

FREMANTLE ARTILLERY BARRACKS AND CANTONMENT HILL RESERVE

OBJECTIVES

The objectives of the policy are to:

- 1. Safeguard, maintain and reinforce the legibility of the precinct as a whole.
- Conserve and retain the cohesive nature of the barracks through the distinctive building type and use of materials and maintain all original structures in accordance with the recommendations of the Artillery Barracks Fremantle Conservation Plan 1996 (Considine and Griffiths) and the Burra Charter.
- 3. Ensure functions and new uses are associated, or compatible, with the original purpose for each building.
- 4. Retain the relationship between buildings and open areas of the policy area, consistent with the architect's original plans, including the arrangement around the parade ground and the separation of military and residential uses.
- 5. Encourage preparation of a management/master plan for the policy area (inclusive of buildings and spaces) to ensure adequate protection of the cultural heritage significance, establish a program for ongoing maintenance and protection of community values. The plan should also identify opportunities for community use and access to the site. This should be completed as a joint exercise with the City of Fremantle.
- 6. Secure the Tuckfield Street open space for permanent ongoing community recreation purposes.
- 7. Secure the Signal Station and adjoining area as part of the Cantonment Hill reserve.
- 8. Protect the landmark and gateway qualities of the policy area both in terms of its natural and built features.
- 9. Put in place appropriate zonings and reserves over the site at the Metropolitan Region Scheme and local town planning scheme level.

POLICY

1. POLICY AREA

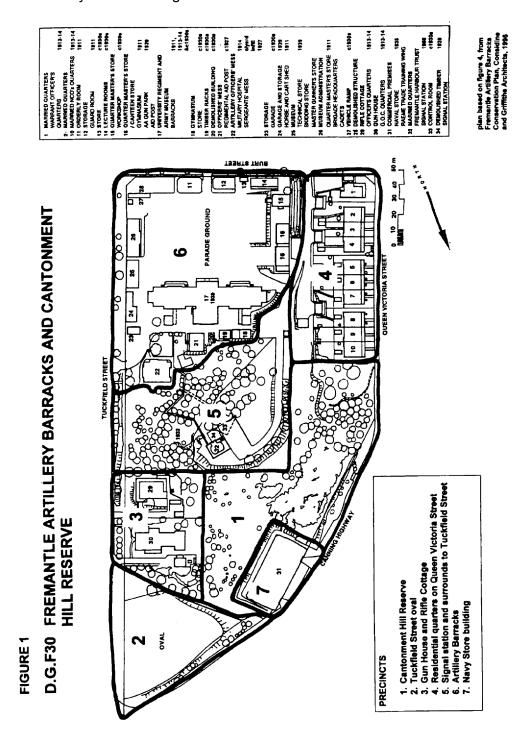
The policy area includes the barracks site (lot 1 Burt Street) and Cantonment Hill reserve, as bounded by Queen Victoria, Tuckfield and Burt Streets and Canning Highway (see figure 1).

The policy area has been divided into precincts in recognition of the distinct character, function and future of various portions of the site. Specific recommendations have been developed for each location with respect to land use, conservation and development potential. This approach retains the significance of individual sites as well as the policy area as a whole. It will

also facilitate upgrading of sites and encourage compatible forms of development. Note the precinct boundaries are indicative only at this time and subject to further investigation.

The precincts are as follows (see figure 1):

- 1. Cantonment Hill Reserve
- 2. Tuckfield Street oval
- 3. Gun House and Rifle Cottage
- 4. Residential quarters on Queen Victoria Street
- 5. Signal station and surrounds to Tuckfield Street
- 6. Artillery Barracks
- 7. Navy Store building



2. SIGNIFICANCE OF THE SITE

The policy area is significant at the local, state and national level and has the following classifications:

- Listed by the National Trust in September 1980
- Placed on the Register of the National Estate in October 1982
- Listed by the Heritage Council of WA in June 1997
- Fremantle Heritage Municipal Inventory

Any proposals for a change in use or alterations to existing buildings or spaces within the policy area must take into account the full range of identified cultural heritage values outlined below including the impact on the fabric, integrity of spaces and places and the nature of traditional uses (Considine and Griffiths, 1996, p 123).

The policy area is recognised to have cultural heritage significance based on ethnographic, historic, aesthetic, social and scientific values.

The place has ethnographic significance to Aboriginal people and the area around Cantonment Hill has the name Dwerda Weeardinup, or place of the dingo spirit (Cantonment Hill Management Plan, 1992, p10). The old traffic bridge is believed to be where the spirit of the dingo lives. Other recorded features of the policy include a natural spring and cave in the location of the Navy Store building on Canning Highway (CHMP, p 10).

In terms of cultural significance, the policy area is important, because of:

- Its historic value, through its associations with the early years of Fremantle's development (limestone quarry), with the State's military history, development of a national coastal defence system and the key role played by the barracks in the development of the defence system in Western Australia as well as the military use of Fremantle Harbour;
- Its aesthetic value, represented by the topography, plantings and the picturesque manner in which the original architect's (Hillson Beasley's) design concept for the barracks set up the building and spaces in response to and within the landscape. The aesthetic value includes the landmark Fremantle Harbour Trust Signal Station, designed by Hobbs, Winning and Leighton;
- Its social value, represented by peoples attachment to the site and the sense of place it creates reflecting the life and development of the city, the manner it marks the principal river crossing, the sense of arrival to the city (landmark and gateway qualities), its association with the harbour and its defences and the associations with those who served at the Barracks.
- The social significance of the area can also be assessed in terms
 of recent, publicly expressed, perceived community ownership and
 attachment to the site and its strong support for the retention of the
 whole area in public ownership and continuing use as an Army
 Museum.

 Its scientific value represented by the capacity to teach present and future generations about the coastal landscape, military life in the first half of the twentieth century and, by virtue of the relocation of the Army Museum, military life in Western Australia through time.

(from the Artillery Barracks Fremantle Conservation Plan, Considine and Griffiths, 1996)

The Tuckfield Street oval is also identified in the 'Greening Fremantle – Towards a Green Plan' as a site for Council to secure.

3. OVERALL DEVELOPMENT PRINCIPLES

3.1 Conservation Principles

The exceptional heritage significance of the policy area gives priority to the conservation and ongoing management of all aspects of the surviving landscape, buildings and grounds.

In this regard, Council will be guided by the Artillery Barracks Fremantle Conservation Plan, (initially prepared by Considine and Griffiths in 1996) and other relevant documentation. The policy will be updated as required as the conservation plan or other documents are reviewed.

Council will also adhere to the conservation principles and standards in the Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (The Burra Charter).

The following terms are used in the policy:

Conservation refers to the process of looking after a place to retain its significance through repair, preservation, restoration, reconstruction and ongoing maintenance.

It also includes scope for upgrading and modest redevelopment in the form of:

Adaptation which seeks to ensure the economic viability and continuity of use of significant places, buildings and grounds.

Compatible development is that which is integrated with the character of the area in a physical and functional sense, permits public access and includes interpretation of the area's significance in order to raise the awareness and appreciation of its heritage by the visiting public.

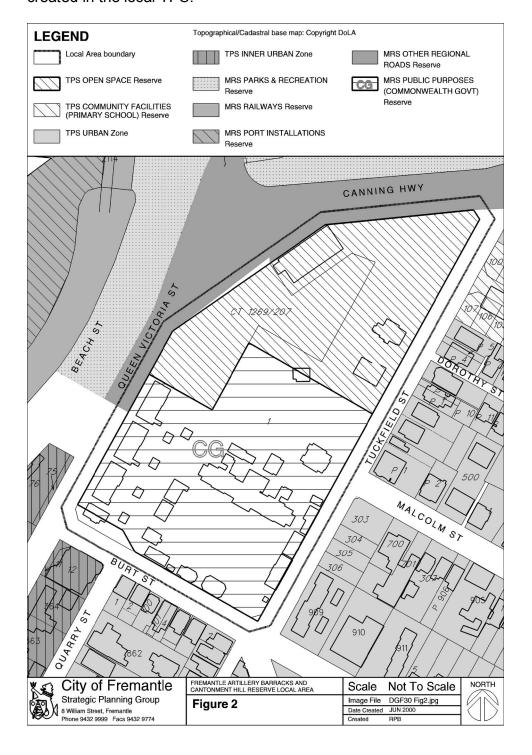
A *management plan* for the policy area is required by the owners to ensure the objectives of this policy can be met. Council would be a major participant due to our current ownership of the Cantonment Hill Reserve and future anticipated role in the care and maintenance of the Tuckfield Street open space and Signal Station and surrounds.

3.2 Land Use Controls

Two land use reservations currently exist over the site (see figure 2):

- Public Purposes Commonwealth Government under the Metropolitan Region Scheme and City of Fremantle Town Planning Scheme No. 3; and
- Open Space reserve in the City of Fremantle Town Planning Scheme No. 3. This portion of the site is zoned Urban in the MRS.

If a change in ownership or purpose of the Fremantle Artillery Barracks occurs, both the MRS and local TPS should be amended to reflect the new use(s). Council will support the rezoning from a Commonwealth government reserve to Urban in the MRS. A development plan would be created in the local TPS.



In the interim, notwithstanding the site is a Commonwealth government reserve, Council will seek applications for any change in use or development on site.

3.3 Site Masterplan Requirements

Prior to or as part of the rezoning process for the site, a site masterplan is required. The plan will incorporate and specify:

- development objectives and philosophy;
- protection of the cultural heritage significance of the site;
- allocation of land uses, including recreation and open space areas;
- relationship to adjoining land uses;
- proposed subdivision of the site:
- pedestrian, service and private vehicle access to and through the site;
- public access plan for the site, including cohesive signage policy;
- landscape plan and management strategy;
- urban design study of the site and environs;
- ongoing maintenance plan.

The plan will be prepared in consultation with the City of Fremantle, Heritage Council of WA and other stakeholders.

4. SPECIFIC PRECINCT REQUIREMENTS

As noted above, the policy area has been divided into 7 precincts as follows. Specific land use and development guidelines have been prepared for each precinct, consistent with the objectives of the policy.

- 1. Cantonment Hill Reserve
- 2. Tuckfield Street oval
- 3. Gun House and Rifle Cottage
- 4. Residential quarters on Queen Victoria Street
- 5. Signal station and adjoining reserve to Tuckfield Street
- 6. Artillery Barracks
- 7. Navy Store Building

NOTE: Land uses identified in this policy are as defined in the City of Fremantle Town Planning Scheme No. 3 and Town Planning Amendment Regulations 1999 (gazetted October 1999) unless otherwise stated.

4.1 Area 1 – Cantonment Hill Reserve

Goal

Continued rehabilitation and conservation of the reserve's vegetation and landform for passive recreation and interpretation. Ongoing management by the Council in conjunction with the local community.

Description

Cantonment Hill reserve is a major gateway into the centre of Fremantle. It is a natural park, focusing on conservation of remnant vegetation and passive recreation. The hill's prominent position provides extensive views to the ocean, river and over Fremantle.

Note: Council has an adopted Management Plan for Cantonment Hill (1992). The plan is due for review.

Land Use

Rehabilitation and conservation of the reserve's remnant vegetation is the primary goal. The area should be maintained in a natural state with low key access paths across the site and to the existing viewing platform. The path network should be extended to provide a continuous loop between Burt Street and Tuckfield Street linking precincts 1,2 and 5. Passive recreation, including walking and enjoying the view, is promoted.

Interpretive signage, linking the reserve to other local features and sites within the policy area is encouraged.

Continued use of the limestone cliff for banner display is supported but the cliff should be regularly inspected for any signs of damage and repaired as necessary.

Development Guidelines

The site currently features a viewing platform and low key access paths. No additional development is considered appropriate.

Council will seek expansion of the reserve boundaries to include the Tuckfield Street oval/open space and Signal Station and adjoining bushland down to Tuckfield Street (see subprecincts 2 and 5 below) subject to definition of the curtilage required to the barracks site.

Prior to carrying any works at and around the quarry site, an archaeologist should be commissioned to investigate the site and provide advice on the appropriate treatment, presentation and interpretative measures.

Ethnographic and archaeological studies to investigate Aboriginal sites and the former limestone quarry are also required.

Review of the Cantonment Hill Management Plan should incorporate the revised boundaries. The revised plan should incorporate suitable extension of the pathway system and interpretive signage for features such as the former quarry at the south-west corner of the reserve. Interpretive material should also recognise the significance of the site for Aboriginal people.

4.2 Area 2 - Tuckfield Street Oval

Goal

Control and management by the City of Fremantle by way of a management order (vesting), purchase or otherwise and enhancement for

local recreation and enjoyment, including protection of the views from the site.

Description

This area is a local reserve for public open space purposes under City of Fremantle TPS3. The site is currently flat grassland and provides extensive views to the Swan River, Port and North Fremantle.

Land Use

The land is to be retained for public open space. It should accommodate a range of recreation and leisure activities for the adjoining community.

Development Guidelines

A landscaping and management plan is required for the site. The plan should take into account:

- a) integration and access to the adjoining Cantonment Hill reserve;
- b) protecting views to the Swan River and the rear of Cantonment Hill;
- c) maintaining the open nature of the reserve.

Limited plantings, open shade structures or pavilions, bbqs etc, to accommodate informal recreation activities such as picnics may be considered as part of a landscaping and management plan providing these are consistent with a), b) and c) above. Car parking should be restricted to the Tuckfield Street verge. Definition of the reserve boundaries is required to ensure adequate curtilage to the barracks site and Gun House.

4.3 Area 3 - Gun House and Rifle Cottage

Goal

Conservation of the dwellings and gardens for ongoing residential use.

Description

The cottages were built in 1914 and have been in continual residential use since that time for defence personnel. The dwellings and their gardens are of high heritage significance in their own right as well as for their contribution to the overall significance of the policy area.

Land Use

Council will only support use of the cottages as private residences.

The cottages are currently located on a TPS3 open space reserve. Under the current reservation, other discretionary uses identified in Table 1 will not be considered. Council may support a rezoning of the two dwellings in the future to Residence (or equivalent in future schemes). The zone boundaries should follow the existing garden/fence boundaries.

Rezoning should be accompanied by the subdivision of the site to excise a green title lot for each dwelling. The lot boundaries should follow the existing garden/fence line for each property to preserve the heritage setting for each cottage. Lot size would be related to density to prevent future subdivision.

Development Guidelines

Conservation of the cottages and their settings is the optimal form of development. No new development within this precinct will be supported.

Compatible redevelopment potential includes possible replacement of the 1994 additions to Gun House and reversing the post-1940 alterations to Riffle Cottage.

It is recommended that a heritage agreement be drawn up between the current owner and Heritage Council of Western Australia or City of Fremantle prior to any potential sale of both or either of the properties.

4.4 Area 4 – Residential Quarters on Queen Victoria Street

Goal

Conservation of the cottages including the external laundries, toilet blocks and gardens for ongoing residential accommodation use.

Description

The row of former Warrant Officer's Quarters and three sets of three units of quarters built in 1913, are considered to be of high heritage significance. The cottages define the northern edge of the policy area along Queen Victoria Street. The cottages also indicate an entry point or gateway to the urban part of the central Fremantle.

The cottages have remained in residential use from the date of construction until recently.

Land Use

The preferred use for the residential quarters is residence (as defined in TPS3).

Commercial use such as short term accommodation is acceptable providing an adequate level of ongoing maintenance. Consultation with the Heritage Council of WA will be required.

Council will support a rezoning of the cottages in the future to Residence (or equivalent in future schemes). The zone boundaries should follow the existing garden/fence boundaries (see comments below re subdivision).

Development Guidelines

Conservation of the cottages, laundries and gardens and upgrading of the rear of the properties along the southern access road, is the optimal development of this precinct.

The potential for upgrading involves replacement of the free standing carports, improvement of the footpath, landscaping of verges and the rain water sump, and demolition of a metal shed at the end of the access road.

Council may support the future subdivision of this precinct from the barracks subject to resolution of access to the cottages, access to policy precincts 5 and 6, drainage etc. However, single, rather than individual ownership of the cottages and a unified management plan are preferred, consistent with the original set up of the quarters.

A heritage agreement between the current owner and Heritage Council of Western Australia should be drawn up before any sale of the property.

4.5 Area 5 - Signal Station and Surrounds to Tuckfield Street

Goal

Incorporation of the area with the Cantonment Hill reserve by way of a management order (vesting), purchase or otherwise and enhancement of the area for passive recreation, enjoyment of the views and archaeological and heritage interpretation.

Description

The site is a natural extension of the Cantonment Hill reserve and its landform is the dominant feature, forming one of the highest points in Fremantle. The landform and natural vegetation of the site has been modified to some degree by the former constructions and avenue planting as evident along the path between the former hospital and the site of the old lookout.

The former Fremantle Harbour Trust Signal Station is of heritage significance and is located on the highest point of Cantonment Hill, partly over the former wooden and later brick lookout sites.

The precinct also includes archaeological sites of the former control room and a tunnel, constructed in the 1930s, originally linking the barracks with the control room. There appears to have been a link between the control room and the lookout above it. It should be noted access to the tunnel has been blocked for safety purposes.

Land Use

Area 5 should be incorporated with the Cantonment Hill Reserve for the purposes of public recreation and heritage interpretation <u>subject to</u> definition of the curtilage required to the barracks site.

The current boundary between the Commonwealth Government reserve and local open space reserve runs through the Signal Station. This area should be included in the local open space reserve to ensure public access to the site.

The Signal Station building could be adapted for a range of uses consistent with the goal for the area including:

- caretakers building;
- signal station/communications;
- exhibition centre (see definition under 5.6 below);
- visitor centre;
- café/kiosk.

Development Guidelines

No additional built development is supported on the site.

Conservation, landscaping, access and parking improvements are the most appropriate forms of development in this precinct.

If the Signal Station is identified to have no further community service for the purpose for which it was built, conservation of the Signal Station should involve its adaptation for visitor services and should include the following:

- visitors information;
- interpretation of the history and heritage significance of the area;
- public toilets, and if possible:
- small café, shop.

The main vehicular and pedestrian access to the Signal Station is to be maintained via the existing access road from Burt Street. Private vehicle access should terminate at the parking area adjacent to the Gymnasium Store (half way up) in Precinct 6. The existing hardstand area next to the Signal Station is to be restricted to service and emergency vehicles only.

Additional pedestrian routes should include access to the Signal Station from Tuckfield Street via a hard surface path and connection with the existing path on the Cantonment Hill reserve. The Tuckfield Street verge is suitable for the provision of public parking (subject to liaison with residents).

Investigation of archaeological sites, including the former quarry, control room and tunnel is essential prior to the preparation of any upgrading and landscaping plans. Planning for adaptation of the archaeological sites should address conservation measures, interpretative signage, public safety issues and the possibility of public access to the tunnel.

Landscaping improvements should include conservation of the presettlement flora and the ongoing rehabilitation of the native vegetation. Street planting and landscaping on the verges should include replacement of missing Agonis flexuosa for the whole of Burt Street and conservation and a long term replacement management plan for flame trees along

Tuckfield Street. Landscaping should also take into account the protection of views to significant buildings in the policy area and potential verge carparking along its northern verge. Conservation of limestone cliffs should include repairs of limestone pitching in all locations.

4.6 Area 6 - Barracks

Goal

Conservation and improvements to the whole complex that are consistent with the character and identified heritage values, including compatible uses and continued public access.

Description

The complex includes a number of buildings and interrelated spaces that have been constructed over a period of time from 1911 to 1930s and are considered to be of exceptional heritage significance.

The use of the complex by the army is considered to be significant in its own right.

Land Use

Preferred land uses for the barracks include:

- continuous use of the site by the army or military use in general;
- educational establishment (private or public) for the purposes of education and includes a school, tertiary institution, business college, academy or other educational centre.
- exhibition centre for the display or display and sale of materials of an artistic, cultural or historic nature, including a museum or art gallery.

Ancillary uses (associated with a preferred use) may include:

- reception or conference centre
- community purpose for the provision of educational, social or recreational facilities or services by organisations involved in activities for community benefit.
- café, gift or book store associated with a preferred use.

Council may limit the size of ancillary operations on site consistent with the overall conservation principles for the site.

Occasional public performances, ceremonies or pageants, may also be supported on site. Such proposals would need to comply with noise and other requirements of the Council and each application would be assessed on its merits.

Development Guidelines

Conservation

All buildings defined as significant in the Artillery Barracks Conservation Plan (Considine and Griffiths, 1996) from the initial forty years of construction are to be conserved. This includes adaptation of all these buildings for compatible uses.

Significant grounds and spaces, are also to be conserved and protected from any unwarranted intrusion of structures, cars or other elements impacting on their character, preventing their use or blocking views. These include:

- The parade ground this should be conserved as an open space for military parades/functions, public gatherings, ceremonies, pageants, socialising and sporting activities that do not require permanent structures and/or equipment. Conversion of the space to car parking or extensive planting will not be permitted.
- Spaces between the main barracks building and the ancillary buildings to the north - should remain paved and largely devoid of planting and other forms of clutter in order to retain views.
- Landscaped areas adjacent to precinct 5 all existing tracks should be retained and upgraded. No new tracks should be introduced. The existing landscaping and planting should be upgraded but kept well clear of the buildings. Repair and conserve limestone pitching.

Scope for new development:

Structures

New building(s) <u>may</u> be constructed in the south-east corner of the site replacing the former demolished structure and vehicle ramp. <u>Archaeological investigation of this site, former building (no. 28), is required prior to construction.</u>

The essential requirement for any new structure(s) is its compatibility of scale, character and quality with the surrounding Barracks precinct buildings. The permitted height is a two storey maximum, with a minimum floor to ceiling height of 2.4m as defined by the Building Code of Australia.

The following buildings/structures defined in the Conservation Plan may be available for replacement (number references relate to figure 4 in the conservation plan):

- The store and timber racks (no. 18), ruin (no. 19) and a corrugated iron structure (no. 20), all located behind the main Barracks building to the north, and;
- The garage building (no. 23) located to the east-north of the main Barracks building and the store (no. 13) and lecture rooms (no. 14)

The vehicle ramp (27)

The lecture rooms built in 1930s (no.14) could be upgraded to match the functional and quality standards of the adjacent buildings.

Compatibility in terms of scale, character and quality will be required. The permitted height is maximum two storey, with a minimum floor to ceiling height being 2.4m as defined by the Building Code of Australia.

The 1939 section of the Bulk Store twin set of buildings (no.16 north) can be upgraded to match the aesthetic and quality standards of the adjacent gymnasium store built in 1911 (no.16 south).

Parking

Only one line of parking bays along the north and east sides of the parade ground are permissible under the conservation principles.

A further potential for carparking exists on the west side of the parade ground, along the 1911 and 1939 sections of Bulk Store (no.16) and the Quarter Master's Store (no.15) providing it is contained at the (enlarged) lower ground level of these buildings. The western edge of the Barracks building defines the extent to which the lower ground level can be enlarged by further excavations in order to accommodate additional parking bays.

Additional potential for parking is within the wide verge along Tuckfield Street, subject to street planting conservation considerations and consultation with residents.

Planting

Only limited, carefully located planting will be permissible in this area. Specific locations where compatible planting may be considered appropriate, include:

- the lower level on the west side of the parade ground, between the 1911 and 1939 sections of the Bulk Store (no.16) and the Quarter Master's Store (no.15) providing it does not block views of the buildings;
- to the north of the Barracks, integrated with the existing or any new replacement buildings of no.18 20.

4.7 Area 7 - Navy Store Building

Goal

Conservation of the structure consistent with the character and identified heritage values, including compatible uses and protecting its landmark status.

Description

The Navy Store building was constructed in 1935, later used as a R.A.E.M.E workshop. Although it is considered its significance is less than that of the remaining buildings due to its unsophisticated form and the manner it cuts into the hill, the building contributes to the significance of the whole area due to its landmark quality as a gateway to the Barracks precinct. It provides the only indication from the traffic bridge of the nature and character of the whole area as the Army Barracks precinct.

Land Use

Uses which require or generate frequent traffic to and from the site will not be permitted due to its position on the Canning Highway and Queen Victoria Street intersection.

Preferred uses for this site include:

- warehouse premises used to store or display goods and may involve sale by wholesale (see comment below re traffic).
- storage
- production
- community purposes

Any form of retail sale is not permitted.

Development Guidelines

Conservation of the building in its current form is the optimal form of development consistent with its significance as a complementary building of industrial nature.

Within this framework any potential upgrading of the building should include a compatible colour scheme repair and replacement of the missing window furniture and improvements to the grounds.

References

- 1. Artillery Barracks Fremantle Conservation Plan, Considine and Griffiths Architects, 1996
- 2. Cantonment Hill Management Plan, City of Fremantle, 1992

NOTES

The land for the Fremantle Artillery Barracks was purchased by the Commonwealth of Australia from the (then) Town of Fremantle between 1891 and 1914.

Cantonment Hill reserve transferred from Commonwealth in February 1963 for 1000 pounds (see land title).

Adopted: 23/10/00