

HERITAGE INCENTIVES SCHEME OPERATING GUIDELINES

Adopted

Council

13 February 2024

PARENT DOCUMENT: Built Heritage Management Policy

PURPOSE

Adelaide's built heritage makes a significant contribution to the city's identity and its liveability. The Heritage Incentives Scheme (HIS) provides financial and other incentives to support owners in the conservation of their heritage places. Grants are available for both professional documentation and building conservation works. Works funded through the Heritage Incentives Scheme visually enhance the public realm and develop community understanding about the importance of heritage conservation.

The Heritage Incentives Scheme Operating Guideline sets out the administrative processes and responsibilities for the implementation of the Scheme.

OPERATION

Eligibility

Funding is available to Places within the City of Adelaide Local Government Area that are:

- Local Heritage Places
- State Heritage Places listed on the South Australian Heritage Register
- **Representative Buildings identified in a Historic Area Overlay**
- Other unlisted buildings of significant historic character based on their merits.

Funding is provided for **Conservation Works** that are in accordance with the Australia ICOMOS* Burra Charter 2013 (Burra Charter) and associated with heritage fabric including:

- elements of the heritage place designated as of heritage value or work that ensures the structural integrity of the place.
- reinstatement of lost elements or fabric of the place where there is physical or archival evidence, such as historical photos or drawings, or remnant elements. Conjectural works will not generally be supported except where no evidence exists, and a heritage consultant is engaged to achieve an authentic and appropriate outcome agreed with Council heritage staff.

*The *International Council on Monuments and Sites* (ICOMOS) is a non-governmental international organisation dedicated to the conservation of the world's monuments and sites. The national committee is known as Australia ICOMOS and is the peak cultural heritage conservation body in Australia.

Funding will not be provided to projects that:

- do not meet the eligibility criteria.
- do not sufficiently describe the scope of works or are not accompanied by adequate quotes.

- are lacking professional advice or documentation which has been requested by City of Adelaide heritage staff.
- are owned by Government.
- are from individual owners within a strata or community title property.
- are for general building maintenance-that is not dependent on heritage status, such as repainting or termite treatment.
- are for internal works (unless the interior is listed as of heritage value).
- are for works unrelated to heritage values, such as landscaping, paving, additions, outbuildings, re-plumbing, re-wiring, or installation of security devices.
- are for the cost of an owner's labour.
- project costs are covered by other State, Local or Federal governments or philanthropic funding.

Funding may be allocated to an unlisted heritage place of historic character, providing the owner enters into a Land Management Agreement (LMA) on the Certificate of Title to ensure:

- the building is not demolished.
- support for future heritage listing.
- conservation works reinforce the heritage value of the place.:

The cost of a heritage assessment and LMA is fully funded through the HIS.

Funding may also be allocated for the construction of appropriately researched and detailed **Front Boundary Fences**, (where the fence is not part of the heritage listing).

Funding may also be allocated for fees associated with **Professional Advice and Documentation**:

- advice, plans, and specifications that guide the future management of and investment in heritage places, and including:
 - conservation plans
 - adaptive reuse options
 - adaptive reuse studies
 - studies relating to joint heritage/sustainability outcomes
 - photographic, archaeological or dilapidation surveys
 - fire safety and disabled access upgrade plans.
- documents for development approval, tendering, implementing, and supervising conservation works.

In addition, the applicant must meet the following:

- the property is owned by the non-government sector.
- there are no debts or outstanding charges to Council on the property.
- the works have not been substantially commenced or completed prior to funding approval. Retrospective funding is not available.
- the cost of the conservation works is greater than \$3,000.

- for properties in multiple ownership, each owner has agreed to undertake conservation works and the applicant is the body corporate of the strata or community title holders.
- other affected parties (e.g. lessees, lessors, owners) have agreed to undertake the conservation works at the property.
- any encumbrances have been identified.

For works resulting from an insurance claim, grants are for conservation works not covered by the insurance.

Current Council employees or former employees who ceased employment less than six months before applying and who are owners of heritage places are eligible to apply for HIS funding.

Applicants who have received funding from other grants are not precluded from receiving funding from HIS.

Applicants are eligible for funding more than once per year for professional advice and conservation works.

Categories of Funding

1. Professional Advice and Documentation

Funding of a percentage of the total cost of Professional Advice and Documentation, up to the maximum grant (whichever is lesser) as defined in the following table:

Category	Cost of Professional Advice and Documentation	Percentage of cost reimbursed	Maximum Grant
No funding available	Up to \$3,000	0%	\$0
Professional Advice and Documentation (Delegated Decision)	Greater than \$3,000	Up to 75%	Up to \$15,000

2a. Conservation Works:

Funding of a percentage of the total cost of conservation works, up to the maximum grant (whichever is lesser) as defined in the following table:

Category	Cost of Conservation Works	Percentage of cost of works reimbursed	Maximum Grant
No funding available	Up to \$3,000	0%	\$0
Minor Conservation Works (Delegated Decision)	Greater than \$3,000 and up to \$150,000	Up to 50%	Up to \$75,000
Major Conservation Works (Council Decision)	Greater than \$150,000 and up to \$300,000	Up to 50%	Up to \$150,000

Major Conservation Works over \$300,000 (Council Decision)	Greater than \$300,000	Up to 50% of \$300,000 Plus: Up to 25% of amounts over \$300,000	Up to \$375,000
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2b. Conservation Works – Front Boundary Fences:

Funding of a percentage of the total cost of constructing appropriately researched and detailed front boundary fences, (where the fence is not part of the heritage listing) up to the maximum grant (whichever is lesser) as defined in the following table:

Category	Cost of Conservation Works	Percentage of cost of works reimbursed	Maximum Grant
No funding available	Up to \$3,000	0%	\$0
Front boundary fence (Delegation Decision)	Greater than \$3,000	Up to 50%	\$10,000

3. Staged Conservation Works

Where a building owner requests funds for major conservation works, Council may consider a grant allocation over multiple financial years. The project would be subject to an agreed scope of works that satisfies the general funding requirements of these Operating Guidelines. The first stage should be commenced within 12 months, with other stages undertaken in accordance with the agreement.

Fees

Note there are mandatory State Government charges to lodge a Development Application which are payable by the applicant.

For state heritage places, there are mandatory fees for referral to Heritage South Australia which are payable by the applicant.

Development application fees normally charged by City of Adelaide are administratively waived and/or may be paid from the HIS.

Any licence and permit fees incurred by the owner during the construction period of HIS funded conservation projects (e.g. building works permit fees) may be paid from the HIS.

Loans

In addition to direct funding, subsidised loans may also be available. A subsidised loan is additional to the HIS funding limits and will be within the budget (and at no additional cost) to the Built Heritage Management Program. Loans will be approved at the discretion of Council.

Process

Step 1 - Preliminary Discussions

Before lodging a HIS application, owners must contact Council heritage staff to discuss:

- the scope of works, priorities and options
- the eligibility of the project
- documentation requirements
- the application process.

Step 2 – Lodging an Application

HIS applications are lodged online through the City of Adelaide website.

Applications for **Professional Advice and Documentation** should include:

- the scope of works
- written quotes (two are preferred).

Professional advice and documentation should be from a suitably qualified heritage professional.

Professional documentation is a requirement for conservation works over \$10,000 unless exempted by Council.

Applications for **Conservation Works** should include:

- a site plan or aerial photo identifying the location of the proposed works on the property.
- construction techniques (e.g. Council's standard specifications and advisory notes).
- details of materials and conservation methodology.
- plans, elevations, sections and where appropriate, large scale details.
- where applicable, professional advice and documentation funded through the HIS.
- a minimum of two written quotes unless an exemption has been agreed to by council.

Applications that are incomplete or inaccurate, will not be processed.

Development Approval must be obtained before allocation of the HIS grant.

Step 3 - Application Assessment

All grants are at the discretion of Council. Applications are assessed according to the Operating Guidelines. Assessment is based on the condition of the building, the merit of the project and is assessed against the following criteria:

Principle	Criteria	Rank
Needs of the place	• Condition of the building • Conservation of original heritage fabric • Stability of the building • Emergency works • Useability and economic viability of the place	High
Visual Contribution to the public realm	• Conservation works on elements which are visible from the public realm or to places which are publicly accessible	High

Heritage value of the place	- Retaining, reinforcing and reinstating elements of heritage significance of the place - Projects that conserve the elements of heritage value of a place as identified in the heritage listing - Projects where conservation works are incorporated into adaptive reuse outcomes - Projects where conservation works are incorporated into sustainability outcomes	High
State Heritage Places	Availability of grants from the State Government	Medium
Level of Past HIS financial assistance	Properties that have not previously received HIS funding.	Medium
	Funding history of the property.	On Merit

Step 4 - Funding Allocation

Subject to availability of funds, applications will be accepted on an on-going basis.

Funding is **up to 50%** for **Conservation Works** and **up to 75%** for **Professional Advice and Documentation**. The allocated amount is at the discretion of council. Unless Council considers that there are extenuating circumstances, the allocated amount will not be increased after the allocation approval date.

For more complex conservation projects, Council may allow for a contingency sum in the grant allocation for unforeseen cost or scope increases.

Funding is valid for 12 months from the date of the allocation letter. Excepting for major conservation works, staged conservation works or where an extended completion date has been agreed to by Council, funding will be forfeited if the project is not substantially completed within 12 months.

If an applicant wishes to substantially alter the scope of works or project costs, a new HIS application will be required.

Step 5 - Implementation

Following the funding allocation, the applicant is required to:

- comply with the conditions of the funding allocation and Development Approval.
- notify Council heritage staff when the works are about to commence and at key milestones in the construction process as agreed with heritage staff.
- notify Council at the completion of the works and before final payment to the contractor.
- provide a post-completion inspection report when it is required by Council.

Step 6 - Allocation Reimbursement

Prior to reimbursement for:

- Professional Advice and Documentation:**

- The applicant must provide copies of the funded professional advice and documentation to Council heritage staff. Council will advise if the work is acceptable for Council's grant purposes.
- The applicant must provide evidence of payment to the consultant.
- **Conservation Works:**
 - Council heritage staff will inspect the completed conservation works and advise if the work has been satisfactorily completed for HIS grant purposes.
 - The applicant must provide evidence of payment to the contractor/s.

Once satisfied that all the HIS grant requirements have been met, Council heritage staff will arrange reimbursement to the applicant.

City of Adelaide reserves the right to withdraw funding if a project does not proceed as agreed.

Decision making

Approval for funding of Conservation Works noted as *Council Decision* in the *Categories of Funding* section of this document requires a decision of Council. Council will allocate funds at their discretion.

City of Adelaide staff have authority to approve the allocation of funding of grants for Professional Advice and Documentation and Conservation works noted as *Delegated Decision* in the *Categories of Funding* section of this document in accordance with Financial Delegation limits

OTHER USEFUL DOCUMENTS

Related documents

- The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013
- The City of Adelaide Heritage Strategy and Action Plan 2020 - 2035
- The City of Adelaide Heritage Technical Notes
- Technical Conservation Notes, South Australian Department of Environment and Water
- City of Adelaide Strategic Plan 2024 - 2028

Relevant legislation

- *Development Act 1993*
- *Heritage Places Act 1993*
- Building Code of Australia
- *Planning, Development and Infrastructure Act 2016 (SA) (PDI Act)*
- Planning and Design Code

GLOSSARY

Throughout this document, the below terms have been used and are defined as:

Conservation as defined in The Burra Charter and for the purposes of these guidelines includes preservation, restoration, reconstruction and stabilisation.

Conservation Works are building works that directly contribute to the heritage values of a heritage place by restoring, conserving, enhancing or reinstating historic fabric or

features (including removal of cladding/screening devices on existing facades or non-original elements concealing historic fabric).

Development is as defined in the *Planning, Development and Infrastructure Act 2016*.

State Heritage Place is a place which is listed under the *Heritage Places Act 1993* as it satisfies one or more of the criteria for listing under Section 16 of the Act. These place are identified in and statutorily protected from inappropriate development through the Planning and Design Code.

Local Heritage Place is a place which is listed in the South Australian Heritage Register. These places are identified in and statutorily protected from inappropriate development through the Planning and Design Code.

Unlisted Heritage Building is a place which is not identified in the South Australian Heritage Register, but satisfies one or more of the criteria for local heritage listing and has been endorsed by Council (following detailed assessment by heritage advisors) for consideration for listing as part of the:

- Central Business Area/Mixed Use Zones City Heritage DPA [2010]
- Residential/Mainstreet (Hutt) Zones City Heritage DPA (Parts 1 & 2) [2010]
- North Adelaide Plan Amendment Report (PAR) [2003]
- other places listed by Donovan and Associates History and Historic Preservation Consultants in their report City of Adelaide Heritage Survey 2008-2009, dated April 2009, as meeting criteria in the Development Act, 1993.

Historic Character is a place which retains the physical form, style and features of an historic period but does not satisfy the criteria for Local Heritage listing.

Representative Building is a building identified as such in a Historic Area Statement of a Historic Area Overlay under the Planning and Design Code.

ADMINISTRATIVE

As part of Council's commitment to deliver the City of Adelaide Strategic Plan, services to the community and the provision of transparent information, all policy documents are reviewed as per legislative requirements or when there is no such provision a risk assessment approach is taken to guide the review timeframe.

This Policy document will be reviewed every **3 (three)** years unless legislative or operational change occurs beforehand. The next review is required in **2027**.

Review history:

Trim Reference	Authorising Body	Date/ Decision ID	Description of Edits
ACC2016/181572	Associate Director People & Governance	15/09/2016	Amendment to Guidelines to include the conservation of front fences, to increase the proportion of professional advice and documentation costs covered by HIS from 50% to 75%, and to increase internal delegation to \$50,000.

ACC2020/96728	Director, Place	14/04/2020	Amendment to Guidelines to allow for staged funding, strengthen the requirement for two quotes, require the applicant to notify CoA at the completion of the works <u>and</u> prior to payment of the contractor and allocate less than 50% funding in certain circumstances.
ACC2021/199494	Chief Executive Officer		Updates to guideline to reflect legislative changes to the planning system through repeal of the Development Act 1993 and replacement with the Planning, Development and Infrastructure Act 2016. Updates to definitions and allocation amounts for Major and Minor Works, specific inclusion of eligibility for sustainability and adaptive reuse studies.
ACC2024/21882	Council	13/02/2024	Updates to guideline to reflect legislative changes to the planning system through repeal of the Development Act 1993 and replacement with the Planning, Development and Infrastructure Act 2016. Updates to definitions and allocation amounts for Major and Minor Works, specific inclusion of eligibility for sustainability and adaptive reuse studies.
TBD	Chief Executive Officer	TBD	Minor update to make Representative Places eligible for funding.

Contact:

For further information contact the Park Lands, Policy and Sustainability Program

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