

9.2 NO. 188 (LOT: 1; D/P: 33790) VINCENT STREET, NORTH PERTH - PROPOSED ALTERATIONS AND ADDITIONS TO PLACE OF WORSHIP (AMENDMENT TO APPROVED)

Ward: South

Attachments:

1. Consultation and Location Plan
2. Development Plans
3. Heritage Impact Statement
4. Photographs of Existing Outbuildings
5. Summary of Submissions - Administration Response

RECOMMENDATION:

That Council, in accordance with the provisions of the City of Vincent Local Planning Scheme No. 2 and the Metropolitan Region Scheme, **APPROVES** the application for Alterations and Additions to Place of Worship (Amendment to Approved) at No. 188 (Lot: 1; D/P: 33790) Vincent Street, North Perth, in accordance with the plans shown in Attachment 2, subject to the following conditions:

1. All conditions, requirements and advice notes detailed on the development approval 5.2022.280.1 granted on 13 December 2022 continue to apply to this approval, except as follows:
 - 1.1 Condition 1 is modified as follows:
 1. This approval is for Alterations and Additions to Place of Worship as shown on the approved plans dated 11 November 2022, 16 November 2022 (excluding drawing no. DA101) and 29 August 2023 (drawing nos. DA101, DA228 and DA229). No other development forms part of this approval; and
 - 1.2 Advice Note 9 is added as follows:
 9. The plant equipment to be housed within the approved outbuilding should be relocated within new buildings as part of future stages of development works on the site. These future stages of works would be the subject of separate approval that would first need to be obtained. This would enable the proposed outbuilding to be demolished at that time to allow this area of the site to be landscaped.

EXECUTIVE SUMMARY:

The purpose of this report is to consider an application for development approval for Alterations and Additions to Place of Worship (Amendment to Approved) at No. 188 Vincent Street, North Perth (the subject site).

The subject site is included on the City's Heritage List (Management Category A) and the State Register of Heritage Places.

The proposed amendments to the previous approval relate to demolishing two outbuildings located to the north-west of the Church and constructing a new outbuilding in its place. The proposed outbuilding would be in the same approximate location as the existing outbuildings.

The condition of the two existing outbuildings has deteriorated and are not able to be restored. It is intended for the proposed replacement outbuilding to be in place until such time as a new parish centre building is constructed on-site, at which time the heating and cooling equipment would be relocated. The existing two outbuildings were previously approved to accommodate new heating and cooling equipment, although these do not fit.

The demolition of the existing outbuildings would have no impact on the cultural heritage significance of the place. This is because the outbuildings are later additions to the subject site and are not identified in the Conservation Plan or the Statement of Significance as being contributory to the heritage place. Due to its location to the north-west of the Church, it would not impact the primary viewing points of the Church and Monastery from Vincent Street.

The proposed outbuilding would assist with the ongoing use of the subject site as a place of worship, consistent with the Burra Charter. This is because it would serve as a mechanical plant room to house modern heating and cooling plant equipment for the operation of the Church.

The proposed materials and finishes are consistent with outbuildings located elsewhere on the site, and that are utilitarian in design. The outbuildings were previously approved to be reclad with Colorbond to match existing cladding. The proposed outbuilding would be finished in a neutral 'Dune' colour and would be a modest scale. This would ensure it is subservient to the Church and Monastery building.

The proposal is acceptable as considered against the applicable planning framework and it is recommended for approval.

PROPOSAL:

The application seeks to amend a previous development approval related to internal and external alterations and additions to the existing place of worship.

Part of the previously approved internal works included the introduction of a new underfloor heating and cooling system. To accommodate the ground source heat pumps for the new heating and cooling system, the previous approval included repurposing of two existing outbuildings located to the north-west of the Church and being reclad in Colorbond.

The amendments proposed to the previous approval as part of this application are summarised as follows:

- Demolition of an existing timber framed garage measuring 6.5 metres by 6.3 metres (41.0 square metres) with a top of ridge height of 3.2 metres;
- Demolition of an existing masonry and fibre cement outbuilding measuring 3.7 metres by 5.7 metres (21.1 square metres) with a top of ridge height of 2.7 metres; and
- Construction of a new sheet metal (Colorbond) outbuilding measuring 12.3 metres by 6.3 metres (77.5 square metres) with a top of ridge height of 3.4 metres. The proposed outbuilding would be in approximately the same location as the existing outbuildings that are being proposed to be demolished except would extend 1.1 metres further to the north and 0.6 metres to the south and east.

The development plans the subject of this application are included as **Attachment 2**.

BACKGROUND:

Landowner:	The Congregation of the Most Holy Redeemer Inc.
Applicant:	Slavin Architects
Client:	The Congregation of the Most Holy Redeemer Inc.
Date of Application:	21 April 2023
Zoning:	MRS: Urban LPS2: Zone: Residential R Code: R40
Built Form Area:	Residential
Existing Land Use:	Place of Worship
Proposed Use Class:	Place of Worship
Lot Area:	27,469m ²
Right of Way (ROW):	N/A
Heritage List:	City of Vincent Heritage List – Management Category A State Register of Heritage Places

Site Context and Zoning

The subject site is bound by Vincent Street to the south, Camelia Street to the east, Claverton Street to the north and Alfonso Street to the west. It forms most of the land parcel that is bounded by these streets. A location plan is included in **Attachment 1**.

The Redemptorist Monastery and Church is located centrally within the subject site. It is surrounded by a carpark to the south-west, and gardens and vegetation to the north and south-east.

Two lots adjoin the subject site. No. 2 Alfonso Street is located to the north-west of the site, at the corner of Claverton and Alfonso Streets and contains a retirement village. It is in separate ownership from the subject site. No. 5 Camelia Street is located to the east of the Monastery complex and contains the Retreat House that forms part of the Heritage Place. This property is in common ownership with the subject site.

The subject site and adjoining properties are zoned Residential R40 under the City's Local Planning Scheme No. 2 (LPS2), as are surrounding properties along Claverton Street and Camelia Street. Properties along the western side of Alfonso Street are zoned Residential R60.

The subject site and surrounding properties are located within the Residential Built Form Area and have a building height standard of two storeys under the City's Policy No. 7.1.1 – Built Form (Built Form Policy).

Heritage Listing

The Redemptorist Monastery and Church is a three-storey monastery and church complex in the Federation Gothic style. The complex dates to the early twentieth century. The Retreat House at No. 5 Camelia Street was completed in 1967.

The subject site is included in the City of Vincent Heritage List as 'Category A – Conservation Essential' and the State Register of Heritage Places.

The State Government Heritage Council of Western Australia's (HCWA) Statement of Significance for the place is:

'[The] Redemptorist Monastery and Church, comprising a three storey Cottesloe limestone construction monastery and church complex completed in stages, with a tiled roof designed in the Federation Gothic style, together with a Retreat House constructed in clinker bricks, off form concrete with a clay tiled roof in Late Twentieth Century Perth Regional style, located in a park-like setting, has cultural heritage significance for the following reasons:

- *The place is one of a small number of monasteries remaining in operation in Western Australia;*
- *The place is a landmark as a large and imposing structure in an open setting, which, together with its mature trees, may be seen from a number of vantage points in the area and Perth;*
- *The place is a well-used Church, highly valued by Western Australia's Catholic community for its religious and spiritual associations, and for the site's long association with the Redemptorist Order;*
- *The place is an excellent example of the work of architects Michael and James Cavanagh;*
- *The place is an excellent and intact example of a Federation Gothic style complex, located in a park-like setting, with elegant interiors, well detailed features, and is very well constructed;*
- *The place contributes to the community's sense of place as a well-known religious complex; and*
- *The Retreat House built in clinker brick and off form concrete, is a good example of the Late Twentieth Century Perth Regional style.'*

The Redemptorist Monastery and Church complex was developed in four main stages. The original Church and Monastery were completed in 1903 and form the southern part of the current complex. An eastern wing was added to the Monastery in 1912. In 1922, additions were made to the northern elevation of the Church, including the church apse. The Working Sacristy and northernmost verandahs were added in the late 1920s. This information is set out in a Conservation Plan prepared for the site.

Conservation Plan

In 2011 a Conservation Plan for the subject site was prepared by Philip Griffiths Architects. The Conservation Plan includes a detailed assessment of the place and recommended actions for the conservation of the place.

A conservation plan is not a statutory document. It contains supporting information to ensure the identification and retention of the significant cultural heritage values of a heritage place. It is used to inform proposed development, restoration, and repairs to a heritage place.

The Conservation Plan identifies areas of the place which are of heritage significance. It classifies buildings, structures, elements, spaces, and features of the place as being of 'Exceptional', 'Considerable', 'Some' or 'Little' Significance, or 'Intrusive' to the place. The plan provides guidance and recommendations for repair and remediation, and new works to be undertaken on the site.

The existing outbuildings that are proposed to be replaced are located within a zone of considerable significance identified in the Conservation Plan.

The applicant has submitted a Heritage Impact Statement and photographs of the existing outbuildings in support of the proposal which are included as **Attachments 3** and **4**, respectively. The Heritage Impact Statement addresses how the proposed works would respect the significance of the Redemptorist Monastery and Church.

Previous Approval

Council at its [Ordinary Meeting](#) held on 13 December 2022 approved proposed Alterations and Additions to Place of Worship for the subject site. The application included a range of internal and external works and improvements.

Approved works as part of this application included the introduction of new underfloor heating and cooling system in the Church, as well as converting the two outbuildings to external plant rooms to house the associated heating and cooling plant equipment and to re clad the outbuilding in Colorbond to match the existing cladding.

DETAILS:**Summary Assessment**

The table below summarises the planning assessment of the proposal against the provisions of LPS2, the City's Policy 7.6.1 – Heritage Management – Development Guidelines for Heritage and Adjacent Properties (Heritage Management Policy) and the Built Form Policy. In each instance where the proposal requires the further discretion of Council, the relevant planning element is discussed in the Detailed Assessment section following from this table.

Planning Element	Deemed-to-Comply (Acceptable Outcome or Acceptable Development)	Previously approved	Requires further Discretion
Land Use	✓		
Street Setback	✓		
Building Setbacks	✓		
Roof Design		✓	
Building Height/Storeys	✓		
Façade Design	✓		
Adaptive Reuse			✓
Landscaping	✓		
Environmentally Sustainable Design			✓
Car Parking	✓		
Heritage Management Policy			✓

Detailed Assessment

The Built Form Policy and Heritage Management Policy have two standards for assessing a development application. These are through element objectives and performance criteria, or through acceptable outcome and acceptable development standards.

Element objectives and performance criteria are qualitative measures that describe the desired outcome to be achieved.

The acceptable development and acceptable outcomes standards are typically quantitative measures. The Heritage Policy sets out that development will generally be approved where it complies with the acceptable development standards. The Built Form Policy sets out that meeting the acceptable outcome standards is likely to achieve the element objectives.

If an element of an application does not meet the relevant acceptable outcome or acceptable development standard, then Council's discretion is required to decide whether this element meets the element objectives and performance criteria.

The elements of the application that do not meet the applicable acceptable development or acceptable outcome standards and require the discretion of Council are as follows:

Adaptive Reuse	
Acceptable Outcomes	Proposal
<p>Built Form Policy Clause 1.16</p> <p>New additions complement the existing building by referencing and interpreting the scale, rhythm, and materiality of the building.</p>	<p>The proposed development is utilitarian and domestic in scale and does not reflect the style of the Church or Monastery buildings.</p>
Heritage Management Policy	
Acceptable Development Standards	Proposal
<p>Heritage Management Policy – Part 4 – Development to Heritage Listed Buildings</p> <p><i>General</i></p> <ul style="list-style-type: none"> Development within zones, spaces and fabric of the place identified as significant is conserved and/or adapted in a manner that protects the significant heritage values. <p><i>Demolition</i></p> <ul style="list-style-type: none"> Demolition of a whole building listed on the City's Municipal Heritage Inventory will not be supported for Management Category A and generally not supported for Management Category B. <p><i>New Works</i></p> <ul style="list-style-type: none"> Additions and alterations are based on research that can identify the elements, detailing and finishes already used. Walls, roof, and fences are complementary to the heritage place in terms of materials, finishes, textures and paint colours and are appropriate to its architectural style. 	<p>The proposed works are within zone of 'considerable' significance identified in the Conservation Plan.</p> <p>Complete demolition of two outbuildings to the north-west of the Church, on a Management Category A heritage protected place.</p> <p>The proposal is for an outbuilding that does not incorporate the interpretation of elements or detailing of the adjoining Church and Monastery.</p>

Environmentally Sustainable Design	
Acceptable Outcomes	Proposal
<p>Built Form Policy Clause 1.17 – Environmentally Sustainable Design</p> <p>Sustainable Design Report to achieve 5 star Green Star rating, or Life Cycle Assessment to achieve global warming potential and net fresh water use performance reduction.</p>	<p>A Life Cycle Assessment or Sustainable Design Report for the site has not been submitted in relation to the proposed outbuilding.</p>

The above elements of the proposal do not meet the specified acceptable outcome and acceptable development standards. These elements have been assessed against the performance criteria and element objectives in the Comments and Sustainable Development sections below.

CONSULTATION/ADVERTISING:

Community consultation was undertaken in accordance with the *Planning and Development (Local Planning Schemes) Regulations 2015* for a period of 14 days. Consultation was undertaken from 28 June 2023 to 11 July 2023. The method of consultation included a notice on the City's website, signs to each of the four street elevations and 55 letters mailed to owners and occupiers of the properties adjoining the subject site as shown in **Attachment 1**, in accordance with the City's Community and Stakeholder Engagement Policy.

Two submissions were received at the conclusion of the community consultation period, both of which objected to the proposal.

A summary of the two submissions is as follows:

- The proposed building is not sympathetic to the existing Church and Monastery building due to its materiality (Colorbond) and design;
- The proposed building does not complement the existing building by referencing or interpreting the scale, rhythm and materiality of the Church;
- The proposed location obscures the surrounding viewing space of the church and historical gardens, Vista and view lines would be negatively impacted due to the location of the proposal;
- Request for rendered perspectives to be provided and elevations to include the adjacent Church, garden, car park; and
- Provide suggestions for alternative designs for the outbuilding including built form, location and materiality.

A summary of submissions received during the community consultation period along with Administration's responses to each comment is provided in **Attachment 5**.

The City provided the applicant with a summary of the submissions received during consultation and the opportunity to address these comments. The applicant elected not to provide a separate response to submissions.

Following Council's Briefing Session on 12 September 2023 and in response to the suggestions received during community consultation for alternative design outcomes, the applicant has provided a response. This is summarised as follows:

- The outbuilding shown in the submission from the resident would not be of sufficient size to contain the required heating and cooling equipment;
- The orientation of the outbuilding on an east-west axis would result in it intruding considerably further into the formal garden than the outbuilding shown by the resident, and much further than the current outbuildings;
- Orientating the building on an east-west axis would result in the building being located close to mature trees that are identified in the conservation plan as being of considerable significance. This would obscure these plantings from parts of the formal garden, could impact the root zones of these plantings and would adversely affect the heritage values of the formal garden; and
- The proposed new building would not be constructed closer to the church than the existing outbuildings and would not change the existing western vistas to the northern façade of the church or formal garden from Alfonso Street.

Heritage Council of Western Australia (HCWA)

The application was referred to the HCWA for review and consideration in accordance with Section 73 of the *Heritage Act 2018* because it is a registered place on the State Register of Heritage Places.

The HCWA supported the proposal and advised as follows:

'[T]he proposed works are consistent with the conservation policies of the 2011 Conservation Plan and will not have a negative impact on the heritage significance of Redemptorist Monastery and Church.'

Design Review Panel (DRP):

Referred to DRP: Yes

The proposal was referred to the City's DRP Member for comment who specialises in heritage conservation and architecture. The referral related to the development plans included in **Attachment 2**. Comments were requested on the impact of the proposed demolition, the appropriateness of the proposed design and the compatibility of the proposal as considered against the 10 principles of good design.

The table below provides a summary of this application's design review assessment.

Design Review Progress Report	
	<i>Supported</i>
	<i>Pending further attention</i>
	<i>Not supported</i>
	<i>No comment provided/Insufficient information</i>
	DRP Member Referral
Principle 1 – Context & Character	
Principle 2 – Landscape Quality	
Principle 3 – Built Form and Scale	
Principle 4 – Functionality & Built Quality	
Principle 5 – Sustainability	
Principle 6 – Amenity	
Principle 7 – Legibility	
Principle 8 – Safety	
Principle 9 – Community	
Principle 10 – Aesthetics	

The DRP Member supported the proposal, and provided the following comments on the proposal:

- The Redemptorist Monastery and Church is constructed in limestone and is noted as an excellent and intact example of the Federation Gothic style of architecture;
- The garage and shed (the outbuildings) are not recorded as buildings or elements of significance in the Conservation Plan or in the Heritage Council's Register Entry or Assessment Documentation;
- The proposed structure is not attached to significant building fabric;
- The replacement outbuilding is noted as 'Colorbond' clad and roofed. The proposed colour 'Dune' is acceptable;
- In accordance with the Conservation Plan, a photographic archival record of the structures is prepared with a plan showing the direction of the photographs. This photographic archival record is provided to the City of Vincent;
- Utilitarian structures, such as that proposed, are always required on large sites for a variety of purposes, such as infrastructure and maintenance. Staging of works is a common practice when planning for and working with large sites. It is reasonable to allow simple utility structures to be used for this purpose, to allow improvements to the place in a staged manner;
- To interpret the three storey Church building's scale, rhythm, and materiality in the construction of a building to be used for utilitarian purposes for a limited time is not required. It would complicate a simple structure to be used for the purpose of housing infrastructure to service the significant buildings. The material selection is appropriate as a utility structure. Referencing the existing building style or materials is not appropriate in terms of conservation principles and practice;

- The ongoing use of the Church is important in respecting the cultural heritage values of the site. The housing of the mechanical equipment will have an ongoing benefit to the buildings and the site because the equipment contributes to the ongoing use of the buildings and its conservation; and
- The proposed outbuilding is in the same location as the existing outbuildings that do not have heritage significance and is well away from important views from Vincent Street. The landmark value of the Church and Monastery is maintained.

LEGAL/POLICY:

- *Planning and Development Act 2005*;
- *Heritage Act 2018*;
- *Planning and Development (Local Planning Schemes) Regulations 2015*;
- City of Vincent Local Planning Scheme No. 2;
- Burra Charter;
- State Planning Policy 3.5 - Historic Heritage Conservation;
- Community and Stakeholder Engagement Policy;
- Policy No. 7.1.1 – Built Form; and
- Policy No. 7.6.1 – Heritage Management – Development Guidelines for Heritage and Adjacent Properties.

Planning and Development Act 2005

In accordance with Schedule 2, Clause 76(2) of the *Planning and Development (Local Planning Schemes) Regulations 2015* and Part 14 of the *Planning and Development Act 2005*, the applicant would have the right to apply to the State Administrative Tribunal for a review of Council's determination.

Planning and Development (Local Planning Schemes) Regulations 2015

In accordance with [Clause 67\(2\)](#) of the Deemed Provisions in the *Planning and Development (Local Planning Schemes) Regulations 2015* (Planning Regulations) and in determining a development application, Council is to have due regard to a range of matters to the extent that these are relevant to the development application.

The matters for consideration relevant to this application relate to the compatibility of the development within its setting, amenity and character of the locality, heritage significance, consistency with planning policies, submissions received during community consultation, and advice from the DRP and HCWA.

Local Planning Scheme No. 2

The objectives of the Residential zone under LPS2 are a relevant consideration for the application. These objectives are:

- *To provide for a range of housing and a choice of residential densities to meet the needs of the community;*
- *To facilitate and encourage high quality design, built form and streetscapes throughout residential areas;*
- *To provide for a range of non-residential uses, which are compatible with and complementary to residential development;*
- *To promote and encourage design that incorporates sustainability principles, including but not limited to solar passive design, energy efficiency, water conservation, waste management and recycling;*
- *To enhance the amenity and character of the residential neighbourhood by encouraging the retention of existing housing stock and ensuring new development is compatible within these established areas;*
- *To manage residential development in a way that recognises the needs of innovative design and contemporary lifestyles; and*
- *To ensure the provision of a wide range of different types of residential accommodation, including affordable, social and special needs, to meet the diverse needs of the community.*

Burra Charter

The *Australia ICOMOS Charter for Places of Cultural Significance, the Burra Charter 2013* (the Burra Charter) sets a standard of practice for those who provide advice, make decisions about, and undertake work to places of cultural significance. The Burra Charter applies to all types of places of cultural significance, including the subject site.

In accordance with Article 22.1 of the Burra Charter, 'new work' is acceptable where it respects the cultural significance of the place. This can be done through consideration of its siting bulk, form, scale, character, colour, texture, and material. In accordance with Article 22.2 of the Burra Charter, the works should be readily identifiable but should respect the cultural significance of the place.

State Planning Policy 3.5 – Historic Heritage Conservation

State Planning Policy 3.5 – Historic Heritage Conservation (SPP 3.5) sets out principles of sound and responsible planning for the conservation and protection of Western Australia's historic heritage. These principles inform the heritage management standards of local planning policies.

Policy No. 7.6.1 – Heritage Management – Development Guidelines for Heritage and Adjacent Properties

The objectives of the Heritage Management Policy are to:

1. *Encourage the appropriate conservation and restoration of places listed on the City of Vincent Municipal Heritage Inventory (The Heritage List) in recognition of the distinct contribution they make to the character of the City of Vincent.*
2. *Ensure that works, including conservation, alterations, additions and new development, respect the cultural heritage significance associated with places listed on the City of Vincent Municipal Heritage Inventory.*
3. *Promote and encourage urban and architectural design that serves to support and enhance the ongoing significance of heritage places.*
4. *Ensure that the evolution of the City of Vincent provides the means for a sustainable and innovative process towards integrating older style buildings with new development.*
5. *Complement the State Planning Policy No. 3.5 'Historic Heritage Conservation' and the City of Vincent Residential Design Elements Policy and other associated Policies.*

Part 4 of the Policy relates to development to heritage listed buildings. The policy includes 'Acceptable Development' criteria as well as the following three performance criteria:

- P1 Development is to comply with the statement of significance outlined in Heritage Assessment, Heritage Impact Statement and/or Place Record Form.*
- P2 Alterations and additions to places of heritage value should be respectful of and compatible with existing fabric and should not alter or obscure fabric that contributes to the significance of the place.*
- P3 To ensure the cultural heritage significance of a place is conserved and the majority of the significant parts of the heritage place and their relationship to the setting within the heritage place should be retained.*

Part 5 of the Policy relates to development adjacent to heritage listed buildings. The subject site is adjacent to the Redemptorist House, which forms part of the Heritage Place. The policy includes 'Acceptable Development' criteria as well as the following three performance criteria:

- P1 New development maintains and enhances existing views and vistas to the principal façade(s) of the adjacent heritage listed place.*
- P2. New development maintains and enhances the visual prominence and significance of the adjacent heritage listed place.*
- P3. New development is of a scale and mass that respects the adjacent heritage listed place.*

Delegation to Determine Applications:

The matter is being referred to Council for determination in accordance with the City's Register of Delegations, Authorisations and Appointments.

This is because the delegation does not extend to proposals that propose demolition to heritage protected places, or to applications that seek to amend a development approval that was determined by Council where the amendments do not meet all equivalent acceptable or deemed-to-comply standards.

The application proposes the demolition of existing outbuildings on a property that is included on the State Register of Heritage Places and City of Vincent Heritage List, and the amendments proposed to the previous approval do not meet all acceptable outcome (or equivalent) standards.

RISK MANAGEMENT IMPLICATIONS:

There are minimal risks to Council and the City's business function when Council exercises its discretionary power to determine a planning application.

STRATEGIC IMPLICATIONS:

This is in keeping with the City's Strategic Community Plan 2022-2032:

Innovative and Accountable

Our decision-making process is consistent and transparent, and decisions are aligned to our strategic direction.

SUSTAINABILITY IMPLICATIONS:

The City has assessed the application against the environmentally sustainable design provisions of the City's Built Form Policy. These provisions are informed by the key sustainability outcomes of the City's Sustainable Environment Strategy 2019-2024, which requires new developments to demonstrate best practice in respect to reductions in energy, water and waste and improving urban greening.

There are limitations for the development to influence whole of life environmental impact of the entire development on the site through this application. This is because the scope of the application is limited to the construction of a 77.5 square metre outbuilding.

Administration's assessment has identified that the proposed development would satisfy the [element objectives](#) of the Built Form Policy in respect to environmentally sustainable design. This is because the outbuilding would have a roof with a solar absorptance rating of 0.48. The building is also non-habitable and would not be actively heated or cooled. It would be used to house high-efficiency ground source heat pumps to provide heating and cooling to the Church. Ground source heat pumps are capable of higher levels of energy efficiency than conventional air source heat pumps which would allow less energy to be used to heat and cool the Church.

PUBLIC HEALTH IMPLICATIONS:

This proposal does not have any implications on the priority health outcomes of the City's *Public Health Plan 2020-2025*:

FINANCIAL/BUDGET IMPLICATIONS:

There are no finance or budget implications from this report.

COMMENTS:Summary Assessment

In assessing this application against the planning framework, it is recommended for approval. The following key comments are of relevance:

- The proposed demolition would not impact upon the heritage significance of the place because the outbuildings are not original to the place and not included in the Statement of Significance for the site;
- The location and design of the proposed outbuilding would be subservient to the Church to the south east. The proposed outbuilding has been designed to be similar to the existing outbuildings on-site in terms of size and location. The larger of the existing outbuildings is clad in sheet metal and was approved to be reclad as part of the previous approval. The utilitarian design and use of sheet metal is consistent with other outbuildings on the site and was noted by the DRP member as an appropriate material for a utility structure;
- Council previously approved the use of the outbuildings that are proposed to be demolished to store plant equipment. The condition of these outbuildings is poor and they are too small to house the equipment required. The replacement outbuilding would allow for a new shed to be constructed in place of the existing outbuildings, with an increase in floor area of 19.8 square metres. This would support the continued function of the Church, consistent with the principles of the Burra Charter; and
- The proposal would not impact significant vistas of the heritage place from Vincent Street. This is because the outbuilding would be 106.6 metres from Vincent Street and sited behind the Church. The proposed outbuilding would be in approximately the same location as the existing outbuildings and would have wall and ridge heights of 2.2 metres and 3.4 metres, respectively. This scale is similar to the existing outbuildings that have wall heights of 2.2 metres and 2.1 metres, and ridge heights of 3.2 metres and 2.8 metres. These proposed outbuilding would also not unduly impact the Alfonso Street streetscape. This is because it would be located approximately 50 metres away from Alfonso Street, and partial screening is provided by an existing ablution block and limestone wall to the north and west of the Church.

Heritage Management Policy

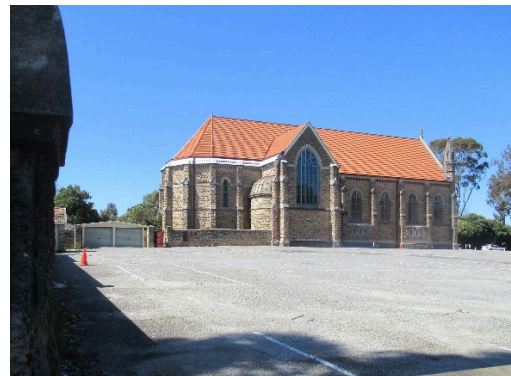
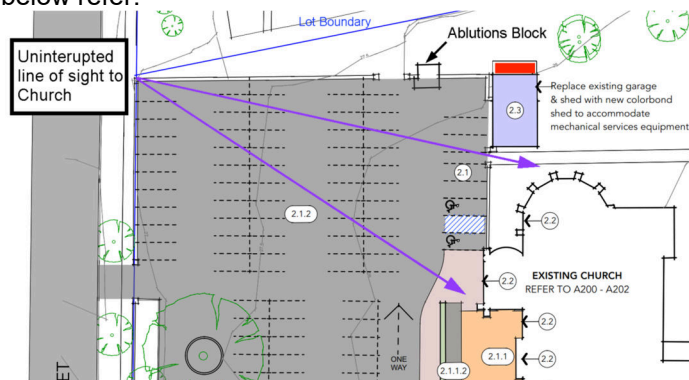
Parts 4 and 5 of the Heritage Management Policy set out development standards for development to heritage places and adjacent to heritage places, respectively. The Policy requires the proposal to be considered against the performance criteria.

The proposal would meet the [performance criteria](#) and [objectives](#) of the Heritage Management Policy for the following reasons:

- Demolition would not Impact Heritage Significance: The demolition of the existing outbuildings would have no impact on the cultural heritage significance of the place, including no impact to the structural integrity of the remainder of the heritage building. This is because the outbuildings are freestanding and are separated from the Church by 4.3 metres. These two outbuildings are in poor condition. A review of aerial imagery indicates that the outbuildings to be demolished were constructed between 1965 and 1974 and are not part of the original fabric of the Church and Monastery. Neither of these outbuildings form part of the heritage significance of the place as detailed within the Statement of Significance or Conservation Plan. The Conservation Plan does not include recommendations for the retention or demolition of these buildings;
- Conservation Plan: The Conservation Plan assigns the area within which the proposed outbuilding is to be constructed as an area of 'Considerable Significance'. This relates to the form of the Formal Garden to the north of the Church but not the existing outbuildings. The proposed outbuilding would result in the removal of some small plantings that adjoin the existing outbuildings. These are of little significance in the Conservation Plan. The Conservation Plan includes a recommendation that if new buildings are required, replacement and redevelopment of buildings of little significance should be considered. The previous approval included the adaptation of the existing outbuildings for the use as a plant room, however they are of insufficient size to accommodate the equipment needed. The proposed outbuilding would be sited in the same location as the existing outbuildings. This would reduce its impact on the area that has been identified as having considerable significance in the Conservation Plan. The applicant has advised that it is their intention to remove the proposed outbuilding in the future.

A new parish centre building as part of future development on the subject site would provide space for the plant equipment to be relocated. Planning for these future works has not yet progressed and development approval would first need to be obtained. An advice note confirming this has been included in the Officer Recommendation;

- **Supporting the Ongoing Use of the Site:** The proposed outbuilding would assist with the ongoing use of the subject site as a place of worship by the Western Australian Catholic community by providing space for plant equipment to be used for the heating and cooling of the Church. The adaption of the site to allow its continued use as a place of worship is consistent with Article 7.1 of the Burra Charter which states that *'[w]here the use of a place is of cultural significance it should be retained'*. The use of the subject site as a place of worship forms part of the significance of the place, as outlined in the Statement of Significance;
- **Sympathetic to Existing Heritage Values:** The proposed outbuilding would be in the same location as existing outbuildings. Outbuildings are an established part of the built form of the site. The proposed materials and finishes are consistent with existing outbuildings within the wider Monastery and Church complex which have typically been utilitarian in nature. These include the corrugated metal outbuildings to the north of the Formal Garden. The proposed outbuilding would be finished in a neutral 'Dune' colour, 'trimdek' sheet profile and steel-framed construction and would be modest in scale in the context of the subject site and adjoining Church. It would measure 12.3 metres long by 6.3 metres wide, with a wall and ridge height of 2.2 metres and 3.4 metres respectively. This would ensure that it would be subservient to the adjacent Church, which has a wall height of approximately 9.7 metres;
- **Maintenance of Views and Vistas:** The proposed outbuilding would not impact views of the Church and Monastery from Vincent Street. Existing views of the Church from Alfonso Street would be maintained. The Conservation plan identifies views from Vincent Street as being of Considerable Significance to the place. Alfonso Street provides views of the side and rear of the Church and is not the primary viewing point for the site identified in the Conservation Plan. The car park to the west of the Church is bounded on the north and east by a limestone fence that is approximately 1.9 metre high and was constructed in 1956. A masonry and tile ablutions block is located approximately 39 metres from Alfonso Street and is integrated into the northern portion of the limestone wall. This means that views of the Church from Alfonso Street are interrupted and would not be further impeded by the proposal. The figure and image below refer.



The proposed outbuilding would not interrupt existing views of the Church from the northwest corner of the car park due to its separation from the Church building. Photographs of the existing views from the northwest corner of the car park are available in **Attachment 4**; and

- **DRP and HCWA Comments:** The City's DRP member specialising in heritage conservation and the HCWA advised that the proposal would not negatively affect the cultural heritage values of the Church and Monastery. The DRP member noted that utilitarian structures such as that proposed are required on large sites. The proposed outbuilding would be used to store plant equipment that forms part of a larger intended program of works to support the ongoing use of the Church as a place of worship, in accordance with its Statement of Significance. The DRP member supported the simple and modest scale of the proposal, advising that to interpret the three storey Church and Monastery building's scale, rhythm and materiality in the construction of a building to be used for utilitarian purposes would not be consistent with conservation practice.

Adaptive Reuse

The proposal would meet the element objectives of the Built Form Policy relating to [Adaptive Reuse](#) for the following reasons:

- Impact to Streetscape: The proposed outbuilding would have minimal impact on the Alfonso Street streetscape and would respect the character of the local area. This is because it would be located approximately 50 metres from Alfonso Street. The proposed outbuilding would extend 1.1 metres further north than the existing outbuildings. Due to the presence of the ablutions block and mature landscaping to the north west, this portion of the outbuilding would not be visible from Alfonso Street. The new outbuilding would extend 0.6 metre further south than the existing building. This portion of the building would be behind a limestone pillar measuring 2.4 metres high, which would further serve to screen this portion of outbuilding from the street;
- Site Presentation to Alfonso Street: The existing southernmost outbuilding presents two garage doors in a sheet metal wall to the Alfonso Street elevation. The proposed outbuilding would provide a sheet metal wall, with a roller door to the Alfonso Street elevation. Across the entire Alfonso Street elevation of the subject site, the Church and Monastery buildings would provide visual interest to Alfonso Street. This includes the Narthex that was approved by Council in December 2022. In addition to the existing limestone Church, the Narthex would sit 6.4 metres forward of the proposed outbuilding and includes large format glazing and copper roofing to complement the existing Church; and
- Consistency with Other Outbuildings On-Site: The proposed outbuilding would be contemporary and would not imitate or copy the character and scale of the nearby Church. This is consistent with established conservation practice and was supported by the DRP member. The subject site has corrugated iron sheds to the north of the formal garden, a tile and masonry greenhouse, a rendered masonry laundry and a Colorbond shed to the south of the Monastery. Except for the laundry, these outbuildings are utilitarian in design. Outbuildings are an established part of the built form of the heritage protected place, with the Conservation Plan recommending that the corrugated iron sheds to the north of the formal garden and the laundry be retained. The finish of the proposed outbuilding would be metal cladding and would be consistent with Council's previous approval for the existing outbuildings to be reclad. The proposed outbuilding would be subservient to the main Church and Monastery building, consistent with other outbuildings within the heritage protected place.

**CITY OF VINCENT
LOCAL PLANNING SCHEME NO. 2
SCHEME MAP 1 - LEEDERVILLE**

LEGEND

METROPOLITAN REGION SCHEME RESERVES

Note: The Western Australian Planning Commission acts on behalf of the Department of Planning and should be consulted for full information on the actual land requirements for all Metropolitan Region Scheme Reserves.

- PARKS AND RECREATION**
- R Restricted Public Access
- PRIMARY REGIONAL ROADS RESERVATION**
- OTHER REGIONAL ROADS RESERVATION**
- RAILWAYS**
- PUBLIC PURPOSES**
Particular use denoted as follows:
- H Hospital
- HS High School
- TS Technical School
- CP Car Park
- U University
- CG Commonwealth Government
- SU Special Use
- WSD Water Authority of Western Australia
- P Prison

CITY OF VINCENT LOCAL SCHEME RESERVES

- PUBLIC OPEN SPACE**
- R Restricted
- PUBLIC PURPOSES**
Particular use denoted as follows:
- PS Primary School
- CP Car Park
- CU Civic Uses
- HS High School
- I Institute for the Deaf
- W Water Supply Sewerage and Drainage
- TS Technical School

CITY OF VINCENT SCHEME ZONES

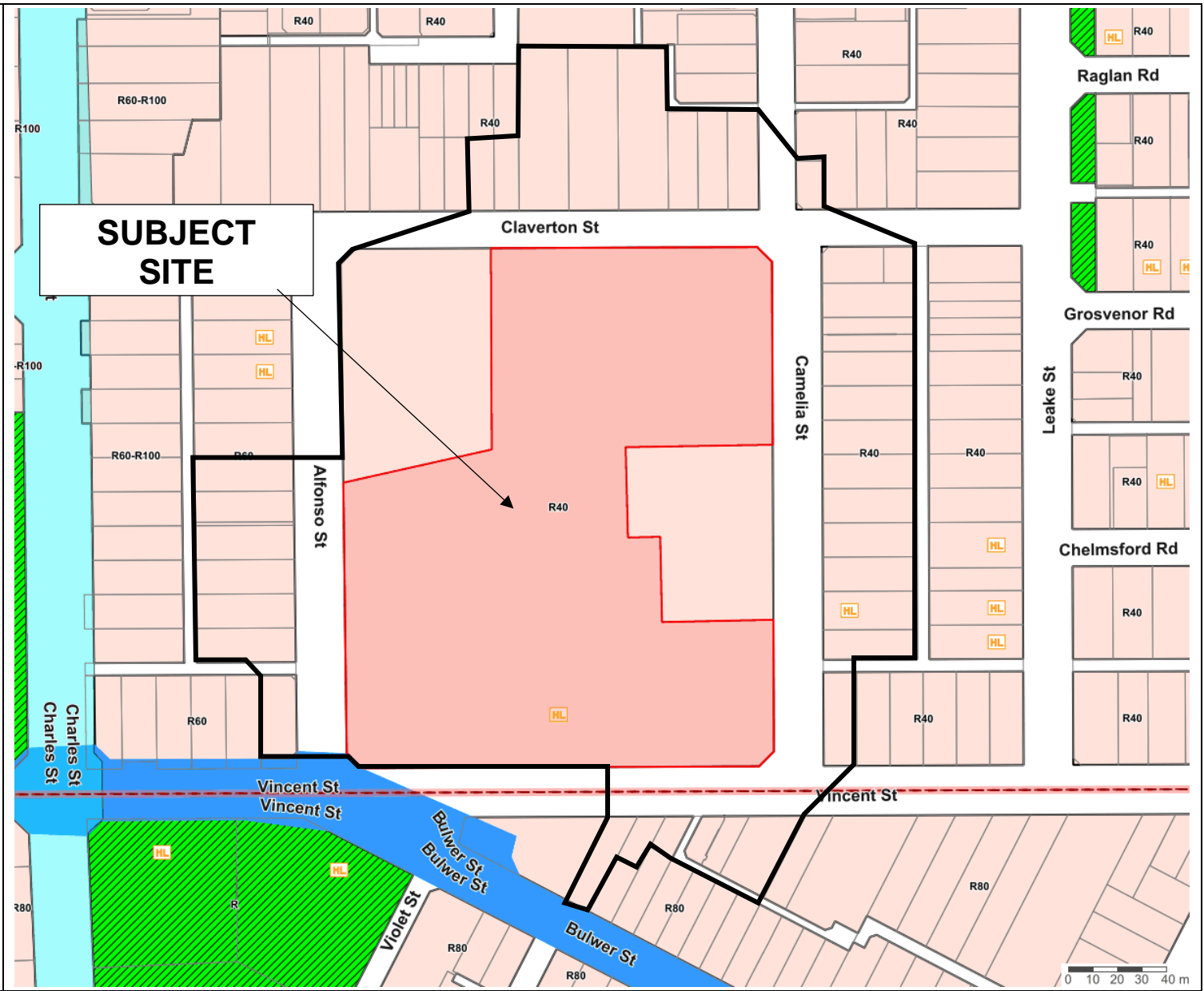
- RESIDENTIAL**
- MIXED USE**
- COMMERCIAL**
- LOCAL CENTRE**
- DISTRICT CENTRE**
- REGIONAL CENTRE**
- SPECIAL USE**
Particular use denoted as follows:
- CP Car Park
- CU Community Use
- FC Function Centre
- HC Hall and Non Residential Club
- H Hotel
- PW Place of Worship
- S Service Station

ADDITIONAL USE

- ADDITIONAL USE**

ADDITIONAL INFORMATION & RESIDENTIAL PLANNING CODES

- CODE AREA BOUNDARY**
- SCHEME AREA BOUNDARY**
- DENSITY CODE**



CITY OF VINCENT

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Consultation and Location Map
No. 188 Vincent Street, North Perth

Extent of Consultation





CITY OF VINCENT

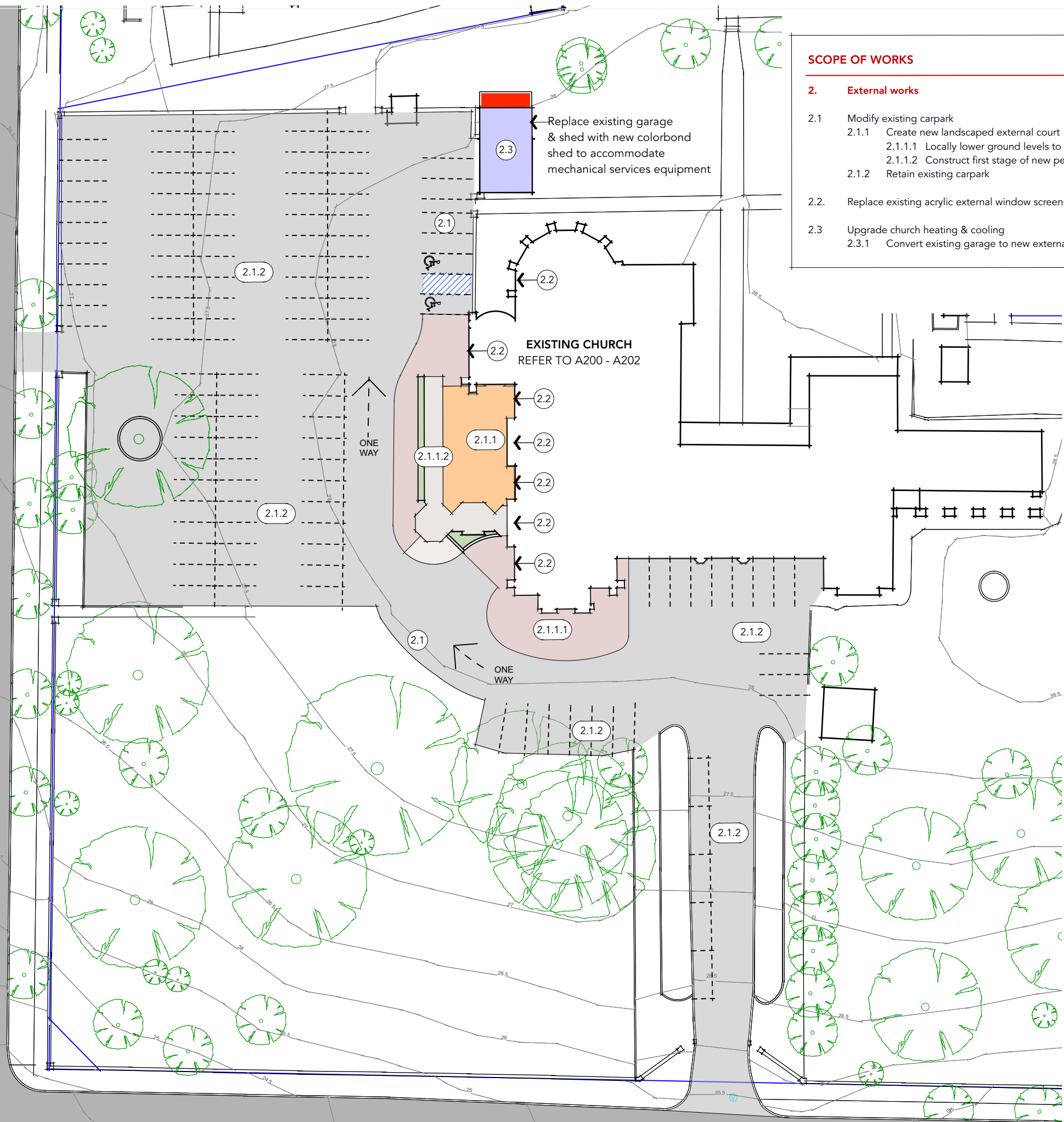
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No. 188 Vincent Street, North Perth



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29 August 2023

ALFONSO STREET



SCOPE OF WORKS

- 2. External works**
 - 2.1 Modify existing carpark
 - 2.1.1 Create new landscaped external court
 - 2.1.1.1 Locally lower ground levels to reinstate church damp-proof course
 - 2.1.1.2 Construct first stage of new pedestrian link to future Pastoral Centre
 - 2.1.2 Retain existing carpark
 - 2.2 Replace existing acrylic external window screens with new security glass panels offset from face of building
 - 2.3 Upgrade church heating & cooling
 - 2.3.1 Convert existing garage to new external plant room to house heating & cooling plant

Replace existing garage & shed with new colorbond shed to accommodate mechanical services equipment

EXISTING CHURCH
REFER TO A200 - A202

ISSUE	DATE	REVISION

Project
Redemptorist Church
Conservation

Address
North Perth WA

This Sheet
Site Plan

Plot Date 11/11/22

Scale @A3 1:500 **Rev**

Project No 202123

Drawing No DA101

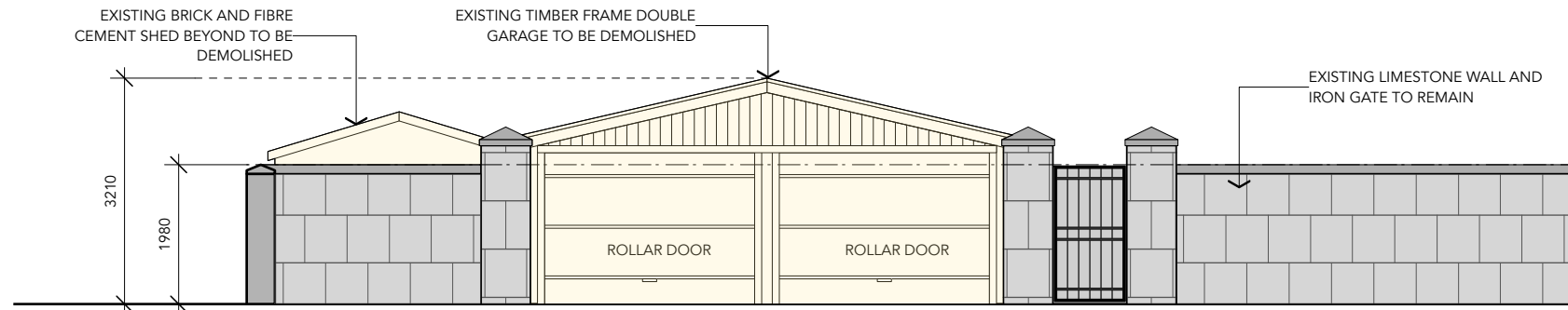
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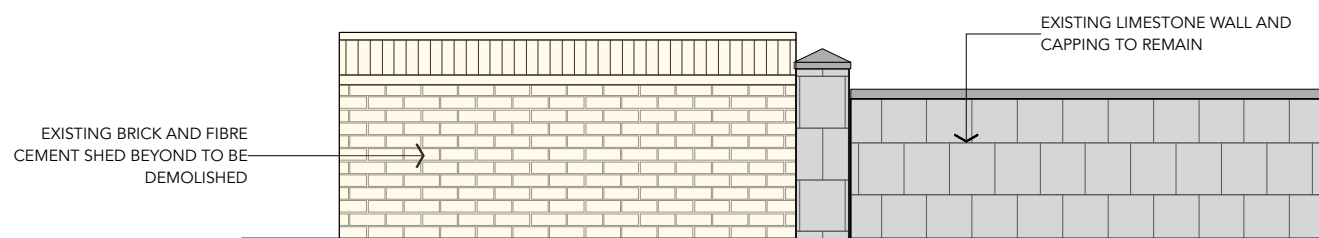
VINCENT STREET

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29 August 2023



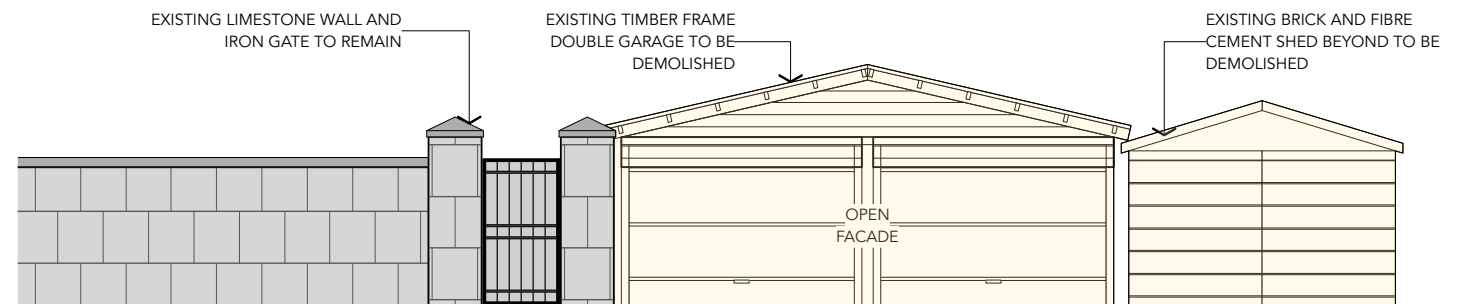
WEST ELEVATION

1:100



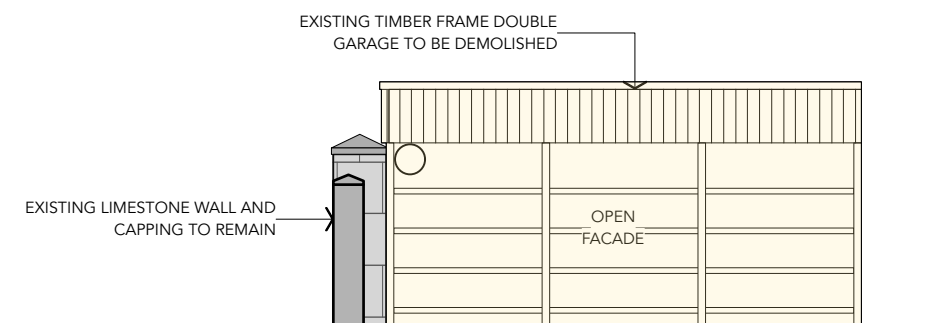
NORTH ELEVATION

1:100



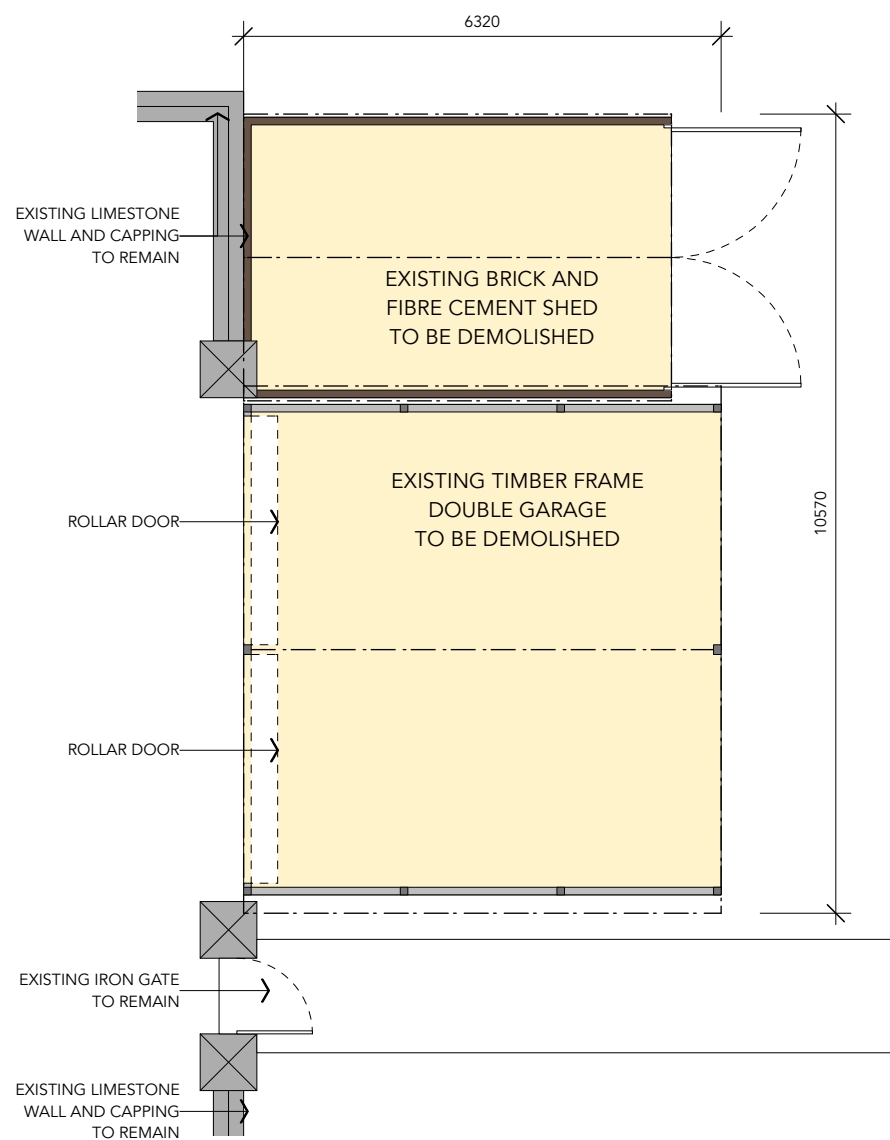
EAST ELEVATION

1:100



SOUTH ELEVATION

1:100



EXISTING FLOOR PLAN

SCALE: 1:100

ISSUE	DATE	REVISION
Project		
Redemptorist Church Conservation		
Address		
North Perth WA		
This Sheet		
Plan Elevations - Plantroom Existing		
Plot Date		29/8/23
Scale @A3	1:100	Rev
Project No		202123
Drawing No		A228
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Project
Redemptorist Church Conservation

Address
North Perth WA

This Sheet
Plan Elevations - Plantroom Existing

Plot Date **29/8/23**

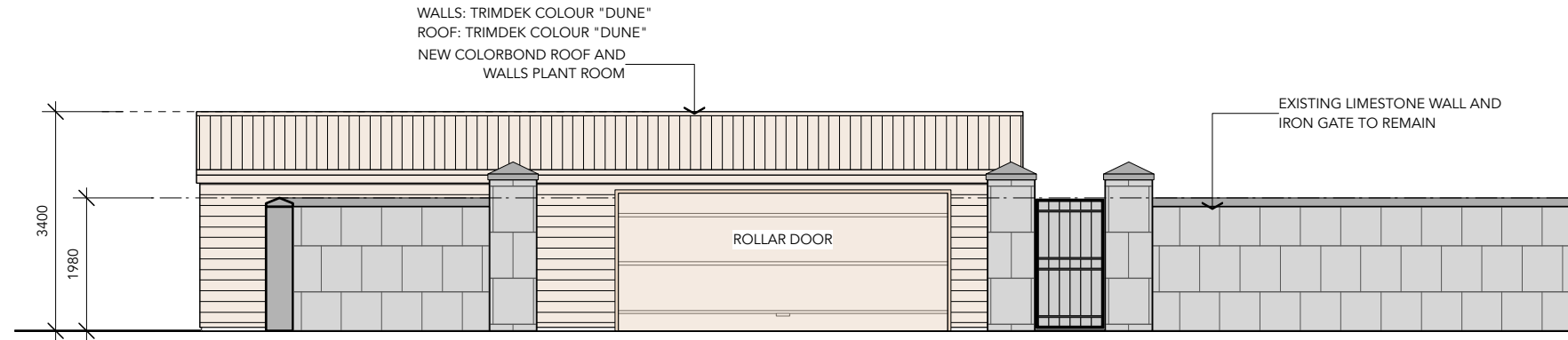
Scale @A3 **1:100** Rev

Project No **202123**

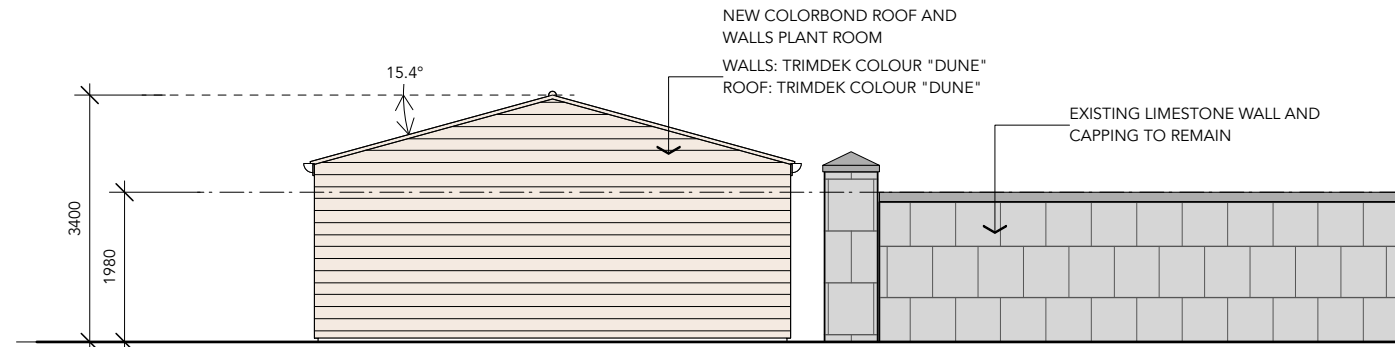
Drawing No **A228**

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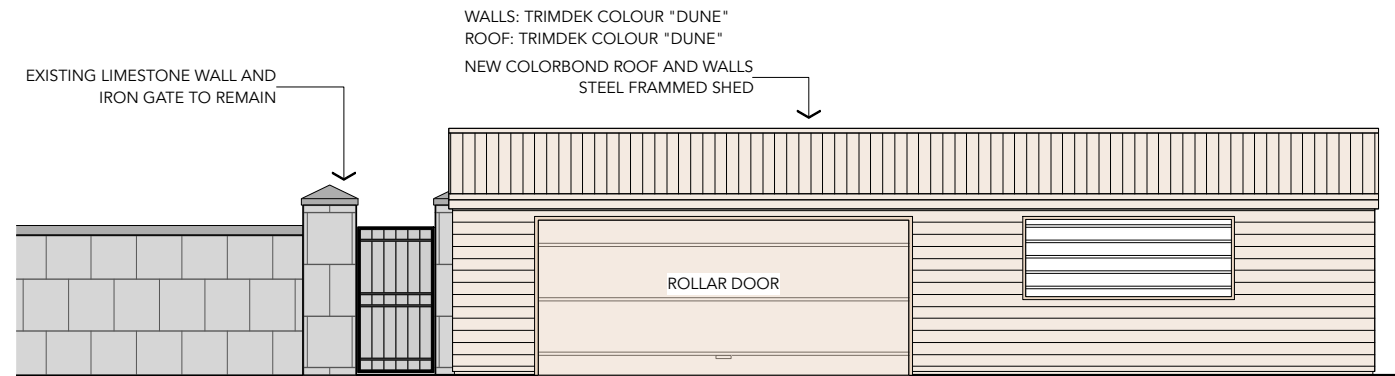
CITY OF VINCENT
RECEIVED
29 August 2023



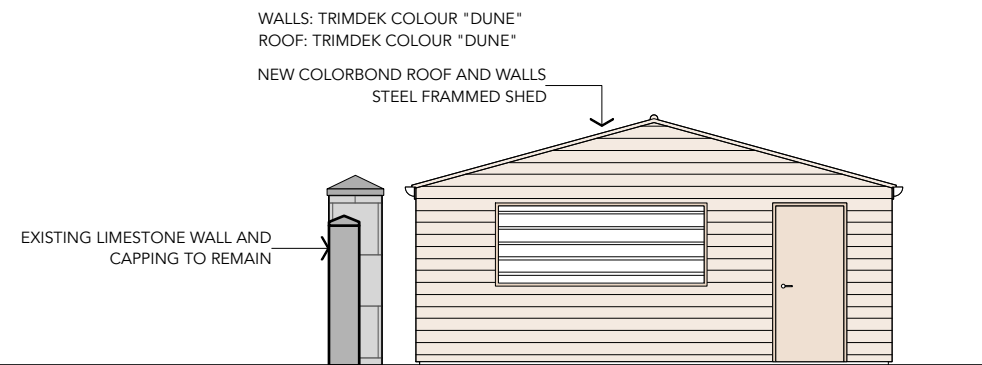
WEST ELEVATION
1:100



NORTH ELEVATION
1:100



EAST ELEVATION
1:100



SOUTH ELEVATION
1:100



NEW FLOOR PLAN
SCALE: 1:100

ISSUE	DATE	REVISION
B	29/8/23	Roof colour changed

Project
Redemptorist Church Conservation

Address
North Perth WA

This Sheet
Plan Elevations - Plantroom Proposed

Plot Date 29/8/23

Scale @A3 1:100 **Rev** B

Project No 202123

Drawing No A229

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FORM

Name of Place: **Redemptorist Monastery and Church**

Date: **18/04/2023**

Prepared by: **Slavin Architects**

Prepared for: **City of Vincent**

The Place/Area:

Prepared for:

Date: **01 JUNE 2023**

Heritage listings:

State Register of Heritage Places (02218)
Interim Entry: 18 March 2005
Permanent Entry: 17 March 2006

Municipal Inventory - Category A
Adopted 27 November 1995
Recommended RHP

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Statement of significance:

Redemptorist Monastery and Church is an important place that is of considerable cultural heritage significance (Clause 6.3, Redemptorist Monastery and Church Conservation Plan, 2011, Philip Griffiths Architects)

The 1903, 1912 and 1922 campaigns of the Monastery and Church, and their respective elements of original fabric, are of exceptional significance (Clause 7.2.1, Redemptorist Monastery and Church Conservation Plan, 2011)

Elements of exceptional significance include:

Cottesloe limestone walls; stucco ornamentation; roof form, ornamentation and chimneys; leadlight windows; north and south verandahs; timber staircases.

The main layout of a central corridor with accommodation cells on either side to all floors and all major spaces associated with each of the key phases.

The ceiling and leadlight windows to the oratory

(Clause 7.2.1, Redemptorist Monastery and Church Conservation Plan, 2011)

The following aspects of the proposal respect or enhance the heritage significance of the place or area, for the following reasons:

The work associated with the shed removal and reinstatement will enable the 'tidying up' of some of the ancillary buildings around the main church. The current structures are deteriorating and are not able to be restored as only the rusty tin roof is remaining in some sections. The new structure will be temporary for a maximum of 5 years until the rest of the site can be developed. The 2011 Conservation Plan identifies the existing shed and garage were constructed sometime between 1980 and 2005, and these intrusive buildings are located in a zone identified as being of considerable significance (page 12). Buildings, structures and spaces identified as being of considerable significance are listed (page 177) as the northern grotto and the southern fountain, whilst the shed and garage are not identified as being of considerable significance. The removal of intrusive buildings such as prominently located sheds and garages is recommended on page 188 of the conservation plan. Ultimately the "parterre" will be landscaped to reflect the formal language of the Monastery and Church. Removing the shed and garage will be an important element in this process. The proposed shed will be primarily used as a plant room while renovation works can be undertaken within the Church. After this work is complete the shed will be removed and the parterre landscape will be developed within this space.

The following aspects of the proposal could detrimentally impact on heritage significance. The reasons are explained as well as the measures to be taken to minimise impacts:

Nil

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Conclusion:

The previous intention to adapt the existing garage and shed to accommodate new heating & cooling equipment for the church (previously approved) was based on the premise that locating equipment remotely to the church maintains the integrity of elements identified as being of exceptional significance and is in accordance with best practice for adaptive works as set out in the Burra Charter. Unfortunately the size of the equipment required to adequately condition the church cannot be accommodated within the existing shed and garage and requires a new larger building to be temporarily constructed. The new external shed will be used until such time as a new parish centre building is constructed on site, at which time the heating & cooling equipment will be relocated and the shed demolished.

References and attachments:

Redemptorist Monastery and Church Conservation Plan, 2011, prepared by Philip Griffiths Architects.

Contact us

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West elevation of large
outbuilding viewed from car park

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17 May 2023



East elevation of small
outbuilding.



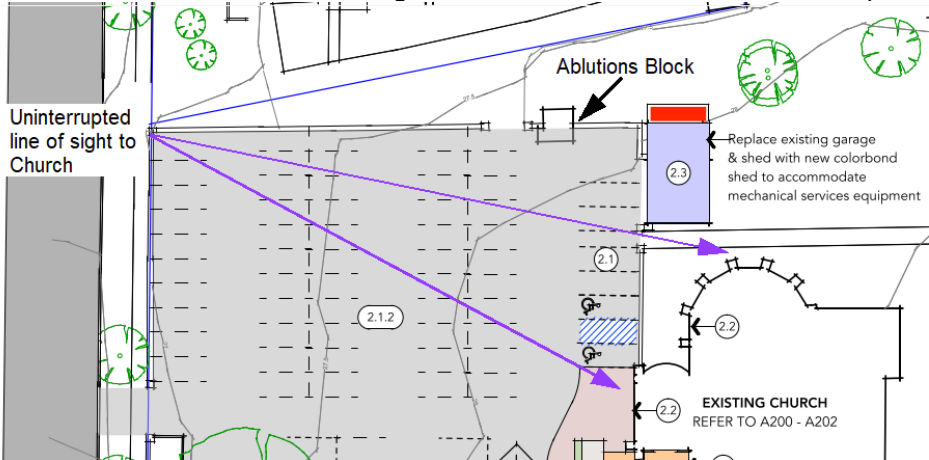
East elevation of large
outbuilding

Summary of Submissions:

The tables below summarise the comments received during the advertising period of the proposal, together with the Administration's response to each comment.

Comments Received In Objection:	Administration Comment
<p><u>Design and Impact on Heritage Values</u></p> <ul style="list-style-type: none"> • The application shows a lack of respect to the existing church and has missed an opportunity to enhance the heritage values and visual appreciation of such an iconic building. • The proposed design and location do not protect the existing heritage value of the church and is not sympathetic to the existing materials. • The proposed development does not complement the existing building by referencing or interpreting the scale, rhythm, and materiality of the church. • The prominence of the church ambulatory is not retained due to the location of the new outbuilding. The choice of Colorbond metal roofing and walling conflicts with the church. 	<ul style="list-style-type: none"> • The proposal would assist with the ongoing use of the subject site as a place of worship by adapting it to reflect modern requirements. This is consistent with Article 7.1 of the Burra Charter and the site's Statement of Significance. • The proposed outbuilding is appropriate for the reasons outlined in the officer report. These are summarised as follows: <ul style="list-style-type: none"> ○ The utilitarian design and materiality of the proposal is consistent with existing outbuildings on the subject site; ○ The design is consistent with the purpose of the proposed outbuilding which is to provide space for plant equipment associated with the Church; ○ The applicant has advised that the proposed outbuilding is intended to be removed as part of future stages of development on the site. Staging of works is a common practice when planning for and working with large sites. It is reasonable to allow simple utility structures to be constructed, to allow improvements to the place in a staged manner. This was supported by the City's DRP member as being consistent with good conservation principles; and ○ The proposed outbuilding would respect the heritage of the place by: <ul style="list-style-type: none"> ▪ Maintaining separation from the Church; and ▪ Being clearly identifiable as new work, without mimicking or copying elements of the Church and Monastery building. • The proposed outbuilding is in approximately the same location as existing outbuildings on the site. It would maintain the prominence of the Church because: <ul style="list-style-type: none"> ○ It would be single storey in nature; ○ Located behind the building line of the Church; and ○ Finished in a neutral 'Dune' colour scheme.

Summary of Submissions:

Comments Received In Objection:	Administration Comment
<ul style="list-style-type: none"> The proposed location obscures the surrounding viewing space of the church and historical gardens and view lines are negatively impacted. 	<ul style="list-style-type: none"> The Conservation Plan outlines that the significant vistas for the subject site are from Vincent Street. Due to its location behind the Church, the outbuilding would not impact significant vistas. <p>Existing views of the Church from Alfonso Street would be maintained. The car park to the west of the Church is bounded on the north and east by a limestone fence that is approximately 1.9 metre high and was constructed in 1956. A masonry and tile ablutions block is located approximately 39 metres from Alfonso Street and is integrated into the northern portion of the limestone wall. means that views of the Church from Alfonso Street are interrupted and would not be further impeded by the proposal. This is demonstrated in the figure below, which shows the line of sight from the northwest corner of the car park.</p> 
<p><u>Request for Additional Information</u></p> <ul style="list-style-type: none"> Request the applicant submit 3D perspective views of the proposal in relation to the existing Church, Gardens, Carpark, Amenities Building, trees and garden walls, to allow proper assessment. Request elevations and perspectives showing the relationship of the outbuilding to the Church and existing amenities buildings and showing the impact on critical vistas at eye level. 	<ul style="list-style-type: none"> These requests were forwarded to the applicant. The City did not require this information to be provided. This is because the supplied elevations together with site plans, floor plans and heritage impact statement provide sufficient information for the assessment of the proposal against the planning framework.

Summary of Submissions:

Comments Received In Objection:	Administration Comment
<p><u>Comments on Plans</u></p> <ul style="list-style-type: none"> • Suggestions for modifications to the proposal as follows: <ul style="list-style-type: none"> ○ Locate a new Plant Room on an East/West axis behind the existing limestone garden wall, in line with the adjacent existing amenities building. This would ensure the new building is visually obscured when viewed from the existing western carpark and Alfonso Street. It would also be located further from the north end of the church (Refer Images below). This would increase the space to the north of the church, enhancing vistas and allowing greater articulation to the ambulatory; ○ The large existing opening between the existing limestone garden walls is currently used to access an inappropriately domestic scaled Rolla door. The proposed design changes little, except that the gable roof now faces the Church. The opening in the limestone fence could be replaced with wrought iron gates to match the existing smaller gate adjacent. This would enable a more harmonious west elevation. The gate would allow maintenance to the Plant Room and Gardens, but more importantly, would provide for an appropriate vista of the historical gardens north of the Ambulatory. This would improve vistas from the carpark and Alfonso Street. Refer Sketch and Images below; ○ Use a flat roof behind a parapet wall or exposed steel beam to allow a linear "box" in lieu of a proposed domestic gabled garden shed. A tiled roof to match the amenities building would introduce an unsatisfactory bulkier massing too close to the Ambulatory; ○ Suggest locating single entry door, window and downpipes between the Plant room and existing garden wall to obscure these openings and services from the Street; ○ Proposed Rolla door entry if needed should be faced with same material to match adjacent wall; ○ Exposed ventilation louvres and light window should face north. A window, if needed, should be vertical in proportion. The existing landscape adjacent to the adjoining property car park would help obscure the north elevation; ○ Investigate the use of smooth limestone wall facing, compressed fibre cement sheeting or sandstone coloured blockwork to facilitate a modern and harmonious contrast to the existing Church. 	<ul style="list-style-type: none"> • These suggestions were provided to the applicant for their consideration. The applicant did not elect to modify their plans. • The City is required to consider and determine the application as proposed by the applicant, rather than possible alternatives as proposed in the community submissions and this is not a relevant planning consideration. • The proposed outbuilding is considered appropriate for the reasons outlined in the report, which are summarised as follows: <ul style="list-style-type: none"> ○ The proposal would assist with the ongoing use of the subject site as a place of worship by adapting it to reflect modern requirements, consistent with the Burra Charter and the site's Statement of Significance; ○ The proposal would not interrupt the significant vistas of the property, which are identified in the Conservation Plan as being from Vincent Street; ○ Due to the existing fences, ablutions block and landscaping, the proposed outbuilding would not impact direct views of the Church from Alfonso Street; and ○ The proposed outbuilding would be consistent with other outbuildings on the site, that are located within the park setting. The dune colour and proposed scale would ensure that the outbuilding was subservient to the Church and Monastery.

Summary of Submissions:

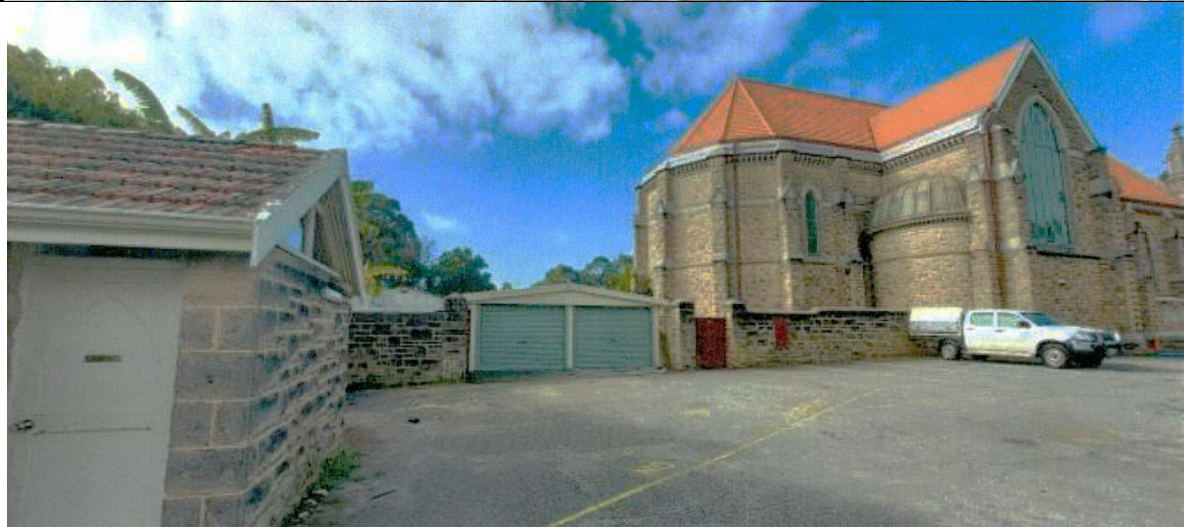
Images Included with Submissions

Enhance vista from Alfonso Street by removing the Colorbond gabled shed and exposed roller doors.



Relocating the plant room behind the existing garden wall will allow breathing space and appropriate distancing to the Church ambulatory.

Installing a wrought iron gate and fencing to match existing will allow grater connectivity to the existing garden.



Summary of Submissions:

Images Included with Submissions

Proposed layout is very similar to the existing layout, whereby proposed utility services are too close to the Ambulatory.



Relocated and realigned plant room to provide great separation to the Ambulatory and enhance vistas.



Note: Submissions are considered and assessed by issue rather than by individual submitter.