

Guidelines for preparing a local planning policy for local heritage

1. Introduction

The Western Australian planning process requires the consideration of cultural heritage significance when determining a development application for any heritage place.

For local heritage places State Planning Policy 3.5 Historic Heritage Conservation (SPP3.5) provides sound direction for decision making. Local governments may, however, choose to provide further guidance for their planners, decision-makers and property owners through adoption of a local planning policy (LPP) for heritage.

These guidelines assist planners when preparing a local planning policy for local heritage places, and provide sample text that can be adapted as needed for local conditions and priorities.

Note that applications for approval of development that may affect State registered places require referral to the Heritage Council of Western Australia, which provides statutory advice to the decision making authority on the heritage aspects of the proposal. The Heritage Council's advice should form the basis of decisions in respect of State heritage values.

1.1 Background

State Planning Policy 3.5 Historic Heritage Conservation sets out the principles of sound and responsible planning for the conservation and protection of Western Australia's historic heritage. The policy includes development control principles that should be applied in considering applications for development approval in relation to a place entered in a heritage list, or a heritage area designated pursuant to a local planning scheme.

If a local government is satisfied that SPP3.5 Historic Heritage Conservation gives sufficient direction for decision making, there may be no need to establish an LPP for heritage. An LPP should not simply repeat SPP3.5 and should not contradict it.

A separate LPP is required for each heritage area designated under the local planning scheme. The requirements of such an LPP are detailed in cl. 9(2), Schedule 2 of the deemed provisions to the *Planning and Development (Local Planning Schemes) Regulations 2015*.

1.2 Purpose of the guidelines

These guidelines may assist local governments in drafting a local planning policy to guide decision-making for development proposals for local heritage places and areas. The use of the guidelines and the associated sample text will support a consistent approach to heritage management across local government areas. The resulting local planning policy would intend to:

1. enhance the heritage conservation objectives in the local planning strategy
2. elaborate upon the application of the development control principles contained in SPP3.5
3. identify how discretionary provisions of the local planning scheme will be applied in relation to conservation of local heritage places
4. identify how applications for the development of local heritage places will be assessed.

1.3 When to use the guidelines

These guidelines use the term 'local heritage place' for any property that is included in the definition of 'heritage-protected place' under Schedule 2 of the deemed provisions to the *Planning and Development (Local Planning Schemes) Regulations 2015* but is not subject to the statutory referral process under the *Heritage Act 2018* (Heritage Act). For purpose of these guidelines, a local heritage place does not include any place listed in s.72(1) of the Heritage Act. Determination of development applications for a local heritage place is therefore made without statutory advice from the Heritage Council.

Where a local government chooses to adopt a local planning policy to assist in clarifying how their local planning scheme will be applied in relation to local heritage places, these guidelines will assist in drafting such a policy.

Each local government should ensure that any proposed LPP meets any relevant statutory requirement and is consistent with the relevant sections/provisions of the local planning strategy, local planning scheme, the *Planning and Development Act 2005* and the *Planning and Development (Local Planning Schemes) Regulations 2015*.

2. The Heritage Framework

A local planning policy for local heritage places will be most effective when integrated with a wider heritage framework that includes an overall heritage strategy that considers both planning and non-planning matters. This includes processes for providing assistance and incentives towards heritage conservation, as well as the policy and procedures to ensure good advice and development controls. This recognises that retention and conservation of heritage places provides a community benefit, and that local government acts for the community when aiding owners to deliver this benefit.

Assistance measures, such as specialised services, grants, rates concessions and development incentives, are practical and accessible ways local governments can recognise owner contributions to the conservation of heritage places and can encourage positive engagement with the heritage process.

Further information and assistance in the development of a heritage framework is available from the Department of Planning, Lands and Heritage.

Relevant resources include:

- Guidelines for assessment of local heritage places (in draft)
- Guidelines for local heritage surveys (2019)
- Guidelines for identifying and creating heritage areas (in draft)
- Guidelines for establishing a heritage list (2021)
- An Information Guide to Conservation Management Plans (2013)
- An Information Guide to Conservation Management Strategy (2017)
- Heritage Impact Statement (2020)
- Guide to Preparing an Archival Record (2019)

Appendix 1. SAMPLE TEXT FOR A LOCAL PLANNING POLICY – DEVELOPMENT OF LOCAL HERITAGE PLACES

Statutory Background

This policy is adopted under Part 2 of Schedule 2 of the *Planning and Development (Local Planning Schemes) Regulations 2015* which enables the [INSERT LOCAL GOVERNMENT] to prepare local planning policies for any matter related to the planning and development of the Scheme area.

Purpose

To provide guidance on the assessment of proposals for works affecting local heritage places or heritage areas.

Use of terms

Unless otherwise noted, terms used in this policy have common meanings and include those defined in the *Planning and Development Act 2005*, *Planning and Development (Local Planning Schemes) Regulations 2015*, and the *Heritage Act 2018*.

EXPLANATORY NOTES

These notes do not form part of the policy and are intended to assist the local government in tailoring the policy text to meet its own needs. They may also assist in developing supporting material for heritage matters, but should be removed before publication of the LPP.

The LPP should take the format and approach developed by each local government and be adopted and maintained consistent with the local planning scheme.

General requirements and procedures for preparing LPPs are contained within Part 2, of the deemed provisions to the *Planning and Development (Local Planning Schemes) Regulations 2015*.

Explanatory notes – Statutory Background

The statutory background should briefly explain the legal status of the LPP.

Note that the local planning policy can only have effect where consistent with the deemed provisions and local planning scheme.

Explanatory notes – Use of terms

This list should be extended if the LPP uses any other terms that are not defined in the relevant legislation or that may be unclear.

Fabric means all the physical material of the place.

Impact means the manner in which proposed works will, or are likely to, affect the cultural heritage significance of a place, as assessed against the matrix at Schedule 1 of this policy.

Local heritage place means a place that meets the definition of a heritage-protected place in clause 1A, Schedule 2 of the *Planning and Development (Local Planning Schemes) Regulations 2015*, with the exception of any place that is:

- entered in the State Register of Heritage Places under the *Heritage Act 2018* section 42;
- the subject of an order under the *Heritage Act 2018* Part 4; or
- the subject of a heritage agreement that has been certified under the *Heritage Act 2018* section 90, to which the Heritage Council of Western Australia is a party.

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

Application

This policy applies to any works affecting a local heritage place or heritage area that requires development approval.

Note that any heritage area adopted under the local planning scheme will have an associated local planning policy that should be read in conjunction with this policy. If there are any inconsistencies between the two, the policy specific to the heritage area will prevail.

While the definition of a local heritage place includes any place within a local heritage area, the sample text makes occasional reference to 'local heritage place or area'. This is intended to reinforce that works within a heritage area are also included in the relevant policy.

Explanatory notes - Application

The deemed provisions cl.67(k) require that the local government has due regard to the built heritage conservation of any place that is of cultural significance, and, (l) the effect of the proposal on the cultural heritage significance of the area in which the development is located.

An intent to apply the heritage provisions of the planning framework is signalled through inclusion of places in a heritage list, or adopting a heritage area.

Places for which development proposals require statutory referral to, and advice from, the Heritage Council, are covered under separate Heritage Council policies and guidelines and

Objectives

This policy seeks to:

- (a) conserve and protect places of local cultural heritage significance;
- (b) ensure that development does not adversely affect the significance of local heritage places and areas;
- (c) ensure that heritage significance is given due weight in local planning decision making;
- (d) provide improved certainty to landowners and community about the planning processes for heritage identification and protection; and
- (e) clarify the format and content of accompanying material in accordance with clauses 63(1)(d) and 63(3), Schedule 2 of the *Planning and Development (Local Planning Schemes) Regulations 2015*

Policy Provisions

1. Development control principles

- 1(a) In considering any planning applications in relation to a local heritage place or within a heritage area, the [City/Town/Shire] will apply and give due regard to the development control principles set out in this policy and *State Planning Policy 3.5 - Historic Heritage Conservation (SPP3.5)*.

should not be constrained by a LPP. It is therefore recommended that the stated target for this policy is local heritage places as defined.

A LPP for a heritage area may provide additional provisions to, or replace elements of, this policy. This should be made clear within the heritage area LPP.

Explanatory notes – Objectives

The suggested objectives are drawn from SPP3.5, but should be adapted to reflect any heritage-related outcomes identified in the local planning strategy.

Explanatory notes – Development control principles

If there are design guidelines for local heritage places that are to be applied across the scheme area, these should also be referenced here. Design guidelines, however, generally relate to a specific style or period of architecture and are rarely relevant to all places within a district.

Some local governments may also choose to identify different development controls based on the level of significance identified for heritage places in their heritage list.

1(b) Development within a heritage area will also be assessed against the relevant provisions of any local planning policy for that area, including any design guidelines associated with the policy.

2. Applications for development approval - accompanying material

2(a) The accompanying material required with applications for development approval relating to a local heritage place or area will be determined by the likely impact of works on cultural heritage significance.

2(b) Negative impact is indicated by any part of the works being assessed as having a minor, moderate or major impact on one or more of the identified values or criteria that contribute to the cultural heritage significance of the place.

2 (c) The applicant should make an initial assessment of impact to give an indication of accompanying material that should be provided. A final determination as to whether a proposal will, or is likely to, have a minor, moderate or major impact on the place, and therefore the final requirement for accompanying material, will be made by the [City/Town/Shire], with due regard to be given to the impact matrix identified in Schedule 1 of this policy and any independent heritage report submitted by the applicant.

2.1 Works in a local heritage place or area

2.1(a) An application for works to a local heritage place or area that will, or is likely to, have a negative impact on the place or area, (including any significant views and vistas within a heritage area), must be accompanied by:

- (i) street elevations drawn as one continuous elevation to a scale not smaller than 1:100 showing the proposed development and the

Explanatory notes - Accompanying material

This part of the policy should clearly guide applicants and planning officers on what accompanying material is required for any application. As with all parts of the policy, the requirements should be tailored for local need and the capacity of the local government to make use of the additional information.

The same material may not be required in all cases, and accompanying material should only be required when it is of benefit in allowing the decision-making body to make an informed decision, and the local government has access to relevant skills to assess the material. The sample text uses the impact matrix to identify which proposals should be accompanied by additional material.

Some local governments may choose different thresholds for activating the requirements for accompanying material, or choose to leave this as a discretionary matter to be determined on a case by case basis.

Explanatory notes -Works in a local heritage place or area

Clause 63(3) of the deemed provisions identifies that the local government may require an application to be accompanied by specified material if it relates to a heritage place or area. To provide certainty and a consistent approach, the sample text proposes that this option is exercised for all works that are likely to have a negative heritage impact.

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 proposed development

(iii) a description of the finishes of the existing developments on the subject lot and on each lot immediately adjoining the subject lot.

2.2 Additional requirements for works within a heritage area

2.2(a) For a proposed development that will be substantially visible from the street, the accompanying material required in 2.1(a) must include the following additional information:

(i) a site analysis plan showing:

- any impacted view-lines of significance to or from the place
- any heritage places within close proximity to the development.

(ii) a cadastral base identifying all lots located in the street block in which the site is located, as well as the lots on the opposite side of the street, and the location, height, street setback and land use of all buildings located on these lots.

An initial assessment of impact should be made by the applicant. Use of this policy would require that the application is reviewed and the heritage impact assessed prior to acceptance of the application as being complete.

The requirement for a schedule of finishes should not be taken as a requirement that new works have to match existing materials or colour.

Explanatory notes –Additional requirements for works in a heritage area

Relevant accompanying material for a heritage area aims to identify the site's setting within the heritage area and the potential for proposed development to impact the overall cultural heritage significance of the area. This is primarily achieved through a site analysis plan and cadastral base.

The site analysis plan is a standard requirement as accompanying material under the R-Codes. The sample text proposes that such a plan is required for all heritage-related development, and that the requirements for view-lines and nearby heritage places are added in all cases.

The requirement for a cadastral base is consistent with current R-code requirements, though again are recommended as a standard requirement for any application in a heritage area.

For local governments that have high concentrations of heritage places, these provisions could be considered for proposals relating to individual heritage places.

2.3 Heritage impact statement

- 2.3(a) If in the opinion of the local government, a proposal is for works that are likely to have a moderate or major impact on the cultural heritage significance of a local heritage place or area, the application for development approval must be accompanied by a heritage impact statement (HIS) consistent with the guidelines produced by the Heritage Council of Western Australia.
- 2.3(b) The [City/Town/Shire] may require that, at the applicant's cost, the HIS is provided by a heritage professional with relevant experience.

Explanatory notes – Heritage impact statement

Clause 63(1)(c) of the deemed provisions allows the local government to require that a specialist study is provided for specific matters, which include heritage. The standard study for such purposes is identified as a heritage impact statement (HIS).

In the recommended text, whether or not a local government may require an HIS, and the amount of detail expected, will depend on the likely impact of the proposal on the cultural heritage significance of a place.

LGs with a more extensive heritage list may also consider the significance of the place when determining the need for a HIS. Generally, this would mean that works to a place of higher significance, as indicated in the LHS, will typically require a detailed HIS, however, works to a place of lesser significance may not require an HIS at all.

An HIS will always be based on a Statement of Significance for the place, which clearly spells out the identified heritage values. Typically, this will be drawn from the statement in the heritage list, supported by information in the LHS, Conservation Management Plan or Strategy (CMP or CMS), and other relevant documents.

A HIS enables the applicant to explain how they have taken heritage into account in their proposal, and helps the decision-maker to consider the impacts on heritage, and whether there are any mitigating factors that may allow approval of works that have an adverse impact.

For proposals that are likely to have a major impact on heritage, or if a site is of particular local significance, the local government may determine that the HIS is to be undertaken

2.4 Structural condition assessment in the case of demolition

- 2.4(a) If structural failure is cited as a justification for the demolition of significant fabric, the [City/Town/Shire] may require that a structural condition assessment by a registered structural engineer with relevant heritage experience be provided.
- 2.4(b) Demolition will not be approved unless a 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.
- 2.4(c) Demolition will not be approved if the local government forms the view that structural inadequacy is a result of the place not being properly maintained, as defined in clause 13(1) Schedule 2 of the *Planning and Development (Local Planning Schemes) Regulations 2015*.
- 2.4(d) Demolition will not be approved based primarily on the grounds that redevelopment is a more attractive proposition.

by a heritage professional. If preferred, the conditions for such a request can be stated in the policy.

An applicant may also choose to submit a HIS to support their application, and this should be given due regard by the decision-maker.

Further details and an interactive template for an HIS are available from the Department of Planning, Lands and Heritage.

Explanatory notes – Structural assessment

As noted above, the deemed provisions allow the local government to determine that an application must be accompanied by ‘a report or any specialist studies’ relating to the development, with heritage and engineering noted as two such studies.

It is open to the local government to determine other standards or requirements where demolition is proposed, with the potential to set different standards based on the identified significance of the place and/or the likely impact of the demolition based on the impact matrix.

The sample text is based on development control principles relating to demolition as stated in SPP3.5.

2.4 Assessment documentation

- 2.4(a) The cultural heritage significance of a place will generally be taken from the relevant entry in the heritage list, with supporting information from the LHS or other heritage assessment.
- 2.4(b) Where the cultural heritage significance of a place cannot be adequately determined from an existing assessment, the applicant may be required to allow access to enable the [City/Town/Shire] to conduct an assessment or provide, at their own expense, a heritage assessment for the place.
- 2.4(c) A heritage assessment must be carried out by a heritage professional with relevant experience and be consistent with guidelines provided by the Heritage Council of Western Australia.

3 Conditions of approval

- 3(a) Where a development application for a local heritage place is approved with conditions, those conditions may be used to secure the built heritage conservation of the place, in addition to any standard condition.
- 3(b) A condition of approval may include, but is not limited to, an archival record or entry into a heritage agreement.

3.1 Archival recording in the case of demolition

- 3.1(a) If a proposal is for demolition, including partial demolition, that will have a moderate or major impact on the cultural heritage significance of the place or heritage area, the [City/Town/Shire] will require the applicant as a condition of approval to submit an archival record of the place, prior to the commencement of development.

Explanatory notes – Assessment Documentation

Cl. 11 of the deemed provisions allows the local government to require a heritage assessment to be carried out before approval of a development application, whether or not there is already an assessment in place. This option can incur substantial costs, and could be considered to deliver work that is the responsibility of local government.

A requirement for the applicant to provide a heritage assessment should therefore be used cautiously, perhaps in circumstances where the normal process has not been possible. This could include, for example, a property that has been recently nominated as a heritage place, or where assessment of the subject site has not been completed because access has not been granted by the owner.

Ideally the local government should undertake its own assessment based on information commissioned from a heritage practitioner.

Explanatory notes – Archival records

Removal of heritage fabric is an irreversible change that is likely to have a negative impact on a heritage place. While change cannot always be avoided, there is the option to require an archival record, which ensures that future

- 3.1(b) Where a proposal includes partial demolition of significant fabric, an archival record will be conditioned only to the extent required to record the fabric being removed.
- 3.1(c) An archival record may also be requested by the [Shire/Town/City] for any proposed works that result in the substantial alteration of a place,
- 3.1(d) The archival record is to be in accordance with relevant guidelines published by the Heritage Council of Western Australia.
- 3.1(e) The type of archival record required for general demolition will be a photographic record, as defined in the Heritage Council guidelines. For complex sites or places of exceptional local significance a standard or detailed record may be required.
- 3.1(f) Completed archival records are to be submitted to the [City/Town/Shire] in electronic format and will form part of the local government historical records.

3.2 Heritage agreements

- 3.2(a) A heritage agreement may be a condition of approval where a planning incentive, concession or allowance is sought on the basis of a commitment to the future built heritage conservation of a local heritage place.
- 3.2(b) The condition will specify required conservation works, and any specific action required under a heritage agreement. Such actions may include prohibition of certain actions, use or works that are contrary to the built heritage conservation of the place. Requirements will be proportionate to the planning benefits or concessions awarded and relate to the stated heritage outcome. This may include, but is not limited to:
- I. completion of specified conservation works within a stated timeframe;

understanding and interpretation of the place will be informed by a high level of information.

The Heritage Council publication 'Guide to Preparing an Archival Record' offers guidelines on creation of an archival record, which can vary in complexity depending on the heritage significance of the site and the extent of demolition proposed.

Archival records are only of value if they are accessible and available for future study. The sample text identifies the appropriate resource for this as the local government. Alternative locations may be substituted where they are better suited for storage of, and access to, archived reports.

Explanatory notes – Heritage agreements

Heritage agreements are enabled under the *Heritage Act 2018*, and identified in the deemed provisions as a mechanism for local government to employ in the conservation of heritage places. They are stated in the deemed provisions (cl. 10(2)) as being the only legal agreement available to local governments in relation to heritage matters.

A heritage agreement is a substantial undertaking and binds the current and future owners of a place into certain actions. It should only be conditioned where an applicant has received, or will receive, an identifiable benefit or concession, and where there is an identifiable heritage outcome that can be practically managed only through such an agreement.

- II. adherence to an identified routine for the ongoing care and maintenance of the place; and/or
- III. creation of design guidelines for development within or around a heritage place.

3.2(c) A heritage agreement will generally require the applicant to commission, at their expense, a Conservation Management Strategy from a competent heritage professional.

3.2(d) A heritage agreement will not be requested where the required outcome can be readily achieved through an alternative condition.

4 Planning-based incentives

4.1 Variation of scheme requirements

4.1(a) The local planning scheme allows for the variation of any site or development requirement, where that variation facilitates the conservation of a heritage place or enhances the values of a heritage area.

4.1(b) The extent of variation that will be approved will be proportionate to the conservation benefit produced by the proposed works and the cost of achieving that benefit. The [City/Town/Shire] may request

For example, redevelopment of a site that includes conservation works can be conditioned such that the works are completed and assessed prior to occupation, which would be the preferred approach. A rural subdivision based on the ongoing care and conservation of a heritage place should, however, be managed through a heritage agreement.

The cost of meeting the requirements of the heritage agreement should be assessed against the monetary value of the benefits gained. This does not need a detailed financial analysis, but the local government should be generally aware of the balance when making its decision.

The condition should state that the heritage agreement is to be informed by a conservation report commissioned by the applicant. Such a plan may be specified as a Conservation Management Plan (CMP) or Conservation Management Strategy (CMS), and meet the relevant standards as established by the Heritage Council of Western Australia. A CMS is a simpler document and is generally suitable for management of local heritage places.

Where a heritage agreement is proposed as a condition of approval, the local government should contact the Department of Planning, Lands and Heritage prior to determining the application.

Explanatory notes – Variations

The deemed provisions allow the local government to vary ‘any site or development requirement specified’ in the local planning scheme, in order to facilitate the conservation of a heritage place or area (cl.12). There are limits to matters that can be varied within the provisions of the scheme, which should be understood by the relevant planners.

further information to support the assessment of these costs and benefits.

4.1(c) The variations that may be considered appropriate are:

[Each local government is to determine the extent of variations that may be acceptable, and whether any site or development requirements will be excluded. Common variations include maximum height, plot ratio, side and rear setbacks, and parking requirements.]

4.2 Supplementary provisions

4.2(a) [Each local government is to note any supplementary provisions that offer incentives for the conservation of heritage places and give any further information that may assist in consistent application of the incentive.]

5. Reference documents

Heritage Act 2018

Planning and Development Act 2005

Planning and Development (Local Planning Schemes) Regulations 2015

State Planning Policy 3.5 Historic Heritage Conservation (WAPC, 2007)

The Burra Charter (Australia ICOMOS, 2013)

For residential development. *State Planning Policy 7.3 Residential Design Codes* allows the decision-maker to exercise its judgement to consider the merits of proposals having regard to objectives and balancing out these with the consideration of design principles.

Because variations are discretionary it is useful to identify the sort of site or development requirements for which variation may be approved, and the degree to which variation may be acceptable.

In general, there should be an identifiable correlation between the heritage outcomes delivered by the development proposal and the concession offered through the variation of planning requirements.

Explanatory notes – Supplementary provisions

Other planning incentives inserted into the local planning scheme will generally be included as supplementary provisions. These incentives and any further information should be noted here. Local Governments must ensure there is no conflict with other provisions of the local planning scheme. For example, if proposing increased density as an incentive, the local planning scheme must have the power to allow density to be varied.

Incentives used for heritage places have included waiver of fees for development applications, access to higher density zoning to enable development at the rear of a property, and ability to transfer development rights to non-heritage properties.

<p>An Information Guide to Conservation Management Plans (HCWA, 2013) An Information Guide to Conservation Management Strategy (HCWA, 2017) Heritage Impact Statement (HCWA, 2020) Guide to Preparing an Archival Record (HCWA, 2019)</p>	
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Schedule 1 – Impact Matrix

Impact (Level of impact is to 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 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 associations, 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 or restores significant fabric to a known earlier state.	Development 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, stabilises or preserves significant fabric in its current state without contributing to its deterioration.	Development does not affect the condition of fabric that contributes 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 but 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), carparks, open space. New construction that retains a façade 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 and current 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 façade 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.