

ADOPTION DATE: 25 November 2020
AUTHORITY: LOCAL PLANNING SCHEME NO. 4 and PLANNING AND DEVELOPMENT (LOCAL PLANNING SCHEMES) REGULATIONS 2015

INTRODUCTION

The heritage values attached to Fremantle's West End are complex and many layered. They are reflected, and therefore best understood, in the context of the intactness of its period buildings and the resultant streetscapes of the area. However, they are also present in its planning and urban design, and how all the different elements of 'place' work together to create something unique. The West End is special and should be understood, protected and celebrated accordingly. Its exceptional heritage significance was recognised through its state heritage registration in 2017.

The West End is part of the original Fremantle town centre, as laid out in 1829. High Street forms its central spine with cross streets connecting the river and harbour to the north with the Esplanade and ocean (and original settlement long jetty) to the south. The town's grid-based planning deviates in several locations to reflect the curved lines of the river and original shoreline.

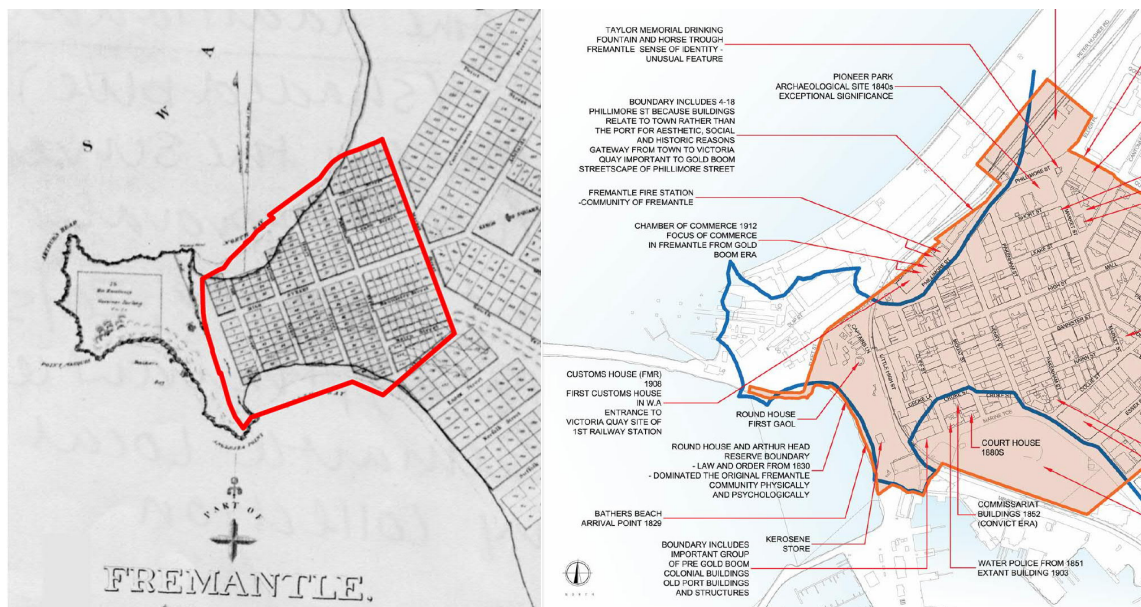


Fig. 1 West End in 1833 townsite plan (left) and as it developed (right), both illustrating original shoreline

Whilst relatively little surface evidence remains of the West End's pre-European past, its early colonial heritage is represented in the Commissariat Stores and the cottages in Collie Street and Nairn Street, and in the early town plan layout. There is representation of the town's second period of development (1850-1868) when the Convict Establishment was introduced however the character of the area is most strongly influenced by the building boom which accompanied the Gold Rush (circa 1890-1910). The development of that period was not purely utilitarian or profit based, but instead there was a clear desire to make a statement that included quality; it displayed an identifiable mix of business

confidence and civic pride, and conveyed the impression that the buildings were designed and constructed with flair, by people for people to have a quality of 'rightness' that people continue to find attractive.

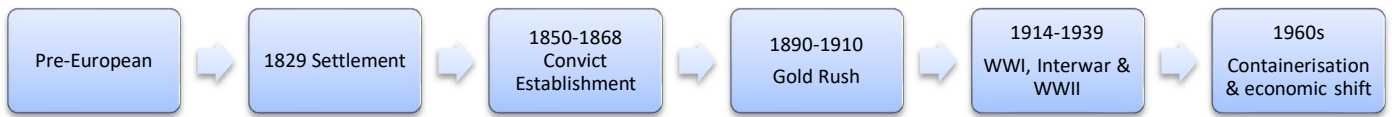


Fig. 2 Summary of historic periods of development/ timeline

Maintaining the utility and life of the West End, and conservation of its cultural significance requires a sensitive and integrated response across many disciplines. Conservation deals with actions or processes that are aimed at safeguarding the character-defining elements of a cultural resource so as to retain heritage value and extend its physical life, not the preclusion of any change: Rather than being seen as a constraint on development, the West End's heritage buildings and inherited urban form are recognized as irreplaceable resources which provide the context, inspiration and a long-term perspective for decisions regarding the appropriateness of new development.

This policy underpins a strategy for the conservation and ongoing evolution of the West End as a vibrant urban centre. It does not consider conservation to be a stand-alone requirement, satisfied by stand-alone provisions, but rather as an essential component of a planning system that actively guides development to sustainable solutions based on an understanding of what constitutes the West End's cultural heritage significance and distinctiveness.

PURPOSE AND APPROACH

The purpose of this policy is to:

- Define the statement of heritage significance for the West End Heritage Area;
- Guide the formulation of new development proposals; and
- Specify design considerations and criteria against which development proposals within the West End Heritage Area will be assessed.

It seeks to recognise both the special attributes of the West End which need protection whilst enabling the continued use and enjoyment of the place by accommodating adaptive reuse, extension and new development which is sensitive to its context and enhances the whole as a living place. The policy takes a design-based approach and seeks integrated responses to multiple design themes. It is broken down into individual elements but recognises that these interrelate. It also acknowledges that there is local variation and deviation in some areas, requiring a nuanced and highly contextual response to each site. Design guidance and illustrations are provided to assist in understanding and interpretation.

This document has received endorsement from the Heritage Council of Western Australia.

STATUTORY BACKGROUND

The Schedule 2 Deemed Provisions of the *Planning and Development (Local Planning Schemes) Regulations 2015* are to be read as though part of the City's Local Planning Scheme (LPS4).

Clause 67 of the Deemed Provisions defines matters to be considered by local government in determining a development application and includes, amongst other things:

- the built heritage conservation of any place that is of cultural heritage significance;

- the effect of the proposal on the cultural heritage significance of the area in which the development is located;
- the compatibility of the development with its setting; and
- any local planning policy for the Scheme area.

Clause 3 of the Deemed Provisions allows local government to prepare a local planning policy in respect of any matter relating to the planning and development of the Scheme area.

Clause 9 of the Deemed Provisions allows local government to designate areas needing special planning control to conserve and enhance the cultural heritage significance and character of an area to designate it a heritage area and prepare a local planning policy for that area.

The policy applies as a Local Planning Policy prepared under Clause 3 of the Deemed Provisions, and meets the requirements of Clause 9. The policy area is also included on the State Register of Heritage Places and so enjoys separate statutory protection under the *Heritage Act 2018*.

PROCESS AND REFERRALS

Applicants are encouraged to engage with the City of Fremantle very early on in the design process. All substantial applications, such as new buildings or significant additions to established buildings, will be referred to the Design Advisory Committee for review, in accordance with Council policy¹. Applicants for significant proposals are strongly encouraged to present a site analysis and concept drawings to the Design Advisory Committee prior to commencement of detailed design. Design competition may also provide a constructive approach.

A collaborative process between applicant, designer and City is encouraged to both improve the quality of design achieved and to streamline the approvals process.

Some applications (such as those involving individually listed buildings) may require referral by the City to the Heritage Council of WA.

¹ Refer Local Planning Policy 1.9 – Design Advisory Committee & Principles of Design

West End Heritage Area Policy

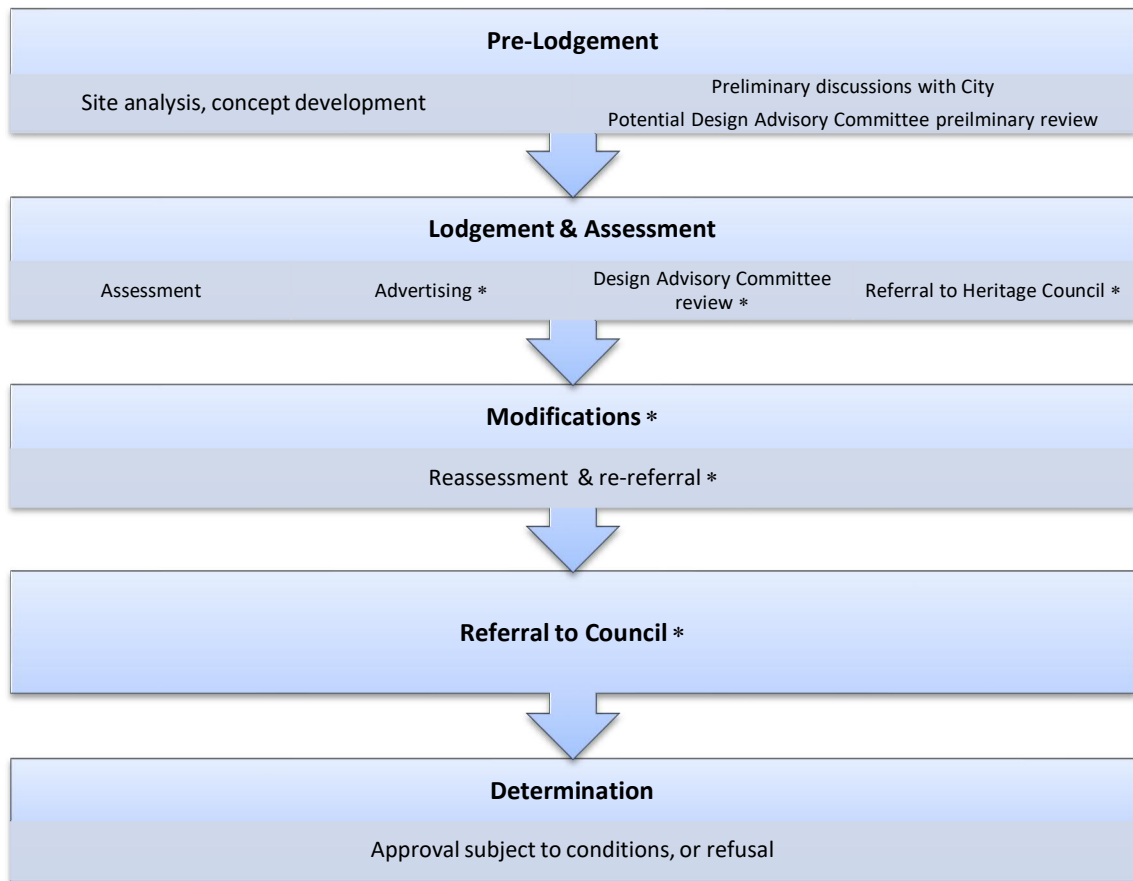


Fig. 3 Summary of assessment process

* if required

The City may, in select cases, require an archaeological investigation to be undertaken as a condition of planning approval, as outlined in Council policy².

POLICY

Policy Area

The West End Heritage Area to which this policy applies aligns with the '*West End, Fremantle (1829 onwards)*' place listed on the State Register of Heritage Places (Place No. 25225). It is bounded by lots fronting Phillimore Street to the north, the rail line parallel to Little High Street to the west, Marine Terrace and Collie Street to the south and Market Street to the east.

² Refer Local Planning Policy 2.7 - Archaeological Investigation as a Condition of Planning Approval



Fig. 4 Policy area

The West End forms part of the Fremantle City Centre and is zoned accordingly under Local Planning Scheme No. 4.

Statement of Significance³

West End, Fremantle, has cultural heritage significance due to, among other things:

- its rarity in Western Australia as a highly intact port city business district. It retains a range of buildings dating predominately from the gold rush period (1890s -1900s), together with some evidence of earlier and later periods, that retain an ongoing connection with maritime industries;
- its very fine collection of predominantly Federation era buildings in a variety of classically influenced styles, many of which retain substantial original features, which together form a cohesive precinct featuring common detailing, scaling, siting, construction materials and historical functions, and includes many individually significant buildings;
- its association with Fremantle's maritime operations from 1829 to the present and, through the range of premises in the precinct, demonstrates the operations of a port city including banks, customs, import and export businesses, ship-related trades, policing, accommodation, unions and migrant services.

The development of the place was in response to the opening of the inner harbour in 1897, which reoriented the West End towards its northern face, established Fremantle as the state's main port and saw an increase in the size and number of shipping companies operating out of the area, and its twentieth-century economic decline was a result of modernisation and northern expansion of the port in the 1950s and 1960s. In its built fabric, the place, particularly the imposing or opulent buildings and streetscapes of the 1890s and 1900s, demonstrates the impact of the Gold Boom period on the state, when money and

³ For further detail and full Heritage Council Statement, refer *Appendix 1*.

population flooded into the colony, and Fremantle became a flourishing, prosperous port town.

The area also incorporates a high number of individually listed places of heritage significance (shown below) which can be viewed on the City's website or on the Heritage Council's Inherit database.



Fig. 5 Individually heritage-listed properties in policy area (2020)

Policy Objectives

The core objective of this policy is to conserve the heritage attributes of the West End whilst supporting its ongoing use and vitality. It seeks to enable sustainable development of a high design quality that complements the West End's streetscapes and its strong sense of place, to maintain attractive and comfortable places to live, work and visit.

Specific objectives of this policy are to ensure that:

- Individual places and elements that contribute to the significance of the West End are recognised and conserved.
- New development, including additions and modifications to existing structures, minimises conflict with heritage values and contributes to the West End's identity by complementing the streetscapes and buildings with a recognisable consistency and long-term perspective. Specifically, new development should:
 - Integrate with the area's urban setting, established skyline, view corridors, form, urban scale and grain;
 - Respond to the existing streetscape and reflect the proportions, building format, materials and detailing of buildings within it;
 - Relate to the proportions of adjoining buildings;
 - Integrate and resolve the different parts of proposed development, including the spaces between buildings;
 - Express the balance, repleteness ('fullness') and symmetry of the classically influenced buildings of the area;

- Demonstrate sensitive and perceptive design responses which capture the essential identity of the original.
- Buildings and spaces remain functional, useful and pleasant.
- The West End continues to contribute to the social, cultural and economic vibrancy of the Fremantle City Centre and its role as a traditional multi-purpose urban centre.

Policy Structure

The policy provisions are broken down into 7 elements, with each containing:

- A brief **introduction and narrative** about the element.
- **Element objectives**, which form the formal criteria against which applications will be assessed.
- **Design guidance**, which provides direction on how considerations should be applied. These are not rigid or 'deemed to comply' requirements but outline how objectives might typically be met or considered in most circumstances.

Elements include:

1. Urban Structure
2. Land Use
3. Massing and Height
4. Roofscape, Views and Skyline
5. Facades
6. Building Type
7. Details and Materials

Whilst each element is separately described, there are strong relationships between each, and character of the West End can only be fully understood where these relationships are appreciated.

Elements

1. Urban Structure

The West End was one of the earliest areas of Fremantle to be established as a townsite, and its physical layout is distinct from other areas of Fremantle. It is urban in nature, accommodating patterns of use and building typology stemming from its position adjacent to the port and its role as a mixed-use service centre for the settlement. It contained shops, offices, banks, warehouses, hotels and other services for travellers and sailors. Today it continues to accommodate shops, offices, and hotels, as well as residences, but most of the warehouses have been converted for other uses, and a number of the buildings are now part of the campus of the University of Notre Dame. It functions as a mixed-use commercial precinct within the larger Fremantle City Centre.

The area was originally sited on a peninsular between the Indian Ocean and the Swan River, however, the shore line to the south was reclaimed for the Esplanade Park, while the mouth of the river to the north was widened and hardened for the creation of the inner harbour. The original shorelines are today reflected in the angle of Croke Street, the sweep of Marine Terrace, and the curve of Phillimore Street.

High Street acts as a spine for the precinct, running the length of the old peninsular, from the Round House through to the Town Hall (outside of the Heritage Area). It establishes a perpendicular grid that is approximately 25 degrees from north. Streets are straight, relatively narrow, and those running north-south (i.e. Market, Pakenham, Henry, Mouat and Cliff) as well as High Street extend through the entire precinct, terminating at its perimeter. This creates strong visual and physical links to the areas and landmarks around it, namely the Esplanade Park to the south, the port to the north,

the Roundhouse and whalers' tunnel to the west, and Kings Square to the east. Conversely the east/west streets of Short, Leake, Bannister and Nairn street terminate within the precinct, allowing for perpendicular views of the terminating cross street, Pakenham Street.

Street blocks are fairly compact and fairly consistent. Their size and shape is emphasised by the form of the buildings in the West End, which line the street edge, reflecting the perimeter of the block. These blocks are made up of numerous long and traditionally narrow lots, creating a fine urban grain that is emphasised by the rhythmic use of vertical building elements. Public green and open spaces within the precinct are limited to Pioneer Reserve at the northeast of the precinct, and the small green space on Phillimore Street between Mouat and Cliff Street (both of which have changed over time).

The roads in the West End were designed pre-car, and so are relatively narrow with short block lengths. The majority of streets are now one way, discouraging through-traffic and heavy vehicles, and making navigation difficult for drivers unfamiliar with the area. Conversely, the area is highly walkable and an emphasis on pedestrian amenity has been maintained through urban and civil design.

GRAIN

"The pattern and scale of street, blocks and plots; and the rhythm of building frontages along the street as a reflection of the lot subdivision." (CABE 2003)

It provides the two-dimensional structure on which other aspects of the form of a development depend.

Although the West End presents as a largely unified area, it is characterised by six discernible precincts (refer *Illustration 1.3.1*), each with a concentration of building types associated with their location within the historic urban structure:

- Warehouses were originally constructed in the vicinity of the Long Jetty (which extended south of Bathers Beach), in the area to the south of High Street (**'the Side Streets'**) with more mixed commercial and residential along the esplanade (**'Esplanade Edge'**);
- Shops, banks and hotels were commonly located on **High Street**, supporting a wide variety of commercial, retail and social activities that were (and remain) part of everyday urban life.
- Commercial headquarters (many associated with shipping) clustered north of High Street during the Gold Rush when Victoria Quay was constructed (**'the Quay Edge'**).
- Smaller residential and commercial buildings remain around Collie Street, away from High Street and the port (**'the Short Streets'**).

Common building types are illustrated in *Appendix 2*.

The West End's historic fabric creates variety while maintaining an overall consistency and coherence that adds value to the city's civic, cultural and social life. Its urban structure acts as a reminder that it was a prosperous, compact, relatively densely populated and walkable urban centre.

URBAN STRUCTURE

1.1 Element Objectives

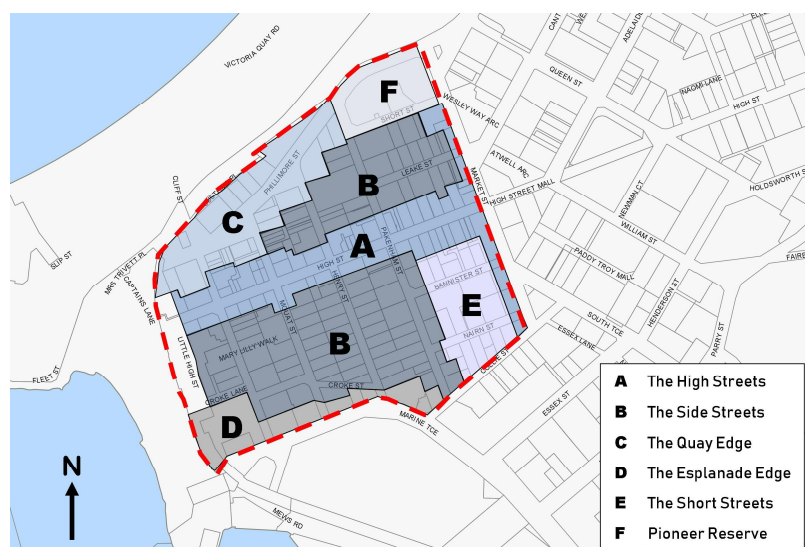
- 1.1.1 Buildings and elements with heritage significance are retained.
- 1.1.2 New development fits into the established urban structure.
- 1.1.3 The urban grain of each precinct is maintained.
- 1.1.4 Urban design prioritises pedestrian amenity whilst accommodating slow moving traffic and service access.
- 1.1.5 Existing public open space is preserved and enhanced.

1.2 Design Guidance

- 1.2.1 Places which are individually listed on the City's Heritage List or on the State Register should conserve elements contributing to their individual significance as well as the collective significance of the buildings of the West End.
- 1.2.2 New development should contribute to the harmonious character of the precinct, acknowledging and taking formal cues from its character and building typology.
- 1.2.3 Street block and original lot sizes should be maintained. Amalgamation of lots will not be supported as this often distorts the subsequent built form. Where amalgamation has previously occurred, new development should seek to reflect the original proportions of the lots and rhythm of development in its planning, layout and detailing.
- 1.2.4 Highly connected, generously proportioned and uncluttered footpaths should be maintained.
- 1.2.5 Vehicle access to a site should be located to minimise impact on pedestrian movement and urban connectivity.
- 1.2.6 New development in the Short Streets precinct should acknowledge the evolving nature of that precinct. The existing heritage-listed pre-Gold Rush residential buildings should be conserved. New buildings and additions may, however, include introduction of building height and scale greater than that of the early residential dwellings where the design:
 - respects its context,
 - does not dominate retained buildings, and
 - serves to illustrate the precinct's earlier function in contrast to its contemporary evolution.

1.3 Illustrations

1.3.1 Precincts



1.3.2 *Illustration of street grid and lot layout (establishing urban grain)*



1.3.3 *Materialisation of urban grain in buildings*



2. Land Use

Land use permissibility is governed by the Local Planning Scheme. This locates the West End within the larger Fremantle City Centre zone which allows for the full range of shopping, office, administrative, social, recreation, entertainment and community services as well as residential occupation. This is consistent with Fremantle's role as a regional centre. The West End is re-establishing its vibrant urban character and contributes a diverse range of commercial-mixed uses (including residential and specialist retail) to the larger City Centre.

Land use has and continues to influence built form (refer *Appendix 2*) and thus is an important consideration in design. Active, customer-based land uses (including retail, banks and entertainment uses) are traditionally located on the ground floor along High Street, hence the high degree of pedestrian amenity, visual permeability and physical access. Commercial and residential uses are traditionally located on upper floors and to the rear.

Reintroduction of residential uses into the West End is desirable from many perspectives including those of heritage, conservation and revitalisation. However, it needs to acknowledge the mixed-use environment in which it is located and where possible design to minimise or mitigate against incompatible/inconvenient aspects of such an environment.


Whilst the land use composition of the area has changed over time, and will continue to evolve into the future, new development including changes of land use need to consider the suitability of the building and precinct in which they propose to locate.

USE

A heritage place should have a compatible use, meaning a use which respects the cultural significance of a place. Such a use involves no, or minimal, impact on cultural significance.

Judging the best use for a place requires balancing the economic viability of possible uses against the effect of any changes they entail on the heritage values of the building or area in question.

In principle, the aim should be to identify the best use for a significant place – its 'optimum viable use'. It is one that is both capable of sustaining the place and avoids or minimises harm to its heritage values. (Adapted from ICOMOS Burra Charter, 2013)

LAND USE	
2.1 Element Objectives	
2.1.1	Land uses contribute to the Local Planning Scheme objectives of the City Centre zone.
2.1.2	Land use diversity and mixed-use character is maintained throughout the West End.
2.1.3	Land uses are compatible with the traditional built form of each precinct or the existing building (if adaptive reuse).
2.1.4	Retail and active pedestrian-focussed uses are concentrated along High and Market Street ground floor frontage.
2.1.5	Discretionary land uses, as listed in the Zoning Table of the Local Planning Scheme, are compatible with surrounding uses and mixed-use environment.
2.2 Design Guidance	
2.2.1	Table 2.1 'Primary Controls' of State Planning Policy 7.3 Residential Design Codes Volume 2 – Apartments is superseded by planning scheme controls and this policy. No specific residential plot ratio restriction applies: floorspace is governed by the building envelope established by lot size, height, setbacks and other elements.
2.2.2	Consideration of the compatibility of use to the built form character of different precincts is necessary to avoid inappropriate forms of physical development being proposed to accommodate the operational needs / expectations of different land uses, examples being: <ul style="list-style-type: none"> Residential uses and uses requiring a high degree of visual and acoustic privacy are not appropriate on the High Street ground floor frontage. Small scale, high exposure-requiring tenancies may not be suited to the warehouse form of development in side streets.
2.2.3	Building design and layout should recognise the mixed-use nature of the precinct and the likelihood of noise stemming from commercial and entertainment premises and servicing in the locality. Incorporation of noise mitigation is encouraged and may be required for both noise generating and sensitive land uses.
2.2.4	Limited availability of parking and servicing restrictions need to be acknowledged, planned for and accommodated.
2.2.5	Maintaining the capacity of buildings to adapt over time is encouraged.
2.2.6	The original use of a building or place should be acknowledged. Interior elements which reflect the original use of a building e.g. banking chambers should be retained and conserved. Changes to interiors will be scrutinised for places which are individually included on the local or state heritage list.
2.3 Illustrations	
2.3.1	<p><i>Active land uses on High Street & Market Street</i></p> 

2.3.2 Larger tenancies in warehouse precinct with less active street interface



2.3.3 Residential use of upper floor



2.3.4 Commercial offices on Phillimore Street



3. Massing and Height

The building massing in the West End is generally simple, with individual buildings being a three-dimensional expression of the rectangular lots that combine to form rectangular shaped blocks.

Built form is generally hard up against the front boundary for the full width of the lot, and the full height of the structure. Buildings on corner lots are often chamfered (angled) and occasionally curved at the corner. Collectively, buildings form a consistent urban wall that provides the streets with a strong sense of enclosure. This is emphasized by the predominant use of the parapet wall on the street elevation, which creates a sharply framed skyline along the length of the street.

Occasional openings and gaps exist within the urban wall, either within the façade or between buildings; these breaks act to reinforce an appreciation of the building's depth and simple massing, and the sense that the open space of access-ways or courtyards is defined and contained by the built form.

Many buildings cover the entire block whilst others have an area of open space to the rear of or within the building. Within the depth of the lot, the form of the building is sometimes complicated by the addition of secondary structures such as verandah or lean-to, or by the infill of previously outside spaces, creating an accreted form to the rear that is more varied in shape, height and roofscape than that adjacent to the street.

Both overall height and internal proportions are important to the coherence of the built form of the West End. Buildings are almost all 1-3 storeys, generally varying according to precinct and original land use, with the majority of structures being 2 storeys. Taller buildings are more common on High Street.

Buildings have generous floor to ceiling heights, particularly on the ground floor. These heights (of around 4.5m) are fairly consistent throughout the buildings of the West End and are often reflected in the façade of the building. This creates a vertical module, and therefore a consistency between buildings irrespective of the changing number of storeys, creating a sense of coherence when multiple buildings are viewed from the street.

Building height controls are outlined in the planning scheme and specify a maximum external wall height of 11m (and 3 storeys) which may be increased to 14m (and 4 storeys) where:

- The proposal is consistent with the predominant height patterns of adjoining properties and the locality generally,
- The proposal would not be detrimental to the amenity of the adjoining properties or the locality,

SCALE

"The size of a building in relation to its surroundings, or the size of parts of a building or its details, particularly in relation to the size of a person." (CABE, 2003)

The impact of a building's scale can depend on from where it is viewed. Some buildings are too dominant close up but work better when seen from a distance, and vice versa.

Consideration should be given to the scale, massing and height of the proposed development in relation to that of the adjoining buildings; the general pattern of heights in the area; and views, vistas and landmarks. How a development will be seen from around the area must be carefully considered to avoid negative impact on the surroundings. (Adapted from ICOMOS Burra Charter, 2013)

MASSING

"The combined effect of the arrangement, volume and shape of a building or group of buildings. This is also called 'bulk'." (CABE, 2003)

- The proposal would be consistent with the conservation objectives of the site, and the locality generally, and
- The proposal is consistent with any applicable policies (including this).

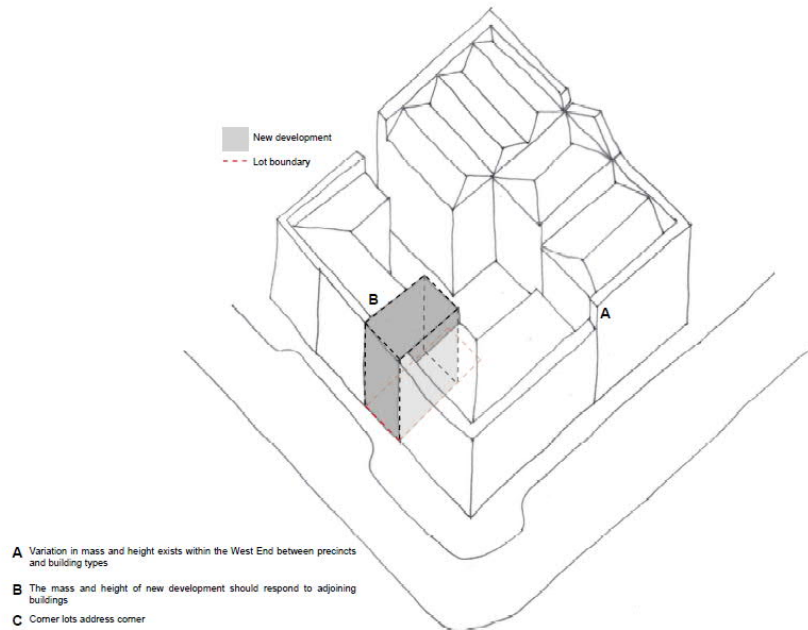
Variations to building heights will only be supported where consistent with these objectives and necessary to achieve conservation objectives (such as maintenance of consistent floor height modules).

MASSING AND HEIGHT	
3.1 Element Objectives	
3.1.1	Developments maintain simple, rectilinear form and relationship to the street.
3.1.2	Developments encourage a sense of mass and depth behind the façade (note Figure 3.3.2 below and refer to <i>Part 5 – Facades</i>).
3.1.3	Buildings maintain the continuous urban edge to the street and reinforce the sense of enclosure.
3.1.4	Development reflects the building height <i>and</i> proportions characteristic of the West End.
3.2 Design Guidance	
3.2.1	Development on vacant land should maintain continuous street-based perimeter form, with nil setbacks at the street edge, and buildings orienting to, opening into and providing their primary address to the street.
3.2.2	Upper storey additions to existing buildings (regardless of whether or not the height of the building including the addition exceeds 11m above ground level) should be designed to be read as part of a coherent whole building, and sit comfortably with both the original building and the streetscape. Setback out of line of sight from ground level in the adjoining street(s) may provide the most appropriate design response in some situations and may be required, but will not be mandatory in all cases ⁴ .
3.2.3	Any parking provided on site is to be sleeved. Vehicle access is to be restricted to traditional cart entrances or, for new development in the warehouse precinct, minimised or screened to reflect this traditional form, width and scale. No vehicle access is permitted to High Street.
3.2.4	New development should tie into or reflect the existing floorplates of traditional buildings. This includes provision of ground floor floor-to-ceiling heights of 4.5m.
3.2.5	Building height proposed above 11m or 3 storeys will only be considered where consistent with the criteria specified in the planning scheme and this policy, and demonstrate how the proportions of the building relate to the adjoining buildings and streetscape, as well as how the overall height sits harmoniously within its precinct context.

⁴ Except where a non-variable requirement of the Local Planning Scheme.

3.3 Illustrations

3.3.1 *Massing diagram - new development on a vacant site achieves a nil setback to the street and side boundaries, respecting surrounding context*



3.3.2 *Massing and depth – simple building envelope, however finer detailing adds character to the façade (also note traditional cartway, and half-floor basement)*



- 3.3.3 *Example of how upper addition reads coherently with the original building where this has not been required to be setback (international example). (Note weight at top)*



- 3.3.4 *Front and side view of upper floor addition to an existing building demonstrating a setback out of line-of-sight from the primary street*



- 3.3.5 *Height to proportions (Note how the central building's height is similar to that of the adjacent two storey building but the proportions are inconsistent with both adjacent buildings and contribute to the disruption of the streetscape)*



4. *Roofscape, Views and Skyline*

While the roofscape is largely concealed from street view within the West End, the front parapet and therefore skyline is a key feature of the streetscape. This is due to the relative consistency of the heights of the buildings, their uniform zero setback and narrowness of the street, which encourages an oblique view encompassing multiple buildings at once.

The topography of Fremantle allows views into and over the precinct as well as within it, with notable views available from Monument Hill and Arthur Head. The massing and height of buildings influence the impact of development on views, vistas and skylines. In any new design it is important to establish how and from where the proposed development will be seen and thus how well it will integrate into its visual context. Side and rear roofs behind the front parapet are also evident in oblique, and secondary views.

Landmark buildings contain features that visually distinguish them from their surroundings and can act as symbols or nodes, improving legibility of the urban layout, and providing visual guidance and direction from the street. They only work when they are the exception to the rule of their surroundings, and when their distinguishing features reflect the specific use, position, or significance of the landmark building. As such they must relate and give meaning to the broader urban structure, rather than be stand-alone icons, or statements for their own sake. The West End has a number of existing landmarks, primarily located on the corners of High Street or Phillimore Street (the higher order streets), and primarily constructed as hotels. These structures used features such as raised or domed roofs, material contrast and increased detailing as distinguishing features rather than increased height or intrusion into the street.

ROOFSCAPE, VIEWS AND SKYLINE	
4.1 Element Objectives	
4.1.1	Buildings maintain the continuous urban edge to the street and the frame of the skyline.
4.1.2	Existing vistas, views and skyline are retained or enhanced.
4.1.3	The general roofscape and form of the precinct are maintained.
4.2 Design Guidance	
4.2.1	New development should fit in with the existing skyline and scale of development.
4.2.2	New development should utilise flat, low pitched or saw-line roof-form hidden from the street behind a parapet. Roof forms should be simple in design, subservient to the built form and be concealed behind the street-facing parapet.
4.2.3	Mansard roof forms are inconsistent with the character of development in the area and its traditional roof forms and will not be supported.
4.2.4	Any substantial plant and equipment should be integrated into the roof void rather than imposed on top.
4.2.5	Landmark elements will only be considered on corner buildings at the higher order gateways (based on its original urban structure) and should reflect traditional architectural techniques rather than additional height to define their role. No opportunities for new landmark buildings have been identified in the West End.
4.2.6	Acceptable roofing materials as per <i>Section 7 Details and Materials</i> .

4.3 Illustrations

- 4.3.1 *Skyline (note how the roof forms are not visible from the street, hidden behind prominent street-fronting parapet walls)*



- 4.3.2 *Roofscape – low-pitched roofs dominate the roofscape of the West End, predominantly in a greyscale colour scheme.*



- 4.3.3 *Significant view down High Street*



5. *Facades*

The design of building facades in the West End are typically underpinned by the classically influenced system of proportioning as well as their intended function (see *Appendix 2 Building Types*). The classically influenced system of proportioning is characterised by:

- symmetry
- the progression and hierarchy of elements
- moderation
- the functional and aesthetic characteristics of a building and their relationship at every scale.

In the West End, facades do not commonly tend to be (completely) symmetrically composed, but exhibit the other principles of classical order. Facades are composed to achieve a balance between vertical elements (such as the pilasters), and horizontal elements (such as projecting cornices and entablatures). Front facades were often enriched with stucco mouldings and tend to be strongly modulated using architectural elements and detailing (see *Details and Materials*).

Generally corner buildings in the West End have two primary street frontages which were treated the same level, although some treat the smaller street as a secondary façade with a reduced level of detail. Only side and rear facades were treated as a purely utilitarian composition.

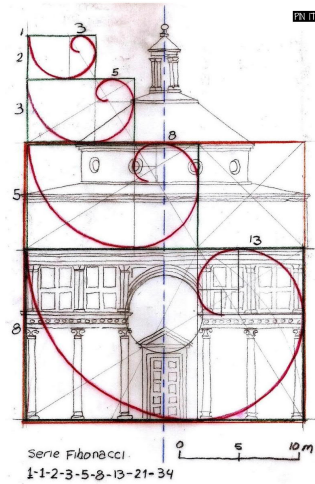
The use of classical proportions throughout the West End means that buildings with the same number of storeys usually have similar floor-to-floor heights, resulting in the buildings being of approximately the same overall height. It also means that horizontal elements that were linked to the floor and ceiling levels, such as sills, cornices, entablatures, verandahs and awnings, are roughly aligned; as a result, they contribute greatly to the streetscape's strong sense of unity, particularly when the length of the street is viewed obliquely, as is usually the case. There are exceptions to the alignment of façade elements in the existing fabric of the West End (for example in the Warehouse Precinct where half floor basements were sometimes included), however new development should comply with this principle to maintain character and reference the alignment of adjoining horizontal elements. Even when buildings have different floor heights, such as when one has a half basement, the use of the classical system of proportioning means that some horizontal elements align.

Buildings throughout the West End are primarily of a human scale, irrespective of their building type. The term 'human scale' focuses on how people interact with buildings and is based on physical dimensions of elements as well as sensory perception of a place and how they relate to the human body.

FACADES	
5.1 Element Objectives	
5.1.1	New development reflects the classical proportions and character of adjacent building and the streetscape whilst remaining discernible as contemporary. The contrast should be clear but subtle.
5.2 Design Guidance	
5.2.1	Corner buildings should have two primary street frontages which are treated the same or with only a slightly reduced level on detail on the secondary (smaller street) facade.
5.2.2	Consideration should be given to the proportions of the building and how they relate to each other as well as surrounding buildings. A degree of adherence to the geometry of classically influenced proportioning can help to harmonise the building with its neighbours.
5.2.3	Horizontal elements of new development, inclusive of windows, parapets, and detailing, should align (with a small degree of variation) with horizontal elements of adjacent buildings to enhance the relationship between buildings and traditional proportioning.
5.2.4	For new buildings or additions, aligning floor levels with adjacent buildings is encouraged where possible to assist with horizontal expression. Significant changes to internal floor levels in existing buildings will not be supported as this affects articulation of horizontal proportions and often compromises internal space.
5.2.5	<p>Voids and openings should:</p> <ul style="list-style-type: none"> • contribute to the rhythm of the streetscape and be considered obliquely as well as directly, along with projections and façade form; • be aligned both vertically and horizontally; • articulate depth; • be reflective of traditional techniques and reflect a hierarchical progression of elements. • Doors and windows should have a vertical emphasis, particularly in upper floors.
5.2.6	Additional height should be articulated and provide a 'top', or entablature, to the building, referencing classical proportioning and the existing façade aesthetic of the West End.
5.2.7	Additions that extend above an existing parapet, where these are permitted on heritage grounds, should respond to the proportions of the façade and be articulated to reflect classical proportioning hierarchy and scale.
5.2.8	Imitation should be avoided; however, a subtle (as opposed to stark) difference between new and existing is more likely to retain characteristic coherence of the streetscapes than contrasting modern re-interpretation. Design responses may include contemporary expression, however this must be carefully articulated and justified and it will be subject to thorough design review. Reconstruction may be appropriate in some cases where evidence is available and sufficient to accurately restore what was previously there.
<p><i>Note: Reference to adjoining building provides important context and streetscape continuity however in the few instances where the adjoining building is a modern and intrusive element, this principle does not apply.</i></p>	

5.3 Illustrations

- 5.3.1 *Analysis of Classical proportions of historic building using the Golden Mean/ Spiral (left) and using the diameter of a classical column to proportion the height and width of all other façade elements (right).*



Fibonacci's 'Golden spiral'
as reproduced on laurelberninteriors.com



Image by Yurong Tan – UWA design studio

- 5.3.2 *Inappropriate proportions clash with the established Classically proportioned character of the West End*



- 5.3.3 *Façade Rhythm (note module widths, general alignment of windows and horizontal elements)*



6. *Building Types*

In the West End, the functional and aesthetic characteristics of a building are closely related to one another. The distinctive character of many heritage buildings comes from their use, their role in the community, the facilities they provide and the activity they generate. The importance of the contribution that the appropriate use a building can play in reinforcing the character of the precinct should not be overlooked. Understanding a building's original intended function offers opportunities for new development to utilise existing elements and enhance cultural value.

The range of building types in the West End is reflective of the place's history as a port town, and demonstrates the influence of the Gold Rush on progression of industry. Preserving the legibility of building types in the West End is essential to the successful conservation of the place. The six broad categories of building types in the West End, along with the precinct where they are most prevalent, are summarised below:

Building Type	Precinct Most Commonly Found In
Retail/Mixed Use	High Street
Commercial	The Quay Edge
Hotels	High Street
Warehouses	The Side Streets
Pre-Gold Rush Residential	The Short Streets

Retail/Mixed Use buildings were developed to meet the rapid growth created by the 1890's Gold Rush and a wide range of interconnected uses centred around the port. This type of building continued to be constructed during the inter-war era with the only major difference being the architectural treatment of the front façade and the increased height. Large shopfronts on the ground floor were sheltered by a verandah to encourage window shopping. Offices or residences were located above behind a classically proportioned façade with either a separate entrance or entrance through the shop.





Commercial buildings such as banks and shipping offices were generally designed to express solidity and permanence, and composed in the Federation Academic Classical style, rather than the more exuberant and inventive Classical Freestyle favoured for retail buildings and hotels. The ground floor was often slightly elevated with entrance steps and was not sheltered with a verandah. Sometimes there were recessed porticos on the upper floor.

Hotels of the West End, and their prevalence as landmarks, are telling of the port's function, with workers and visitors needing conveniently located accommodation. Hotels usually had verandahs and were often located on corner sites and were embellished with a corner feature such as a turret.

Warehouses in the West End were constructed during an extended period when the processing, storage and distribution of export and import commodities took place in the vicinity of the harbour. Commercial offices were located on the street with large open warehouse storage spaces behind accessed by a cartway. These buildings did not have verandahs.

Pre-Gold Rush residential buildings are usually single storey residential buildings, often with a low boundary wall to the front set on the boundary. The boundary wall encloses a front verandah.

The combination of building types tell the story of the West End and give a picture of how the port city operated.

BUILDING TYPES	
6.1 Element Objectives	
6.1.1	New development (including additions) does not diminish the legibility of original building type.
6.1.2	New development is compatible with the precinct, sits comfortably alongside existing buildings, and assists in interpreting the history of the area.
6.2 Design Guidance	
6.2.1	New development should be consistent with the primary building type of its precinct.
6.2.2	Proposals that bring the upper level of Retail Mixed Use buildings into use are encouraged and new independent access arrangements may be supported provided they do not undermine the recognised heritage value of the place.
6.2.3	Re-instating verandahs is encouraged where evidence is available to indicate a verandah was once present. Reinstatements should use photographic records to ensure they are reasonably accurate. Timber posts, although traditional, are not recommended as they are prone to deterioration. Enclosure of verandahs is not supported.
6.2.4	Traditional shopfronts along Market Street and High Street are to be retained and where possible enhanced to maintain the character of the High Streets sub-area. Both the Gold Rush period timber frames and the interwar period, art deco influenced metal frames are significant. Traditionally windows were fixed pane; partial operability of windows will only be considered where frames are invisible. The removal of transoms from shopfronts will not be supported. Detailing of new windows should best match the colour and finish, width and opening size of traditional window types located in the West End.
6.2.5	For warehouse buildings, existing cartways should be used as vehicle access when this is required into the site
6.3 Illustrations	
6.3.1	<i>Detail of shopfronts to Retail/ Mixed Use buildings (interwar and Goldrush)</i>
<div style="display: flex; justify-content: space-around; align-items: flex-start;"> <div style="text-align: center;">  <p>Gold rush era timber shopfront. Note steel structural column to corner, panelled soffit, dado tiling to piers and cast iron vents.</p> </div> <div style="text-align: center;">  <p>Inter-War Era shopfront. Note fine timber frame with metal cladding and timber door in timber frame. Also note terrazzo dado to piers, terrazzo threshold, highlight windows and pressed metal lining to awning soffit.</p> </div> </div> <div style="display: flex; justify-content: space-around; align-items: flex-start; margin-top: 10px;"> <div style="text-align: center;">  <p>THE DETAIL - shopfronts THE HIGH STREETS – High and Market Street</p> </div> <div style="text-align: center;">  </div> </div>	

6.3.2 *Multi-level verandahs typical on hotels. Corner locations and corner features enhance the landmark quality of these buildings.*



7. *Details and Materials*

The West End's buildings and resultant streetscapes are rich in detail. Paying attention to detail, as well as to matters such as form and mass, is therefore important in determining how successfully individual buildings combine with their surroundings. Architectural detail is also an integral part of the functional design of a building and should not be confused with purely decorative ornamentation.

Buildings within the West End are predominantly in the Classical Freestyle and their facades reflect the architectural detailing of this style, as well as its proportional rules. The requirement for new development to be appropriate to its immediate setting should include creating buildings of an appearance that references the classical influences of the existing buildings of the precinct. This design approach needs great care to be applied to ensuring that well-proportioned, honest buildings and spaces are created, rather than a poor imitation of the style.

The external walls of buildings within the West End define the edge of the public realm, and as such the quality and robustness of their material is important. Traditionally, external walls were composed of locally derived materials such as red brick and limestone. While some structures (most commonly shops) make use of a hybrid structural system employing iron columns and beams, almost all give the appearance of traditional load bearing construction with a sense of quality, solidity and endurance. Use of contrasting materials sometimes complemented detailing to form an architectural element and emphasise proportion, rhythm and patterning. There is often a material distinction between the front, side and rear facades of a building.

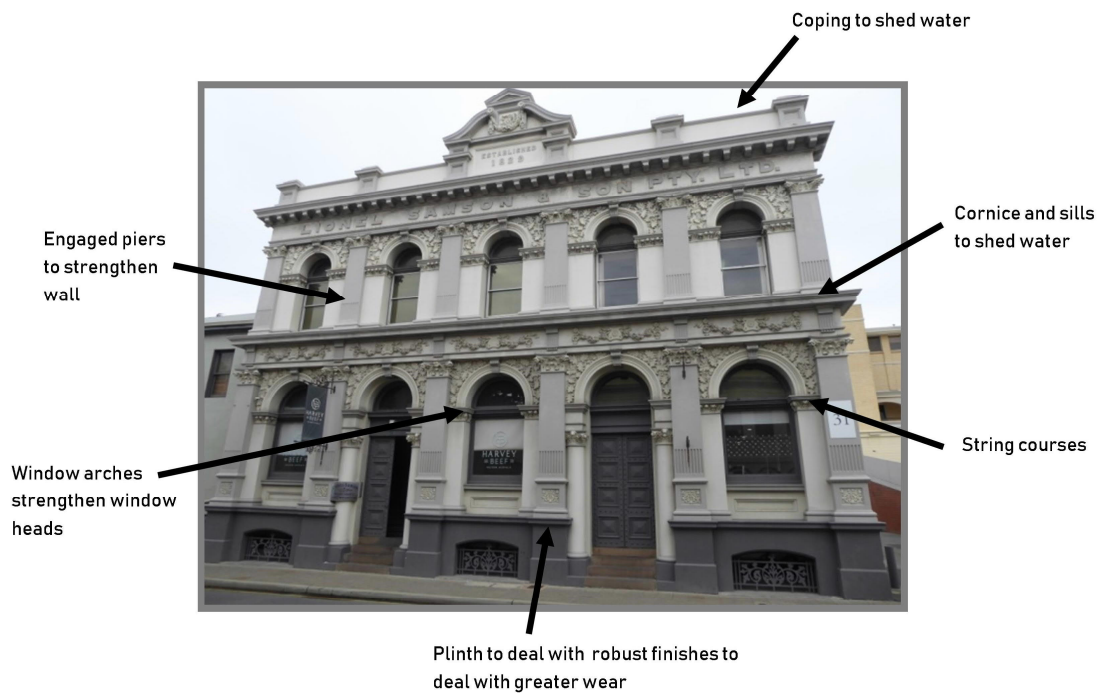
Some early and more utilitarian structures such as warehouses were constructed largely from limestone, either rendered or with brick quoining around openings. The street facades of offices, shopfronts and hotels were more commonly constructed from tuck-pointed face brickwork, which was left unpainted. This was often partially rendered in a contrasting grey-coloured, hydraulic lime render to delineate between different aspects of the building and to create harmonious proportions, patterning and rhythms in conjunction with other architectural features such as openings and stucco moulded pilasters, cornices and the like. At other times the façade was fully rendered using linework to give the appearance of ashlar stonework and varying textures to delineate different elements or levels of the building. In contrast with that of the street, the side and rear facades were more utilitarian, being either plain face brickwork or flush pointed limestone, with a greater proportion of mortar than stone. Combined with deep reveals around openings, these various materials give a sense of depth and solidity to the façade.

Timber joinery was employed for smaller openings, and rear and secondary structures such as verandahs. Steel support was used for larger openings such as those in shop fronts. Cast iron, and decorative iron lace was used for street verandahs, balustrading and cartway gates.

DETAILS AND MATERIALS	
7.1 Element Objectives	
7.1.1	Buildings and their facades respond to the architectural detailing of the Classical Freestyle, as well as its proportional rules.
7.1.2	Materials used in new development are consistent with or complimentary to the original fabric of the West End.
7.1.3	New development visible from the street maintains the natural characteristics of traditional materials and an ability to endure age and weather.
7.2 Design Guidance	
7.2.1	Materials and colour can assist in delineating different areas and levels and in reinforcing the proportions of the building. Materials and colour selected in new development should be complimentary to historic fabric to integrate new development successfully into the West End.
7.2.2	Traditional materials are preferred however new forms can be considered acceptable where they do not damage existing traditional materials or detract from character. Maintenance should be considered when materials are selected.
7.2.3	Traditional materials often had texture or varied materials were used next to each other. Texture is not often present in contemporary materials: application of texture should be considered in new development. Texture can be provided by the natural grain of stone, the coursing and variety of masonry units or tiling or raised rendered decorative motifs.
7.2.4	Existing timberwork or replacement timberwork should be painted to protect the timber and to maintain character. Where replacement of timberwork is required, new timber should be painted to best match the original colour.
7.2.5	Historic photographs and investigative paint scrapes should be used to best match original paint colour/tonal variation. Colour should be selected from traditional colours where the original is unknown.
7.2.6	Removal of acrylic paint from original face brickwork is strongly encouraged. Testing should be carried out prior to works. Rendering or painting of existing face brickwork or rendered elements will not be supported; this traps moisture and salt, and can result in significant structural damage.
7.2.7	Rendering or painting of limestone will not be supported. Existing render should be removed where it will not cause damage to the face of the limestone. Testing should be carried out prior to works.
7.2.8	Acceptable roofing materials include galvanised iron, Zincalume or Colorbond © in Shale Grey.
7.2.9	Signage should be modest, integrated into the building and readily removable. Signage on High Street should be integrated into the awnings. Digital signage is not appropriate.
7.2.10	Groundwater is high in the West End and may increase with sea level rise. Basements and ground floors should be designed / treated to minimise risk and may require the input of a structural engineer. Concrete slabs should not be used as this traps water and often forces the damp into the more porous walls. Where concrete slabs are required, separation should be given to allow water in walls to escape.
7.2.11	Detailing (often mistaken for 'ornamentation') should assist in practical functions such as water removal and for load bearing construction.
7.2.12	Curtain walls, applied facades and tinted glass are inappropriate to the character of the area and will typically not be supported. However, curtain walls may be justified to articulate junctions between building elements in limited circumstances.

7.3 Illustrations

7.3.1 *Functional role of traditional building detail*



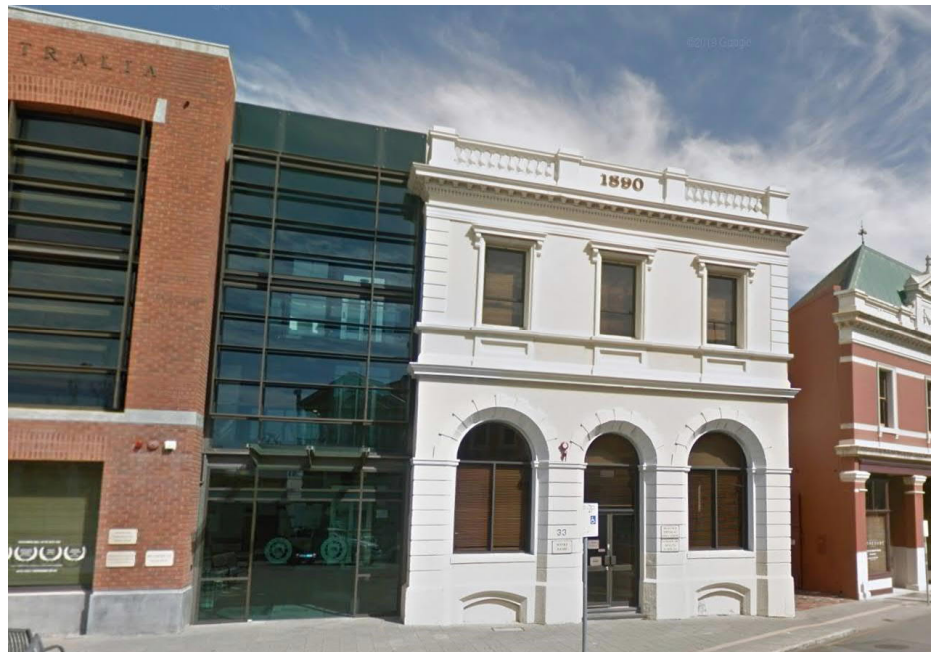
7.3.2 *Simpler but still distinct detailing on warehouses*



7.3.3 *Modern detailing, with lesser depth (Note non-traditional red mortar)*



7.3.4 *Example of curtain wall connection between buildings*



7.3.5 *Examples of appropriately distinct but subtle contrast between traditional and contemporary buildings (international example)*



7.3.6 *Example of damage to brickwork and deteriorating steel from acrylic paint trapping moisture and salts in the wall.*



REQUIREMENT CHECKLIST (Element Objectives)

☐Element 1: Urban Structure

- Buildings and elements with heritage significance are retained.
- New development fits into the established urban structure
- The urban grain of each precinct is maintained
- Urban design prioritises pedestrian amenity whilst accommodating slow moving traffic and service access.
- Existing open space is preserved and enhanced.

☐Element 2: Land Use

- Land use diversity and mixed use character is maintained through the West End
- Land uses are to be compatible with the traditional built form of each precinct
- Concentration of retail and active pedestrian-focussed uses along the High Street ground floor frontage.
- Land uses (where the planning scheme allows discretion in this) compatible with surrounding uses and mixed use environment.

☐Element 3: Massing and Height:

- Developments maintain simple, rectilinear form to the street.
- Developments encourage a sense of mass and depth beyond the façade.
- Buildings maintain the continuous urban wall to the street and reinforce the sense of enclosure.
- Development reflects the building height *and* proportions characteristic of the West End.

☐Element 4: Roofscape, Views and Skyline

- Buildings maintain the continuous urban wall to the street, and the frame of the skyline.
- Existing vistas, views and skyline are retained or enhanced.
- The general roovescape and form are maintained.

☐Element 5: Facades

- New development reflects the classical proportions and character of adjacent building and the streetscape whilst remaining discernible as contemporary. The contrast should be clear but subtle.

☐Element 6: Building Type

- New development (including additions) do not diminish the legibility of original building type.
- New development is compatible with the precinct, sit comfortably along side existing buildings, and assists in interpreting the history of the area.

☐Element 7: Details and Materials

- Buildings and their facades reflect the architectural detailing of the Classical Freestyle, as well as its proportional rules.
- Materials used in new development are consistent with or complimentary to the original fabric of the West End.
- New development visible from the street maintains the natural characteristics of traditional materials and an ability to endure age and weather.

Drawings and Documentation (typical):

- ☐ Context analysis
- ☐ Design statement
- ☐ If the site is heritage listed, a heritage assessment

- ☐ Site layout including details of landscaping and materials (separate landscape plan required if extensive)
- ☐ Floor plans (full set including roof plan)
- ☐ Sections through development

- ☐ Building and Street Elevations
- For buildings including new street façade / modifications
 - ☐ Mass to void proportions
 - ☐ Classical proportion diagram overlaid over single facade
- ☐ Streetscape perspectives
- ☐ Schedule of materials and finishes

Recommended Process:

- ☐ Preliminary consultation with City of Fremantle prior to lodgement
 - ☐ Determination of significance of proposal and DAC referral requirements
- ☐ Substantial Proposals: Presentation of site analysis and concept drawings to DAC
 - ☐ Following up review if required
- ☐ Option for major proposals: Design Competition
- ☐ Substantial Proposals: Presentation of design drawings to DAC
 - ☐ Follow up review if required
- ☐ Lodgement

*Definitions derived from “The Councillors Guide to Urban Design” (CABE, 2003)

APPENDIX 1 – FULL STATEMENT OF SIGNIFICANCE (Heritage Council WA)

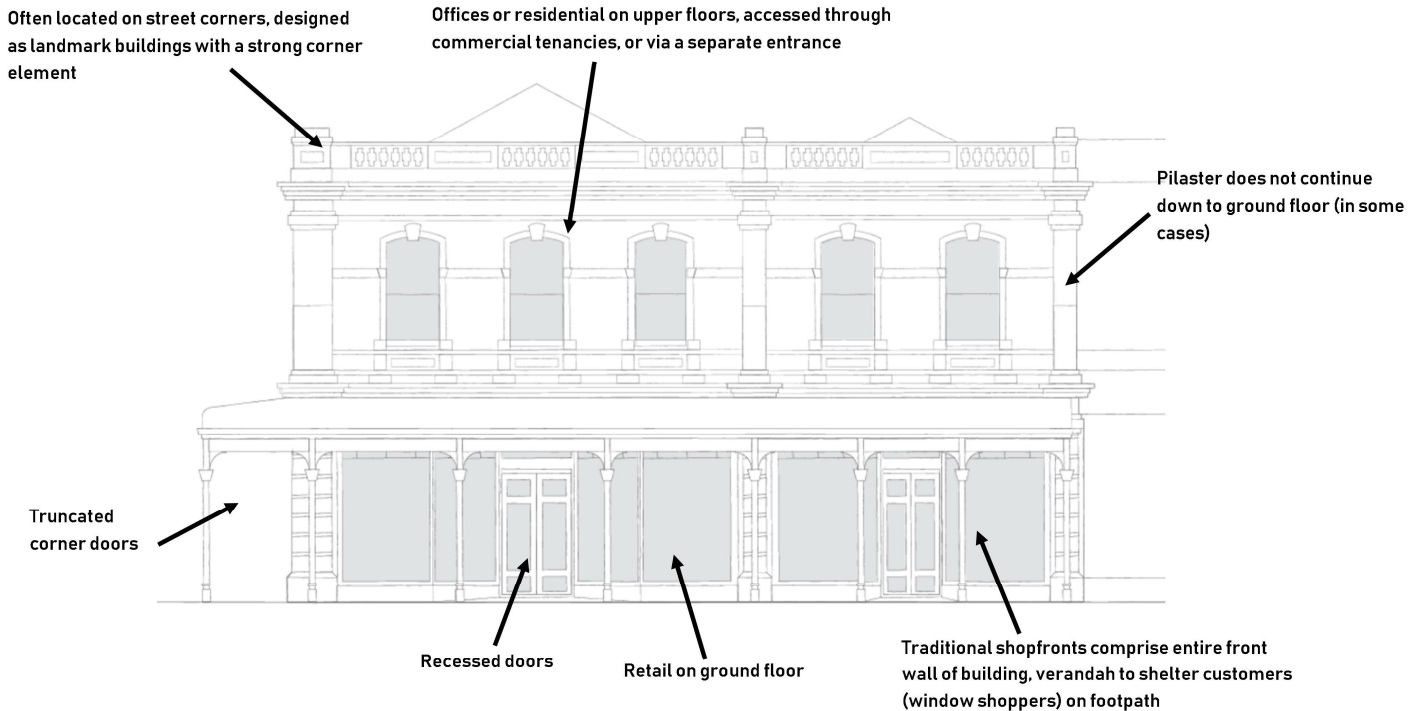
West End, Fremantle, bounded by Market Street to the east, Collie Street and Marine Terrace to the south, Little High Street to the west and Phillimore Street to the north, and including the lots on the northern side of Phillimore Street between Cliff and Henry Streets, has cultural heritage significance for the following reasons:

- i. the place is rare in Western Australia as a highly intact port city business district, retaining a range of buildings predominantly dating from the gold boom expansion era (1890s-1900s), along with some evidence of earlier and later periods, that retains an ongoing connection with maritime industries;
- ii. the place is characterised by a very fine collection of predominantly Federation era buildings in a variety of classically-influenced styles, many of which retain substantial original features, which together form a cohesive precinct featuring common detailing, scaling, siting, construction materials and historical functions, and includes many individually significant buildings;
- iii. the place has been associated with Fremantle's maritime operations from 1829 to the present and, through the range of premises in the precinct, demonstrates the operations of a port city including banks, customs, import and export businesses, ship-related trades, policing, prostitution, accommodation, unions and migrant services;
- iv. the development of the place was in response to the opening of the inner harbour in 1897, which reoriented the West End towards its northern face, established Fremantle as the State's main port and saw an increase in the size and number of shipping companies operating out of the area, and its twentieth-century economic decline was a result of modernisation and northern expansion of the port in the 1950s and 1960s;
- v. in its built fabric, the place, particularly the imposing or opulent buildings and streetscapes of the 1890s and 1900s, the precinct demonstrates the impact of the Gold Boom period on the State, when money and population flooded into the Colony, and Fremantle became a flourishing, prosperous port town;
- vi. the place policed, and was partially constructed by convicts and is intrinsically linked with the nineteenth century convict history of Western Australia;
- vii. the port associated with the place was the main arrival point for migrants to Western Australia from 1829 until the second half of the twentieth century, and the place was a major part of their first experience of the State;
- viii. the place is a landmark area defining the western end of Fremantle, with strong entry statement buildings at several points, views to and from Fremantle landmarks and, historically, views from the sea;
- ix. the archaeology of the place has a high degree of potential to reveal information about the history and occupation of the West End from 1829 to the present, particularly with regard to deposits dating to the pre-Gold Rush era;
- x. the place was rejuvenated in the mid-1980s as part of preparations for hosting the America's Cup yachting event in 1987, which brought international attention to Fremantle;
- xi. the place is associated with many significant individuals, including government and private architects, merchants and other business people of the area, union leaders, former residents and the original surveyor, John Septimus Roe, whose 1830s plans for the town continue to dictate the precinct's road layout and lot boundaries; and,

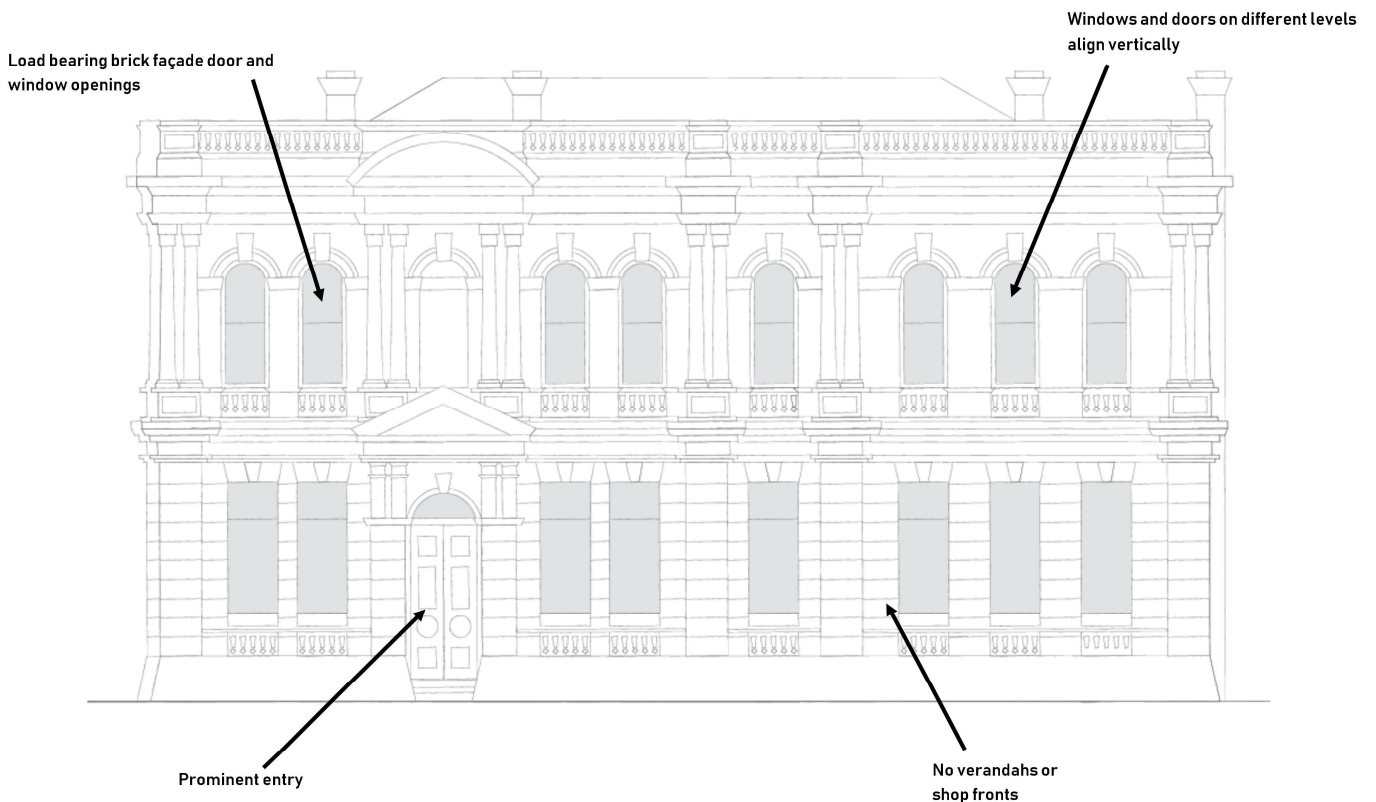
- xii. the place is significant to the local community as an historic area that contributes to the community's sense of place, as evidenced by the work of the Fremantle Society since 1972 to protect and restore the precinct, and is representative of the role of community activism in protecting and restoring many heritage sites in Western Australia prior to the introduction of heritage legislation in 1990.

APPENDIX 2 – BUILDING TYPES⁵

Retail Mixed Use



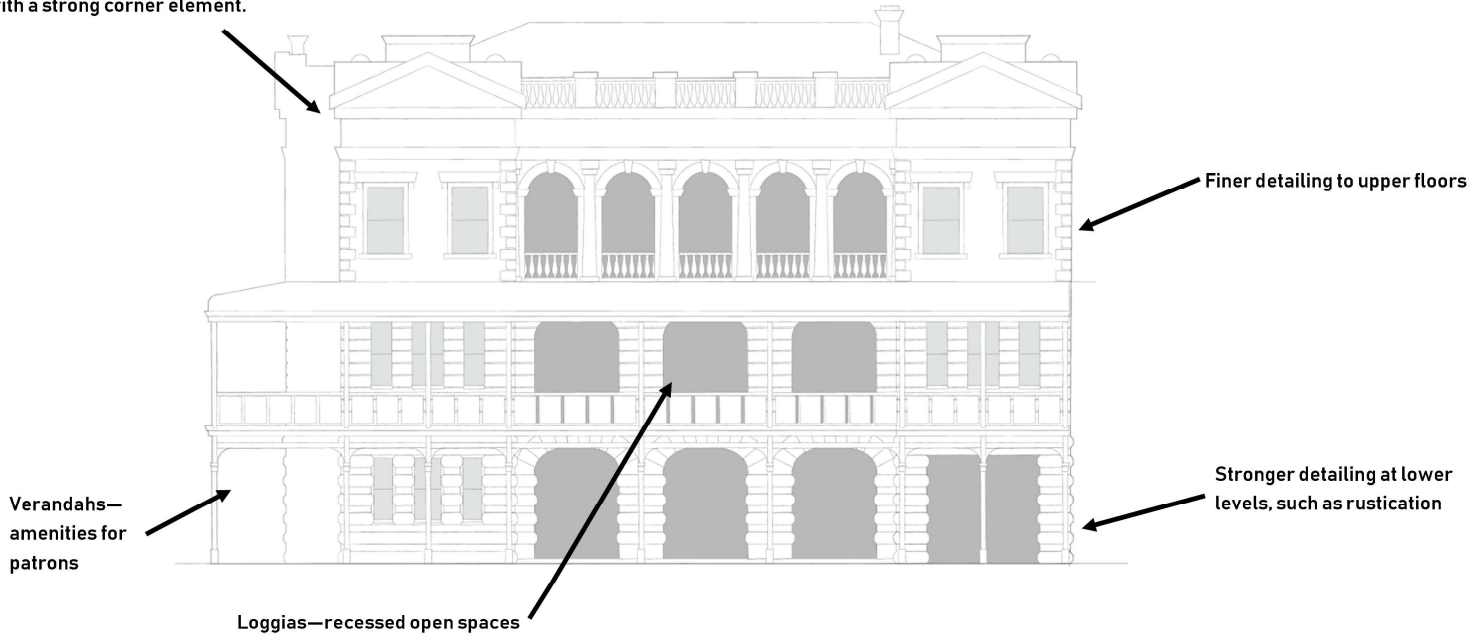
Commercial / Office



⁵ Further examples of traditional West End buildings and an analysis of their attributes can be found in the Fremantle Local Identity Code.

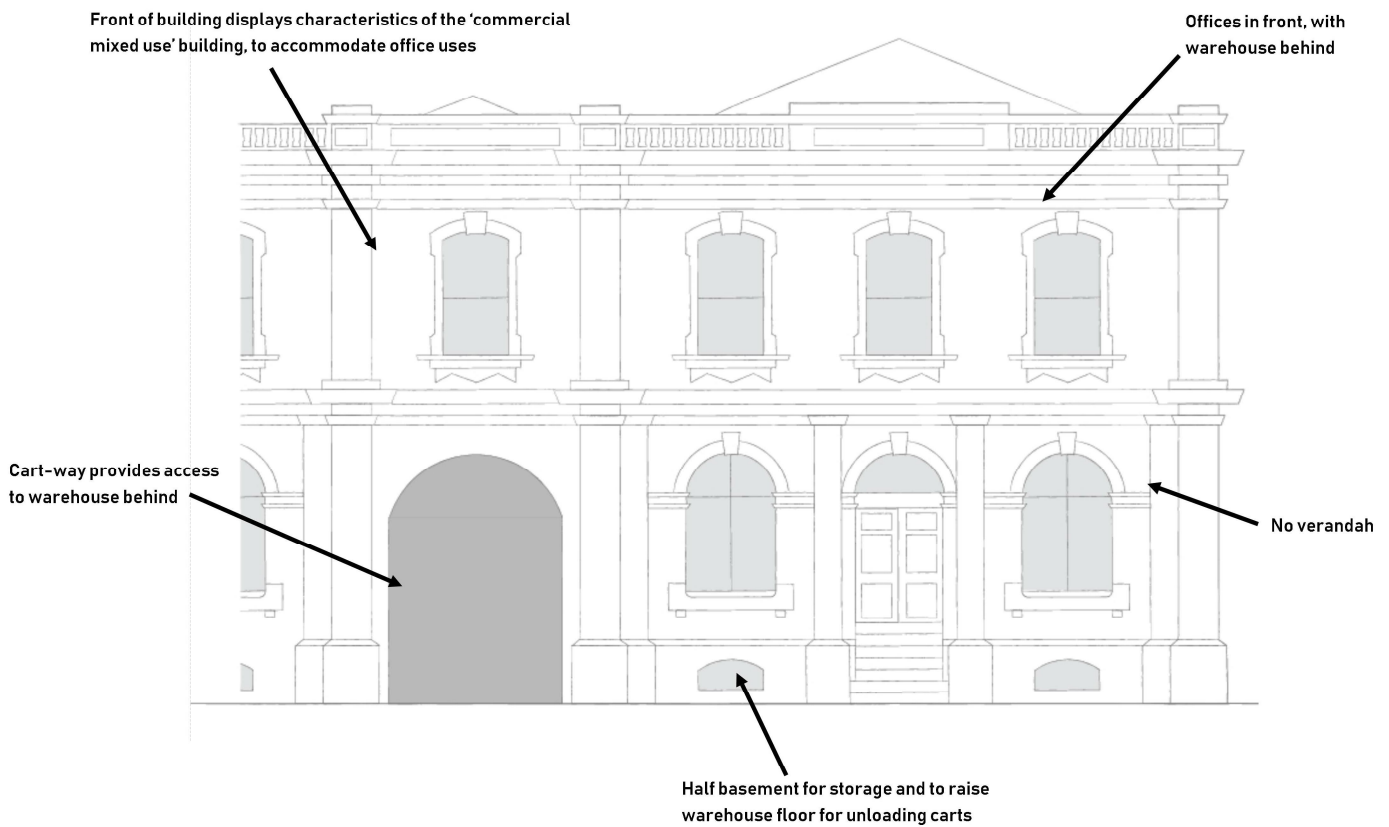
Hotel

Often located on street corners, designed as landmark buildings with a strong corner element.



Warehouse Mixed Use

Front of building displays characteristics of the 'commercial mixed use' building, to accommodate office uses



Pre-Gold Rush Residential

