

## A GUIDE TO ASSESSING CULTURAL HERITAGE SIGNIFICANCE

Endorsed by the Heritage Council of Western Australia, 25 August 2023

### INTRODUCTORY INFORMATION

#### Who is this guide for?

This guide outlines key considerations in determining whether a place is of cultural heritage significance and would meet the conditions (or threshold) for entry in the State Register of Heritage Places (the Register).

It is intended to assist:

- **Members of the community** who are nominating, or being consulted on a place for inclusion in the Register.
- **Heritage assessors and advisors** who assess the cultural heritage significance of places.
- **The Heritage Council of Western Australia** which recommends whether places should be included in the Register.
- **The Minister for Heritage** who determines if a place is included in the Register.

#### What is the purpose of this guide?

This guide supports the operation of the *Heritage Act 2018* (the Act). The Act establishes the Register and the process for nominating, recommending, registering and conserving places of cultural heritage significance that makes an important contribution to understanding the heritage of Western Australia.

The Act requires decision-makers have regard to specific factors when assessing a place for cultural heritage significance (see section 38(1) of the Act). This guide has been developed to help users understand whether a specific factor is relevant to a place.

In addition, this guide provides a process for understanding the threshold or level of significance that is required for meeting the conditions for inclusion of a place in the Register.

#### What is 'cultural heritage significance'?

Under section 5 of the Act, cultural heritage significance 'means aesthetic, historic, scientific, social or spiritual value for individuals or groups in Western Australia.' This is consistent with the five values as expressed in *The Burra Charter: The Australia ICOMOS Charter for Cultural Heritage Significance* (2013). Cultural heritage significance may be embodied in a place itself or in any of its setting, use, associations, meanings, records, related places and related objects.

An assessment of cultural heritage significance must have regard to the factors in section 38 (1) of the Act. These factors expand on and more fully articulate the values to enable an evaluation of cultural heritage significance. This guide provides further detail on each of the factors.

## **Aboriginal cultural heritage**

The Register can include places that are of significance to the Aboriginal community. However, in accordance with section 9(b) of the Act, these factors do 'not apply to a place that has cultural heritage significance solely on account of its connection with Aboriginal tradition or culture'. These places are managed under the *Aboriginal Heritage Act 1972*.

## **Natural environment**

Section 9(a) of the Act states that the Act 'does not apply to a place that comprises only the natural environment'. Therefore, this guide does not cover places that are solely of importance for their natural or environmental values.

## **What is the role of thresholds in heritage assessment?**

A significance threshold determines the level of cultural heritage significance a place has and what mechanism is most appropriate to protect and manage it. The significance threshold can be understood as being the minimum level of cultural heritage significance that a place must possess to justify its inclusion on the relevant local, State, national or world heritage list.

In Western Australia, there are four levels under which places of cultural heritage significance can be recognised.

### **Local Level**

Local Heritage Surveys (LHS) – formerly local heritage inventories or municipal inventories – identify and record places that are of cultural heritage significance to a specific local government area.

The LHS is a starting resource for local heritage planning and in itself has no statutory role. The LHS helps local governments make decisions that reflect local heritage values, and supports the creation of a heritage list or heritage areas, which identify places to be protected under the local planning scheme.

### **State Level**

Places of cultural heritage significance that are determined to make an important contribution to understanding the heritage of Western Australia can be included in the State Register of Heritage Places.

This guide assists in determining which places may meet this threshold, and which places can therefore be recommended for inclusion in the Register.

## National Level

The National Heritage List, established under the Commonwealth *Environment Protection and Biodiversity Conservation Act 1999* recognises places of outstanding cultural and natural heritage value to Australia.

## World Level

The UNESCO World Heritage List recognises places of outstanding natural and cultural value to the world. There are four inscriptions from Western Australia in this list: Shark Bay, the Ningaloo Coast, Purnululu National Park and Fremantle Prison.

## Does age matter?

Heritage is something created in the past that we value in the present to such an extent we wish to preserve it in the future. As a general principle, a generation (or approximately 25–30 years) of use and interaction should pass before a place is considered ‘heritage’. The passage of time allows the cultural heritage values of a place to be more fully documented, consolidated and better appraised.

# Structure and application of the guidelines

The following approach is employed to help users of the guidelines to determine whether a place or object is likely to warrant inclusion in the Register against the relevant factor:

**Step 1:** A basic test for **determining if the factor is relevant** to the place. If the Step 1 test is not met, the factor is unlikely to be relevant and the assessment can move to consideration of the next factor.

**Step 2:** A basic test for **determining if the place is likely to be of cultural heritage significance at the State level**. If the test is not met, the factor is not relevant at the state level and the assessment can move to consideration of the next factor.

**Step 3:** A list of **exclusion guidelines** by which a place will generally be disqualified from being able to satisfy the test at the state level. If one of the exclusion guidelines is triggered, the factor is unlikely to be relevant at the required threshold and the assessment can move to consideration of the next factor.

Reference tools with further information are included for some factors.

If a place is assessed as meeting the state level threshold for one or more factors then the place may, at the discretion of the Heritage Council, be determined as having cultural heritage significance and be recommended, to the Minister for Heritage, for inclusion in the Register.

## Definitions

The following definitions are used in these guidelines:

**Aesthetic:** (in relation to heritage assessment) Aesthetic characteristics and qualities relate to how we respond to visual and non-visual aspects such as sounds, smells and other factors having a strong impact on human thoughts, feelings and attitudes. These qualities may relate to the concept of beauty; or they may be characteristics associated with good design. Aesthetic qualities can be the result of the conscious design of a place. They can also be the outcome of the way in which a place has evolved and been used over time. Many places combine both aspects (for example, where the qualities of an already attractive landscape have been reinforced by artifice), while others may inspire awe or fear. Aesthetic qualities tend to be specific to a time and cultural context.

**Attachment:** Attachment describes people's connection to a place. This includes feelings, memories and associations that are important to a community or cultural group's sense of identity, as well as practices, expressions and representations. The reason(s) may be related to a common cause, experience, ideal, belief or cultural practice. The intensity of attachment to place – from ordinary to profound – can fluctuate over time. The nature of the attachment may vary within the community or cultural group but, in the case of **Factor E** (on page 14), must be strong or special. A place may be a source of positive association for some people and negative association for others.

**Class (of place):** Generally, this refers to a sub-category of a broad place type, such as 'WWI memorials' (within the broad 'war memorials' place type) or 'grammar schools' (within the broad 'schools' place type). A class is generally defined by a specific purpose or use, era, design characteristic, architectural style, construction technique, materials used or some other recognisable quality. A class should be readily discernible as a sub-category of a broad place type and should not be narrowed by multiple qualifiers. An example of a class defined by too many qualifiers is 'Timber theatres from the Edwardian era in rural areas'. A more appropriate class would be 'Edwardian Theatres'.

**Community / Group:** A community or group is a collection of people who share a common interest, including an experience, purpose, belief system, culture, ethnicity or values. The members are connected through a common interest or cause and may live or meet in the same locality; or were once located together and are now geographically dispersed; or may have never met in person (for example are a virtual group and interact online).

**Cultural Heritage Significance:** Means the aesthetic, historic, scientific, social and spiritual value for individuals or groups within Western Australia (refer to s.5 of the *Heritage Act 2018*). The definition of these values can be found in the *Australia ICOMOS Practice Note: Understanding and assessing cultural significance*.

**Evidence (of cultural heritage significance):** Evidence in the context of cultural heritage significance can take many forms, including the place itself, oral, documentary or archival sources. Some places may be well-documented, and the process of assembling evidence of their significance will be straightforward. Other places may require more investigation, research

and/or comparative analysis to understand their significance. Places that may require more detailed research include those associated with minority communities and/or disadvantaged groups, who historically have been marginalised.

Investigation to establish significance may include historical, documentary and archival research; analysis of fabric or landscape; archaeological investigation; or oral history or community-based research such as interviews, surveys or other social research methods.

The ability of a place to demonstrate evidence of significance is a consideration that, to varying degrees, is relevant to all of the factors. For some, the imperative for physical evidence is stronger than others. **Factor A** (on page 6), for instance, prioritises the strength of historical associations, demonstrated through documentary or other evidence, meaning that the need for physical evidence that is expressive of significance may be relatively low. For **Factor D** (on page 12), the need to demonstrate that a place is a notable example of a class would typically require physical evidence.

**Fabric:** Means all the physical material of a place, including components, fixtures and contents. It may also include living material such as trees and other plants if they have cultural heritage values. Fabric can be visible, as in a building, or hidden, as in an archaeological site.

**Place:** Means a geographically defined area. It may be of any size and may include built/ designed and/or naturally occurring elements.

**Rare/Uncommon/Endangered:** Generally, this refers to a class of place relating to past ways of life, customs, processes, land uses, functions or design that were always few in number or that are now few in number. Examples may include places associated with uncommon aspects of human occupation and activity or those demonstrating a past human activity or aspects of culture that are now rare, obsolete or no longer practised. It should be noted that all places are 'unique' in one way or another. This does not make them 'rare' as considered under these guidelines. It should also be noted that 'rarity' in the context of these guidelines should not be applied in cases where the place is rare by default, for example as the only one in a specialised class (i.e. there is only one specialist Children's Hospital in Western Australia) or where a significant event that was necessarily singular occurred (i.e. the location of the first parliamentary meeting in Western Australia).

## FACTOR A: IMPORTANCE IN DEMONSTRATING THE EVOLUTION OR PATTERN OF WESTERN AUSTRALIA'S HISTORY

A place is of importance for demonstrating the evolution or pattern of Western Australia's history if that place is the product of, an example of, or is associated with an event, phase or activity which has made an influential contribution to the evolution or pattern of the settlement and development of Western Australia.

This Factor is likely to be relevant to the place at the state level only if all of the following requisites are met:

<b>STEP 1: TEST FOR FACTOR A</b>	<b>A1)</b> There is evidence that the place has a clear association with an event, phase or activity in Western Australia's cultural history.
	<b>AND</b>
	<b>A2)</b> The event, phase or activity is of historical note, having made a strong or influential contribution to Western Australia. <i>Note: These historical events, phases and activities are generally identified in the Heritage Council's 'A Thematic History of Western Australia'.</i>
	<b>IF A1 AND A2 ARE SATISFIED THEN FACTOR A IS LIKELY TO APPLY (BUT NOT NECESSARILY AT THE STATE LEVEL)</b>
<b>STEP 2: STATE LEVEL TEST FOR FACTOR A</b>	<b>SA1)</b> The place allows the clear association with the event, phase or activity to be understood better than most other places in Western Australia with substantially the same association.
	<b>IF SA1 IS SATISFIED, THEN THE PLACE IS LIKELY TO MAKE AN IMPORTANT CONTRIBUTION TO UNDERSTANDING THE HERITAGE OF WESTERN AUSTRALIA AND FACTOR A IS LIKELY TO BE RELEVANT AT THE STATE LEVEL</b>

Cultural heritage values that may be relevant under <b>Factor A</b>	Principally Historic, but Aesthetic, Scientific, Social, Spiritual may also be relevant
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## STEP 3: EXCLUSION GUIDELINES FOR FACTOR A

**Factor A** is unlikely to be relevant to the place at the state level if any of the following conditions apply:

<b>XA1</b>	<b>Tenuous or indirect association</b>	The association of the place to the historically notable event, phase or activity is incidental (minor, secondary) or unremarkable. For instance, not every rural property is important in demonstrating the spread of European settlement or pastoral land use across Western Australia.
<b>XA2</b>	<b>Low or questionable historical importance</b>	The place has an association with, or demonstrates evidence of, a historical event, phase or activity that is too narrowly defined, i.e. the event, phase or activity has not made a strong or influential contribution to Western Australia. For example, thyme cultivation is an activity that occurred historically, but it has not made a strong or influential contribution to Western Australia (as opposed to 'Market Gardening').
<b>XA3</b>	<b>Poor evidence</b>	No reliable or verifiable physical, documentary or oral history evidence remains to demonstrate the association of the place with a historical event, phase or activity. For example, a 'legend' relating to a place needs to be backed up by strong documentary or other evidence if the place/object is to be registered on the basis of that story.



## FACTOR B: IMPORTANCE IN DEMONSTRATING RARE, UNCOMMON OR ENDANGERED ASPECTS OF WESTERN AUSTRALIA'S HERITAGE

A place demonstrates rare, uncommon or endangered aspects of Western Australia's heritage if that place illustrates in its fabric, or through other evidence, an event, phase or activity which is uncommon or unusual or which was once commonplace but for which there is now little surviving evidence.

This Factor is likely to be relevant to the place at the state level only if all of the following requisites are met:

<b>STEP 1: TEST FOR FACTOR B</b>	<p><b>B1)</b> The place has a clear association with an event, phase, or activity of historical note in Western Australia's cultural history and there is evidence of this association.</p> <p><i>Note: These historical events, phases and activities are generally identified in the Heritage Council's 'A Thematic History of Western Australia'.</i></p>
	<b>AND</b>
	<p><b>B2)</b> There is evidence that the place is rare, uncommon or endangered, or has rare or uncommon features (see definition of 'rare/uncommon/endangered').</p>
	<b>IF B1 &amp; B2 ARE SATISFIED, THEN FACTOR B IS LIKELY TO BE RELEVANT (BUT NOT NECESSARILY AT THE STATE LEVEL)</b>
<b>STEP 2: STATE LEVEL TEST FOR FACTOR B</b>	<p>There is evidence that:</p> <p><b>SB1)</b> the place is rare, uncommon, or endangered to the point of rarity, being one of a small number of places remaining in the State that demonstrates an event, phase or activity of historical note in Western Australia's cultural history that was once commonplace but for which now little evidence remains.</p> <p><b>OR</b></p> <p><b>SB2)</b> the place is rare or uncommon, containing unusual features, and these features are of note and were not widely replicated in Western Australia.</p>
	<b>IF ANY ONE OF SB1 OR SB2 IS SATISFIED, THEN THE PLACE IS LIKELY TO MAKE AN IMPORTANT CONTRIBUTION TO UNDERSTANDING THE HERITAGE OF WESTERN AUSTRALIA AND FACTOR B IS LIKELY TO BE RELEVANT AT THE STATE LEVEL</b>
Cultural heritage values that may be relevant under <b>Factor B</b>	Aesthetic, Historic, Scientific, Social, Spiritual



## STEP 3: EXCLUSION GUIDELINES FOR FACTOR B

**Factor B** is unlikely to be relevant to the place at the state level if any of the following conditions apply:

<b>XB1</b>	<b>Low or questionable importance of attribute linked to the place</b>	The place is rare, or is even the only one of its type, but the attribute(s) of claimed rarity is of questionable importance. For example, the place is the only two-storey potting shed or bandstand with fitted windows.
<b>XB2</b>	<b>Dependence on too many qualifiers</b>	The claimed rarity is dependent upon numerous qualifiers being strung together. For example, 'the place is the only stone house with a slate roof in the Federation style designed by the architect John Smith'. As a general guide, the identification of a class and one qualifier will be acceptable, such as 'Federation style houses'.
<b>XB3</b>	<b>Place is 'endangered' only because of an imminent demolition threat to that specific place</b>	For the purpose of this factor, 'endangered' should generally relate to a class of place that has become so rare over time that there is a risk that in the short to medium term that no such place will remain.
<b>XB4</b>	<b>Poor evidence</b>	No reliable or verifiable physical, documentary or oral history evidence remains to demonstrate the association of the place with a historical event, phase or activity or to the rarity/uncommon/endangered status being claimed.
<b>XB5</b>	<b>Uniqueness rather than rarity is claimed</b>	All places are unique: small variations in fabric and form are to be expected between places in a class. This is not the same as rarity under these guidelines.

## FACTOR C: POTENTIAL TO YIELD INFORMATION THAT WILL CONTRIBUTE TO AN UNDERSTANDING OF WESTERN AUSTRALIA'S HISTORY

A place has the potential to yield information that will contribute to an understanding of Western Australia's history if, through analysis and further examination or research of the place, its fabric (including artefacts) and associated documentary or oral evidence, it is likely to provide information that is not readily or easily derived from other sources. While this factor is most often used for archaeological potential, it may also be used for research potential or architectural design, construction techniques, gardens design and cultural institutions etc.

This Factor is likely to be relevant to the place at the state level only if all of the following requisites are met:

<b>STEP 1: TEST FOR FACTOR C</b>	<b>C1)</b> The: <ul style="list-style-type: none"> <li>• physical fabric, <b>AND/OR</b></li> <li>• documentary evidence, <b>AND/OR</b></li> <li>• associated oral history or cultural narratives,</li> </ul> relating to the place indicates a likelihood that the place contains evidence of cultural heritage significance that is not currently visible or readily or easily derived from other sources.
	<b>AND</b>
	<b>C2)</b> From what we know of the place, the physical evidence is likely to be in a condition or largely undisturbed state that could yield information through detailed investigation.
	<b>IF C1 AND C2 ARE SATISFIED, THEN FACTOR C IS LIKELY TO APPLY (BUT NOT NECESSARILY AT THE STATE LEVEL)</b>
<b>STEP 2: STATE LEVEL TEST FOR FACTOR C</b>	<b>SC1)</b> The information that might be obtained through investigation has the potential to yield knowledge that would make an important contribution to understanding the history of Western Australia.
	<b>IF SC1 IS SATISFIED THEN THE PLACE IS LIKELY TO MAKE AN IMPORTANT CONTRIBUTION TO UNDERSTANDING THE HERITAGE OF WESTERN AUSTRALIA AND FACTOR C IS LIKELY TO BE RELEVANT AT THE STATE LEVEL</b>
Cultural heritage values that may be relevant under <b>Factor C</b>	Principally Historic and Scientific, but Aesthetic, Social and Spiritual may also be relevant

## STEP 3: EXCLUSION GUIDELINES FOR FACTOR C

**Factor C** is unlikely to be relevant to the place at the state level if any of the following conditions apply:

<b>XC1</b>	<b>Poor evidence</b>	No reliable or verifiable physical, documentary or oral history evidence exists to provide a reasonable indication that physical evidence of research potential may be present OR insufficient information exists to locate the likely physical evidence with sufficient accuracy.
<b>XC2</b>	<b>Dubious importance of information to be yielded</b>	The information likely to be yielded is of low or questionable historical importance, i.e. the information is unlikely to contribute to an understanding or appreciation of important aspects of Western Australia's cultural history.
<b>XC3</b>	<b>High degree of disturbance</b>	The physical evidence has been, or is likely to have been, so disturbed by subsequent activity that any research potential is highly compromised.

## FACTOR D: ITS IMPORTANCE IN DEMONSTRATING THE CHARACTERISTICS OF A BROADER CLASS OF PLACES

A place where this Factor is relevant should demonstrate the principal characteristics, defining features or key attributes of a particular class of place.

This Factor is likely to be relevant to the place at the state level only if all of the following requisites are met:

<b>STEP 1: TEST FOR FACTOR D</b>	<b>D1)</b> The place is one of a class of places that has a clear association with an event, phase or activity in Western Australia's history (see definition of 'class').
	<b>AND</b>
	<b>D2)</b> The event, phase or activity is of historical note, having made a strong or influential contribution to Western Australia.  <i>Note: These historical events, phases and activities are generally identified in the Heritage Council's 'A Thematic History of Western Australia'.</i>
	<b>AND</b>
	<b>D3)</b> The principal characteristics of the class of place are evident in the physical fabric of the place.
	<b>IF D1, D2 AND D3 ARE SATISFIED, THEN FACTOR D IS LIKELY TO APPLY (BUT NOT NECESSARILY AT THE STATE LEVEL)</b>
<b>STEP 2: STATE LEVEL TEST FOR FACTOR D</b>	<b>SD1)</b> The place is an important example of the class of place in Western Australia (refer to Reference Tool D).
	<b>IF SD1 IS SATISFIED THEN THE PLACE IS LIKELY TO MAKE AN IMPORTANT CONTRIBUTION TO UNDERSTANDING THE HERITAGE OF WESTERN AUSTRALIA AND FACTOR D IS LIKELY TO BE RELEVANT AT THE STATE LEVEL</b>

Cultural heritage values that may be relevant under <b>Factor D</b>	Aesthetic, Historic, Scientific, Social, Spiritual
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## REFERENCE TOOL D

The term 'important example' is used in these guidelines to mean any of the following:

### A fine example

- The place displays:
  - a large number or range of characteristics that are typical of the class; and
  - these characteristics are displayed in a way that allows the class to be easily understood/appreciated; and
  - these characteristics that are of a higher quality or historical relevance than are typical of places in the class.

### An influential example

- The place contains physical characteristics of design, technology or materials that were copied in subsequent places of the class (direct physical influence); or
- Other places were created, altered or used in response to the characteristics of this place.

### A pivotal example

- The place encapsulates a key evolutionary stage in the development of the class.

## STEP 3: EXCLUSION GUIDELINES FOR FACTOR D

**Factor D** is unlikely to be relevant to the place at the state level if any of the following conditions apply:

<b>XD1</b>	<b>Demonstrates few characteristics of the class</b>	The place does not exhibit the principal characteristics that define the class, either having never possessed them or having lost them through subsequent development, activity or disturbance.
<b>XD2</b>	<b>Poor evidence</b>	There is a lack of reliable or verifiable physical, documentary or other evidence to indicate the place clearly belongs to a specific class of place and is an important example within that class.
<b>XD3</b>	<b>Low or questionable historical importance of class</b>	The class itself is not associated with an event, phase or activity of historical note in the Western Australian context, or the association is incidental or cannot be substantiated. For example, not every fine example of a road culvert domestic shed warrants inclusion in the Register.

## FACTOR E: ANY STRONG OR SPECIAL MEANING IT MAY HAVE FOR ANY GROUP OR COMMUNITY BECAUSE OF SOCIAL, CULTURAL OR SPIRITUAL ASSOCIATIONS

A place has a strong or special meaning for a group or community if there is a strong sense of attachment to it for social, cultural or spiritual reasons. The attachment should resonate with the broader community and link to Western Australian's sense of identity and place (the 'broader Western Australian community' is the population of Western Australia (i.e. the people) who live across the state and/or those who share a common connection to Western Australia).

This Factor is likely to be relevant to the place at the state level only if all of the following requisites are met:

<b>STEP 1: TEST FOR FACTOR E</b>	<b>E1)</b> There is evidence of the existence of a group or community (see definition for 'group / community').
	<b>AND</b>
	<b>E2)</b> There is evidence of a strong or special attachment between the place and the group or community, that continues into the present day, for social, cultural or spiritual reasons.
	<b>AND</b>
	<b>E3)</b> There is evidence of a time depth to that attachment (refer to Step 1 of Reference <b>Tool E</b> below).
	<b>IF E1, E2, &amp; E3 IS SATISFIED, THEN FACTOR E IS LIKELY TO APPLY (BUT NOT NECESSARILY AT THE STATE LEVEL)</b>
<b>STEP 2: STATE LEVEL TEST FOR FACTOR E</b>	<b>SE1)</b> There is evidence that the strong or special meaning the place has to a group or community resonates across the broader Western Australian community, contributing to Western Australian's sense of place and identity (refer to Step 2 of Reference <b>Tool E</b> below).
	<b>IF SE1 IS SATISFIED THEN THE PLACE IS LIKELY TO MAKE AN IMPORTANT CONTRIBUTION TO UNDERSTANDING THE HERITAGE OF WESTERN AUSTRALIA AND FACTOR E IS LIKELY TO BE RELEVANT AT THE STATE LEVEL</b>

Cultural heritage values that may be relevant under <b>Factor E</b>	Social, Spiritual
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REFERENCE TOOL E	Step 1
What is the time depth of the attachment?	<p>Time depth is the length of time over which a group or community's connection to place can be demonstrated to have endured. An appropriate time depth to underpin this Factor will typically be of long-standing (a generation, or 25 to 30 years, may be accepted as a rough guide)</p> <p><b>OR</b></p> <p>Time depth can be of more recent origin, often provoked by a sense of loss or change, including change of use. People are sometimes unaware of their attachment to a place/object until it is under threat. If the time depth is of this type, specific evidence should be provided as to why it should be considered a facet of social value.</p>
REFERENCE TOOL E	Step 2 (both a and b need to be met)
a) Does the strong or special meaning resonate at a State-level, i.e. across the 'broader Western Australian community'?	To meet <b>Factor E</b> at a State-level, the strong or special meaning of the place must resonate (or exert an influence) beyond a particular local group or community and into the broader Western Australian community and contribute to Western Australian's sense of place and identity.
b) Is the strong or special meaning part of an event or story that contributes to 'Western Australia's identity'?	Western Australia's identity includes the events and/or themes that underpin the stories that Western Australia tells about itself. To meet <b>Factor E</b> at a State-level, the place must be associated with, represent, or be identified with an established or emerging story or theme that contributes to – or forms part of – Western Australia's identity.

## STEP 3: EXCLUSION GUIDELINES FOR FACTOR E

**Factor E** is unlikely to be relevant to the place at the state level if any of the following conditions apply:

XE1	The strong or special meaning a place has for a group or community is historical rather than in the present day	The association with the community or group – or the community or group itself – no longer exists. In this case it may be relevant to consider the cultural heritage significance of the place under <b>Factor A</b> or <b>H</b> .
XE2	No clear association between the strong or special meaning and the place	The social, cultural or spiritual practices or beliefs of the group / community are not linked to a specific place or the place is incidental.



## FACTOR F: ITS IMPORTANCE IN EXHIBITING PARTICULAR AESTHETIC CHARACTERISTICS VALUED BY ANY GROUP OR COMMUNITY

A place has aesthetic importance if a group or community demonstrably values the place for its aesthetic characteristics. Evidence of the aesthetic value may include its recognised landmark qualities or its representation in art, media, literature or critical recognition.

This Factor is likely to be relevant to the place at the state level only if all of the following requisites are met:

<b>STEP 1: TEST FOR FACTOR F</b>	<b>F1)</b> The physical fabric of the place clearly exhibits particular aesthetic characteristics (see definition of 'aesthetic' and Reference Tool F below).
	<b>AND</b>
	<b>F2)</b> There is evidence that a group or community value the place on the basis of its aesthetic characteristics.
	<b>IF F1 &amp; F2 IS SATISFIED, THEN FACTOR F IS LIKELY TO APPLY (BUT NOT NECESSARILY AT THE STATE LEVEL)</b>
<b>STEP 2: STATE LEVEL TEST FOR FACTOR F</b>	<b>SF1)</b> The aesthetic characteristics of the place are 'beyond the ordinary' or are considered important as demonstrated by: <ul style="list-style-type: none"> <li>evidence or critical recognition from within a relevant discipline (architecture, art, design or equivalent);</li> </ul> <b>AND/OR</b> <ul style="list-style-type: none"> <li>wide public acknowledgement of the aesthetic characteristics of the place in Western Australia, including its landmark qualities, expressed in publications, print or digital media, painting, sculpture, songs, poetry, literature, or other media.</li> </ul>
	<b>IF SF1 IS SATISFIED, THEN THE PLACE IS LIKELY TO MAKE AN IMPORTANT CONTRIBUTION TO UNDERSTANDING THE HERITAGE OF WESTERN AUSTRALIA AND FACTOR F IS LIKELY TO BE RELEVANT AT THE STATE LEVEL</b>

Cultural heritage values that may be relevant under <b>Factor F</b>	Aesthetic
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#### REFERENCE TOOL F: questions to ask when considering aesthetic value

- Does the place have special compositional or uncommonly attractive qualities involving combinations of colour, textures, spaces, massing, detail, movement, unity, sounds, scents?
- Is the place distinctive within the setting or a prominent visual landmark?
- Does the place have qualities which are inspirational or which evoke strong feelings or special meanings?
- Is the place symbolic for its aesthetic qualities: for example, does it inspire artistic or cultural response, is it represented in art, photography, literature, folk art, folk lore, mythology or other imagery or cultural arts?
- Does the place display particular aesthetic characteristics of an identified style or fashion?

*This content is drawn from the Burra Charter Practice Note 'Understanding and assessing cultural significance', Version 1, November 2013.*

## STEP 3: EXCLUSION GUIDELINES FOR FACTOR F

**Factor F** is unlikely to be relevant to the place at the state level if any of the following conditions apply:

<b>XF1</b>	<b>Lacks distinctiveness</b>	The place has aesthetic characteristics but they do not exceed those of the general class to which the place belongs.
<b>XF2</b>	<b>Poor, indirect or unproven recognition</b>	The aesthetic characteristics of the place have only received limited public or disciplinary recognition.
<b>XF3</b>	<b>Degraded aesthetic qualities</b>	The aesthetic characteristics of the place have been irreversibly degraded through changes to the fabric of the place, changes to the setting of the place, or the degraded condition of significant elements of the place (in some instances).
<b>XF4</b>	<b>No clearly definable aesthetic characteristics</b>	Being “pretty” or “attractive” or popular is insufficient for the purposes of satisfying this criterion.

## FACTOR G: ANY SPECIAL ASSOCIATION IT MAY HAVE WITH THE LIFE OR WORK OF A PERSON, GROUP OR ORGANISATION OF IMPORTANCE IN WESTERN AUSTRALIA'S HISTORY

A place can have value for its association with a person, group or organisation of importance to Western Australia's history. The association between the life and work of a person, group or organisation must be clearly demonstrated in the fabric of the place or through other evidence.

This Factor is likely to be relevant to the place at the state level only if all of the following requisites are met:

<b>STEP 1: TEST FOR FACTOR G</b>	<b>G1)</b> There is evidence of a direct association between the place and a person, group or organisation of importance in the history of Western Australia.
	<b>AND</b>
	<b>G2)</b> The association: <ul style="list-style-type: none"> <li>represents an enduring and/or close interaction between the person, group or organisation and the place; <b>AND</b></li> <li>relates directly to the reasons for – or the time in which – the person, group, or organisation is known for making an important contribution to Western Australia's history.</li> </ul>
	<b>IF G1 AND G2 ARE SATISFIED, THEN FACTOR G IS LIKELY TO APPLY (BUT NOT NECESSARILY AT THE STATE LEVEL)</b>
<b>STEP 2: STATE LEVEL TEST FOR FACTOR G</b>	<b>SG1)</b> The life or works of the person, group or organisation are acknowledged as having made a particularly strong or influential contribution to Western Australia's history.
	<b>AND</b>
	<b>SG2)</b> The place illustrates the association between the person, group or organisation of importance better than most other places in Western Australia.
	<b>IF SG1 AND SG2 ARE SATISFIED, THEN THE PLACE IS LIKELY TO MAKE AN IMPORTANT CONTRIBUTION TO UNDERSTANDING THE HERITAGE OF WESTERN AUSTRALIA AND FACTOR G IS LIKELY TO BE RELEVANT AT THE STATE LEVEL</b>

Cultural heritage values that may be relevant under <b>Factor G</b>	Historical, Social
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## STEP 3: EXCLUSION GUIDELINES FOR FACTOR G

**Factor G** is unlikely to be relevant to the place at the state level if any of the following conditions apply:

<b>XG1</b>	<b>Poor, indirect or unproven association</b>	The association of the person, group or organisation with the place is tenuous or cannot be substantiated or verified. For example, the person spent a brief, transitory or incidental time at the place without leaving evidence or achieving anything there that is relevant to their importance.
<b>XG2</b>	<b>Inability to demonstrate association</b>	No – or very limited – physical or documentary evidence remains to demonstrate the association of the place with the person, group or organisation or, in the case of physical evidence, the remaining physical fabric has been so altered that it no longer demonstrates reasonable evidence of the association.
<b>XG3</b>	<b>Person(s) is of local significance only</b>	There is insufficient reliable or verifiable information available to support a claim that the person, group or organisation is of more than local importance.

## FACTOR H: ITS IMPORTANCE IN DEMONSTRATING A HIGH DEGREE OF CREATIVE OR TECHNICAL ACHIEVEMENT

A place is important in demonstrating a high degree of creative or technical achievement if that place illustrates artistic or technical excellence, innovation, accomplishment, extension or creative adaptation in a variety of fields of human endeavour including but not limited to art, engineering, architecture, design, construction, manufacture or craftsmanship.

This Factor is likely to be relevant to the place at the state level only if all of the following requisites are met:

<b>STEP 1: TEST FOR FACTOR H</b>	<b>H1)</b> The place clearly demonstrates creative or technical achievement for the time in which it was created.
	<b>AND</b>
	<b>H2)</b> The creative or technical achievement is evident in the physical fabric of the place
	<b>IF H1 AND H2 ARE SATISFIED, THEN FACTOR H IS LIKELY TO APPLY (BUT NOT NECESSARILY AT THE STATE LEVEL)</b>
<b>STEP 2: STATE LEVEL TEST FOR FACTOR G</b>	<p><b>SH1)</b> The nature and/or scale of the achievement is of a high degree or 'beyond the ordinary' for the period in which it was undertaken as demonstrated by:</p> <ul style="list-style-type: none"> <li>evidence of wide spread recognition from within the relevant creative or technological discipline that the place is a breakthrough in terms of design, fabrication or construction techniques and/or as a successful solution to a technical problem that extended the limits of existing technology;</li> </ul> <p><b>OR</b></p> <ul style="list-style-type: none"> <li>critical acclaim of the place within the relevant creative or technological discipline as an outstanding example in Western Australia;</li> </ul> <p><b>OR</b></p> <ul style="list-style-type: none"> <li>wide acknowledgement of exceptional merit in Western Australia in media such as publications or print/digital media;</li> </ul> <p><b>OR</b></p> <ul style="list-style-type: none"> <li>recognition of the place as an outstanding example of the creative adaptation of available materials and technology of the period.</li> </ul>
	<b>IF SH1 IS SATISFIED, THEN THE PLACE IS LIKELY TO MAKE AN IMPORTANT CONTRIBUTION TO UNDERSTANDING THE HERITAGE OF WESTERN AUSTRALIA AND FACTOR H IS LIKELY TO BE RELEVANT AT THE STATE LEVEL</b>

Cultural heritage values that may be relevant under <b>Factor H</b>	Aesthetic, Scientific
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## STEP 3: EXCLUSION GUIDELINES FOR FACTOR H

**Factor H** is unlikely to be relevant to the place at the state level if any of the following conditions apply:

XH1	High degree of achievement unproven or unsubstantiated	The available documentary or technical evidence indicates the creative or technical achievements of the place are unlikely to be of a high degree or 'beyond the ordinary'
XH2	Lacks distinctiveness	The technical or creative characteristics do not exceed those of the general class to which the place belongs.
XH3	Degraded characteristics	The technical or creative characteristics of the place have been irreversibly degraded through changes to the fabric of the place or the degraded condition of significant elements of the place (in some instances).

## **FACTOR I: ANY OTHER CHARACTERISTIC IT MAY HAVE THAT IN THE OPINION OF THE COUNCIL IS RELEVANT TO THE ASSESSMENT OF CULTURAL HERITAGE SIGNIFICANCE**

**Factor I** will only be applied on a case-by-case basis. For most places **Factors A – H** are sufficient for determining cultural heritage significance.



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- Heritage Council of Victoria *Assessing & Managing Social Significance* 2018 (Adam Mornement [Lovell Chen] and Dr Cristina Garduño Freeman [University of Melbourne])
- Queensland Heritage Council *Using the Criteria: A Methodology* 2006;
- NSW Department of Planning and Environment *Assessing Heritage Significance* 2023;
- Australian Heritage Council *Identifying Commonwealth Heritage Values and Establishing a Heritage Register: A guideline for Commonwealth agencies* 2010 and *Guidelines for the Assessment of Places for the National Heritage List* 2009; and
- Department of Natural Resources and Environment Tasmania *Assessing Historic Heritage Significance: Criteria and Threshold Guidelines* 2011.