FREMANTLE WEST END CONSERVATION AREA POLICY

OBJECTIVE

The objective of this policy is to create an awareness of the West End heritage so as to enable preservation and enhancement of the area and to facilitate sympathetic redevelopment whilst giving guidance to Council’s discretionary powers under Town Planning Scheme No. 3.

CONSERVATION POLICY FOR THE FREMANTLE WEST END CONSERVATION AREA

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1.0 INTRODUCTION

The Fremantle West End Conservation Area (map attached) has been placed on the Register of the National Estate under the powers of Clause 22 of the Australian Heritage Commission Act of 1975.

In order to ensure that National Estate matters, as defined by the Act, are given due consideration by the Council, the owners of heritage properties and developers making decisions which affect the West End, the Council has established the following policies addressing conservation objectives for the Fremantle West End Conservation Area. These policies break down into two areas:

1.1 Policy areas

1.1.1 The Register of National Estate

The definition of the National Estate, its extent in Fremantle and the role of the Council in protecting the integrity of the National Estate.

1.1.2 Urban Conservation Policy

The establishment of conservation policy in regard to the cultural significance of the Fremantle West End Conservation Area.

This policy statement intends to guide decision-making and action in the processes of general planning, developing and conserving the West End. The policy addresses the different historic influences which shaped the area's development subdividing it into five distinct zones. The statement of significance of the whole conservation area as well as separate statements of significance for each zone form the basis for the formulation of planning and development control guidelines. Development control policies define the specific courses or methods of control which have been selected to guide Council decisions relevant to the achievements of the policy, objectives of each zone.

1.1.3 Building Conservation Policies

These policies define the detailed conservation processes which should be adopted for the whole West End Conservation Area, and in particular the policy addresses classification, extent of possible changes, performance standards, documentation and procedures in regard to any proposals for the use, conservation and alteration of heritage buildings and their context. It also includes guidelines for the construction of new infill buildings.

1.2 Conservation Principles

- The national estate is a valuable, finite, non-renewable and irreplaceable resource, which must be carefully managed to ensure its survival.
- Every generation has a moral responsibility to act as a trustee of the natural and cultural heritage in the interest of succeeding generations.
- Every person and institution has an obligation to ensure that significant elements of the natural and cultural heritage are not unnecessarily damaged or destroyed.
Today it is recognised that entire groups of buildings, even if they do not include any example of outstanding merit, may have an atmosphere that gives them the quality of works of art, welding different periods and styles into a harmonious whole. Such groups should be preserved. Conservation work should be done in consultation with the community in order that the cultural values of the community are protected.

2.0 REGISTER OF THE NATIONAL ESTATE

2.1 The National Estate

The National Estate is defined in the legislation as: “those places being components of the national environment of Australia, or the cultural environment of Australia, that have aesthetic, historic, scientific or social significance or other special value for future generations, as well as for the present community”.

2.2 Register of the National Estate in Fremantle

The following places in Fremantle are on the register of the National Estate: The Fremantle West End Conservation Area was formally listed under the provision of Section 23 of the Act on 21 October 1980. The written entry on the Register of the National Estate reads as follows:

“Commencing at the south-east corner of the intersection of Norfolk Street and Marine Terrace, along the south edge of Norfolk Street and its extension to include the Fremantle Oval Grandstand, then along the line of the stone wall on the south side of Fairbairn Street to Fothergill (John) Street, then via the south boundary of that street the Bellevue Terrace (Higham Street), then north along Bellevue Terrace and its line to the rear of properties facing Knutsford (Hill) Street, then to the latter street to include all properties facing Hampton Road, then westward along Knutsford Street to the rear boundaries of properties facing Holdsworth Street to Parry Street, then via Parry, Holdsworth, Queen, Henderson, William, Newman, and Adelaide Streets, to the north-east boundary of the Woolworths Building, then north-west along the boundary and its line to Cantonment Street, then north-west along the north-east boundary of the property adjoining the Wesley Church on the north-east and the line of that boundary to Elder Place (former Bay Street), then directly to include the whole of Fremantle Railway Station, then south-west along the railway line to Arthurs Head, then along the base of the western extremity of the cliff on Arthurs Head, then south to include the Harbour and Lights boatshed, then east to the point of commencement.”

A map indicating the area delineated under the written listing and the list of places on the Register of the National Estate is attached. (ATTACHMENTS 1 & 1A)

2.3 Role of Local Government

The Australian Heritage Commission defines the role of Local Government in its document ISSN 0812-2564, ‘Protecting the National Estate in Western Australia’:

“Protecting Australia’s heritage requires a partnership of Government at all levels - Commonwealth, State and Local.”
“Local Government has a very significant responsibility in terms of protecting the integrity of the National Estate. Through its local administrative and regulatory powers, it has the most immediate and telling impact on Australia’s heritage. Because of these powers, it is Local Government which generally has to resolve many of the day-to-day issues concerning development and preservation.”

“Local Government responsibility for zoning, density controls and rating, plus safety, health and building regulations, and in some cases, for land-use planning, provides it with very effective powers to use either for or against the protection of the National Estate.”

3.0 THE WEST END CONSERVATION AREA URBAN POLICY

3.1 Objectives of the Policy:

(i) To create an awareness amongst the community, developers and their designers of the West End heritage and its existing character forming elements.

(ii) To preserve and enhance the historic built environment of Fremantle ensuring that all areas of particular architectural, historic and townscape importance are retained without detriment to their ability to contribute to the everyday functions of the city.

(iii) To encourage sympathetic re-development and discourage that detrimental to the recognised qualities of the environment.

(iv) To provide guidance for the exercise of the Council’s discretionary powers under the Town Planning Scheme No. 3.

3.2 General Character and Role of the West End Conservation Area - Statement of Significance

The West End Conservation Area constitutes a substantial portion of the central area of Fremantle which is visually clearly defined. It occupies a triangular site with its apex at Arthur Head; the point of original settlement. The northern side is formed by the Inner Harbour, the south-west side faces to the Indian Ocean and is enclosed by the Fishing Boat Harbour. The base of the triangle to the east is formed by the limestone ridge with the Prison, and in the background Monument Hill as major landmarks. Within these boundaries the city centre is identifiable from several vantage points as a cohesive whole; a comfortable human environment with a familiar street pattern, traditional architecture and a number of distinctive landmarks. Closer analysis of the West End Conservation Area reveals, however, that it varies widely in its physical characteristics and it is, therefore, difficult to control by generalised development controls. The cohesive townscape is formed by both natural and man-made elements and in different sectors of the city different forces have influenced the town’s development over the past 150 years.

3.3 Local Differences in Role and Character

In recognition of these differential historic influences which shaped the town’s development, for easier application of heritage provisions of Town Planning Scheme No. 3 and for accurate application of policy guidelines, the West End
Conservation Area has been subdivided into five zones (ATTACHMENT 2). They are:

1. Foreshore Area
2. The West End
3. Former Warehousing/Residential
4. Convict Establishment
5. Central Core

These zones have been identified by the following townscape and character forming elements:

- Landform and landscape.
- Streetscape including street pattern, skyline, wallscape, floorscape and small urban elements.
- Typology of buildings including style, type, form and use.
- Identification including both physical place markers landmarks and historical identification.
- General quality of environment.

3.4 Adjoining Precincts

In considering any development in the precincts immediately adjoining the West End Conservation Area which may have an impact on the Area, the Council will assess applications in cognisance of the West End Conservation Area policy.

In more detail the five zones have the following roles and currently proposed development parameters:

4.0 ZONES

In more detail the five zones have the following roles and currently proposed development status.

4.1 zone 1 - foreshore area

4.1.1 Existing Character and Status - Statement of Significance

This zone is an interface between the City and the ocean: Victoria Quay, Arthur Head, Bather’s Bay and the Esplanade. The zone also encloses and defines the West End. The precinct draws its particular character from its topography, its landscape, its historical significance as well as from its uses for recreation, commercial fishing and general maritime activities.

The zone contains areas of special interest:

ARTHUR HEAD is a place of great historical and cultural significance to all West Australians being the first settlement site of the Swan River Colony. It is also, therefore, an area of national importance as one of the focal points of European Settlement of the western third of the continent.

Arthur Head includes a number of original buildings and archaeological sites.
The major buildings and structures include:

The Round House, the Kerosene Store, the Tunnel, the Seawall, Pilots’ Cottages, north-south wall, the Port Arthur precinct (the Laboratory, Gunner’s Cottage, the Workshop) and the Round House steps.

The major archaeological sites include:

Whaling station buildings and whaling jetty; long jetty, the morgue, the first and second court houses; the sea wall and the Government House.

THE INNER HARBOUR constructed in 1902, which determines the city’s character of a port town.

The Inner Harbour includes a number of original and early buildings and structures which facilitated its functions. They are: Storage sheds (A, B, C, D, E and J) for the temporary storage of cargo, Boom Defence Buildings, Workshops (Mechanical, Electrical, Plumbers, Carpenters), General Store, Office and Amenities Building, and the former residence of the Australian Navy Commander in Charge of the Boom Defence Yard.

THE ESPLANADE is land reclaimed in 1902-1903 to serve the port and in particular to accommodate railway lines for transportation of outgoing and incoming cargo to industrial and storage areas south of South Bay.

Special elements of interest include:

Norfolk Island Pines; the flagpole marking the spot (flagpole and plaque commemorating the landing of Captain Fremantle in 1829); the Maitland - Brown Memorial; a drinking fountain; an Edwardian toilet block and pumping station.

In townscape and landscape terms the Foreshore forms a vital element in the contemporary townscape. Arthur Head is a landmark in its own right. The Round House and its position on top of Arthur Head and on the main axis of High Street is a primary townscape element.

The Foreshore is scarcely built over, compared to the densely built West End. The existing buildings and small urban elements are historically as significant as the natural elements such as cliffs, coastline dunes and vegetation. The beaches, the slipways and water edge of the port are important components of the area’s character.

The city provides a complementary border and backdrop to the foreshore. The foreshore reveals to observers the sea front and townscape of the city.

Intruding into this landscape are light poles, signs, railway fence, a carpark at each end of the Esplanade and modern traffic hardware.

4.1.2 Development Control

The Council recognises The Foreshore:
the first settlement site (Arthur Head Reserve);
the Inner Harbour historic precinct (Victoria Quay);
the man-made landscape on the land reclaimed in phase four (1890-1914) of Fremantle’s development (The Esplanade);
the whole historic environment, which reflected the origins, beginnings and growth of the Colony of Western Australia; as an historic site.

Therefore, in considering any development proposal for the zone the Council will assess the application according to the Australian ICOMOS Charter for the Conservation of Places of Cultural Significance (Burra Charter) adopted by Australia ICOMOS on 25 August, 1979 and revised on 23 February, 1981 and on 23 April, 1988. (ATTACHMENT NO. 3).

At the same time the Council will actively seek the co-operation of the Fremantle Port Authority and other Government bodies to apply the Burra Charter protection and development management measures on the portion of the Foreshore Zone, which falls outside the direct jurisdiction of the Council but, because of its proximity, context, its contribution to establishing the character and its relationship to the West End Conservation Area, forms an integral part of the City.

(a) Victoria Quay - Principles for Redevelopment

The following principles should guide any long term planning in this area:

- The redevelopment of Victoria Quay should be viewed as the conservation and enhancement of its historic character and an addition of a ‘new quarter’ to the existing and viable urban structure.
- Any proposals should help to preserve, restore and enhance the nature of the maritime activities and the presence of ships as part of the views out of the West End.
- Any new proposals for presently under-utilised or vacant land should avoid architectural mimicking while respecting the ground rules which structured the historic centre of the City.
- The new quarter should comprise streets and squares which respect the scale of existing development.
- The new urban structure by building out from the existing structure should establish a continuity between the two.
- The public domain must represent the fundamental element of the quarter and constitute the skeleton around which the private domain will develop.
- The interface between the City and the water will be one of the crucial elements of the public structure; it should recognise and conserve the traditional role of this interface but at the same time provide full public access and a range of experiences and opportunities.
- Wherever practical original Inner Harbour buildings and structures should be incorporated to provide an ‘urban memory’ for the new quarter.
- The ‘new quarter’ should incorporate the mixed uses of the City Centre.
b) Arthur Head Reserve - Principles for Redevelopment

The Council adopts the following principles governing the future use and management of the Arthur Head Reserve:

- Arthur Head is a place of great historical and cultural significance to all Western Australians; the Council will seek to preserve and enhance this significance.
- Its great potential has been preserved by its lack of development; the Council will seek to ensure that this is not now lost by piecemeal projects, but rather is realised through long-term planning.
- The southern area, on the Marine Terrace axis, will constitute a transition zone between the ‘town’ and the ‘A Class Reserve’ and will provide for the principal public uses, from the Esplanade to Bather’s Beach and the southern arm of the Round House, promontory.
- The land and waterfront below the Round House and south of it will be developed to allow the physical realities of the colony’s origins to be experienced. Pedestrian access, display of archaeological sites and vegetation renewal are the key elements to this development.
- The northern end of Arthur Head should primarily be an area of restoration of the original vegetation, restricted access and parking for school buses and disabled persons. A low key use of the J-Shed, compatible with the ethos of the area, is acceptable.
- The City of Fremantle will protect the integrity of the Round House as a monument. It will not be used simply as a public building or in any way which tends to lessen its local, state and national significance.
- The Pilot Cottages and Fort Arthur precinct should be primarily residential and serve the Arthur Head public information need with minimal intervention in the existing fabric.

(c) The Esplanade - Principles for Redevelopment

The Council adopts the following principles governing the future use and management of the Esplanade:

- The Esplanade should be conserved and enhanced for simple relaxation, enjoyment and recreation of the city’s residents, workforce and visitors. It should not be thought of as a tourist facility. Such relaxation and recreation should include: outings, sitting in the sun, walking, picnics, feeling safe, low key entertaining, accessibility and other recreational pursuits in keeping with the reserve.
- In considering proposals for development and/or activities in the Esplanade the Council will ensure that the existing significant elements of the reserve are protected and that the overall harmony of this simple,
almost austere urban landscape is maintained and enhanced.

- The Council will consider as acceptable only limited, well planned numbers of permanent structures on the Reserve as indicated in the Esplanade Reserve Strategy.
- To conserve this valuable asset it is essential that any permanent and temporary structures, as well as new planting, are realised through long term planning. Such long term planning should include strengthening the landscape by incorporation of the unused railway reserve and the parking areas; and by eliminating unused and untidy elements such as the existing amphitheatre, poor quality public ‘art’, power lines and poles.
- Such long term planning should be developed by the Council’s Parks Section and any development proposal(s) for the Esplanade will be assessed in reference to the development plan.

4.2 The West End

It is the area bounded by Little High Street (west), Collie Street (south), Market Street (east) and the railway line to the north.

4.2.1 Existing Character and Role - Statement of Significance

The West End is the original town centre as laid out in 1829. High Street forms its central spine with cross streets connecting river and the ocean. The town’s conventional grid plan deviates in Phillimore Street and Marine Terrace following the curved lines established by river and the original shore.

Heritage

The West End is rich in history and heritage. The entire area is entered in the Register of the National Estate. In addition, 148 buildings within the area have received individual recognition in the Register; possibly one of the highest concentrations of the National Estate in Australia.

History

There are remains of the State’s very beginnings (Little High Street, edge of Arthur Head) and the earliest Colonial period of the town’s history which includes the street pattern. There is a number of buildings built in the second period of the town’s development (1850-1868), when the influence, of the Convict Establishment became a dominant force shaping Fremantle’s environment.

Character

The predominant character however, of the present city is generated by the buildings of the Gold Boom years (1880-1910) which can be loosely categorised as Victorian and Federation in style periods. Almost all of these buildings are in the Free Classical style with apparently solid load-bearing small unit masonry construction.
stuccoed and painted, with vertical hole-in-the-wall fenestration. The openings generally have deep reveals as a result of the wall construction, and they are often grouped in twos or threes which generates a primary pattern of light and shadow on the facades. The heads of openings are arched, and valanced, quoins are rusticated which together with other secondary decoration gives the facade an overall richness and texture. Most have decorated cornices, pediments and gables behind which pitched roofs define the roofscape of the city which can be seen from a number of vantage points as well as from the street level. The total height is in the order of 10m to 15m. There are arcades, porches and entrances, and may have full width verandahs over the footpaths.

The West End has a varied and interesting skyline; the space between the buildings framed by the cornices and parapet walls. There are small-scale urban elements: horsetroughs, steps, limestone walls, drinking fountains, Edwardian toilets. In some cases they are the only remains of former original structures of context in which those structures once functioned.

The identification markers of the West End include the High Street spine with its closed vista of the Round House and the glimpses of the ocean through the Arthur Head tunnel.

4.2.2 Development Control - Policy for the West End Conservation Area

(a) Townscape and Amenity

The Council recognises the precinct as the major commercial asset of the city and recognises its present fabric as the city’s greatest long-term economic asset. The growing realisation of the value of this asset is being reflected in new uses, in considerable renovation activity, and in prices being paid for quality buildings.

To conserve this valuable asset it is essential that existing buildings be protected through the promotion of evenly spread development consistent with what already exists; through preventing the pre-emption of potential by the over-development of single sites; and through ensuring that new development is sympathetic to (and subordinate to) the present townscape and traditional uses of the area.

The fundamental townscape planning parameters are DENSITY, HEIGHT and SETBACKS.

The appropriate density is that which confers development potential on site and allows intensification, without undermining an efficient distribution of activities or putting existing buildings at risk.

The appropriate height is one which respects the scale and reinforces the integrity of the existing streetscape. The Council’s officers and advisers believe that in principle this is to be a maximum height of three
storeys, on the street frontage. The height will be assessed by appropriately considering its relation to and effect on the existing landmarks, on recognised vistas, skyline and in particular on the heights of the adjacent buildings.

The appropriate setback is that which is the dominant in the area or the street and in particular that of adjacent buildings. In this respect most properties in the West End have nil front and side setbacks.

In considering any application within the West End the Council will have regard to the existing cultural environmental, historical, scenic and, scientific interest as defined by this policy and in particular:

- Elements of townscape such as the relationships of buildings along a street in terms of horizontal and vertical alignments, skyline, siting of buildings; the relationships of new to existing buildings and roof shapes, refinement of details, material, colours and finishes of proposed building work, advertising and other signs, location and protrusion of plant rooms, external furniture displays and hoardings, landscaping and public space provisions within the development.
- The Council will ensure that heritage values of the entire West End Conservation Area be conserved.
- The Council will seek to induce the private sector to contribute to the development of public spaces in partnership with the Council.
- In considering proposals for developing internal street block spaces for plazas, small ‘pocket’ parks, street links, transit malls (streets free of vehicles, except buses), arcades, widened sidewalks and the like, the Council will apply the following criteria:
  - Its compatibility with the existing significant environment.
  - Its potential to facilitate increased public pedestrian access in the area.
  - Maintenance plan - need and responsibility for cleaning, repairs to street furniture, caring for planting, replacing signs, rubbish removal and general beautification projects like public art and painting.
  - Security - ensuring that buildings and spaces are street orientated rather than towards the interior; that they are well lit, well visible and accessible; that use of buildings and spaces is programmed to generate activity at inactive times of the day and week as well as the normal hours.
  - Regularly scheduled events and selected entertainment, outdoor seating, eating and controlled vendors’ activities inducing spontaneous socialising may be planned in
areas that are otherwise often vacant. New buildings with blank walls or parking garages at ground level will be discouraged.

- **LANDSCAPING** in urban spaces and street should conform to the tradition; should be rather formal and sub-ordinated to urban fabric rather than dominating it. Planting should be designed as one of many character forming urban elements enhancing the whole and not overpowering, blocking, or reducing access and vistas. Tree planting and street furniture should be sympathetic to with the heritage values of the streetscape and not interfere with traditional associations between pedestrians and buildings. A shrubbery is generally not suitable for urban spaces, unless there are specific reasons for inclusion of shrubs where it would not affect the integrity or character of the area.

- Small, ‘pocket’ parks are generally not acceptable. When approved under special circumstances, the small ‘pocket’ parks should be developed inside the city blocks (rather than ‘instead’ of a city block) or as a part of the existing streetscape. The design of small ‘pocket’ parks within streetscapes should be controlled, so that they do not break up the pattern of the streetscape by formalising gaps which did not exist traditionally.

- In assessing applications for small urban elements, street furniture and graphics the Council will give regard to co-ordinated styles and designs and/or established Council design and construction standards for such elements as: the street furniture, signs, seating, litter bins, bus shelters, traffic and directional signs, kiosks, barrows, planter tubs, bollards, fences, paving and lighting throughout the city recognising that such designs could vary for different zones of the West End Conservation Area.

- ‘Adornments’ to facades such as projecting coolers or air-conditioners, incompatible offensive or third party signs, reflective or tinted glazing and ‘super graphics’ will not be permitted.

- Where vacant lots and parking areas leave gaps in the streetscape, appropriate visual links and extra treatment will be required, e.g. screen walls, gates and fences. At the street frontage the impression of solidity and continuity of the street facades should be reinforced. Such walls and fences should be of sympathetic design, material and colours.

- Control over development will be exercised to avoid undesirable micro-climatic effects on other land or buildings, including effects of
patterns of wind, temperature, daylight, sunlight, glare and shadows.

(b) Use

Under Town Planning Scheme No. 3, a majority of uses in the West End Conservation Area are ‘AA’ uses. These uses may be approved by the Council, subject to the Council’s requirements regarding density, height, appearance and other elements as described in this policy.

In considering proposals for new uses the Council will apply the following criteria:

• Their compatibility with the existing uses and desirable future uses of the area.  
• The Council will encourage the development of the West End Conservation Area as an area of mixed uses (people uses generally) where office, service uses, residential and retailing activities are integrated with entertainment, and tourist accommodation facilities. Specialised art and educational institutions scientific and other research establishments and professional and consulting activities, government and port related agencies, lodging houses, boarding houses and hostels are considered appropriate uses for the West End by means of conserving, adapting and recycling of appropriate old buildings or compatible developments on vacant and under-utilised sites.  
• The Council will support the growth of desirable outdoor and on-street activities, including street theatre, street musicians, restaurants, art exhibitions and other informal activities in suitable locations in streets and parks, which encourage pedestrian use while respecting the character of the area.  
• The Council will use its discretionary powers to discourage uses which are considered unsuitable for the area. They include:  
  • Uses unsympathetic to the significant building fabric.  
  • Uses which generate heavy through traffic.  
  • Industrial.  
  • Car sales and repairs.

(c) Movement

Fremantle West End Conservation Area is potentially one of the most convivial urban environments in Australia for easy walking, as it is compact, flat and has a series of south-north and east-west streets. This street network is supplemented by a number of lanes and potential lanes and arcades. The attractiveness of the area, proximity of beaches and water; proximity of
public reserves (the Esplanade, Pioneer Park, Fremantle Oval, Queen’s Square, Princess May Park, Fremantle Park and Monument Hill); all make walking more pleasant. The main needs are for more exclusive pedestrian ways, reduced conflict between pedestrians and vehicles and improved street shelter and street furniture for pedestrians.

Objective of the Movement Policy

While it is generally considered that the existing footpath network should accommodate most of pedestrian movement in the West End, a limited number of additional pedestrian ways may be encouraged to create an integrated city wide walkway network, focused on the city core and traffic separated as far as possible in which emphasis is given to easy and comfortable movement on foot.

Policy of Movement

- The Council, will ensure that the area will have ready accessibility by as much vehicular traffic as may be essential to maintain deliveries and business communication, and a high level of accessibility to the Parry Street ring-road to ensure the continued viability of the city as a regional centre. For the same reason a minimum level of accessibility to the West End Conservation Area by private transport should be maintained.
- At the same time the Council will encourage pedestrian movements in the area by an active support for developing a network of east-west and north-south pedestrian ways.
- The Council will seek to upgrade the amenity, safety, degree of traffic separation, convenience and comfort of footpaths by supporting:
  - public use of existing private arcades;
  - use of existing lanes to create a system of interconnected walkways;
  - the provision of new and existing pedestrian ways linking the City Centre with foreshore and other zones within the area.

In each case the Council will have regard to the significance of existing environment and the scale and respect of proposed development to the existing human scale spaces at pedestrian level.

- The Council will also assess applications in light of the Council’s parking policies having regard for the overall priority that both: short-term and long-term parking situations should be developed at the edges or adjacent to the West End Conservation Area.
The Council may require in larger developments that the applicant supports its development application with traffic studies. Such studies should involve liaison of the Council’s Strategic Planning, Physical Services and Development Assessments Departments with the traffic operators and other companies, organisations and retailers whose success depends on improving people’s access to the area.

In assessing parking requirements under Town Planning Scheme No. 3 the Council will favourably consider transport proposals which will reduce the need for parking in the area and be compatible with the National Estate values. These may include ride sharing and incentives for public transport use.

4.3 Zone 3 - Former Warehousing/Residential

This area is bounded by Collie Street, Marine Terrace, Norfolk Street and South Terrace. The area’s character extends south to South Street beyond the Conservation Area’s boundaries:

4.3.1 Existing Character and Role - Statement of Significance

The streets between Collie to Arundel form part of the 1833 plan for Fremantle town which is the expanded version of the first 1829 plan by the Surveyor General, John Septimus Roe. Irregularity of the natural topography of South Bay was built into the plan creating a potential for interesting informal townscape in contrast to the classic discipline of High Street’s rigidity.

The first houses there were constructed before 1851, (the time of surveying the town on either side of Mandurah Road (now South Terrace) down to past south of Douro Road).

This old established warehouse and residential area went through a state of change as a result of previous rezoning, but still maintains its original, strong character. The scenery is a mixture of well kept residential and service industry, with corner pubs or shops and some small office type or marine related operations. It is very interesting; a unique mixture of strong architectural identity and human and personal environment despite its semi-industrial character.

Houses are single or two-storey, with high proportions of terrace houses. They vary in style, from Early Colonial to Victorian (majority); some contemporary residences but with the traditional or ethnic influence.

The relation between, the public (the street), and the private spaces is formal and openly friendly. The transition between public and private spaces consists of the following succession of demarcation lines: footpath - low front fence - small front garden -front verandah - entrance door.

Industrial buildings have a character of their own; the older have usually gabled, classical, rendered frontages. The newer are mostly
large, face-brick, rectangular warehouses; all are built on the street boundaries and the majority are built on corner blocks. In addition to these, character forming elements there are other urban qualities:

- the relationship of height to width across the streets;
- street trees;
- vistas out of the ends of the cross streets to the Fishing Boat Harbour and the Esplanade.

4.3.2 Development Control Policy

(a) Environment

The Council will interpret the Residential R35 and Business and Inner Urban Zoning of this zone in favour of retention and enhancement of its existing mixed residential and industrial character.

- In considering residential development proposals the Council will ensure that those developments conform in general to the existing traditional patterns, and in particular:
  
  (i) the scale not to exceed two stories.
  (ii) the Council will endeavour to retain the existing direct relationship between houses and streets; that characteristic personal and inviting perception of houses from the street.
  (iii) the existing corner shops and corner statement buildings fronting both streets should be retained and restored and the pattern should be reflected in any new corner developments.
  (iv) Council policy on ‘Carports/Garages in front of Dwellings/Buildings’ (D.C.6) will be strictly applied in this zone.

- Any redevelopment of existing original industrial buildings should, as a priority, involve their recycling, maintaining their hard edged, direct relation to the street, style, scale, texture and general character.
- The Council will ensure that in townscape terms the overall scale and vistas from South Terrace towards the sea and from the foreshore towards the original eastern frontages of Marine Terrace will be preserved.
- Council will encourage the improvement of the existing environment by development control, traffic management and street landscaping techniques.

(b) Uses

- The Council will encourage preservation and enhancement of the existing mixed uses. On Marine Terrace front the Council will ensure that the Council’s policy ‘Marine Terrace Policy’ (D.G.F16) is complied with.
- The Council will permit and encourage the rehabilitation and adaptation of the appropriate and old warehouses to other than original, compatible uses.
(c) Movements

The Council will assess movements in this zone in light of Clause 4.2.2(c) of this policy ensuring at the same time that the existing movements pattern be preserved.

The reduction of traffic flow by the construction of traffic hardware should be discouraged and it should be replaced by more environmentally orientated measures such as street planting and change of paving pattern to achieve ‘gate’ effect.

4.4 Zone 4 - Convict Establishment

4.4.1 Existing Character and Role - Statement of Significance

The Site

The original convict establishment site as selected by the Comptroller General of Convicts in 1850 on the then eastern edge of the town included 39 acres (15.8ha) of land bounded by what is now Henderson Street - South Terrace - Alma Street - Hampton Road and Holdsworth Street.

The same precinct today (what is left of the original site) includes approximately 7.5ha of land and buildings and is made up of the major prison, complex bounded by Hampton Road, Fothergill Street and Holdsworth Street; Fairbairn Street in its total original alignment; Henderson Street Warders Cottages; Holdsworth Street cottages and the Carpark Reserve No. 28227.

The History

The complex is one of few remaining and until 1991 fully functioning Colonial Convict Establishments in Australia with special significance to Western Australia since the convict era is an important chapter in their history - one which is quite distinct and different from the Convict experience of any other state; the colony of Western Australia was never a strictly penal settlement.

The prison comprises the wall system (dating to 1851-55) and nine major blocks of original buildings, i.e., those of the Imperial Convict Establishment, as distinct from additions made after the complex passed from Imperial to Colonial control in 1886. The later buildings are the Women’s Prison built c1890 around the original wash house, bakehouse, cookhouse and baths dating to c1855, the New Division Building c1905 and the new workshops, built c1900.

All of the original and early buildings, including the wall system and the new workshops are on the Register of the National Estate and are listed by the National Trust of Western Australia.

Statement of Significance

Fremantle Prison is of exceptional significance:
(a) because it contains major surviving evidence of the physical apparatus of an imperial convict public works establishment and of its adaptation for subsequent colonial use;

(b) because the establishment is the most intact such complex in Australia;

(b) because the prison is the outstanding symbol of the period in which Western Australia was developed using convict labour;

(c) because it is a memorial to the design and supervision of the royal engineers including Jebb (surveyor general of English prisons), Henderson (comptroller general of convicts), Wray (acting comptroller general), Manning (clerk of works in the royal engineer office) and to the work of the sappers and miners, artisan pensioners and, not least, the prisoners;

(d) because of the association of the persons who left their mark in its fabric and/or made an impact on its discipline and reputation; in particular governors, Fitzgerald (who insisted on the construction of the refractory cell block) and Hampton (who took a personal and often directorial interest in the physical fabric of discipline); also superintendents Lefroy, Stone, George and Hann who between them spanned the sixty years from 1859 to 1919 and implemented, for better or worse, the various systems of treatment and concomitant physical improvements; also the alumni, graduates of Western Australia’s first free ‘university’, journalists, politicians, priests, developers and entrepreneurs, architects, artists, poets and escapologists, all of whom have helped to make Western Australia what it is today;

(e) because the prison in its present form also demonstrates with some precision the facilities, conditions and attitudes prevailing in a major Western Australian prison - an experience rarely available to the public and made more immediate by the retention of graffiti, murals, signs, notices and recent evidence of use;

(f) because the austere and monumental quality of the longest and tallest cell range in Australia set in a precinct characterised by a homogeneity of form, materials, texture and colour make it a landmark feature of Fremantle.

Urban Qualities

The Council endorses the content and statements of cultural significance contained in Chapter 2 - ‘Urban Context’ of the ‘Fremantle Prison Integration Strategy’ relating to Fremantle Prison as a whole precinct within, the urban context of the City.

4.4.2 Development Control Policy.

- The Council will ensure that the Prison complex and its role as an important component of Fremantle’s townscape will be conserved and enhanced.
- The Prison Complex and the immediately adjacent areas should be conserved and developed in accordance with the policies and recommendations contained in the two following documents:
(ii) Fremantle Prison - Urban Integration Strategy by the City of Fremantle and Wendy Morris.

- In assessing planning applications for the future use, development and works within the Fremantle Prison precinct and the immediately adjacent areas, (as defined in the Urban Integration Strategy) the Council will take into account all relevant policy statements and recommendations contained in the above mentioned documents.

4.5 Zone 5 - Central Core

Area bounded by Market Street, Elder Place, Queen Street and Henderson Street

4.5.1 Existing Character and Role - Statement of Significance

The area is a commercial centre of the city. It was planned in 1830 as the eastern edge of the town with the Kings Square as the heart of the future town.

The Square

The existing Square is largely as planned and located by J. Septimus Roe on the 1833 plan of Fremantle; that is bounded by Adelaide, Queen, Newman and William Streets. It responds to three axes of the City, influenced by the topography. Although the Square is 'framed' by a mix of buildings, the frontages of significant buildings in William and Adelaide Streets as well as those inside the Square, define its strong Victorian character.

There are two significant landmarks in the Square: St. John’s Church built in 1879 and the Town Hall built in 1886. There are areas of special interest such as archaeological sites; the remains of the first St. John’s Church at the Square’s section of High Street. An important part of the central core townscape is formed by the planting of Kings Square dominated by mature Moreton Bay Fig Trees. The Square provides open space for the activities within the City Centre and in particular it provides for gatherings, business and shopping activities, lunching and as well helping visitors to the City orientate themselves.

The total effect of the Square is a busy but comfortable space, inherently formal and dignified but relaxed with it.

Central Core

There has been considerable overlap of period and style through the years in the area, with a large proportion of demolitions and new buildings constructed in recent times. Significant heritage buildings are scattered through the precinct and mix with contemporary buildings of varied architectural and urban qualities.

What determines the traditional overall character of this precinct is the street pattern, compatible scale and, with one or two exceptions, clearly defined borders and skyline.

There are special visual urban qualities like views to the Town Hall and down the axis of High Street to the Round House. Three major
Fremantle streets, High, William and Adelaide meet in front of the Town Hall tower revealing to the observer the traditional townscape and streetscape values of the City. At that point it becomes apparent that the city fans out from the natural centre of gravity; the Square.

New buildings are readily distinguished while old buildings are largely of significant heritage and aesthetic values and perform the role of landmarks or reference points to the area.

4.5.2 Development Control Policy

(a) Kings Square

- The Council recognises Kings Square and its role as the ‘Central Place’ of Fremantle and will ensure that any development in the, Square will identify and enhance its image.

- Any future improvements should revive the original concept of one large space bounded by frontages of four streets; a place of strong and unique character; enclosure of intense visual interest and human activity, reached with a sense of ‘arrival’; while, at the same time, accepting those changes from the past, which contribute to the present unique character of the Square: Moreton Bay fig trees and the 1960’s Civic Administration Centre.

- Proposed improvements should respect the character of significant buildings and other features in the Square as defined by this policy. Any improvements should relate mainly to those aspects which at present detract from this character, and in particular:

  - Myers façade
  - Corner buildings in Queen/High Streets
  - Treasureways building in Adelaide Street
  - Vox Adeon building in William Street

- In considering improvement proposals or replacement/new infill developments, the Council will ensure that the design of new buildings respects the dignified and restrained landmark quality of the existing Town Hall and other significant buildings in Adelaide and William Streets. The scale and finishes of individual replacement buildings should be complimentary to each other in order to create a cohesive frame to the Square. Street level facades should be carefully designed and integrated to place maximum emphasis on brightly lit display windows. The illumination of buildings may be considered, where appropriate.

- To maintain the harmonious urban environments the maximum height of new buildings should be:

  - 14m in Adelaide Street (not higher than the Woolworths Building) and William Street (not higher than Federal Hotel).
• 15.5m in Queen Street (Cnr High Street).
• 14m to 18m (preferably no higher than the Federal Hotel) in Newman Street.

No new building should be less than two stories.

• The Council will ensure that the significant buildings in the Square will be conserved and in particular:
  • Federal Hotel - William Street
  • Manning Buildings - William Street
  • Atwell Buildings - High Street
  • Nos. 2-36 Adelaide Street. St. Johns Church
  • Town Hall
  • Archaeological Sites

• In considering proposals for signs in Kings Square, the Council will ensure that the signs present a strong, coherent and continuous visual image, reflecting and reinforcing the Square as the retail and administrative centre of the city.

Use

The Square should be the most formal of the City’s squares, with areas for civic ceremonies and public meetings together with smaller landscaped spaces for exhibitions, displays, open air musicals and street theatre performances; for the enjoyment of workers and visitors by day and night. Street level shopping and business should join with refuge areas where people can sit, watch, relax. The Civic Administration Centre should provide information, guidelines, administrative and civic functions.

The programming and management of Kings Square activities will be by the Council in co-operation with St. Johns Church (parish) and the business community of the area.

Movement

The Square should be developed as a predominantly pedestrian environment to accommodate unobstructed pedestrian flows and use throughout this area.

Long term plans should include provisions for gradual transition of busy thoroughfares (Adelaide and William Streets) into local and service streets. The purpose of reduction of through traffic is to increase the attractiveness of this central retail and business area by improving pedestrian safety and convenience, without reducing destination traffic. Queen Street traffic should remain at is present level.

Public, transport should remain limited to existing facilities: taxi rank in Adelaide Street and Fremantle Tram in front of the Town Hall Tower. Parking provisions should reflect the movement priorities in the Square - be restricted mainly to short term, service and disabled parking bays along Queen, Adelaide and William Streets.
(b) Central Core Environment.

- In considering proposals for new developments, the Council will ensure that the character and diversity of the zone should continue to be enriched by elements and reminders of its past, whether by conservation of old buildings or by the occasional use of evocative devices and materials in new developments. Particular care must be taken to respect townscape values, vistas, the scale and character of existing old buildings and their visible formative elements such as verandahs, decorative features, fenestration.

In particular the Council will ensure that:

- Existing significant buildings and urban elements will be conserved.
- New infill buildings in traditional environments will comply with the ‘Guidelines for the construction of new buildings and works’ (Clause 5.5 of this policy).
- Any new developments should accord with recognised architectural and visual qualities of the area, and should be of a high standard of design and construction.

At the same time the Council will encourage architectural styles which are exuberant and diverse providing that every new building is designed not as a separate entity but as part of a larger whole. Such developments will include:

- New infill buildings on vacant blocks and under-utilised sites.
- Replacement of contemporary buildings which detract from the urban character of the area in contemporary surroundings.
- Urban qualities to observe in design of new buildings should include:
  - Sense of continuity and enclosure of existing street pattern, which should be preserved by facades built on the street alignment.
  - Down-town character of the zone expressed in its urban proportions and high density. Ideally, the ratio of the building height to the street width should fall between 0.5:1 and 1:1; thus new buildings should be of minimum two storeys and in principle maximum four storeys, abutting each other and with parking areas contained inside the city blocks.
  - Existing townscape qualities and in particular: skyline vistas, landmarks, streetscape, historical identity; all visible or perceived qualities of the existing
urban fabric. A reconstruction of those original elements of urban fabric which have been altered (e.g. widening or closure of street) should be considered or the developments should (at the very least) not inhibit full reconstruction of urban fabric in the future, where desirable.

The city block bounded by William Street, Henderson Street, south Terrace and High Street Mall, shall be developed according to the Council’s ‘Paddy Troy Mall Development Plan’.

Use

The Council will assess appropriate uses according to the Clause 4.2.2(b) of this policy.

Movement

The Council will assess movements in this zone according to Clause 4.2.2(c) of this policy, but greater flexibility and discretion will apply in this zone to assure smooth and easy traffic and parking access to the City.

5.0 BUILDING CONSERVATION POLICIES

5.1 Interpretation

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

PLACE means site, area, building or other work, group or buildings or other works, together with pertinent contents and surroundings and archaeological, deposits.

CONSERVATION AREA means an area of distinctive character with historic connotation which may include significant and less significant buildings, landscapes, structures and streetscapes that contribute to an area’s character, while not necessarily being outstanding in their own right.

CULTURAL SIGNIFICANCE means aesthetic, historic, historical, scientific or social value for past, present and future generations.

PRESERVATION means protecting and maintaining the fabric of the place in its existing state and retarding deterioration or change, and may include stabilisation where necessary.

RECONSTRUCTION means returning a place as nearly as possible to a known earlier state and is distinguished by the introduction of materials (new and old) into the fabric. Reconstruction in this document includes also reinstatement based on scientific evidence, not conjecture.

RESTORATION means returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components.
It is based on respect for all the physical, documentary and other evidence and stops at the point where conjecture begins.

COMPATIBLE refers to new form of works whose characteristics sympathetically relate it to the historic or architecturally significant character of its context.

COMPATIBLE USE means a use other than that for which the building was designed and which requires the least intervention in the fabric and does not affect the cultural significance of the place.

ADAPTATION means modifying a place to suit a compatible use.

RENOVATION means upgrading a place, which does not have intrinsic individual value, to a modern standard for a particular use.

5.2 Guidelines for Conservation

5.2.1 Philosophy.

- CONSERVATION of a place should take into account all aspects of its cultural significance.
- CONSERVATION is based on respect for the existing fabric and should involve the least possible intervention.
- Historically, valuable places do not consist solely of individual buildings. Conservation of the place requires the maintenance of an appropriate visual setting and context. New construction, demolition or modification which would adversely affect the setting and environmental intrusions which adversely affect enjoyment or appreciation of the place should be excluded.
- Architectural features, elements or components which have deteriorated should be repaired rather than replaced, if possible.
- Wherever possible, additions and alterations should be done in such a way that if they were removed in the future, the original fabric would again be visible.
- Contemporary design for new buildings in an historic setting, and for alterations and additions to existing properties, is not discouraged if it does not disfigure valuable historical and architectural fabric, and if it is compatible with the existing character and scale of the environs.
- Culturally, valuable buildings should be inhabited at all times.
- The category of contextual significance is by definition particularly important in area conservation, where even minor buildings which do little more than use compatible materials and typological features may still contribute to a significant environmental whole.
- Conservation should take into account the dynamics of development, and thus should be integrated with planning. Conservation should not be seen to be ‘opposed to development’, and understanding the nature of pressures on conservation of worthy areas is a pre-requisite to coping with them.

5.2.2 Application of Conservation Processes.

- PRESERVATION is appropriate where the existing state, of the fabric itself constitutes evidence of specific cultural significance, or
where insufficient evidence is available to allow other conservation processes to be carried out.

- **RECONSTRUCTION** should be limited to the reproduction of fabric, the form of which is known from physical and/or documentary evidence. It should be identifiable on close inspection as being new work.
- **RECONSTRUCTION** is appropriate where a place is incomplete through damage or alteration and where it is necessary for its survival, or where it recovers the cultural significance of the place.
- **RESTORATION** is limited to the completion of a depleted entity and should not constitute the majority of the fabric of a place.
- **ADAPTATION** is appropriate where the conservation of the place cannot otherwise be achieved, and where the adaptation does not substantially detract from its cultural significance.
- **RENOVATION** always respects the context and setting of the place.

5.3 Development Control Policy

5.3.1 Definition of Words in Performance Standards

**Significance** means of historic, architectural or social value for past, present or future generations. All classified buildings (listed by the National Trust or on the Register of the National Estate) are significant. Significance applies also to the building which has been assessed as significant according to the Council’s policy ‘Procedures for the Recording and Assessment of Places of Heritage Value’ (D.B.H9).

**Visible** means anything that can be seen from any part of the street serving the front of the building, including:

- Side elevations that are readily visible from the front street.
- Anything that can be seen from a side or rear laneway which itself may be assessed as significant.

**Contributory building** means the building not significant in its own right but which together with other adjacent buildings in the townscape or streetscape contributes to and enhances the unique character of Fremantle.

**Fabric** means all the physical material of the place (e.g. a building).

**Intact** means unaltered, authentic and original fabric of the place.

**Respectful** means a ‘low key’ design approach in which a historic building’s size, form, proportions, ornamentation, colours and materials are adopted, but simplified modern interpretations are used instead of exact copies of historic detailing and decorative work. The aim of designing a respectful new building is not to create uniformity
but to achieve a coherent sympathetic visual relationship between significant existing and new buildings or works.

Interpretative means a new design approach with creative reference to historic size, form, proportions, colours, detailing and decoration, using historic or closely equivalent materials. The aim of designing an interpretative new building is to achieve its visual contribution to the character and harmony of the urban whole regardless of the styles of individual buildings.

Context which is to be respected or interpreted is the character and appearance of:

- the area as a whole;
- adjoining or nearby significant buildings or works; and,
- in the case of additions and alterations, significant parts of the subject building.

Adjoining means next door, including a next door building separated by a laneway.

5.3.2 Development Process

(a) Demolitions and Alterations

In considering a planning application to demolish, remove or alter any fabric in the West End Conservation Area, the Council will take account of:

- the degree of its scientifically and professionally determined significance.
- its contribution to the significance, character and appearance of a building, a streetscape, or an area.
- its structural condition, the character and appearance of its proposed replacement.

A demolition permit will not normally be granted until the proposed replacement building or works have been approved and a planning consent for the replacement issued.

(b) Conservation Standards

In assessing development applications in the West End the Council will consider the three major categories of conservation activities applicable to significant heritage buildings and structures.

(i) Conservation of intact significant fabric

Intact external and internal fabric on any part of a significant building and on any visible part of a contributory building, should be preserved. Elsewhere conservation is discretionary.

(ii) Alteration or renovation of no longer intact significant fabric; evidence of earlier state available

Where there is evidence of the earlier state of no longer intact significant fabric, renovation or alteration of:
- any such part of a significant building; or
- any such visible part of a contributory building; should form part of an authentic restoration or reconstruction process, or should not preclude it as a future date. Elsewhere conservation process is discretionary.

(iii) Alterations or renovations of no longer intact significant fabric; no evidence of earlier state

Where there is no evidence of the earlier state of no longer intact significant fabric, alterations or renovations should preferably be respectful and interpretative modern design, rather than conjectural reconstruction or any other form of reproduction design.

If conjectural reconstruction is attempted, or reproduction designs used, they should:

- be appropriate to the style and period of the building; and
- involve only part of an otherwise well preserved and significant building; and
- include discreet visible evidence that the work is not part of the original significant fabric; and
- enhance the streetscape.

Determination of Significance

The Council, in considering any development involving buildings or structures within the West End Conservation Area may request that an approved expert must determine the significance of, and record the existing building in accordance with the Council’s policy 'Procedures for the Recording and Assessment of Places of Heritage Value (D.B.H9).

5.4 General guidelines for conservation works - adaptation of significant buildings for compatible uses and recycling of contributory buildings

5.4.1 Area Context

Alterations/additions to significant and/or contributory buildings shall respect the role such buildings play in the existing urban context: their contribution to the character and integrity of the area, and their positive impact of the streetscape, rooftscape, skyline and vistas.

5.4.2 Site Context

Alterations/additions to historic buildings shall respect the integrity of more closely defined context of the site and adjoining buildings. Any alterations shall seek to retain any significant outbuildings and structures which form an integral part of the significant property. The alterations/additions shall seek to positively integrate contributory outbuildings and structures and respect the scale and character of adjoining buildings so as to retain and enhance the cultural significance of the whole place.

5.4.3 Uses
There are a wide range of use, categories for which historic buildings in the West End Conservation Area could be adapted while conforming to the basic principles of conservation:

(i) Category 1 - this category represents uses ideally compatible with the character of existing buildings. In this instance it may be possible to use both the internal and external spaces in their present form without the need for alterations.

(ii) Category 2 - this category of uses may require greater than Category 1 intrusion of new additions, partitioning and servicing facilities. Guidelines for such alterations are provided in Section 5.4.5.

(iii) Category 3 - this category would require extensive intrusion into the fabric of existing buildings. It is most important that care be taken when planning such uses so that the alterations and extensions necessary for the function of the new use inside the existing building minimise the extent of changes to the existing fabric. The Council may refuse planning consent which requires an extensive intrusion into the fabric of the existing significant building.

5.4.4 Use of Materials

Use of materials and finishes which match or are compatible with the materials of the existing building.

5.4.5 Alterations and Extensions

(a) Subdivision of Original Rooms

Should the spaces need to be subdivided to allow for a proper function of a particular use then the existing walls should be retained intact. The next step in the process of dividing original spaces should include conservation or reconstruction of any former partitions and rooms.

(b) New Openings and/or Infills

Any new openings required should either be achieved by reconstructing former openings if possible, or done in a way sympathetic to the character of the space. New openings/infills should be clearly identifiable by a different colour of mortar or recessed face in relation to surrounds or similar treatment. Any evidence of former stages of development of the place, should be retained and revealed.

(c) Furnishings

Any fit out or furnishings of internal spaces does not need to be historical in form. It may be quite bold and modern in character providing that it will not dominate the original space but will compliment and enhance it.

5.4.6 Services – General

Installation of the services should be done with the greatest care. The location of the electrical wiring and the type and position of fittings must be assessed with the historical integrity of the building in mind. In drawing up specifications for services, it must be understood that
tradespeople will always interpret them in terms of contemporary trade practice so the specifications should describe in detail the special requirement for the materials and types of treatment of both the existing building as well as the service itself.

(a) Plumbing

The difficult task will be to provide adequate public conveniences if it is necessary to make provision to all floors. Great care should be taken in selecting proper rooms for conversion into public toilets.

It is considered that rather than dividing the existing rooms, it would be better to convert the whole of an existing internal room into toilets, as this may, whilst isolating such room from the rest of the building, allow for greater internal flexibility and therefore less damage to the existing fabric.

If more extensive plumbing services are required for uses such as a laboratory then the construction of a new building on the site should be recommended as the preferred option to the internal alterations.

(b) Fire Separation and Escape

There are a variety of possible options to fit fire prevention and protection equipment into the historically, significant fabric. This includes early warning systems, sprinkler systems, fire rated material introduced in the form of a lining without removing the existing floor/wall structure.

For example, if necessary, separate steel or concrete beam (joists) can be introduced from the top in between or above the existing timber joists, to carry three hour fire rated ceiling panels if an introduction of a suspended fire rated ceiling cannot be fixed to the existing ‘lath and plaster’ or pressed metal ceiling, without damage.

Similarly, sprinkler systems can be introduced between the existing timber joists and roof areas without necessary covering timber elements with new ceilings. As with the mechanical ducts it is better to expose modern services and make a feature of them in the existing robust but simple spaces rather than trying to build elaborate structures (bulkheads, suspended ceilings etc.) to conceal the services.

(c) Electrical

An adequate basic standard of electrical services can be installed with no significant detriment to the fabric of the buildings or their historical integrity. Most historic buildings were built before electricity.

The location of wiring and the type and position of fittings must be specified with this in mind. For instance, wiring should be in steel conduits in corners and power points should be both minimised and visible. At the same time the actual specification must depend on the kinds of modifications made to the buildings and the uses to which they are ultimately put. To avoid extensive wiring, it is considered advisable to research modern light controls such as remote control or
sensor controls. On the other spectrum traditional ceiling mounted pull down switches would be suitable for most of the existing old buildings.

Light fittings should not exceed one centrally located ceiling light per room or be in a form of sensitively incorporated recessed downlights. Any additional lighting should be provided by lamps with mobile pedestals. Fluorescent lights should be avoided.

(d) Mechanical

Many historic buildings are incompatible with mechanical servicing and ideally any use requiring mechanical services of any sort should not be considered.

Should the compatibility of a future use in all other respects be such that it is a logical choice, then the requirement for mechanical services may be accepted on the condition that these, including the plant rooms, be confined to units which can be contained within the roof space so that their presence is as unobtrusive as possible.

When in special circumstances the requirement for mechanical services be extended to the ground floor level then it is usually less detrimental to make a feature of free hanging air conditioning ducts rather than trying to conceal them above a separate suspended ceiling below the existing timber floor structure. Such ducts should entail the minimum of disruption of the significant building fabric. Preference will be given to uses which require no air conditioning, over uses which do require such services.

5.5 Guidelines for the Construction of new buildings and works

Area Context

New buildings and works should always be respectful and compatible with the existing context in which a new building is to be constructed. Principles to observe when designing new compatible buildings are defined by the general character of existing context: character of the streetscape, roofscape, landscape, vistas, skyline, and the historic nature of the context as described in this policy.

Site Context

New buildings and works should be interpretative of the, more closely defined context, that is adjacent buildings and sites. Principles to observe when designing new interpretative buildings are defined by more precise characteristics of the existing immediate context: the scale, height, volume, materials, roof shapes, colours and the historic style of the adjacent buildings.

Styles

There are six major periods and corresponding styles of old buildings in Fremantle, which often overlap in time.

1. Pre-Convict (1829-1850) and Convict (1850-1868) - Regency, Georgian, Early Victorian
2. Colonial (1829-1901) and Gold Rush (1889-1905) - Mostly Victorian (Free Classical) but also Gothic Revival
3. Federation (1901-1914) - Edwardian (also referred to as a Federation style) and Colonial Revival
3. Between Wars (1914-1945) - Transitional (Eclectic) styles; Spanish Mission, Californian Bungalow, Art Deco, Art Nouveau
5. Post War (1945-1960) - Early modern with ethnic influences
6. Contemporary (1960-1970) - International modern, with emphasis on high rise housing and public buildings

Style Interpretation.

- Generally the design of new buildings should remain more strictly interpretative of the earlier styles and periods of the existing context and more loosely interpretative of contemporary periods (between the Wars and Post War) of the existing context. The reason is that the vast majority of the significant buildings of the West End Conservation Area are of the Gold Boom (Late Victorian) and earlier styles - the formative elements of the City’s character and its heritage value.
- Contemporary styles of 1960-1970 and especially their high rise components are considered generally detractive to the heritage and environmental values of the West End. It is recommended that these should be, wherever possible, replaced by more compatibly designed buildings and structures.
- It is Council’s intention that architects and designers interpret the principles in ways that are expressive of their own individual design approaches. Direct copying of historic designs, and use of reproduction details will not be encouraged. The same caution will apply to the stylistic intrusions of modern architecture likely to detract from the cohesive visual neighbourhoods.
- Where the statement of significance of a particular vacant lot includes its association with now demolished, original significant building(s) and if firm evidence is found of such building(s) which in the past contributed to the cultural significance of the area, then the reconstruction of such building(s) may be considered as one of development options.
- Controls over new developments will include ensuring that there is adequate on-site provision for refuse handling and storage facilities.

5.6 Other Council Policies Applicable to the West End Conservation Area

In considering proposals in the West End, the Council will ensure that the existing policies are adhered to. These policies include:

Urban Design and Streetscape Guidelines (D.B.H1).
- Signs and Hoardings (D.B.H6).
- Colour Schemes in Fremantle (D.B.H8).
- Procedures for the Recording and Assessment of Places of Heritage Value (D.B.H9).
- Preservation of Historic Buildings (D.B.H10)
- Verandahs over Footpaths (D.B.H11).
- Carports/Garages in front of the Dwellings/Building (D.C.6).
- Security Doors to Shopfronts in the Retail Core (D.E.3).
- Arthur Head Reserve Strategy Plan (D.G.F5)
- Arthur Head (West end of High Street, Fremantle (D.G.F6)
- Fremantle Gas and Coke Company Site – 2-12 Cantonment Street & 6-10 Elder Place, Fremantle (D.G.F11).
• High Street Conservation Area (West of Town Hall) - Shopfronts of Historical and Heritage Interest (D.G.F15).
• Paddy Troy Mall - Block Bounded by Henderson, William, High and Market Streets and South Terrace (D.G.F18)
• Pioneer Park – 1 Short Street and 7 Market Street, Fremantle (D.G.F19).
• Sadliers Building - 36 Henry Street, Fremantle (D.G.F22).
• Kings Square - bounded by Adelaide, Newman, Queen and William Street, Fremantle (D.G.F23)

6.0 Bibliography

Although this section does not formally constitute part of the policy, the references used in the formulation of this policy are listed below.

1. TOWN PLANNING SCHEME NO.3, SCHEME REPORT 1985 - City of Fremantle
2. INTERIM REPORT OF THE TOWNSCAPE ADVISORY COMMITTEE 1978 - R. McKCampbell for the City of Fremantle
3. FREMANTLE PRISON - A POLICY FOR ITS CONSERVATION - J.S. Kerr
4. FREMANTLE PRISON - URBAN INTEGRATION STRATEGY - The City of Fremantle and Wendy Morris
5. URBAN CONSERVATION IN THE CITY OF MELBOURNE, 1985 - City of Melbourne
6. THE CITY OF ADELAIDE PLAN 1981 - 1986 - City Planner’s Department of the Corporation of the City of Adelaide
7. THE AUSTRALIAN ICOMOS CHAPTER FOR THE CONSERVATION OF PLACES OF CULTURAL SIGNIFICANCE (THE BURRA CHARTER)

ADOPTED 19 MARCH, 1990
AMENDED 22 JUNE, 1992
PLACES OF HISTORICAL AND SCIENTIFIC INTEREST

West End Conservation Area

Commencing at the intersection of the lot boundaries at the south-east corner of Marine Terrace and Norfolk Street, the boundary of the WESTERN PRECINCT follows the south edge of Norfolk Street north-eastwards; then NNE to include the Fremantle Oval Grandstand; then along the line of the stone wall on the south side of Fairbairn Street; Lot boundaries on (John Street) Pothergill Street, (Higham Street) Bellevue Terrace, (Hill Street) Knutsford Street, Stirling Street, Parry Street, Queen Street, Henderson Street, William Street, Newman Street. Queen Street, Adelaide Street through property lines to include Wesley Church to Elder Place (Bay Street); to the eastern corner of the Railway Station; then south-west along the line of the railway to Arthur's Head; then due south to include the Harbour and Lights Boatshed; then due east to the commencement point at the intersection of Norfolk Street and Marine Terrace (Fitzgerald Street).

NATIONAL ESTATE LISTING

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FREMANTLE GAOL ORIGINAL
OLD SECTIONS & CHAPELS
PORT OF FREMANTLE
PASSENGER TERMINAL
BUILDING
BUILDING
FEDERAL HOTEL

THE TERRACE
VICTORIA QUAY
WILLIAM STREET
WILLIAM STREET
WILLIAM STREET

Doc. 48 B&P