

Heritage Impact Statement Guidelines for State Heritage Places



Verco building, North Terrace c.1915



**Government
of South Australia**

Department of Environment,
Water and Natural Resources

Introduction

This guideline has been prepared to assist people who wish to carry out work that could impact on a State Heritage Place or within a State Heritage Area.

South Australia's heritage places and objects, which include buildings, monuments, gardens, landscapes, archaeological sites and shipwrecks, are irreplaceable assets. Their long-term survival is dependent on ensuring an ongoing use, and in some cases new development, which should not be at the expense of the cultural heritage significance of the place.

A Heritage Impact Statement (HIS) will greatly assist the Department of Environment, Water and Natural Resources (DEWNR) when assessing a development proposal, and ultimately expedite a decision to approve (or not) any Development Application. The preparation of a HIS will assist the owner of a State Heritage Place to follow a logical process when proposing change to the place, and assist the broader community to understand the rationale underlying the proposal.

Many places on the South Australian Heritage Register are capable of incorporating change without an adverse impact on their cultural heritage significance. Furthermore, it is rare that there is only one option available for a place, be it an alternative use or the location for an extension or new development. The principal aim should always be to achieve a solution that retains the cultural heritage significance of the State Heritage Place, including its setting (where applicable).

The HIS process is quite simple and straight forward, requiring responses to a number of potential changes, as set out in the tables in the following Model HIS brief.

When do I need to prepare a HIS?

For minor development proposals, a statement outlining how the significance of the heritage place has been taken into account in formulating the proposed work should be provided. This should include a summary of any impacts on the heritage significance and any historic fabric, how these have been minimised and how decisions were reached.

For larger and more complex development proposals, a comprehensive HIS should be prepared by a suitably qualified heritage consultant that sets out the rationale for the approach taken. The HIS should identify how the significance of the heritage place will be affected by the proposed works or future use.

Other reports to support particular aspects of a proposal may include planning, engineering, environmental or archaeological and they may be required as part of a HIS.

Legislative Framework

DEWNR and the South Australian Heritage Council are responsible for protecting and conserving cultural heritage places of state significance under the Heritage Places Act 1993 (SA).

For most work to a State Heritage Place, Development Approval is required. The Development Act requires a planning authority to refer a development application affecting a State Heritage Place or State Heritage Area to the Minister responsible for the Heritage Places Act 1993 for response. The preparation of a HIS assists the assessing Heritage Officer with identifying heritage impacts and the rationale for change.

Heritage Impact Assessment

The Model HIS brief that follows is intended as a guide to assess potential heritage impacts of development proposals. It is recognised that not all questions will require responses, however compilation of reports should refer to the tables of questions so that all potential heritage impacts are considered and mitigated.

For most work to a State Heritage Place, Development Approval is required. The Development Act requires a planning authority to refer a development application affecting a State Heritage Place or State Heritage Area to the Minister responsible for the Heritage Places Act 1993 for response. The preparation of a HIS assists the assessing Heritage Officer with identifying heritage impacts and the rationale for change.

Model Heritage Impact Statement

A Heritage Impact Statement should contain the following primary information.

Cover Page

Heritage Impact Statement for Name of State Heritage Place or State Heritage Area and South Australian Heritage Register ID No.

Address of heritage place

Date report was prepared (month and year)

Company (or individual) name of who prepared the report

Introduction

- Why the report was prepared (e.g. part of development application), including the legislative framework?
- Who the report was prepared for?
- What is the heritage place name, location and South Australian Heritage Register ID No.?
- Provide a brief description of the proposal.
- Provide details of author identification and heritage qualifications (if relevant).

Cultural Heritage Significance

Provide details of the heritage significance of the place, including description, historical background and significance.

The site description should include its former and current use, setting, summary of its current condition and changes over time. The historical background should provide enough detail to assess the significance and impacts to the place's significance. The description and history should include relevant photographs, maps and plans.

The assessment and statement of significance should be taken from its South Australian Heritage Register entry, taken from a CMP or a new assessment and statement of significance should be provided against the significance criteria under the Heritage Places Act 1993 (SA).

Heritage Impact Assessment

- Provide a brief summary of the advantages and disadvantages of preliminary development options explored and the reasons for the selection of the final proposal.
- Provide a brief description of the development proposal focussing on the effect upon all the elements of heritage significance including site elements and settings.
- Describe/assess the impacts, positive and/or negative of the various aspects of the proposal on the cultural heritage significance of the State Heritage Place.
- Provide reasons why the proposed works are necessary for the conservation of the State Heritage Place. Why is this best solution/outcome?
- Detail how the proposal has been influenced by and/or addressed Local Council Development Plan, Council wide objectives, design guidelines or policies.
- Detail measures that are to be taken to mitigate potential detrimental impacts on the cultural heritage significance of the place (e.g. conservation works, interpretation).

Note: If the State Heritage Place adjoins other heritage listed places or if it is in a State Heritage Area, the HIS will need to assess the effects of the proposal on the cultural heritage significance of all places. This may also include an assessment of effects on the setting, and views and vistas to and from the place.

Conclusion

Summarise the main points of impact assessment to the significance of the heritage place and recommended mitigation measures to minimise potential heritage impacts.

Attachments

Attach any relevant sections from existing reports, such as conservation management plan, engineer's report, building condition report and archaeological assessment.

Guidelines

A Guide of Information to Support Proposed Changes to a State Heritage Place or State Heritage Area

The following tables' list issues to be addressed in a HIS if applicable to the proposed works. In some cases a combination of works will be proposed (e.g. adaptive reuse, alterations and additions, development within the grounds, subdivision). The HIS would need to address the impacts of all aspects of the proposal.

Depending on the degree of impact and the complexity of the proposal, DEWNR may request a Conservation Management Plan to be prepared to assist in the assessment of the proposal and to guide the long-term management of the heritage place.

To understand the significance of a place and to assess potential heritage impacts of any proposal, the following supporting information may be required:

- Heritage Impact Statement
- Conservation Management Plan
- Archaeological Assessment
- Engineering and/or Building Surveyor's Report
- Horticultural, Arboriculture or Landscape Report
- Architectural or Urban Design Statement.

Table 1 – Questions to be addressed for all development proposals

Proposed change to heritage place	Questions to be addressed in a HIS
For all development proposals	<ul style="list-style-type: none">• Has the advice of a heritage consultant or specialist been sought? Has the consultant's recommendations been implemented? If not, why not?• Is the proposal the best technical and conservation solution for the heritage place? Will the proposed works have an adverse heritage impact, and if so, how can this be mitigated?• How does new development (e.g. buildings, structures, landscape works), or future development that results from subdivision, affect the setting of the heritage place, and views and vistas to and from the heritage place? How can this be mitigated?• Can the proposed works incorporate removal of unsympathetic alterations and additions to improve the integrity of the heritage place?

Table 2 – Questions to be addressed for specific works

Proposed change to heritage place	Questions to be addressed in a HIS
Demolition of a heritage building or structure	<ul style="list-style-type: none"> • Why is the heritage place not capable of retention and adaptive reuse? • Can any of the significant elements of the heritage place be retained as part of the new development and can new development be located elsewhere on the site? • Is the work likely to expose archaeological artefacts of significance? If so, has the advice of a suitably qualified archaeologist been sought?
Partial demolition of a heritage place, including internal elements of heritage significance	<ul style="list-style-type: none"> • Is the proposed demolition essential for the heritage place to function? • Is the proposed demolition essential for the long-term viability of the heritage place? • Is the proposed demolition sympathetic to the heritage significance of the place? • If partial demolition is a result of the condition of the fabric, is it certain that it can not be repaired?
Major alterations and additions	<ul style="list-style-type: none"> • Will the addition visually dominate the heritage place or its setting? • How will the proposed works affect the significant garden setting, landscape and trees? • Are the additions sympathetic to the heritage place? In what way (e.g. form, proportion, design, materials)? • How is the impact of the addition on the heritage place to be minimised? • Are the additions sited on any known or potentially significant archaeological artefacts? How can this be mitigated?
Construction of new buildings or car parking, within the grounds of a heritage place	<ul style="list-style-type: none"> • How is the impact of the new development on the heritage significance of the heritage place to be minimised? • Is the new development sympathetic to the heritage place? In what way (e.g. siting, form, proportion, design, materials)? • How will the proposed works affect the significant garden setting, landscape and trees? • How does the curtilage retained around the heritage place contribute to the conservation of its heritage significance? • Is the new development sited on any known or potentially significant archaeological artefacts? How can this be mitigated?
Subdivision or boundary adjustment of heritage place	<ul style="list-style-type: none"> • Does the proposed subdivision provide an adequate setting or context for the heritage place? • Could future development that results from this subdivision compromise the significance of the heritage place? • What management processes are being considered to ensure conservation of any common property resulting from the subdivision (e.g. Land Management Agreement)?
Physical change to fabric or feature(s) identified of heritage significance	<ul style="list-style-type: none"> • Is the proposed change sympathetic to the significance of the heritage place?
Painting Using new colour scheme	<ul style="list-style-type: none"> • Have previous (including original) colour schemes been investigated? Are previous schemes being reinstated? • Will the painting affect the conservation of the fabric of the heritage item, such as removing earlier colour schemes? • Has the careful removal of the existing paint finish been investigated particularly for brickwork or stonework?

Proposed change to heritage place	Questions to be addressed in a HIS
Reroofing or recladding	<ul style="list-style-type: none"> • Have previous (including original) roofing/cladding materials been investigated (through archival and physical research)? • Is the previous material being reinstated? • Will the reroofing or recladding affect the conservation of the fabric of the heritage place?
New services (e.g. solar panels, solar hot water systems, rainwater tanks, antennae, satellite dishes, air conditioning, plumbing)	<ul style="list-style-type: none"> • How has the impact of the new services on the significance of the heritage place been minimised? • Are any of the existing services of any significance? Are they affected by the proposed works? • Are any known or potential archaeological artefacts, such as underground or under floor deposits, affected by the works? • Is the proposal the best technical and conservation solution for the delivery of new services?
Fire protection and services upgrade	<ul style="list-style-type: none"> • How has the impact of the fire protection and services on the significance of the heritage place been minimised? • Are any of the existing fire services of any significance? Are they affected by the new works? • Has the advice of a fire services consultant been sought to look at options that would have less impact on the heritage place?
New landscape works (e.g. fencing, walls, features)	<ul style="list-style-type: none"> • How has the impact of the new work on the heritage significance of the existing landscape been minimised? • Has evidence (archival or physical) of previous landscape work been investigated? Are previous works being reinstated? • Are any known or potential archaeological artefacts affected by the landscape works? How can this be mitigated? Has advice been sought from a suitably qualified archaeologist?
Tree removal or replacement	<ul style="list-style-type: none"> • Does the tree contribute to the significance of the heritage place? • Why is the tree to be removed?
Change of use	<ul style="list-style-type: none"> • Does the existing use contribute to the significance of the heritage place? • Why does the use need to change? • What changes to the fabric are required as a result of the change of use? • What changes to the use are required as a result of the change of use? • Are changes required to meet building rules, including structural upgrades, energy use, fire separation and access and egress?
New signage	<ul style="list-style-type: none"> • How has the impact of the new signage on the significance of the heritage place been minimised? • Have alternative signage forms been considered (e.g. free-standing)? Why were they rejected? • Is the signage in accordance with any local planning provisions? • Will the signage visually dominate the heritage place or streetscape of the heritage area? • Can the signage be remotely illuminated rather than internally illuminated?

Definitions

The following terms used in this HIS guideline are taken from *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance* (1999).

Adaptation means modifying a place to suit the existing use or a proposed use.

Compatible use means a use which respects the cultural significance of a place. Such a use involves no, or minimal, impact on cultural significance.

Conservation means all the processes of looking after a place so as to retain its cultural significance.

Maintenance means the continuous protective care of the fabric and setting of a place, and is to be distinguished from repair. Repair involves restoration or reconstruction.

Preservation means maintaining the fabric of a place in its existing state and retarding deterioration.

Reconstruction means returning a place to a known earlier state and is distinguished from restoration by the introduction of new material into the fabric.

Restoration means returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.

Setting means the area around a place, which may include the visual catchment.

Use means the functions of a place, as well as the activities and practices that may occur at the place.



For further information please contact:

Department of Environment, Water and Natural Resources Phone
Heritage Information Line (08) 8124 4960, or see SA White Pages for
your local Department of Environment and Natural Resources office.
Online information available at: www.environment.sa.gov.au

Permissive Licence

© State of South Australia through the Department of Environment,
Water and Natural Resources. Apart from fair dealings and other uses
permitted by the Copyright Act 1968 (Cth),
no part of this publication may be reproduced, published,
communicated, transmitted, modified or commercialised without the
prior written approval of the Department of Environment, Water and
Natural Resources.

Written requests for permission should be addressed to:
Communications and Community Engagement Branch,
Department of Environment, Water and Natural Resources
GPO Box 1047 Adelaide SA 5001

Acknowledgement

We acknowledge the work of Heritage Victoria on which this
document is based and the NSW Publication and Heritage
Information Sharing Agreement for the use of the earlier
NSW template.

Disclaimer

Any representation, statement, opinion or advice, expressed or
implied in this publication is made in good faith but on the basis that
the State of South Australia, its agents and employees are not liable
(whether by reason of negligence, lack of care or otherwise) to any
person for any damage or loss whatsoever which has occurred or
may occur in relation to that person taking or not taking (as the case
may be) action in respect of any representation, statement or advice
referred to above.

© Department of Environment, Water and Natural Resources
August 2013 | FIS 92344



**Government
of South Australia**

Department of Environment,
Water and Natural Resources