

LPP 2.7 ASSESSMENT OF CULTURAL HERITAGE SIGNIFICANCE

1.0 Introduction, background and purpose

The purpose and intent of this Local Planning Policy (Policy) is to ensure that all heritage assessments conducted within the Shire of Collie are undertaken in accordance with the procedures outlined within this Policy in order that assessments are accountable, comparable and consistent.

2.0 Application

This Policy applies to any place being considered for inclusion, or retention, on the Shire of Collie Local Heritage Survey, Heritage List, or any other place considered to have cultural heritage significance.

3.0 Policy Objectives

Achievement of the following objectives is sought for all developments and land uses in designated Heritage Areas and Heritage Places throughout the Scheme Area -

- 3.1 To facilitate the conservation of places of heritage value within the Shire of Collie.
- 3.2 To provide clear procedural guidelines for heritage assessments conducted within the Shire of Collie.
- 3.3 To ensure as far as possible that development occurs with due regard to heritage values.
- 3.4 To provide certainty to landowners and the community regarding the procedures involved in heritage identification and protection in the Shire of Collie.

4.0 Heritage Assessment Criteria¹

The heritage value of a place will be assessed according to criteria relating to aesthetic, historic, research, and social values. A place will be considered to have cultural heritage significance to the Shire of Collie if it meets one or more of these criteria. The level of significance of a place will be determined according to criteria relating to rarity, representativeness, condition, integrity and authenticity.

4.1 Aesthetic Value

<i>Criterion 1: It is significant in exhibiting particular aesthetic characteristics</i>
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Guidelines for Inclusion

A place or area included under this criterion will have characteristics of scale, composition, materials, texture and colour that are considered to have value for the Local Government area. This may encompass:

- creative or design excellence;

¹ The criteria are consistent with those published by the State Heritage Office document Criteria for the Assessment of Local Heritage Places and Areas: A practical guide to indentifying, grading and documenting places and areas in local government inventories (State Heritage Office, March 2012)

- the contribution of a place to the quality of its setting;
- landmark quality; or
- a contribution to important vistas.

A place will not necessarily need to conform to prevailing 'good taste', or be designed by architects, to display aesthetic qualities. Vernacular buildings that sit well within their cultural landscape due to the use of local materials, form, scale or massing, may also have aesthetic value.

For a place to be considered a local landmark it will need to be visually prominent and a reference point for the local district.

In the case of a heritage area, the individual components will collectively form a streetscape, townscape or cultural environment with significant aesthetic characteristics.

Guidelines for Exclusion

A place or area is not normally included under this criterion if:

- its distinguishing features have been lost, degraded or compromised;
- landmark or scenic qualities have been irreversibly degraded by surrounding or infill development; or
- it has only a loose association with creative or artistic excellence or achievement.

4.2 Historic Value

Criterion 2: It is significant in the evolution or pattern of the history of the Local District

Guidelines for Inclusion

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 locality's history;
- have a special association with a person, group of people or organisation important in shaping the locality (either as the product or workplace of a person or group, or the site of a particular event connected with them); or
- be an example of technical or creative achievement from a particular period.

Contributions can be made in all walks of life including commerce, community work and local government. Most people are associated with more than one place during their lifetime and it must be demonstrated why one place is more significant than others.

The associations should be strong and verified by evidence and, ideally, demonstrated in the fabric of the place.

Guideline for Exclusion

A place or area will generally be excluded if:

- it has brief, incidental or distant association with historically important activities, processes, people or events;
- it is associated with events of interest only to a small number of people;

- it retains no physical trace of the event or activity.

A place reputed to be the scene of an event, but for which there is no evidence to support the claim, is not normally considered under this criterion.

4.3 Research Value

Criterion 3a: It has demonstrable potential to yield information that will contribute to an understanding of the natural or cultural history of the Local District

Guidelines for Inclusion

A place included under this criterion may be a standing structure or archaeological deposit and will generally be an important benchmark or reference site.

A place of research value should provide, or demonstrate a likelihood of providing evidence about past activity. This may include important information about construction technology, land use or industrial processes not available anywhere else.

The information should be inherent in the fabric of the place.

Guidelines for Exclusion

A place will not normally be included under this criterion if:

- there is little evidence to suggest the presence of archaeological deposits;
- the place is not able to provide useful information through the fabric;
- it is likely to yield similar information to other places;
- it is likely to yield information that could easily be obtained from documentary sources.

Criterion 3b: It is significant in demonstrating a high degree of technical innovation or achievement

Guidelines for Inclusion

A place included under this criterion should:

- show qualities of innovation or represent new achievement for its time;
- demonstrate breakthroughs in design or places that extend the limits of technology; 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 challenges of a particular site.

Many of the places included under this criterion are industrial sites, though examples of engineering (such as bridge construction and road design) might also meet this criterion.

Guidelines for Exclusion

A place would not normally be considered under this criterion if its authenticity were so diminished that while the achievement was documented, it was no longer apparent in the place.

4.4 Social Value

Criterion 4: It is significant through association with a community or cultural group in the Local District for social, cultural, educational or spiritual reasons

Guidelines for Inclusion

Most communities will have a special attachment to particular places. A place would be considered for inclusion under this criterion if it were one that the community, or a significant part of the community, has held in high regard for an extended period.

Places of social value tend to be public places, or places distinctive in the local landscape, and generally make a positive contribution to the local 'sense of place' and local identity.

They may be symbolic or landmark places, and may include places of worship, community halls, schools, cemeteries, public offices, or privately owned places such as hotels, cinemas, cafés or sporting venues.

Places need not be valued by the entire community to be significant. Ethnic background, religious belief or profession may define a significant group within the community.

Guidelines for Exclusion

A place will not normally be considered if its association is commonplace; of recent origin; is recognized by only a small number of people; or if the associations are not held very strongly or cannot be demonstrated satisfactorily to others.

Of all the criteria, social value is the hardest to identify and substantiate. Care should be taken not to confuse cultural heritage significance with amenity or utility. There must be evidence that the building/place is valued over and above the activities that occur there.

4.5 Rarity

Criterion 5: It demonstrates rare, uncommon or endangered aspects of the cultural heritage of the Local District

Guidelines for Inclusion

This criterion encompasses places that either are rare from the time of their construction, or subsequently become rare due to the loss of similar places or areas.

A place or area of rarity value 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.

Guidelines for Exclusion

A place or area will not normally be considered under this criterion if:

- it is not rare in the locality;
- it appears rare only because research has not been undertaken to determine otherwise;

- its distinguishing features have been degraded or compromised.

4.6 Representativeness

Criterion 6: It is significant in demonstrating the characteristics of a class of cultural places or environments in the Local District

Guidelines for Inclusion

A place included under this criterion should provide a good example of its type.

A place may 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.

To be considered a good representative example, the place should have a high degree of authenticity.

Guidelines for Exclusion

Places will be excluded if their characteristics do not clearly typify their class, or if the representative qualities have been degraded or lost.

4.7 Condition, Integrity and Authenticity

While Condition and Integrity are considerations in assessing the significance of a place, it is possible for a place of poor condition or poor integrity to be identified as significant on the basis of a value to which Condition and Integrity are relatively unimportant (eg a ruin with high historic value).

Places identified in an inventory will usually have a medium to high degree of Authenticity.

However it is possible to include places of low Authenticity if they exhibit evolution of use and change that is harmonious with the original design and materials.

The three terms are defined as follows:

Condition: the current state of the place in relation to the values for which that place has been assessed, and is generally graded on the scale of good, fair or poor.

Integrity: the extent to which a building retains its original function, generally graded on a scale of high, medium or low.

Authenticity: the extent to which the fabric is in its original state, generally graded on a scale of high, medium or low.

4.8 Heritage Areas

A Heritage Area will be of significance for the local district if:

- (a) it meets one or more of the criteria above under the headings of Aesthetic, Historic, Research or Social significance; and
- (b) it demonstrates a unified or cohesive physical form in the public realm with an identifiable aesthetic, historic or social theme associated with a particular period or periods of development.

This extra test (clause (b)) sets Heritage Areas apart from heritage places.

Heritage Areas typically exist on a much larger scale than individual places, contain a large number of built elements and property holdings, and their designation potentially has more far-reaching planning implications than the listing of a single place. Areas require a commensurate level of care in their assessment and documentation.

Guidelines for Inclusion

A Heritage Area should always be established on the basis of a clear statement of significance, and a clear identification of the significant physical fabric in the area.

The individual components of an area will 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.

In some cases, the development of a heritage area may span an extended period and some of the characteristics of the area may be composite or varied. In such cases it may also be worthwhile to analyse the different phases of growth as part of the assessment, while also demonstrating the 'unifying thread' that holds the area together as a meaningful whole.

Guidelines for Exclusion

Heritage significance needs to be clearly distinguished from the broader concept of urban character, given that all areas or localities demonstrate some form of urban character.

Heritage values can be conserved, diminished, destroyed or restored, but (unlike other amenity values) cannot be improved or replicated.

An entire local government area can be divided into 'urban character areas' or planning precincts. However, Heritage Areas are select areas with special qualities and will generally be quite rare.

5.0 Statement of Significance

A "Statement of Significance" shall be prepared providing a concise description of the place's significance with reference to the assessment criteria.

As detailed in Table 1 of this Local Planning Policy, a level of significance, with its associated management category, will be applied to each place identified as having cultural heritage significance.

Table 1: Levels of Cultural Heritage Significance and Management.

LEVEL OF SIGNIFICANCE	DESCRIPTION	DESIRED OUTCOME
Exceptional Significance	Essential to the heritage of the locality. Rare or outstanding example.	The place should be retained and conserved. Any alterations or extensions should reinforce the significance of the place, and be in accordance with a Conservation Plan (if one exists for the place).
Considerable Significance	Very important to the heritage of the locality. High degree of integrity/authenticity.	Conservation of the place is highly desirable. Any alterations or extensions should reinforce the significance

		of the place.
Some/moderate significance	Contributes to the heritage of the locality. Has some altered or modified elements, not necessarily detracting from the overall significance of the item.	Conservation of the place is desirable. Any alterations or extensions should reinforce the significance of the place, and original fabric should be retained wherever feasible.
Little significance	Does not fulfill the criteria for entry in the local Heritage List.	Photographically record prior to major development or demolition. Recognise and interpret the site if possible.

Note: Categories of the Level of Significance

For the purposes of this Local Planning Policy, the following categories of the level of significance apply -

Category 1 (Exceptional Significance) places will be those that are included, or are recommended for inclusion, on the State Register of Heritage Places.

Categories 1, 2 and 3 (Exceptional, Considerable and Some/Moderate Significance) places will be proposed for inclusion on Council's Heritage List as provided for by Part 7 of the Shire of Collie Town Planning Scheme No 7 and subject to Local Planning Policies and associated Design Guidelines. The Local Government will have regard to Part 7.1.3 of the Scheme for any proposal to include a place on the Heritage List.

Category 4 (Little Significance) places are recognised as having some value but are not considered to be significant enough to warrant protection under the Scheme

6.0 Preparation of Heritage List

- 6.1 The procedures for adding places to the Heritage List are in accordance with Planning and Development (Local Planning Schemes) Regulations 2015, Schedule 2 (Deemed Provisions) clause 8.
- 6.2 The Heritage List will include all those places identified as having “exceptional”, “considerable” and “some/moderate” significance and any places entered in the State Register of Heritage Places.
- 6.3 The Local Government may consider amending the Heritage List over time according to the following circumstances:

Circumstance	Outcome
A place is found to be significant in a new or reviewed local heritage survey.	The Local Government will consider inclusion of a place in the Heritage List if the findings of a new or revised local government inventory support its inclusion.
A place is nominated for inclusion in the Heritage List by the owner or a member of the public.	The Local Government will consider inclusion of a place in the Heritage List if assessment documentation to the required standard is provided by the nominator. If not, consideration will be deferred until a review of the Heritage List is scheduled.
A heritage assessment is prepared in conjunction with a development proposal.	The Local Government may consider inclusion of a place in the Heritage List if a heritage assessment is prepared - . as part of a Heritage Impact Statement submitted by an applicant; or . by the Shire at its own expense.
A place is demolished, or substantially damaged or destroyed.	The Local Government will consider changing the management category or removing a place from the Heritage List if it is demolished or is damaged or destroyed, to the extent that its significance is lost.

The Local Government will retain a record of all places destroyed, demolished and/or removed from the Heritage List, to monitor the rate of loss over time.

7.0 Definitions

Authenticity the extent to which the fabric is in its original state, generally graded on a scale of high, medium or low.

Condition the current state of the place in relation to the values for which that place has been assessed, and is generally graded on the scale of good, fair or poor.

Cultural Heritage Evidence of the past: places, buildings, structures and sites. It can also refer to objects and artefacts, documentary records, works of art, and furniture, although these are more commonly referred to as moveable (cultural) heritage or material cultural heritage. Cultural heritage can also include folklore, ideas and memories, skills and practices, known as intangible heritage.

Cultural Heritage Significance

The value of a place in terms of its aesthetic, historic, research and social significance for the present community and future

generations. Rarity, representativeness, condition, integrity and authenticity determine the place's degree of significance. Also referred to as cultural heritage significance, cultural significance or heritage significance.

Fabric	All the physical material of a place.
Heritage Area	An area which has a distinctive character of heritage significance and which is desirable to conserve.
Heritage List	identifies those places within the local government area which are of cultural heritage significance and worthy of conservation under the provisions of the scheme, together with a description of each place and the reasons for its entry.
Integrity	the extent to which a building retains its original function, generally graded on a scale of high, medium or low.
Level of Significance	How important the place is to the heritage of the Shire of Collie. For the purpose of the Municipal Heritage Inventory, each place will be graded as being exceptional, considerable, moderate or little significance with reference to its rarity, representativeness, integrity and authenticity.
Local Heritage Survey	A list of heritage places and structures which, in the opinion of the local government, are, or may become, of cultural heritage significance. Each Local Government is required under section 45 of the <u>Heritage of Western Australia Act 1990</u> to compile a Municipal Inventory.
Place	A surveyed area of land, foreshore, estuary or watercourse. A place may be a site, area, group of works or landscape, together with its associated structures, contents and surrounds.
Register of Heritage Places	A statutory list of places which are of significance to Western Australia; maintained by the Heritage Council of Western Australia. Places of cultural heritage significance may be entered in the Register of the advice of the Heritage Council or at the direction of the Minister for Heritage.

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