

LUP 18 – Assessment of Cultural Heritage Significance Policy

1 Objectives

The objectives of this Policy are:

- To provide a clear framework for the accountable, consistent and comparable assessment of cultural heritage significance for individual places and heritage areas within the Shire of Bridgetown-Greenbushes.
- To provide improved certainty to landowners and community members about the formal practice involved in heritage identification and management within the Shire of Bridgetown-Greenbushes.

2 Policy

2.1 Introduction

The Shire of Bridgetown-Greenbushes contains a significant collection of places with cultural heritage significance, with many places identified in the Shire of Bridgetown-Greenbushes Municipal Inventory prepared in 1995 and reviewed in 2001 (to be referred to as the Municipal Heritage Inventory).

Inclusion on the Shire's Municipal Heritage Inventory (MHI) provides important recognition, and a simple documentary record, of places of cultural heritage significance for the local community. No protection is afforded to places listed in this type of inventory unless they are also included in a statutory Local Heritage List or within a Heritage Area (or Precinct) under the operative local planning scheme.

This policy has been prepared to guide the Shire (and landowners) in assessing the cultural heritage significance of places within the Shire of Bridgetown-Greenbushes. This policy has been drafted [and adopted] in conjunction with the current review of the MHI, using the guidelines set out by the Heritage Council of WA publication "Criteria for the assessment of Local Places and Areas". This includes consideration of the level of significance that warrants inclusion on the Shire's Local Heritage List or formal adoption of a Heritage Area.

2.2 Statutory Background

Section 45(1) of the Heritage of Western Australia Act 1990 requires that a local government compile and maintain an inventory of places within its district that, in its opinion, have or may have cultural heritage significance. Section 45(2) requires that the MHI is updated annually and reviewed every four years after completion.

This Policy is made pursuant to Clause 6.7.2 of Town Planning Scheme No.3 (TPS3) and Clause 7.6.2 of Town Planning Scheme No.4 (TPS4), to be read in conjunction specifically with Part VII and Schedule 4 of TPS3, which supports the identification, conservation and protection of selected heritage places through inclusion on the Local Heritage List.

Under TPS3 applicable to the Bridgetown townsite only, Schedule 4 – Places of Natural Beauty, Historic Buildings and Objects of Historic or Scientific Interest forms the statutory Local Heritage List. Progression of the Local Planning Strategy and Local Planning Scheme No. 5 will link back to the MHI

with all places assessed as being of Exceptional or High Significance (see Section 2.7) to then form the Local Heritage List.

The development controls and management of places of cultural heritage significance, with respect to the assigned management categories (see Section 2.7, Table 1), are to be detailed in a new Heritage Management Policy and Development Guidelines (yet to be drafted). In the interim, assessment should have regard to State Planning Policy 3.5 Historic Heritage Conservation and any other relevant statutory or policy provisions.

The Planning and Development (Local Planning Scheme) Regulations 2015 also provide statutory power under local planning schemes to identify and designate Heritage Areas. The Bridgetown Special Design Heritage Precinct has already been recognised under TPS3, and is managed in accordance with the Bridgetown Special Design Heritage Precinct – Statement of Planning Policy and Development Guidelines.

2.3 Statement

All assessments of the cultural heritage significance of individual places or heritage areas within the Shire of Bridgetown-Greenbushes are to be carried out in accordance with this Policy so that assessments are accountable, comparable and consistent.

The Policy criteria in Section 2.4 have been drawn directly from the ‘Criteria for the assessment of Local Places and Areas’ published by the Heritage Council of Western Australia, and relate specifically to Heritage Values and Degree of Significance.

An individual place, group of places or area may be considered to be significant to the locality and worthy of inclusion into the Shire of Bridgetown-Greenbushes Municipal Heritage Inventory if it meets one or more of the criterion under the Aesthetic, Historic, Research or Social Values, as outlined in Section 2.4.1 below.

This Policy is to be read in conjunction with the Shire’s Procedures for Adopting New Sites/Properties for Inclusion in the Municipal Inventory Policy O.5 (which also needs to be reviewed to reflect the contents of this policy).

2.4 Assessment Criteria

2.4.1 Heritage Values

To be included in the Municipal Heritage inventory a place must demonstrate one or more of the following Heritage Values.

2.4.1.1 Aesthetic Value

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

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 district and this may encompass:

- creative or design excellence;
- 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. For example, simple farm buildings that sit well within their cultural landscape due to the use of local materials, form, scale or massing, may also have aesthetic value.

2.4.1.2 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 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.

2.4.1.3 Research Value

A place or area of research value should provide, or demonstrate a likelihood of providing important evidence about past activity or qualities of innovation/new achievement for its time. The place may include important information about construction technology, land use, a way of life or industrial process.

Criterion 3A: It has demonstrable potential to yield information that will contribute to an understanding of the natural or cultural history of the district.

A place or area included under this criterion should:

- be a standing structure or archaeological deposit;
- be an important benchmark or reference site; 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, inherent in the fabric of the place.

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

A place or area 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; 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 challenge of a particular site.

Places included under this criterion will likely be industrial sites, though examples of engineering (ie. bridge construction, road design, etc) may also meet this criterion.

2.4.1.4 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.

A place or area included under this criterion should or tend:

- to be one in which the community, or a significant part of the community, has held in high regard for an extended period; or
- to be a public place, or a place 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 such as places of worship, community halls, schools, cemeteries, public offices, or privately owned places such as hotels, cinemas, cafes or sporting

venues. Significant places may only need to be valued by a certain group within the community, defined for example by ethnic background, religious belief or profession.

2.4.2 Degree of Significance

In addition to the above values, a place or area may also be important because it is a rare or representative example of its type. The following criteria are to be applied when assessing the 'Degree of Significance' of a place or area.

2.4.2.1 Rarity

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

A place or area included 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.

2.4.2.2 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 included 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 architect style; or
- have a high level of authenticity (also see below).

2.4.2.3 Condition, Integrity and Authenticity

Assessment of a place or area should also address the three following criteria:

Criterion 7A - Condition: The current state of the place or area in relation to the values for which that place has been assessed, generally graded on the scale of Good, Fair or Poor.

Criterion 7B - Integrity: The extent to which a place or area retains its original function, generally graded on a scale of High, Medium, or Low.

Criterion 7C - Authenticity: The extent to which the fabric is in its original state, generally graded on a scale of High, Medium or Low.

2.5 Thematic Framework

The 'Thematic Framework', as outlined in the MHI and prepared in accordance with the State Heritage Office Guidelines, provides an overview of the history of the Shire across time periods pertinent to the development of the municipality. Heritage assessments should specifically address the following themes where applicable:

- Demographic Settlement and Mobility
- Transport and Communications
- Occupations
- Social and Civic Activities
- Outside Influences
- People
- Other

- Any sub-themes as listed in the MHI addendum

2.6 Statement of Significance

An overarching Statement of Significance will be included within the Heritage Assessment for individual places or heritage areas. This is a statement about the place as a whole, with reference to the 'Heritage Values' and 'Degree of Significance' outlined above. This information is then used to inform the 'Level of Significance' applied to each place pursuant to Tables 1 or 2 below (as relevant).

2.7 Heritage Places

The overall 'Level of Significance' of a 'Place' (which can include an associated group of buildings or structures within a landscape setting) in the MHI, as determined by a heritage assessment of the place pursuant to Sections 2.4, 2.5 and 2.6 above, is to be categorised as Exceptional, High, Medium or Low. Table 1 below describes each particular level, assigns a related Management Category and provides the Desired Outcomes for a 'Place' within that category.

Places in both the 'Exceptional Significance' and 'High Significance' categories will include those already in TPS3 Schedule 4 or considered worthy of protection under a Local Heritage List. Places in the 'Exceptional Significance' category are further considered to be essential to the heritage of the locality and are rare and/or outstanding examples, which may also be considered for assessment for entry in the State Register of Heritage Places (RPH).

The MHI is a working document and can be reviewed with addition, deletion or changing of a place listing (based on application of the Assessment Criteria above), and updated with Council approval at any time. Such amendments may therefore change the Local Heritage List under TPS3 or TPS4 as applicable.

Table 1: Levels of Heritage Significance for Individual Heritage Places

Level of Significance	Description	Management Category and Desired Outcome
Exceptional Significance	Very high contribution to the heritage of the locality. High level of aesthetic, historic, research and/or social value. A rare or outstanding example of its type, typically with a high degree of authenticity.	Management Category A – Conservation of the place is essential. If not already, to be included on the Local Heritage List and recommended for assessment for entry into the RHP. Development proposals to be assessed pursuant to SPP 3.5 Historic Heritage Conservation; a Conservation Management Plan (if one exists); and to reinforce the significance of the place. Places entered on the RHP are protected under the <i>Heritage of Western Australia Act 1990</i> . Development applications will require referral to the State Heritage Office, unless exempt.
High Significance	Important contribution to the heritage of the locality. High level of aesthetic, historic, research and/or social value. A rare or key representative example of its type, typically with	Management Category B – Conservation of the place is highly desirable. If not already, to be included on the Local Heritage List. Development proposals to be assessed pursuant to State Planning Policy 3.5 Historic Heritage Conservation; a Conservation Management Plan (if one exists); and to reinforce the significance of the place. Record prior to redevelopment, recognise and interpret if possible.

	a moderate to high degree of authenticity.	
Medium Significance	Moderate contribution to the heritage of the locality. The built fabric helps to illustrate an important aspect of the area's history, but it is not a rare or key representative example of its type	Management Category C - Conservation of the place is desirable but not essential. Development proposals should reinforce the significance of the place, and original fabric should be retained wherever feasible. Record important elements prior to redevelopment or demolition, recognise and interpret if possible.
Low Significance	Makes some contribution to the heritage of the locality, however (for example): <ul style="list-style-type: none"> - Has undergone major alterations over time, which has diminished its authenticity/integrity - Is an historic site with little or no apparent physical evidence of its former use. 	Management Category D – Conservation of the place is not essential. Record any elements prior to redevelopment or demolition, recognise and interpret if possible. Archaeological investigation of historic sites may be prudent (if possible) if the place is believed to have important potential research value for the community.

2.8 Heritage Areas

A group of properties can be considered suitable to be a designated Heritage Area, Heritage Precinct or Character Area, particularly when the individual components of the area collectively form a notable streetscape, townscape or cultural environment with significant heritage characteristics.

These elements may include architectural style, urban design excellence, landscape qualities or strong historic associations and these special qualities will generally be quite rare within a locality.

A Heritage Area will be of significance to the locality when:

- (a) it meets one or more of the Heritage Value criteria under Section 2.4.1 above being Aesthetic, Historic, Research or Social Values; and/or
- (b) it demonstrates a unified or cohesive physical form with an identified aesthetic, historic or social theme associated with a particular period or periods of development.

A level of significance will not be assigned to heritage areas as a whole, however each place within the heritage area will be graded according to the level of contribution it makes to the significance of the area, as set out in the Table 2 below.

Table 2: Levels of Contribution for Individual Places within a Heritage Area

Level of Contribution	Description	Desired Outcome
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Considerable contribution	Very important to the significance of the Heritage Area.	<p>Conservation of the place is highly desirable or even essential. Recommended for entry in the Local Heritage List.</p> <p>Any external alterations or extensions should be designed and sited in a manner that respects and complements the significance of both the place and the area. All such works should be in accordance with the Development Guidelines (if in place). Significant internal detailing should be conserved in areas accessible to the public.</p> <p>Places entered on the RHP are protected under the Heritage of Western Australia Act 1990. Development applications will require referral to the State Heritage Office, unless exempt.</p>
Some Contribution	Important to the significance of the Heritage Area.	<p>Conservation of the place is desirable. Recommended for inclusion in the Municipal Heritage Inventory.</p> <p>External alterations or extensions should be designed and sited in a manner that respects and complements the significance of both the place and the area. All such works should be in accordance with the Development Guidelines (if in place).</p> <p>Conservation of significant internal detailing is encouraged in areas accessible to the public.</p>
Little/No Contribution	Little or no importance to the significance of the Heritage Area.	<p>Existing fabric does not need to be retained. Any new (replacement) development on the site, or any external alterations or extensions to the existing building, should be designed and sited in a manner that respects and complements the significance of the area. All such works should be in accordance with the Development Guidelines (if in place).</p>

3 Applicable Legislation and Documents

Act	<p>Part 5 <i>Planning and Development Act 2005</i> – Local planning schemes</p> <p>s.6.7.1 Shire of Bridgetown-Greenbushes Town Planning Scheme 3 and s 7.6.1 Shire of Bridgetown-Greenbushes Town Planning Scheme 4 – In order to assist in the implementation of the Scheme, the Council may make Town Planning Scheme Policies relating to one or more of the aspects of the control of development and land use.</p> <p><i>Heritage Act 2018</i></p> <p>s.103 – Local heritage survey</p> <p>s.104 – Purpose of local heritage survey</p>
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	s.105 – Guidelines for local heritage surveys
Regulation	<i>Planning and Development (Local Planning Scheme) Regulations 2015</i> r.44C <i>Heritage Regulations 2019</i> – Publication of guidelines for local heritage surveys
Local Law	N/A
Shire Policies	LUP 1 – Procedures for Adopting New Sites/Properties for Inclusion in the Municipal Inventory
Related Documents	Shire of Bridgetown-Greenbushes Municipal Inventory
Related Procedure	N/A

4 Administration

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