



## **Main Street Historic Building Facade Improvement Scheme Operating Guidelines**

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## 1. INTRODUCTION

- 1.1 Adelaide is renowned for its historic architecture and streetscapes. The conservation of historic buildings contributes enormously to the City's character, appeal and competitive advantage making the City a desirable place to live, work and visit.
- 1.2 Main Streets are the traditional retail precincts, retail strips or "High Streets" of cities and towns. The commercial heart generally develops along major roads which run through the centre which then becomes the focus for community, street life and events.
- 1.3 Adelaide contains Main Streets which have developed from the early 1840s onwards. These Main Streets can contain listed heritage buildings and unlisted character buildings. Many of the historic character buildings have been modified over time, including facades being covered over with unsightly metal cladding or unattractive signage.
- 1.4 The Main Street Historic Building Facade Improvement Scheme (MIS) seeks to improve the visual appearance of historic building facades by reimbursing property owners with a proportion of costs involved in undertaking façade restoration work. These projects will also contribute towards improving the public realm in Main Streets.

## 2. STRATEGIC CONTEXT

- 2.1 The 30 Year Plan for Greater Adelaide recognises the importance of the City's heritage through protection and enhancement.
- 2.2 Council's Strategic Plan 2016-2020 seeks to: "*promote and protect Adelaide's built character and heritage through our operations, incentives, policies and direct investment.*"

## 3. OBJECTIVES

- 3.1 The key objectives of the MIS are to:
  - Improve the visual presentation of Main Streets through supporting façade restoration of historic character buildings.
  - Maximise conservation works that visually enhance the public realm and encourage owners to support and value the importance of historic building facades and streetscape elements.
  - Assist partnerships with property owners through the provision of financial incentives and professional advice to conserve and revitalise the external fabric of historic character buildings.
  - Ensure facade restoration work is undertaken in accordance with the principles of the Burra Charter where applicable.

## 4. GUIDING PRINCIPLES

- **Alignment with other Council Projects** - Priority will also be given to facade improvement projects on main streets where Council is already making a direct investment in schemes or works of strategic significance.

- **Maximum Impact** - High visibility outcomes, with priority given to projects that maximise public realm benefit such as removing metal cladding from presently concealed historic character buildings.

## **4. OPERATING GUIDELINES**

### **4.1 Eligibility**

#### **4.1.1 Building Types**

The following building types are eligible for MIS funding:

- Historic Character Building, which is defined as a pre WWII building which is of a traditional style and materials, is considered to contribute towards the historical context of a streetscape, and is not listed as a Local Heritage Place in the Adelaide (City) Development Plan or a State Heritage Place listed on the State heritage register.
- Commercial, mixed use or institutional properties only.

#### **4.1.2 Ineligible**

- All Local Heritage Places listed in the Adelaide (City) Development Plan and State Heritage Places listed on the State heritage register are ineligible to apply for funding for facade restoration works under the MIS. However they may be eligible for funding under Council's Heritage Incentives Scheme (HIS).
- Residential properties (may be eligible under HIS).

#### **4.1.3 Building Location**

The historic character building(s) must be located in the following Main Streets: Rundle Mall, Rundle Street, Hindley Street, Hutt Street, O'Connell Street, Melbourne Street, Gouger Street and King William Street.

#### **4.1.4 Types of Works**

Funding is provided for authentic facade restoration works that are in accordance with the Burra Charter and associated with historic building fabric such as:

##### **Authentic Facade Restoration Works (Historic Non-listed)**

- Removal of cladding (metal cladding or similar) from presently concealed historic character buildings. Priority will be given to buildings which have facades currently concealed or masked by alterations.
- Reinstatement of lost elements or fabric to the facade of the building where there is physical or archival evidence, such as historical photos or drawings, or remnant site fabric of elements (i.e. conjectural works will not be supported).

##### **Facade Improvement Works**

- Funding requests for assistance with the following or similar works will be considered on their merits;
  - Facade painting
  - Facade lighting

- Facade signage improvements
- Other works which visibly improve the façade

#### **Building Code of Australia (BCA) Compliance Works**

- Funding requests for assistance with works required to achieve Building Code of Australia (BCA) compliance will be considered on their merits as a supplement to projects where authentic facade restoration is undertaken.

#### **4.1.5 Security**

Project funding will be provided if the owner enters into a Grant Agreement with Council for a term agreed by both parties to ensure that:

- The building work undertaken to the facade is not significantly altered, damaged or demolished.
- The building is maintained in good condition.
- Facade restoration works improve the visual appearance of the building and contribute towards improving the streetscape of the Main Street.

The Grant Agreement (for amounts of \$30k or less) will facilitate a reducing debt to Council for a period not greater than 5 years.

The cost of assessment and preparation of the Grant Agreement is fully funded by Council as part of 'Professional Advice and Documentation' in 4.2 below.

Grant applications for funding exceeding \$30k may be separately considered by Council and subject to the property owner entering into a Land Management Agreement (LMA).

Before lodging an application, Council staff will fully explain all the eligibility criteria and the process involved in establishing an LMA to the property owner.

#### **4.1.6 Other Requirements**

In addition, the applicant needs to ensure they meet the following requirements:

- The project satisfies the Guiding Principles.
- The project meets category-specific eligibility requirements (see 4.1).
- The building is owned by the non-government sector.
- There is no form of debt or charge outstanding to Council on the property.
- The works eligible for funding assistance under this Scheme are not entitled to seek funding under Council's Heritage Incentives Scheme.
- Applications accurately describe the agreed scope of works and are supported by adequate quotations for these works.
- Applications for historic building facade restoration works must be accompanied by professional advice or documentation
- The works have not been substantially commenced or completed prior to funding approval (i.e. retrospective funding is not available).
- In terms of buildings held in multiple ownership, each owner must agree to undertake the agreed works and the applicant must be the body corporate representative of the strata or community title holders.

- Council reserves the right to withdraw any funding allocation if a project is not proceeding as agreed i.e. incomplete or inaccurate applications.
- The cost of owners labour will not be funded.

In the case of works resulting from an insurance claim, any grants would be for actual funds spent by the owner and for works not covered by the insurance.

## 4.2 Categories of Funding

Grants are offered on a reimbursement basis, where Council will reimburse the applicant for expenditure on fees or the cost of the agreed work.

The following categories of funding apply:

**Professional Advice and Documentation** – Funding of up to \$10k, or 100% of the total documentation and professional cost, whichever is the lesser amount.

- Provides owners with advice, plans and specifications to guide the future management of and investment in facade restoration work and/or BCA work to historic character buildings.
- Provides a basis for tendering, implementing and supervising subsequent restoration works.

Funding may also be allocated to:

- Facade restoration plans.
- Photographic surveys.

**Facade Restoration Works** – For authentic facade restoration works a 75% subsidy up to a maximum grant of \$30k. Grants exceeding \$30k will be subject to a report to Council and may be considered where the grant is secured through the property owner entering into a Land Management Agreement.

**Facade Improvement Work** – For facade restoration works a 75% subsidy up to a maximum grant of \$30k.

**Building Code of Australia (BCA) Compliance Works** – Any grant payable for BCA works will be determined by Council on a case by case basis and will be based on the merits of the project in its entirety i.e. facade restoration, facade improvement and BCA works.

**Fees** - Development application fees for facade restoration or improvement works requiring Development Approval will be paid from the MIS.

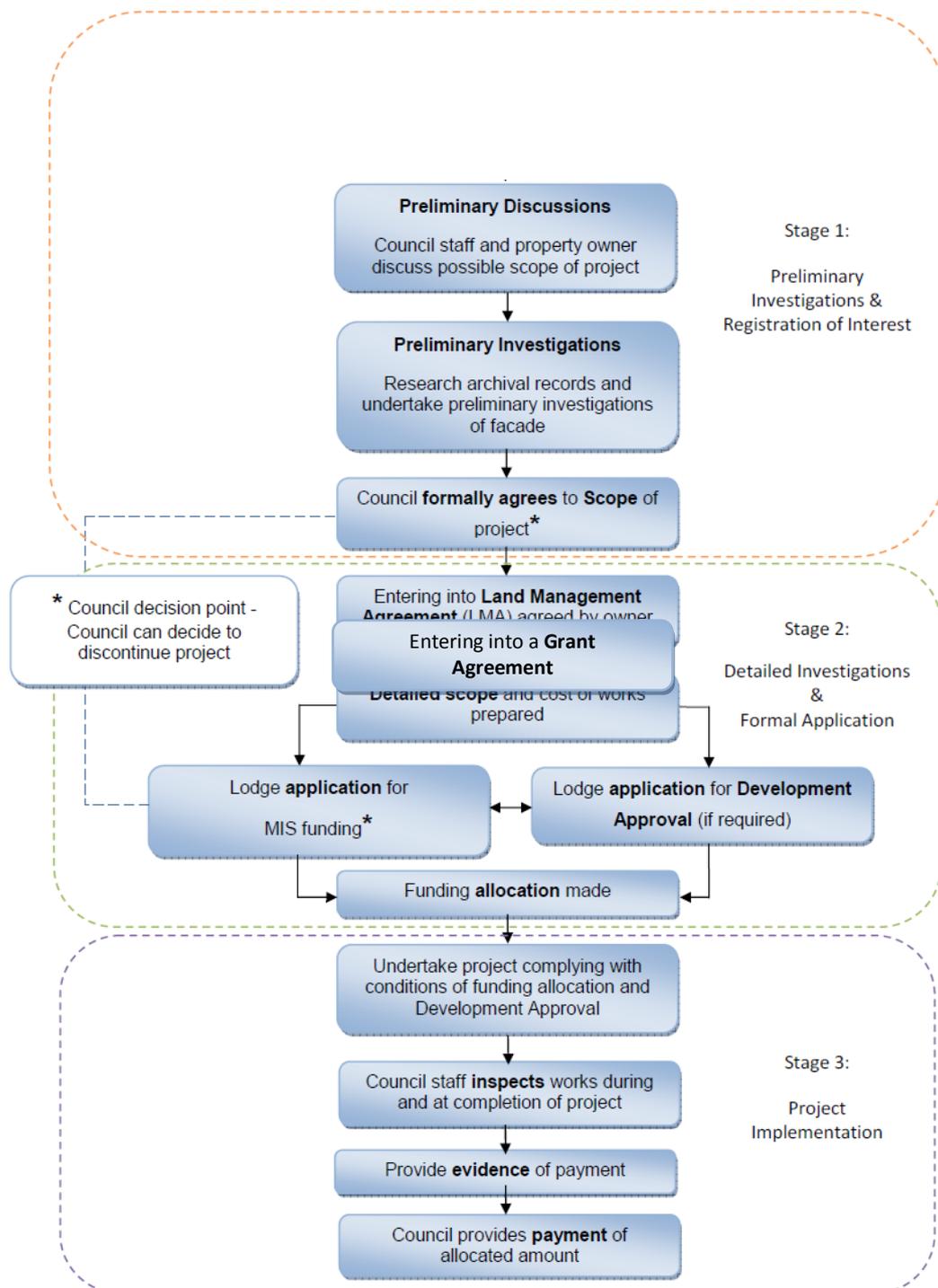
Any licence and permit fees incurred by the owner during the construction period (e.g. building works permit fees) will also be paid from MIS funded projects.

### 4.3 Process

4.3.1 The MIS project process is illustrated in Figure 1 and consists of three (3) broad stages:

- Stage 1 – Preliminary Discussions
- Stage 2 – Detailed Investigations & Formal Application
- Stage 3 – Project Implementation

Figure 1 - MIS Application Process



### **4.3.2 Step 1 - Preliminary Discussions**

The first part of the process involves owners and Council staff holding preliminary discussions to ensure:

- The scope of work, priorities and options are agreed.
- There is clarity about the eligibility of the project.
- Documentation requirements are clear.
- The process is understood.
- The requirement to enter into an Agreement is understood.

### **4.3.3 Step 2 - Preliminary Investigations**

Following preliminary discussions with Council staff, and given owner consent, Council will facilitate preliminary investigations. This is to determine the extent and condition of the original building facade, e.g. behind any cladding, and suitability for facade restoration work.

This may involve, subject to owner/Council approval, the removal of a small portion of cladding from the front facade (should that form part of the proposed works) which is then inspected, documented and approved by Council staff. The removal of cladding may require Development Approval.

After these preliminary investigations have been undertaken, if the proposed facade restoration works do not satisfy the Guiding Principles stated in these Guidelines, Council may decide not to support the provision of funding and the application will not proceed any further.

Should Council agree to provide funding assistance, the application should reflect the agreed scope, revised costings, and incorporate any written advice from Council staff. If Council staff advise that documentation is required, an application for documentation funding may need to be submitted first.

### **4.3.4 Step 3 - Lodge Application**

When submitting an application for assistance with the cost of Professional Advice and Documentation, it should be accompanied by the following information:

- A completed Application Form
- A clear description of the proposed scope of works
- Two written quotes are preferred for the professional advice and documentation

It is recommended that professional advice and documentation be received from a suitably qualified person who has demonstrated expertise in the conservation of historic building fabric.

When submitting an application for Facade Restoration Works, the applicant should include the following information:

- A completed Application Form
- A Site Plan showing the location of the proposed works on the property
- Details of construction techniques (e.g. Council's standard specifications and advisory notes)
- Specification of the work
- Drawings sufficient to detail the proposed works including plans, elevations and sections
- Copies of any professional advice and documentation funded through MIS.

- Two written quotes for the works are preferred, based on the agreed scope of works. It is recognised however, that it is not always possible to provide two quotes, due to the specialised nature of some works.

It is suggested that the applicant contacts Council staff to discuss any difficulties in providing any of the information required, as this can help to prevent delays caused by an application being incomplete or inaccurate.

In term of approvals required, it is also important to note that Development Approval under the Development Act 1993 may be required for the proposed works. If required, Development Approval must be obtained prior to the MIS grant being allocated. Council staff are able to assist the applicant in advising if Development Approval is required.

The applicant should also note that some projects require agreement from other affected parties (e.g. lessees, lessors, owners, encumbrances). It is recommended to seek these approvals early in the process, as approvals are required before work can commence.

#### 4.3.5 Step 4 - Assessment of Application

Once applications for funding assistance are received, Council will consider the application against the Guiding Principles and projects will be prioritised according to the following criteria:

Principle	Criteria	Rank
Need of the building	<ul style="list-style-type: none"> <li>• Facade restoration of original heritage fabric</li> <li>• Facade restoration works in accordance with the Burra Charter</li> </ul>	High
Visual contribution to the public realm	<ul style="list-style-type: none"> <li>• Facade restoration work that contributes to the public realm</li> <li>• Facade restoration that is undertaken adjacent or close to a Local Heritage Place or State Heritage Place</li> <li>• Facade restoration works in accordance with the Burra Charter</li> </ul>	High
Location	<ul style="list-style-type: none"> <li>• Building to be located in Main Streets, with priority given to buildings in Rundle Mall and Hindley Street during the pilot phase</li> </ul>	High

#### 4.3.6 Step 5 - Funding Allocation

Applications for funding assistance may be made at any time, subject to the availability of funds.

#### 4.3.7 Step 6 - Implementation

Once funding approval has been granted the owner needs to ensure they:

- Comply with the conditions of the funding allocation and Development Approval (should Development Approval be required)
- Contact Council staff to advise that the works are about to commence and at key milestones in the construction process as agreed with Council staff
- Provide a post-completion inspection report when it has been required by Council.

The project must be substantially completed within 12 months, except where an extended completion date has been agreed, otherwise funding will be forfeited.

#### **4.3.8 Step 7 - Payment of Funding**

Council will provide funding assistance:

- When the Agreement is in place, and
- Documentation is complete. The owner is requested to provide Council staff with copies of funded professional advice and documentation for approval.

On completion of the façade restoration works, the owner should ask Council staff to inspect the work before payment. If the work is considered acceptable for Council's grant purposes, the owner should:

- Provide evidence of payment
- Provide a post-completion inspection report when it has been required by Council.

Once Council staff are satisfied that documentation has been provided or that the façade restoration work has been satisfactorily completed for MIS grant purposes, Council's staff will arrange payment of the allocated amount to the applicant.

### **5.0 ADMINISTRATIVE REQUIREMENTS**

#### **5.1 Legislative Requirements**

The identification, statutory protection, conservation, development and other works affecting historic character streetscapes should be undertaken in accordance with statutory criteria and processes. The relevant legislative documents are:

- Development Act 1993
- Adelaide (City) Development Plan
- Building Code of Australia.

Other relevant documents are:

- The Australian ICOMOS Charter for the Places of Cultural Significance (The Burra Charter).

#### **5.2 Definitions**

**Building Code of Australia works** are defined as those works required to achieve Building Code of Australia compliance including (but not limited to) fire safety upgrades, disability access and earthquake and structural upgrading.

**Character Building** is a pre WWII building which is of a traditional style and materials and considered to contribute to the historical context of a streetscape, but does not satisfy the criteria for local heritage listing.

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

**Conservation works** are building works that directly contribute to the aesthetic values of a place by restoring, conserving, enhancing or reinstating

historic fabric or features (including removal of cladding/screening devices on existing facades).

**Development** is defined in the *Development Act 1993*.

**Facade** is defined as the exterior face of the building which is the architectural front, sometimes distinguished from the other faces by elaboration or ornamental details.

**Land Management Agreement** is an agreement the Council may enter into relating to the management, preservation, or conservation of land with the owner of the land, in accordance with Section 57 of the *Development Act (1993)*.

**Unlisted Heritage Building** is a building which is not listed in Council's Development Plan, 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 buildings 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*

### **5.3 Roles and Responsibilities**

The Planning & Development Program has overall responsibility for the implementation and monitoring of these Operating Guidelines as well as processing applications for Development Approval under the *Development Act 1993*.

The Council will be provided with recommendations from the Planning & Development Program on allocations of project funding and the Council will allocate funds at its absolute discretion.

## **6. KEY PERFORMANCE INDICATORS**

The key performance indicators for the MIS are:

- Level of interest of property owners in the Scheme
- High visual returns given the level of funding provided
- All commenced projects are completed to an adequate quality
- Administration of the scheme occurs in accordance with the guidelines.

## **7. MONITORING AND IMPLEMENTATION**

The performance of the MIS will be monitored through the administrative and financial system. An annual report of the performance of the MIS against the KPI's will be provided to Committee/Council no more than 3 months after the end of the financial year.

## **8. REVIEW**

The MIS will be trialled for an initial 24 month period, and the Operating Guidelines will be reviewed at the end of this time.