5.1 NO. 31 (LOT: 74; D/P: 32) SMITH STREET, HIGHGATE - PROPOSED ALTERATIONS AND ADDITIONS TO PLACE OF WORSHIP

Ward: South

Attachments:

- 1. Consultation and Location Map
- 2. Development Plans
 - 3. Heritage Impact Statement
 - 4. Determination Advice Notes

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 at No. 31 (Lot: 74; D/P: 32) Smith Street, Highgate, in accordance with the plans shown in Attachment 2, subject to the following conditions, with the associated determination advice notes in Attachment 4:

1. Development Plans

This approval is for Alterations and Additions to Place of Worship as shown on the approved plans dated 29 November 2021. No other development forms part of this approval;

2. Stormwater

Stormwater from all roofed and paved areas shall be collected and contained on site. Stormwater must not affect or be allowed to flow onto or into any other property or road reserve; and

3. Colours and Materials

The colours, materials and finishes of the development shall be in accordance with the details as indicated on the approved plans, to the satisfaction of the City.

PURPOSE OF REPORT:

To consider an application for development approval for alterations and additions to the Serbian Orthodox Church of St. Sava at No. 31 Smith Street, Highgate (the subject site).

PROPOSAL:

The application proposes the addition of two awnings and a patio to the subject site which is listed on the State Register of Heritage Places.

The two awnings are proposed to be attached to the south western façade of the existing hall building at the rear of the site. The ground floor awning would have dimensions of 2.4 metres by 1.0 metre and the upper floor awning would have dimensions of 1.8 metres by 1.0 metre.

The patio is proposed to be attached to the south eastern façade of the existing hall building at the rear of the site. The patio would have a single storey height, dimensions of 3.5 metres by 7.3 metres and would be visible from Smith Street.

The applicant has advised that the awnings and patio are proposed to provide weather protection for people attending the hall building.

The proposed development plans are included as Attachment 2.

BACKGROUND:

DETAILS:

Summary Assessment

The table below summarises the planning assessment of the proposal against the provisions of the City's LPS2, the Built Form Policy and the Heritage Management Policy.

Planning Element	Deemed-to-Comply (Acceptable Outcome or Acceptable Development)	Requires the Discretion of Council
Land Use	✓	
Street Setback	✓	
Building Setbacks	✓	
Roof Design	✓	
Building Height/Storeys	✓	
Landscaping	✓	
Parking & Access	\checkmark	
Heritage Management Policy	\checkmark	

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.

Acceptable outcome and acceptable development standards are likely to meet the element objectives and performance criteria, and are typically quantitative measures.

The proposal satisfies all of the acceptable outcome and acceptable development standards of the Built Form Policy and Heritage Management Policy, respectively. Even though this is the case, the proposed development is still required to meet the element objectives and performance criteria of the Built Form Policy and Heritage Management Policy. This is detailed in the Comments section below.

CONSULTATION/ADVERTISING:

Community consultation was undertaken in accordance with the *Planning and Development (Local Planning Schemes) Regulations 2015.* The method of consultation included notice on the City's website, sign on site, and 26 letters mailed to owners and occupiers of the properties adjoining the subject site, as shown in **Attachment 1**.

The application was advertised for public comment for a period of 14 days from 21 January 2022 to 4 February 2022, with the sign on site erected from 28 January 2022 to 11 February 2022, in accordance with the City's Community and Stakeholder Engagement Policy.

One submission was received during the community consultation period objecting to the proposal. The objection raised concerns about the availability of car parking within the vicinity of the subject site.

Administration's response to the objection is that the proposed development would not affect the availability of car parking on site or in its vicinity. This is because no parking bays would be removed or altered as part of the proposal. The proposed patio and awnings would provide for shade and amenity for attendees of the site. The proposed patio and awnings would not intensify the land use or generate additional attendees to the site and would not have an impact on parking provision.

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 development proposal as lodged together with the supporting Heritage Impact Statement were referred to the HCWA.

The HCWA support the proposal. A summary of its comments is as follows:

- The place has significance as an outstanding example of a church designed in the Christian Orthodox Church tradition;
- The proposal is for a patio addition and two window awnings to the hall building to the rear of the church. The patio would be located near the north-west corner of the church building; and
- The patio is of a simple design and would be appropriately located to have a negligible impact on the heritage values of the place.

Design Review Panel (DRP):

Referred to DRP: Yes

The proposal was referred to the City's Design Review Panel Heritage Architect for comment on the development plans. This DRP member has expertise in heritage conservation, and experience in dealing with additions and alterations to heritage buildings.

The proposal is supported by the DRP member.

A summary of the comments from the DRP member is as follows:

- The proposed works are proposed for the hall building to the rear site. No works are proposed to be attached to the main Church building.
- The awnings would be located to the rear of the site and are minor structures and would have no impact on the cultural heritage values of the Church.
- The addition of a proposed patio along the secondary building wall would not damage the significant building fabric. The proposal would be acceptable on heritage grounds
- The proposed steel patio is a simple design that would not detract from the Church's aesthetic significance due to its location to the rear of the Church.
- The siting, design and material selection would not impact on the cultural heritage values of the Serbian Orthodox Church of St. Sava.

The DRP member also noted additional structural detailing may be required. This is usually provided at building permit stage, and an advice note to this effect is included in the officer's recommendation.

LEGAL/POLICY:

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

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.

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 because the application proposes additions to a site that is included on the State Register of Heritage Places.

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 2018-2028:

Innovative and Accountable

We are open and accountable to an engaged community.

SUSTAINABILITY IMPLICATIONS:

There are no sustainability implications from this report.

PUBLIC HEALTH IMPLICATIONS

This report has no implication 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:

Policy Standards

The Heritage Management Policy sets out that development will generally be approved where it complies with the acceptable development standards.

The proposed development complies with all of the acceptable development standards of the Heritage Management Policy.

The Built Form Policy sets out that meeting the acceptable outcome standards is likely to achieve the element objectives.

The proposed development meets all of the acceptable outcome standards of the Built Form Policy.

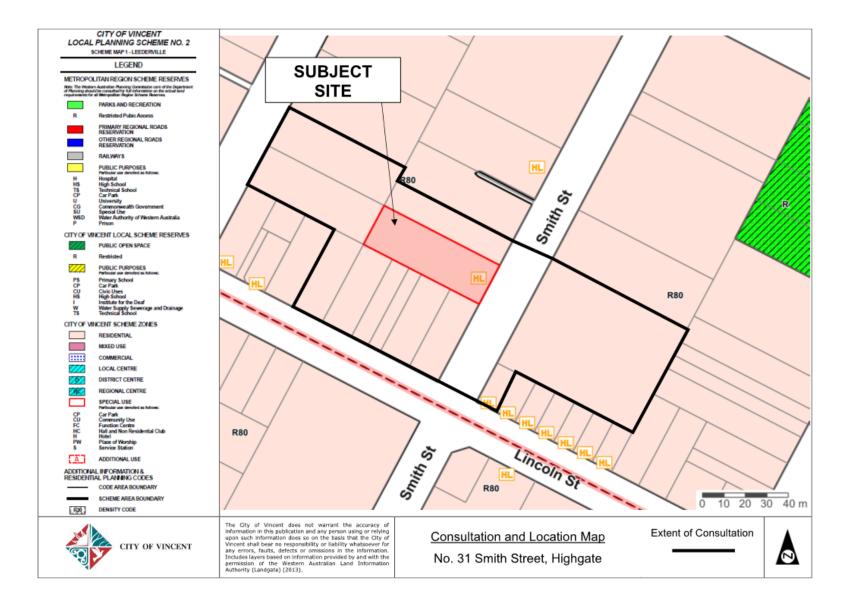
The acceptability of the proposed awnings and patio is detailed below.

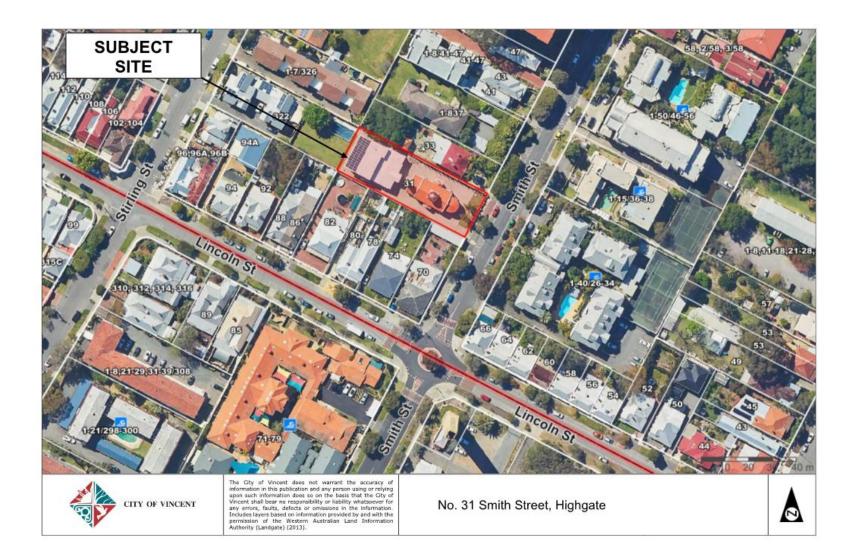
Acceptability of Proposed Development

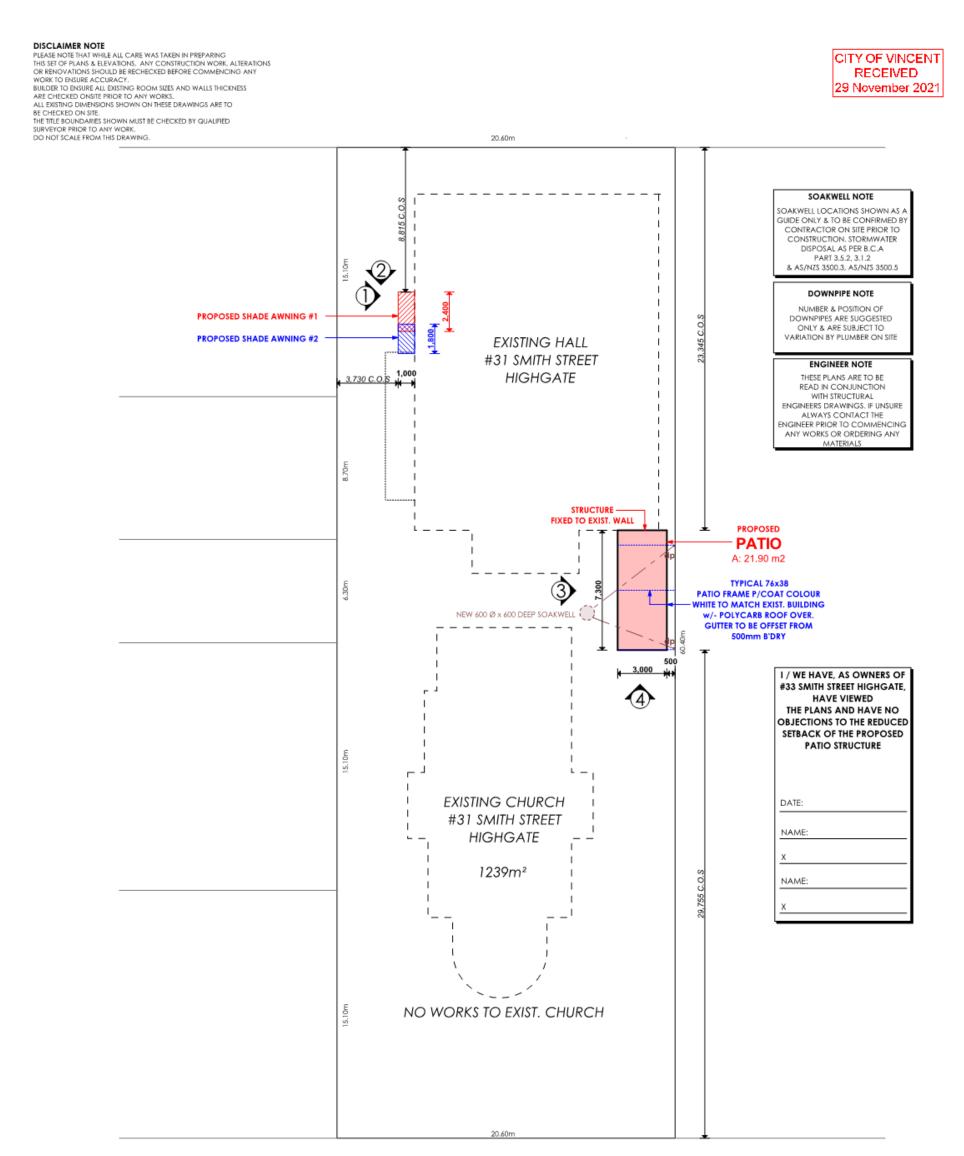
The proposed awnings and patio would satisfy the performance criteria and objectives of the Heritage Management Policy, and the element objectives of the Built Form Policy. It is acceptable for the following reasons:

- <u>Aesthetic value</u>: The hall building is not included in the statement of significance of the Heritage Place for its aesthetic value, rather it is for its cultural heritage significance for its social and historic connections to the Serbian Orthodox community. The proposed patio and awning additions attached to the hall building would not alter or obscure any of the contributing aesthetic fabric of the heritage place;
 The proposal is supported by both the HCWA and the DRP Member.
- <u>Separated from church</u>: The proposed patio and awnings would be attached to the hall building and would be separated from the main church building which has aesthetic value, maintaining the relationship of the church with its setting;
- Location: The proposed patio would be:
 - Set back approximately 29.8 metres from Smith Street, located to the north of the church building, and would not interrupt views or vistas of the heritage place; and
 - Unenclosed on its sides and its location to the northern boundary would ensure that the northeastern adjoining property's access to light and ventilation would not be affected. This is because shadow is cast to the south and would fall on the subject site itself;
- <u>Appearance from street:</u> Although the patio would be visible from Smith Street, the lightweight, single storey nature and light colours mean that it would present minimal bulk to the street. The proposed patio and awnings would maintain the prominence of the façades of the aesthetically significant portions of the church;
- <u>Ongoing use:</u> The additions would protect the heritage values of the place by supporting the ongoing use of the site by the Serbian community for religious, spiritual, social and educational reasons in accordance with the statement of significance of the place;
- <u>Burra Charter:</u> The proposed additions would be clearly distinguishable from the heritage fabric of the existing buildings on the site, in accordance with Article 22 of the Burra Charter. The application

proposes a simple and utilitarian design which is a focus on function, and incorporating polycarbonate roofing and white paint. White painted render is used extensively on the subject site. The colour and lightweight design of the patio and awnings would assist in ensuring the development is sympathetic and respectful to the heritage place.







SMITH STREET



SERBIAN CHURCH

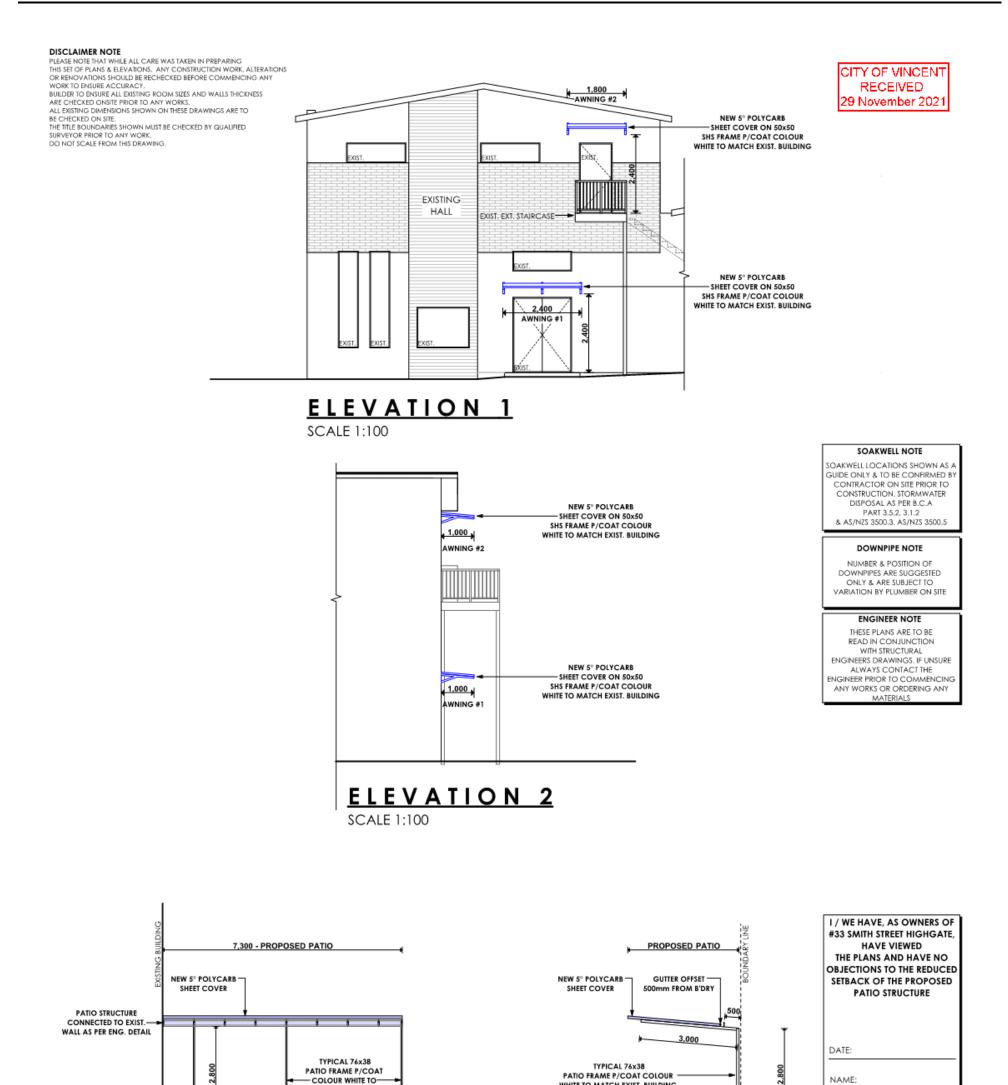
PLANNING PROPOSED SHADE STRUCTURE

31 SMITH STREET, HIGHGATE

JOB No: 21_070 ISSUE DATE: 16/11/2021 SHEET: 1 of 2

© **copyright** Scale as shown





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ELEVATION 3 SCALE 1:100

COLOUR WHITE TO-

MATCH EXIST. BUILDING

EXIST. PAVING

ELEVATION 4

EXIST. PAVING

WHITE TO MATCH EXIST. BUILDING

CONC. FOOTING (AS PER ENG DETAIL)

SET INSIDE FROM BOUNDARY

SCALE 1:100

SERBIAN CHURCH

PLANNING **PROPOSED SHADE STRUCTURE**

31 SMITH STREET, HIGHGATE

SHEET: 2 of 2 JOB No: 21_070 ISSUE DATE: 16/11/2021

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NAME:

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HERITAGE IMPACT STATEMENT

A GUIDE

INTRODUCTION

This guide explains what a heritage impact statement is, when one is needed, and the level of detail that is required.

This guide has been prepared to:

- (a) assist people who wish to carry out development that could impact on a heritage place or area
- (b) assist local governments in considering whether to approve such development.

Local governments may adapt the document to suit their own circumstances.

What is a heritage impact statement?

A heritage impact statement (HIS) describes and evaluates the likely impact of a proposal.

An HIS is a clear and concise account of the proposed work that addresses three basic questions:

- How will the proposed works affect the significance of the place or area?
- What measures (if any) are proposed to ameliorate any adverse impacts?
- Will the proposal result in any heritage conservation benefits that might offset any adverse impacts?

When is a heritage impact statement needed?

Many local governments encourage proponents to submit an HIS with any development proposal affecting a heritage place.

Whether or not a local government may require an HIS, and the amount of detail expected, will depend on:

- (a) the significance of the place; and
- (b) the likely impact of the proposal on that significance.

For instance, a proposal to partially demolish, or construct an addition to a place that is listed in the highest category in the local Heritage List, will typically require a detailed HIS.

Minor works to a place of lesser significance may not require an HIS at all.

How is the significance of a place or area determined?

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 a State Register entry, a Local Government inventory entry, or a Conservation Management Plan or Strategy (CMP or CMS). If none of these sources exist, it may be necessary for a significance statement to be prepared.

It may also be necessary if an existing statement is very brief and gives little useful guidance about the significance of the place and its fabric.

If a CMP and CMS exists, direct reference should be made to the conservation policies.

How should a heritage impact statement be presented?

An HIS should be concise.

It should contain a conclusion that addresses the three key questions outlined under 'What is a heritage impact statement?'.

In preparing the HIS, it may be useful to address some more detailed questions, such as those **outlined in the table at Appendix 1**. If the Local Government or heritage agency dealing with the proposal has **decision guidelines or planning policy** in relation to the place or area, these should be specifically addressed.

Relevant supporting documentation, where it exists (e.g. a statement of significance, conservation plan or conservation policy, physical condition report or any other consultant's report), should be referred to in the statement and relevant extracts attached. These documents should not simply be repeated verbatim within the HIS.

HERITAGE IMPACT STATEMENT - A GUIDE





QUESTIONS TO BE ANSWERED IN A HERITAGE IMPACT STATEMENT

APPENDIX ONE

PROPOSED CHANGE TO HERITAGE PLACE	SOME QUESTIONS TO BE ANSWERED IN A STATEMENT OF HERITAGE IMPACT	
Demolition of a building or structure NB. Check State Planning Policy 3.5 - Historic heritage conservation	 Have all options for retention and adaptive re-use been explored? Is demolition essential at this time, or can it be postponed in case future circumstances make retention and conservation more feasible? Can any new development can be located elsewhere on the site, so the significant elements of the place can be retained? Has the advice of a heritage consultant been taken? If not, why not? 	
Minor partial demolition (including internal elements)	 Is the demolition essential for the heritage place to function? Are important features of the place affected by the demolition (e.g. fireplaces or staircases)? Is the partial demolition sympathetic to the heritage significance of the place? If the partial demolition is proposed because of the condition of the fabric, is it certain that the fabric cannot be repaired? 	
Change of use	 Has the advice of a heritage consultant been implemented? If not, why not? Does the existing use contribute to the significance of the heritage place? Winy does the use need to be changed? Winat changes to the fabric are required as a result of the change of use? What changes to the site are required as a result of the change of use? Has the advice of a heritage consultant been taken? If not, why not? 	
Minor additions (see also minor partial demolition)	 How is the impact of the addition on the heritage significance of the place to be minimised? Can the additional space be located within an existing structure? If not, why not? Will the additions visually dominate the heritage place? Are the additions sympathetic to the heritage place? In what way (e.g. form, proportions, design, materials)? 	
New development adjacent to a heritage place (additional buildings and major additions)	 How is the impact of the new development on the heritage significance of the place of area to be minimised? Why is the new development required to be adjacent to a heritage place? How does the new development affect views to, and from, the heritage place? What has been done to minimise negative effects? Is the new development sympathetic to the heritage place? In what way (e.g. form, si proportions, design, materials)? Will the new building(s) visually dominate the heritage place? How has this been minimised? Will the public and users of the place, still be able to view and appreciate its significant. 	
Subdivision	 Could future development resulting from this subdivision compromise the significance of the heritage place (e.g. by requiring demolition of part of a heritage building, or by siting new buildings too close to a heritage building)? How are negative impacts to be minimised? Could future development that results from this subdivision affect views to, and from, the heritage place? How are negative impacts to be minimised? 	
Repainting (Using new colour schemes)	 Have previous (including original) colour schemes been investigated? Are previous schemes being reinstated? Will the repainting affect the conservation of the fabric of the heritage place? 	

QUESTIONS TO BE ANSWERED IN A HERITAGE IMPACT STATEMENT - APPENDIX ONE

PROPOSED CHANGE TO HERITAGE PLACE	SOME QUESTIONS TO BE ANSWERED IN A STATEMENT OF HERITAGE IMPACT
Re-roofing/re-cladding	 Have previous (including original) roofing/cladding materials been investigated (through archival and physical research)? Is a previous material being reinstated? Will the re-cladding effect the conservation of the fabric of the heritage place? Are all details in keeping with the heritage significance of the place (e.g. guttering, cladding profiles)? Has the advice of a heritage consultant or skilled tradesperson (e.g.roof slater) been taken?
New services (e.g. air conditioning, plumbing)	 How has the impact of the new services on the heritage significance of the place been minimised? Are any of the existing services of heritage significance? In what way? Are they affected by the new work? Has the advice of a heritage consultant (e.g. architect) been taken?
Fire services upgrades	 How has the impact of the fire upgrading on the heritage significance been minimised? Are any of the existing services of heritage significance? In what way? Are they affected by the new work? Has the advice of a conservation consultant (e.g. architect) been taken (and if so how)? Has the advice of a fire consultant been taken as to options that would have less impact on the heritage place (and if so how)?
New landscape works and features (including carparking and fences)	 How has the impact of the new work on the heritage significance of the existing landscape been minimised? Has evidence (archival and physical) of previous landscape work been investigated/ Are previous works being reinstated? Has the advice of a consultant skilled in the conservation of heritage landscapes been sought? If so, have their recommendations been implemented? Are any known or potential archaeological deposits affected by the landscape works? If so, what alternatives have been considered? How does the work impact on views to, and from, adjacent heritage items?
Tree removal or replacement NB: Always check the tree preservation provisions of your local government when proposing the removal of trees	 Does the tree contribute to the heritage significance of the place? Why is the tree being removed? Has the advice of a tree surgeon or horticultural specialist been taken (and if so how)? Is the tree being replaced and with what species? Why?
New Signage NB: Check whether the local government has a signage policy or design guidelines	 How has the impact of the new signage on the heritage significance of the place been minimised? Have alternative signage forms been considered (and if not why not)? Will the signage visually dominate the heritage place or heritage area? Can the sign be remotely illuminated rather than internally illuminated?

Contact us

Heritage Council of WA 140 William Street, Perth Locked Bag 2506 Perth WA 6001

T: (08) 6551 8002 FREECALL (regional): 1800 524 000 E: info@dplh.wa.gov.au W: www.dplh.wa.gov.au

) September 202

QUESTIONS TO BE ANSWERED IN A HERITAGE IMPACT STATEMENT - APPENDIX ONE

OUNERWINT OF RESTERN AUSTRALIA	COUNCIL	HERITAGE IMPACT STATEMENT	
FORM			
Name of Place:	THE Parish of THE Serbian Orthodox Church of ST Sava Inc.		
Registration Date:	28 March 2014		
The Place/Area:	31 SMITH STREET, HIGHGATE		
Prepared by:	Paul Vlahos		
Prepared for:	17/01/2022		
Date:	17/01/2022		
Heritage listings:			

Serbian Orthodox Church of St. Sava is rare as the second oldest Serbian

Orthodox Church in Australia, and the first to be built in Western Australia. The Main Structure is the one closest to the Primary Street.

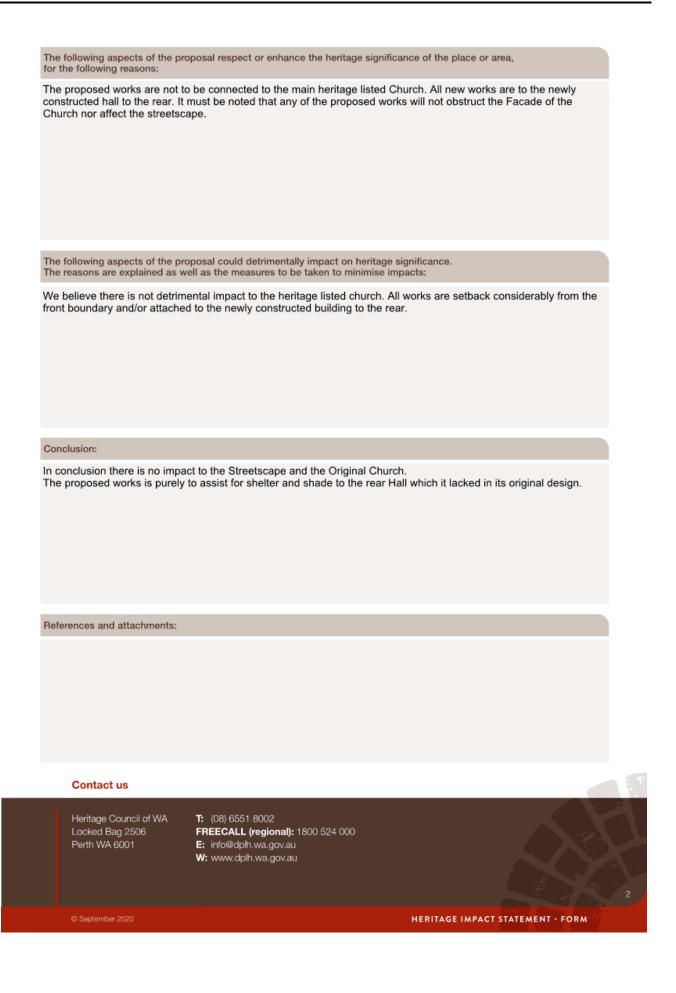
Built in a traditional Orthodox style, the building features white stucco walls and two octagonal towers, with cupolas topped with crosses, centered over the ridge of the gable roof, consistent with eastern European inspiration. The towers have arched windows on each facet. The building is entered from the side via a small flight of stairs with metal rails, through an arched doorway into a shallow entry narthex. At the eastern end, attaching to the gabled main section of the church, is a large projecting apse with its own tiled roof. Windows to walls and apse cum sanctuary are groups of three arched windows, symbolising the Holy Trinity. Setback from the street behind a low brick and steel rail fence. None apparent

Statement of significance:

The Serbian Orthodox Church of Saint Sava is a fine example of the Postwar Immigrant Nostalgia style, based on the design principles of the Orthodox Church, applied to an ecclesiastical landmark. The Church demonstrates the cultural diversity of the community and provides a special place for the Serbian community, who constructed the place and use it as a place of worship and a focus of their society.



Item 5.1- Attachment 3



Determination Advice Notes:

- This is a development approval issued under the City of Vincent Local Planning Scheme No. 2 and the Metropolitan Region Scheme only. It is not a building permit or an approval to commence or carry out development under any other law. It is the responsibility of the applicant/owner to obtain any other necessary approvals and to commence and carry out development in accordance with all other laws.
- NO verge trees shall be REMOVED. The verge trees shall be RETAINED and PROTECTED from any damage including unauthorized pruning.
- 3. An Infrastructure Protection Bond together with a non-refundable inspection fee shall be lodged with the City by the applicant, prior to commencement of all building/development works, and shall be held until all building/development works have been completed and any disturbance of, or damage to the City's infrastructure, including verge trees, has been repaired/reinstated to the satisfaction of the City. An application for the refund of the bond must be made in writing. This bond is non-transferable.
- 4. The movement of all path users, with or without disabilities, within the road reserve, shall not be impeded in any way during the course of the building works. This area shall be maintained in a safe and trafficable condition and a continuous path of travel (minimum width 1.5m) shall be maintained for all users at all times during construction works. Permits are required for placement of any material within the road reserve.
- 5. In relation to Condition 2, all storm water produced on the subject land shall be retained on site, by suitable means to the full satisfaction of the City. No further consideration shall be given to the disposal of storm water 'off site' without the submission of a geotechnical report from a qualified consultant. Should approval to dispose of storm water 'off site' be subsequently provided, detailed design drainage plans and associated calculations for the proposed storm water disposal shall be lodged together with the building permit application working drawings.
- Guttering and the structural engineering details including the size of the structural members and any bracing that may be required shall be provided at the building permit stage.

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