibrant, complex and rich in history, stories, people and places.

Assessing places helps us define our history and maintain a record of places that are important from a historic and heritage perspective. These are the tangible reminders of our past and provide a window into who we are as a community, and where we have come from. Its important that future generations have a record and understanding of our unique history and heritage.

Assessing places for heritage significance allows us to include them on our Local Heritage Survey. Places may also be included on our Heritage List which will provide statutory control over how a place can be developed in the future.

2. What Makes a Place Significant?

Places within the City that are considered to have heritage significance are those that may :

- have historical significance;
- have been associated with an important individual or group of people;
- be architecturally or aesthetically significant;
- be a rare, fine or an intact example of its type;
- demonstrate an important creative achievement; and/or
- be highly valued by a community for social or spiritual reasons.

3. How are Places Assessed for Heritage Significance?

Places within the City are assessed for cultural heritage significance in accordance with the assessment criteria outlined in Clause 4 of this Policy, which are derived from the Burra Charter.

4. Assessment Criteria

The following values are to be applied in assessing the cultural significance of an contributory place or heritage area within the City. A place or area will be considered to be of cultural heritage significance if it meets one or more of these criteria:

4.1 Aesthetic Value

Criterion 1: It is significant in exhibiting particular aesthetic characteristics.

A place included under this criterion should have characteristics of scale, composition, materials, texture and colour that are considered to have value to the City. This may encompass:

- creative or design excellence;
- the contribution of a place to the quality of its setting;
- landmark quality; and/or
- a contribution to important vistas.

LOCAL PLANNING POLICY: ASSESSING CULTURAL HERITAGE SIGNIFICANCE

4.2 Historic Value

Criterion 2: It is significant in the evolution or pattern of the history of the local district.

A place or area included under this criterion should:

- be closely associated with events, developments or cultural phases that have played an important part in the City's history;
- have a special association with a person, group of people or organisation important in shaping the City (either as the product or workplace of a person or group, or the site of a particular event connected with them); and/or
- be an example of technical or creative achievement from a particular period.

4.3 Social Value

Criterion 3: It is significant through association with a community or cultural group in the local district for social, cultural, educational or spiritual reasons.

A place included under this criterion should:

- be a place that the community, or a significant part of the community has held in regard for an extended period of time; or
- be a public place, or places distinctive in the local landscape, which makes a contribution to the local 'sense of place' and local identity.

4.4 Scientific Value

Criterion 4A: It has demonstrable potential to yield information that will contribute to an understanding of the natural and cultural history of the local district.

A place included under this criterion should:

- be a standing structure or archaeological deposit;
- be an important benchmark or reference site; or
- should provide or demonstrate a likelihood of providing evidence about past activity; or
- the information should be inherent in the fabric of the place.

Criterion 4B: It is significant in demonstrating a high degree of technical innovation or achievement.

A place included under this criterion should:

- show qualities of innovation or represent a new achievement for its time;
- demonstrate breakthroughs in design or places that extend the limits of technology; and/or
- show a high standard of design skill and originality, or innovative use of materials, in response to particular climatic or landform conditions, or a specific functional requirement, or to meet the challenge of a particular site

LOCAL PLANNING POLICY: ASSESSING CULTURAL HERITAGE SIGNIFICANCE



4.5 Spritual Value

Criterion 5: It embodies or evokes intangible values and meanings which give it importance in the spiritual identity, or the traditional knowledge, art, and practices of a cultural group.

A place included under this criterion should:

- contribute to the spiritual identity or belief system of a cultural group;
- be a repository of knowledge, traditional art or lore related to spiritual practice of a cultural group;
- maintain the spiritual health and wellbeing of a culture or group; and
- find expression in cultural practices or human-made structures, or inspire creative works.

5. Level of Significance

The level of significance of a place will be determined with reference to issues of Rarity, Representativeness, Condition, Integrity and Authenticity.

One of the levels of significance listed is to be applied to the place identified within the assessment.

5.1 Rarity

Criterion 5: It demonstrates rare, uncommon or endangered aspects of the cultural heritage of the local district.

A place or area under this criterion should:

- provide evidence of a defunct custom, way of life or process;
- demonstrate a custom, way of life or process that is in danger of being lost; or
- demonstrate a building function, design or technique of exceptional interest.

5.2 Representativeness

Criterion 6: It is significant in demonstrating the characteristics of a class of cultural places or environments in the local district.

A place or area under this criterion should:

- provide a good example of its type;
- be representative of a common building or construction type, a particular period or way of life, the work of a particular builder or architect, or an architectural style; or
- have a high level of authenticity.

LOCAL PLANNING POLICY: ASSESSING CULTURAL HERITAGE SIGNIFICANCE



5.3 Integrity, Authenticity and Condition

Authenticity and Integrity are aspects about the physical evidence of a place that can help understand its cultural significance. They are useful factors to take into consideration in relation to managing change to heritage places and assessing impacts to heritage values. These terms are not, however, defined in the Act, nor are they used within the Burra Charter.

The HCWA defines these terms as follows:

- **Integrity** - explains the extent to which the fabric is in its original state.
- **Authenticity** - explains the extent to which the original intention is evident, and the compatibility of current use.

Use levels of high, moderate, and low to describe the degree of integrity/authenticity and explain why.

- **Condition** is another consideration that helps to determine if a place is a good, fine, or excellent example of its type.

6. Thematic History

A thematic history provides a broad historical context for understanding the patterns and forces that shaped an area over time. It identifies locally distinctive themes to structure the history. A theme can unite a variety of actions, events, functions, people and dates, and it helps to prevent any concentration on a particular type of item, period or event of history.

The thematic history is not intended to be a detailed account of all aspects of the history of an area, nor to replace histories designed to serve other purposes. Rather, it is to prepare a broad overview of the evolution of the City to identify turning points in its history, the main periods of its development, and key stories, themes and influential factors that have all shaped the City's distinctive character.

A place or heritage area will be assessed in the context of the history and/or development of the City as identified in the Western Australian Thematic History and key themes of:

- Environment
- Demography.
- Economy.
- Infrastructure.
- Social Services
- Governing.
- Cultural Life.

LOCAL PLANNING POLICY: ASSESSING CULTURAL HERITAGE SIGNIFICANCE



7. Statement of Significance

A statement of significance is to be included within the heritage assessment. This is a statement made about the place as a whole with reference to the applicable assessment criteria.

8. Management Categories

All places will be assigned a level of significance which determines the management category allocated to the place. At the City, the Local Heritage Survey (LHS) and Heritage List comprises of places that have been identified in the following categories:

8.1 Management Category 1: Exceptional Significance

Significance determined by how the assessment of the place demonstrates the following:

- essential to the heritage of the City;
- an exceptional level of state and/or local cultural heritage significance under one of the categories of aesthetic, historic, social or scientific significance;
- high degree of authenticity, for example it retains its original use and/or its architectural integrity is highly intact; and
- rare or outstanding example of its type, e.g.. An outstanding landmark; or exemplar of the federation queen anne style; or a building formally used as a drill hall with close associations to the armed services; or a park containing remnant natural flora and fauna valued for its research and reference purposes

8.1.1 Outcomes:

- conservation essential unless there is no feasible alternative;
- development is assessed in accordance with **Local Planning Policy: Development Guidelines of Heritage Places**;
- minor works or like for like restoration are exempt in accordance with the above local planning policy; and
- development applications must be accompanied by a heritage impact statement.

8.1.2 Future Actions:

- priority given to category 1 places when considering the heritage assistance fund;
- a conservation plan may be required, particularly if the place is also included on the State Register; and
- records should be kept of any major changes over time via updates to the LHS.

LOCAL PLANNING POLICY: ASSESSING CULTURAL HERITAGE SIGNIFICANCE

8.2 Management Category 2: Considerable Significance

Significance determined by how the assessment of the place demonstrates the following:

- very important to the heritage of the City;
- a high level of aesthetic, historic, scientific and/or social value for the local community;
- a key representative example of its type; and
- these places will typically have a high degree of authenticity, but may still be very important to the heritage of Vincent even if some alterations have been undertaken, provided these do not obscure an understanding of the cultural heritage values of the place.

8.2.1 Outcomes:

- conservation highly desirable unless no feasible alternative is available;
- development assessed in accordance with **Local Planning Policy: Development Guidelines of Heritage Places**;
- minor works or like for like restoration may be exempt in accordance with the above local planning policy.

8.2.2 Future Actions:

- a heritage impact statement is required for significance works; and
- conservation work is eligible for heritage assistance fund.

Example Category 2 places include the Lincoln Street flats, the Oxford Hotel, Menzies Park and various privately owned residential dwellings.

8.3 Management Category 3: Some/Moderate Significance

Significance determined by how assessment of the place demonstrates the following:

- contributes to the heritage of the City e.g. It is a good example of a federation bungalow;
- helps to illustrate an important aspect of the history of the City, but:
 - does not have important associations with prominent people, events and/or activities;
 - does not have landmark or other aesthetic values that make a particularly significant contribution to the district's sense of place; and
 - is not a key representative or rare example of its type.

LOCAL PLANNING POLICY: ASSESSING CULTURAL HERITAGE SIGNIFICANCE



8.3.1 Outcomes:

- conservation recommended;
- place is recommended for inclusion on the LHS;
- unless already listed, the place will only be referred to Council for consideration for inclusion in the Heritage List in consultation with the property owner; and
- development assessed in accordance with **Local Planning Policy: Development Guidelines of Heritage Places**.

8.3.2 Future Actions:

- place is recommended for inclusion on the LHS;
- places **not** eligible for the heritage assistance fund **if included on the heritage list**; and
- prepare an archival record and/or interpret the site in accordance with **Local Planning Policy: Interpretation of Heritage Places** prior to any major development or demolition.

8.4 Management Category 4: Little Significance

Significance determined by how assessment of the place demonstrates the following:

- has elements or values worth noting for community interest but otherwise makes little contribution.

8.4.1 Outcomes:

- place is recommended for inclusion on the LHS; and
- unless a written request is received from the property owner, it is not recommended for inclusion on the heritage list (unless otherwise already listed).

8.4.1 Future Actions:

- place is not eligible for the heritage assistance fund; and
- if the place is on the heritage list, prepare an archival record and/or interpret the site in accordance with **Local Planning Policy: Interpretation of Heritage Places** prior to any major development or demolition.

LOCAL PLANNING POLICY: ASSESSING CULTURAL HERITAGE SIGNIFICANCE



APPENDIX 1: HERITAGE MANAGEMENT CATEGORIES

The following table details the levels of significance and classification categories for heritage properties

LEVEL OF SIGNIFICANCE TO THE LOCAL AREA	PREVIOUS CLASSIFICATION	NEW CLASSIFICATION	DESCRIPTION
Exceptional	Category A - Conservation Essential	Category 1	Essential to the heritage of the locality. Rare or outstanding example
Considerable	Category A - Conservation Essential	Category 2	Very important to the heritage of the locality
Some/moderate	Category B - Conservation Recommended	Category 3	Contributes to the heritage of the locality
Little	No Category	Category 4	Has elements or values worth noting for community interest but otherwise makes little contribution

OFFICE USE ONLY	
Responsible Officer	Executive Manager Urban Design and Strategic Projects
Initial Council Adoption	17/07/2006
Previous Title	Local Planning Policy 7.6.2 Heritage Management - Assessment
Reviewed / Amended	10/07/2012; 18/06/2024
Next Review Date	06/2028