



Meeting attachments

Strategic Planning and Transport Committee

Wednesday, 18 November 2020, 6.00pm

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SPT2011-1 KINGS SQUARE INTERPRETATIVE ARTWORK

ATTACHMENT 1 - Artist Statement.

RESPECT RECOGNITION AND RECONCILIATION: an interpretive public artwork for Kings Square

ARTISTS' STATEMENT

By Sharyn Egan and Simon Gilby

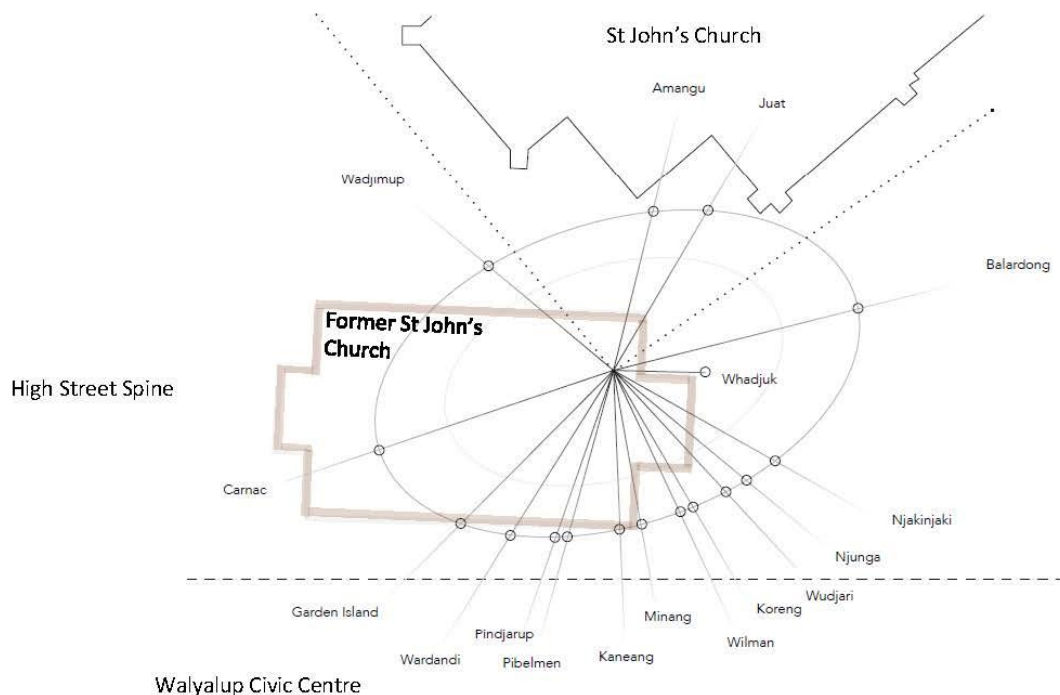
Over the last year this project has evolved from a work that tried to interpret a former colonial church and 65,000 years of Nyoongar history in a small 'Window to the Past' into a major work within the public realm.

It does this by slowing people down in the business of the city to make them realise that this is Wadjuk country and that all around the Nyoongar nation continues for hundreds of miles.

'It's about making a special strange and different place using ancient stones and images that asks and answers questions.'

Importantly it stands in the absolute centre of Fremantle, between the new Walyalup Civic Centre, Town Hall and St John's Church.

This is the council and the non-indigenous community officially recognising that this is first and foremost Wadjuk land and speaking that recognition back to Wadjuk Noongar people.

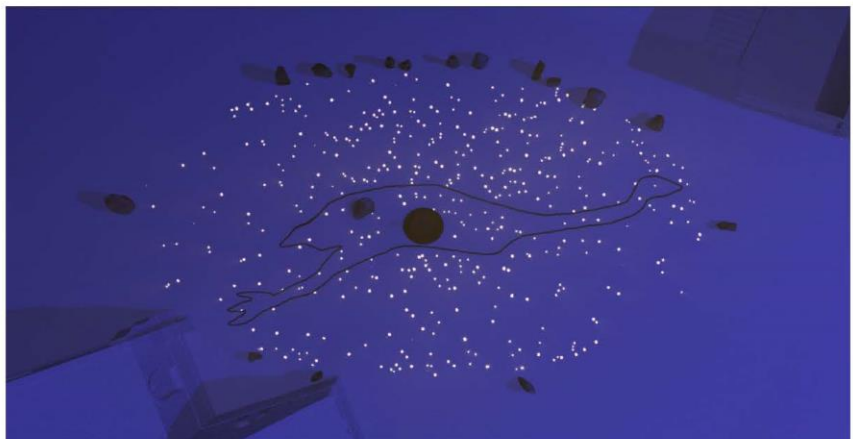


RING OF STONES

This artwork consists of a ring of large standing stones lined up with where the sun sets just north of Carnac Island on summer's longest day. At its centre is a ring of Nyoongar and English text - words from Traditional Owners.

In the middle of this a glass round window looking down to the fire vessel that is lifted up for smoking ceremonies and travels out into the community.

Each stone lines up from the fire vessel out to the country of each of the 14 different Nyoongar clans.



SEPARATE NYOONGAR CLAN CULTURE AND STORIES

Traditional Owners from each of the 14 communities will be engaged with and invited to choose a stone that represents their country and to record a video of them speaking what they want to share.

Each of these stones will be installed at the site and will carry the stories of the clans from each of the Nyoongar regions.

The video of the elders speaking will appear on your phone when you visit each stone and hold it up against it.

This will give each visitor the detailed information of each region, ancient stories, recent stories and messages we need to hear.

THE NYOONGAR NIGHT SKY

The night sky, including the Emu astronomical constellation, is reflected in the ground plane through the use of small LED up-lights.

WADJUK CULTURE AND STORIES

The four stones that represent Wadjuk country are one each from Wadjemup, Carnac Island (Ngooloomayup), Meandup and York in the east. When a visitor comes to each of the stones the stories of these places can be told directly to them by holding up their phone in front of each stone.

We need to consult with the Traditional Owners about the stories and who should speak them.



DEEP TIME

The artwork is about the layers of the past, present and future. Beginning with the digging into the earth that found the footings of the church but then deeper into the ancient culture of Wadjuk people.

It recognises the ancient history of an ongoing culture.

It references the present through the ground plane with the stones that we stand on.

It opens to the shared future by referencing the eternal night sky above.

PLACE OF CEREMONY

At the centre of this artwork beneath a glass window and surrounded by Nyoongar language is the fire vessel made for smoking ceremony.

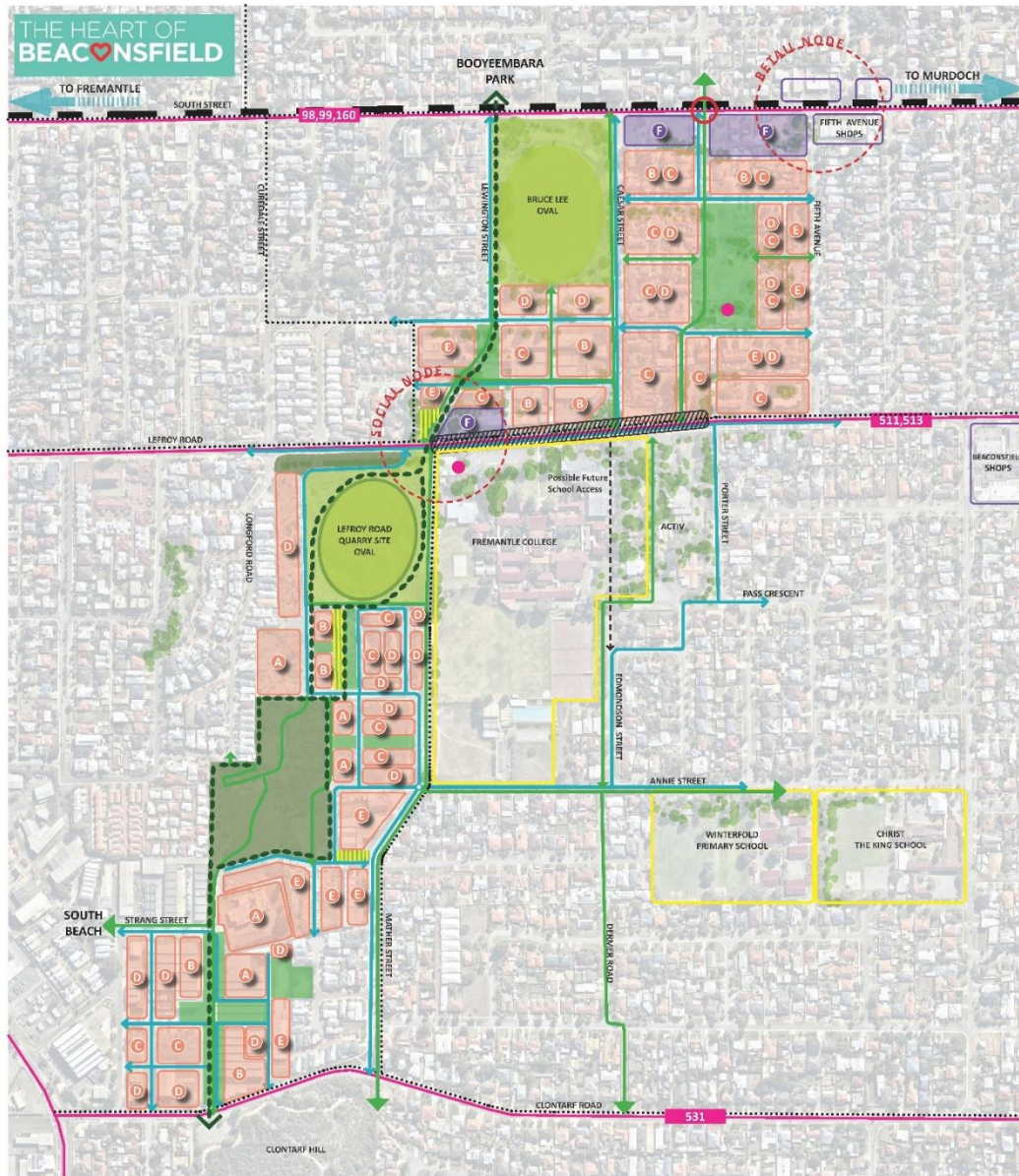
For every significant event, in the centre of Fremantle at this place, the fire vessel will be lifted up and used for ceremony and welcome.

Between these times people walking through this area will look down into the fire vessel prepared for the next ceremony.

The text around the fire vessel will have information about the regions but most importantly the words of Wadjuk elders and stories.

SPT2011-2 HEART OF BEACONSFIELD MASTERPLAN – REVISED DRAFT FOR APPROVAL TO ADVERTISE

ATTACHMENT 1 - Revised Draft 'Heart of Beaconsfield' Masterplan (2020)



DRAFT MASTERPLAN CONCEPT

This Masterplan provides an indication of how multiple sites in the 'heart of Beaconsfield' might redevelop over time to make the most of the suburb's great attributes, and to bring further improvements along the way. It was formulated in consultation with key landowners and the community, and provides an illustration of how various community objectives for the area might be met over time. It includes improved connections (particularly for cyclists and pedestrians) throughout the area, a greater range of housing types and sizes, retention of existing parks and community focal points and the creation of new ones (including a new oval), and protection of trees where possible. Delivery of the plan would occur in stages as different landowners redevelop, and details may change through further design and approval processes, however the Masterplan seeks to provide an overarching concept of how different components can work together.

THE HEART OF BEACONSFIELD IS A CITY OF FREMANTLE PROJECT IN PARTNERSHIP WITH



Available in alternative formats on request

LEGEND

- | | |
|---|---------------------------------------|
| A High rise apartments 8+ storeys | Public open space |
| B Medium rise apartments 5-8 storeys | Natural open space |
| C Low rise apartments 3-5 storeys | Recreation/ passive open space |
| D Townhouses and maisonettes 2-3 storeys | Active open space/ Sports |
| E Family houses 1-2 storeys | Drainage/ passive open space |
| F Mixed/ community use | Green Link |
| S Schools | Pedestrian link |
| CC Existing Childcare Centre | Vehicle access |
| TS Traffic calming and school drop-off | Transit corridor Link |
| NR Nodes - social/ retail | Cycle network |
| T Existing trees | Bus routes |
| | Proposed Traffic Signal |

SPT2011-3 3.21 & POTENTIAL PLANNING SCHEME AMENDMENT – OUTCOMES OF PUBLIC CONSULTATION

ATTACHMENT 1 – SCHEDULE OF SUBMISSIONS

Schedule of Submissions – West End Local Planning Policy and Potential Planning Scheme Amendment Submission Period: 7 August – 7 September 2020

Part 1 – Emailed Submissions

1	Private citizen/Member of Fremantle Society
	<i>I am delighted to learn that the City is proposing amendments as will preserve the heritage of the West End.</i> <i>As a committee member of the Fremantle Society I moved that the Society approach the Council to seek state heritage listing for the West End and was the Society's nominee to sit on the steering committee which eventually sought and obtained such listing.</i> <i>While I would claim a vested interest in any amendment to the present policy, I am not claiming any primacy in this matter: others have made similar representations in the past. The Fremantle Society's view has always been that state heritage listing should be considered a preliminary to seeking national heritage listing.</i> <i>In expressing my views in relation to the matters raised in your information pack I should emphasize that I am not in any way, on this occasion, claiming to represent the Fremantle Society which I presume will be making its own submission. I will, as a consequence, confine myself to those particular aspects which concern me.</i> HEIGHT <i>Together with others (notably the Fremantle Society and the Fremantle Inner City Residents' Association) I opposed Amendment 49 as allowing an increase in the height of new developments in the West End. Those buildings which have resulted from this amendment have, in a number of instances, taken full advantage of the new heights permitted and in some cases have been allowed to exceed them, or at least exceed those of adjacent buildings, without the precondition of superior design being met as defined by the Design Advisory Committee.</i> <i>It is to be hoped that any further consideration of height will give precedence to ensuring uniformity with adjacent properties and consistency with streetscape.</i> SETBACKS AND 'ADD ONS' <i>A number of the older buildings in the West End, together with a number of the new developments have been permitted 'add ons' to their roof tops. Those on the Navy Club and West Coast Travel on the corners of Pakenham and High are two such examples as are those on the corners of Henry and High and even include that added to the Mediterranean Steamship Company on Cliff Street.</i> <i>Little attempt has been made to ensure their conformity to the existing building's architecture on the assumption that they cannot be seen from the adjacent footpaths. They can however be seen from a more distant point and do nothing to enhance the skyline. The same can be said of the permitted 'set backs'. They too can be seen from a more distant point. That they have been allowed to exceed the otherwise defined maximum height only compounds the negligence of the earlier decision.</i> DESIGN <i>Those of us who opposed Amendment 49 were assured that any new development would be of the highest architectural design as adjudged by an independent, and presumably, expert Design Advisory Committee.</i>

While judgements of superior design are always going to be a matter of personal preference and therefore contentious, deferring such decisions to a Design Advisory Committee has not, in this observer's judgement, always resulted in such standards being implemented.

DETAILS

While not confined to the West End a number of the new buildings in Fremantle, have for reasons which defy environmental consideration, chosen to employ black or dark grey exteriors. Not only do these colours contrast strikingly with those of the existing buildings which are predominantly pastel (if not of natural limestone) they presumably are more absorbent of heat and so need more elaborate and in many cases more unsightly air conditioning.

Why in a city, blessed with a 'Mediterranean' climate and claiming a festive spirit are we 'dressing down' our buildings in 'clothing' as would befit a funeral? To say it is currently fashionable to do so is too trite an answer and as with all fashion transitory.

The proposed policy and scheme amendment do not propose to further increase building heights within the West End Heritage Area nor should they result in additional instances of approval for buildings above 11m beyond that currently allowed. They do however provide additional direction on building design and integration of heritage considerations in this, and so support better design outcomes. There are specific provisions proposed within the local planning policy relating to the design of additions to existing buildings, and how these respond to the architectural character of individual buildings as well as the precinct more broadly. Increased clarity of design objectives and elements should assist in interpretation and assessment of these proposals.

Comments on current scheme upper storey setback provisions and Design Advisory Committee noted.

The policy contains a section on 'roofscape' which provides further detail on how roof forms within the West End should be treated: this does not seek to ensure 'invisibility' of change when viewed from on high, but rather that changes reflect the general form and colour scheme of the area's roofscape so they don't stand out. The draft policy also focusses on the 'grain' and rhythm of streetscapes within the precinct, and seeks to preserve the urban walls present within the West End which contribute to significant view corridors.

The draft policy includes provisions on 'detailing', however further consideration of specific colours and materials would be subject to an individual heritage assessment and referred to the Heritage Council where required.

2 Fremantle Society – Official Submission

This submission was guided by the former WA State Architect Geoffrey Warn, former Fremantle Council Heritage Architect Agnieszka Kiera who wrote the original West End policy in the 1980s, and Fremantle Society President John Dowson.

Executive Summary

The proposed new policy is generally worded well with laudable aims, but it is less clear, and less demanding on some important conditions than the policy it replaces, and will not result in better quality or more sensitive development.

The past 10 years of mediocre and often damaging developments in the West End show that even the current policy being replaced is not specific enough and does not protect the height, scale, and character of the West End.

The vague wording in the new policy seems to encourage added storeys on top of existing ones, which should not be allowed.

The new policy could be very damaging to the West End by allowing developers too much discretion in pursuing extra height and additions that could result in rooftop clutter. The new policy requires a significant edit and strengthening, and should closely reference the Local Identity Codes, which the Council spent \$140,000 obtaining from overseas experts to guide development.

Finally, the Fremantle Society does not support a scheme amendment to remove the need for 4th storeys to be set back, as they should rarely be allowed anyway.

The policy itself:

The introduction begins by stating that the heritage values are complex and many layered, which they are. The first paragraph ends by stating that the West End has "exceptional heritage significance." It would be preferable to begin with that statement to make the value of the area immediately clear.

The third paragraph repeats the error of the State Listing document by mentioning the Gold Rush as being 1880-1910, whereas in fact it was 1890s to 1910s.

Policy Area: It is indeed unfortunate that the listed area is much smaller than the original recommended area put forward by the committee tasked with the listing process, and by the independent expert report, due to political interference by Mayor Pettitt and Cr Sullivan. If the current area is not able to be expanded, then the line of the current boundary should be reviewed where it is, as the area should include the buildings on both sides of the current listed area boundary as well as the whole street. Inexplicably, it currently includes the whole of Phillimore Street and Little High Street, but not the others.

Statement of Significance: The statement that the area "incorporates a high number of individually listed places of heritage significance" is untrue. High Street for example only has two and Pakenham Street only one listed property. There needs to be a significant effort from Council and the Heritage Council to get more properties individually listed with the Heritage Council, with funding allocated to encourage conservation plans for individual buildings. The reason is obvious - there is actually little known about many of the properties in the West End. It is understandable that owners may be reluctant, firstly because a conservation plan might easily cost \$6,000, and may be seen as an impediment to future alterations rather than as a compliment to the value of the property.

Nowhere in the policy are the interiors of buildings mentioned, and neither is value ascribed to increasingly rare backyard open spaces and areas where stables for example may have existed. The West End policy needs to cover these areas. 20 years ago, The Fremantle Society produced an Interiors Project report covering the interiors of more than a dozen West End properties and gave it to council.

Policy Objectives: The presence of Notre Dame University and the fact that they inhabit 46 buildings is completely ignored. The university is a welcome addition to the West End and a very successful and profitable business, but a monopoly by any type of use is not good for diversity and "conservation of heritage attributes." Notre Dame has created a monoculture and recently broke the MOU they have with Council that states that any future building occupancy should be outside the West End area.

This sections states: "Specific objectives.. are to ensure that.. individual places.. that contribute to the significance of the West End are recognised and conserved." But HOW will

these places be recognised if no money or staff are allocated to achieve that and so few have had detailed research done on them, and there is so little interpretation obvious to passersby and so little recognition in the public art produced from the millions of dollars spent as part of the percent for art scheme? In terms of conservation, how will that happen when there is so little incentive to carry out conservation, with Fremantle Council cancelling ALL funding for their Conservation Grants Program and the Heritage Minister cancelling ALL individual grants last year for the whole State?

The policy objectives are all worthy, but specificity in how they will be implemented is needed. One way would be to incorporate the Local Identity codes, or at least the most relevant sections, which were prepared at a cost of \$140,000 for the very purpose of guiding development in the West End.

1. Urban Structure:

The Urban Structure element should protect the linearity of the streets, and vistas down the various streets.

Elements such as trees, plantings, pop ups, public art, and street furniture need to be dealt with as the current standards are low. Trees are not historically appropriate in the West End and in some areas obscure major facades, especially in summer.



Trees in Phillimore Street, historically not part of the West End, here almost totally obscure the heritage listed buildings in summer.

Dividing the West End into precincts may not be very helpful unless it results in further protection rather than more flexibility for developers. As it is the current area of the West End is smaller than it should be and its relationship with the port is not well articulated. The port and the West End go together like members of the same family and the future quality of the West End is partly contingent on what happens on Victoria Quay. That is why the Fremantle Society spent 8 years successfully campaigning to get a conservation plan for Victoria Quay to hopefully protect it and thus the immediately adjacent West End.



Pop Ups" like this unattractive structure with dead plants, and disrespectful public art on the right have no place in a high quality heritage environment. Note the recent modern grey rooftop additions which further reduce the authenticity of the streetscape.



Important details: historic slabs should be kept and maintained. Blobs of concrete as added in the street here and covered in graffiti undermine the traditional linearity of the historic streets.

The policy should protect the remaining 600 x 600mm concrete slabs, made in Fremantle Prison. The slabs were ubiquitous throughout Fremantle but have gradually been replaced by dreary concrete or a mixture of unappealing bricks. The slabs are not as interesting as original flagstaff blocks seen at the front of St John's Church or outside the Commissariat, but they are the perfect size for a human stride, traditional in appearance, cheap, and with an interesting connection to Fremantle Prison. The area of slabs remaining in the West End is under threat because it is not being maintained and is not clearly listed in policies, despite an agreement reached circa 2005 when raised by Cr Dowson and council officers agreed to retain existing slabs. Seemingly small details of this kind are actually quite important as they do accumulate to a distinctive public realm, and as in the case of the paving slabs, have an interesting origin and story, which is the type of in-formation that people enjoy discovering. Tourism, local and international, is important to Fremantle.

In describing High Street, the policy makes no mention of the residential elements of many upper floors where for example the Bank of New South Wales manager on the corner of High and Mouat Streets had a full height full floor to himself for a large residence replete with marble fireplaces, shopkeepers sometimes lived above their shops, or rear elements and even rooftops where caretakers used to live. This is a disappointing oversight that should be corrected.

2. Land Mix Use and Density

The monoculture caused by Notre Dame University is not acknowledged, nor the failure of Council to spread the University more widely throughout the town rather than occupying more buildings near the current 46 buildings concentrated together in the West End. The statements about the desirability of residential uses is ironic given the high council rates paid to live in the inner city, and the refusal of council to fund the inner-city residents'

association.

3. Massing and Height

This section begins with an inaccurate statement that the built form in the West End is "generally simple" when it is not. The former Government Architect Geoffrey Warn states: This is not a very accurate or helpful description of the built form. The attention to some corners is an excellent de-vice for identity and wayfinding, the rectangular full block developments are skilfully detailed at an individual building level, and also demonstrate an understanding and respect for the articulation of adjoining buildings, et cetera, which amasses into a distinctive architectural language.

This is far from "simple"

Comments on height omit the requirement for any proposed 4th storey to be set back. Given that the policy emphasises that the West End is predominantly 2 storeys, any 4th storey is in most locations an anomaly and it should not be allowed if it can be seen from the street. Protecting the height of the West End is critical because it is a harmonious low-rise area. In the long term, if futurists like Richard Weller in his book Boomtown, which proposes 170,000 people living in high rise towers in North Fremantle is correct, the small West End area gets to become incredibly more precious as the years go by.

3.2.2 "Upper storey additions should be designed to read as part of a coherent whole" is alarming because there should be no upper storey addition that can be seen from the streets, as they diminish the "exceptional significance" of the heritage listing and the integrity of the existing building.

3.2.5 "Variations to height". There should be no variations to height that are visible from the streets adjacent.

4. Roofscape, Views and Skyline:

The protection of streetscapes, roofscapes and skylines should not just include views from nearby streets but also vantage points like Arthur Head which is not mentioned, and other key sites within the West End. It is not just the facades of buildings which are important - there are many utilitarian traditional elements behind facades which help make up the historic character of listed properties.

5. Facades:

Element objectives here are alarming as they suggest approval for additions on top of heritage buildings. There have been some disastrous ones such as the addition to the Navy Club in High Street during the America's Cup. There should be no additions to heritage properties that are visible from adjacent streets.

6. Building Types:

The development objectives are motherhood statements that will not protect the West End from poor quality and oversized new development. Council should do an assessment of approvals over the past 10 years in the West End because they have in general been a succession of mediocre or disastrous approvals. Council must learn from its mistakes because it is not currently protecting the West End or enhancing it. There are many examples both large and small and council from now on should clearly indicate that the mistakes from the past are not to be taken as precedents for the future.

The emphasis on reinstating verandahs and original traditional shopfronts is laudable, but what incentives are council offering to achieve those expensive outcomes?

Developers rarely want their building to "fit in" and often seek to have approval for something

that dominates its neighbour. The most glaring example of that is opposite the majestic Fort Knox wool stores recently renovated as apartments, where the LIV apartment block has been allowed to dominate what was accepted as the "Giant" of Fremantle, the Fort Knox woolstore.

The worst example in the West End is the 5 storey Quest apartment hotel development by Sirona in Pakenham Street which urban designer Dr Lutton described as "technically illegal" (see over).

(Please see appendix p7 for further examples of poor quality outcomes in an important heritage town)

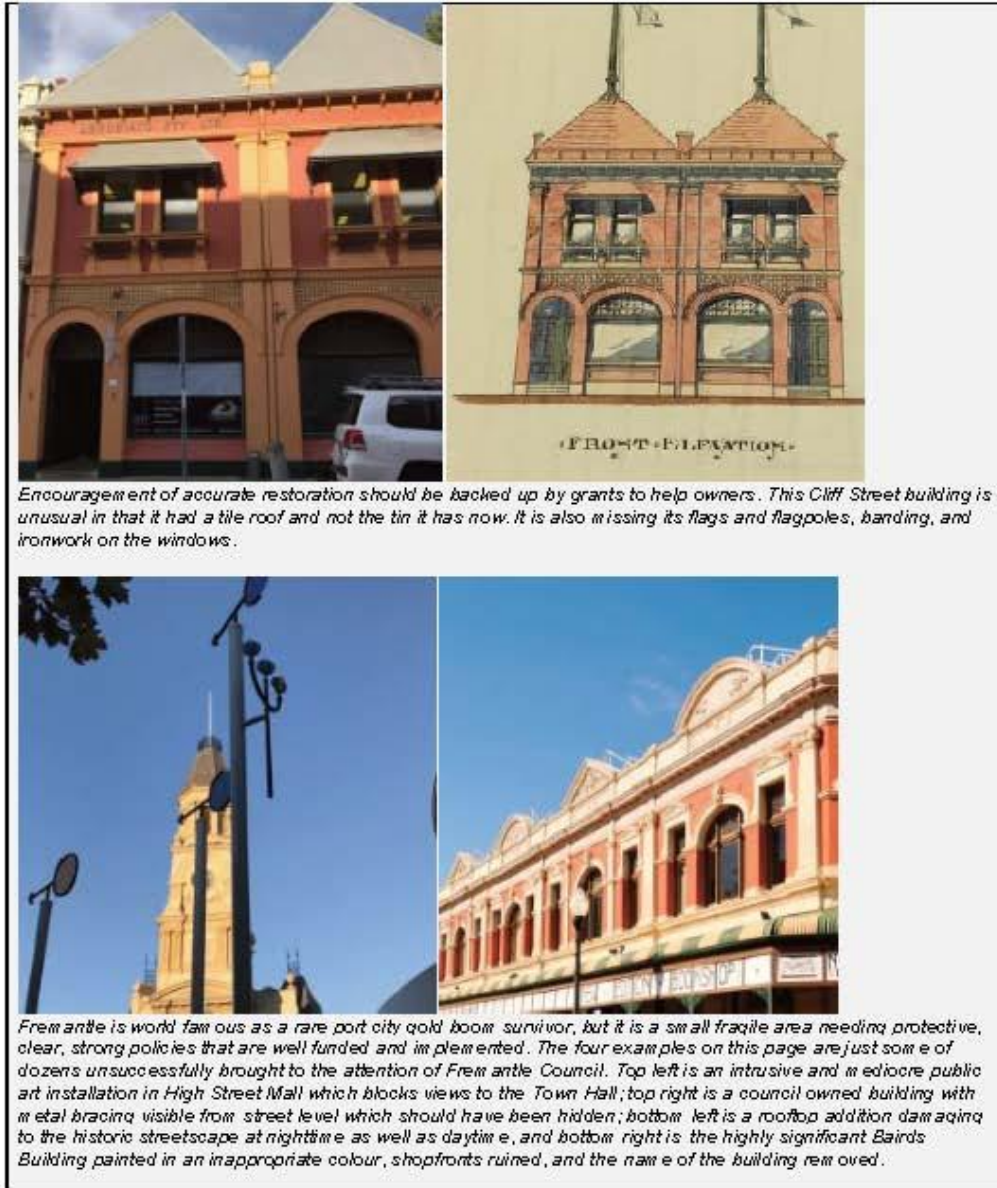


On the left, a two storey heritage building was 90% destroyed to allow a "technically illegal" 5 storey Quest Hotel development with unsightly rooftop clutter, for Council's development partners Sirona. Meanwhile the beautiful 2 storey Terminus Hotel alongside is neglected, run down, and seemingly little used by the government agency which owns it.

7. Details and Materials

Suggestions here are laudable, but once again there are no incentives to carry them out. For example, 7.2.6 states: "Removal of acrylic paint from original face brickwork is strongly encouraged." Faced with the cost of \$30,000 to remove paint as against say \$10,000 to paint a facade again, what incentive is there for a property owner to remove the paint? The former Customs Building on Phillimore Street looks splendid now that paint has been removed from the face brickwork, but that project cost over \$400,000.

It is not only brickwork from which plastic paint should be removed - there are limestone buildings like the Fremantle Hotel and 1 Mouat Street owned by the university which look diminished because the limestone is heavily covered in paint.





Various comments in relation to the background to the policy review, previous provisions, opinions of application and outcome, and funding of heritage initiatives and incentives noted.

The revised policy seeks to bring current provisions into the contemporary planning framework and increase clarity of objective, rationale and expected outcome to assist both applicants and assessors. It has drawn on the experience and outcomes of the last 10 years to formulate a contemporary document which supports facilitation of good heritage as well as planning outcomes through the statutory planning process. Design objectives, by their nature, tend to be general, however the inclusion of detailed background and specific design guidance should assist in application.

The policy does not actively seek to encourage additions to existing buildings in the West End, however, does contain criteria for where such additions are proposed and supported on heritage grounds. Similar provisions also apply to new buildings. The policy and scheme amendment are not changing established building height limits contained within the planning scheme.

The Local Identity and Design Code has been referenced in development of the draft local planning policy. This was discussed in the officer's report submitted to Council in March 2020. The revised policy area is broadly consistent with Area 001 of the Design Code with both documents recognising that the character of the West End stems from its existing structure and buildings, including the similarities and variations these present.

Correction to Gold Rush era dates noted and included in revision.

The reference to number of heritage listed properties includes both those listed on the Local Heritage List and the State Register. These are illustrated in the policy.

The presence of Notre Dame University is mentioned in the introduction to the draft policy. The policy seeks to guide future land use change within the precinct, and understanding the original use of buildings is also an important part of the provisions. As such the document has been prepared with this in mind and acknowledges that the use of buildings can change over time, whilst not singling out any one particular current land use type. It is not the role of a planning policy to discuss land ownership.

A key focus of the policy is to ensure that the collective identity and character of the West

End heritage areas as a whole is retained into the future. Matters regarding building interiors are often specific to individual buildings and thus are addressed through an individual heritage assessment during the development application stage. A further reference to this is proposed to be included to clarify this.

The proposed policy and scheme amendment do not propose to increase building heights within the West End Heritage Area nor increase the instances in which an increase above 11m (within the parameters of the scheme) could be supported. The potential planning scheme change relates to the requirement for a mandatory setback to buildings which exceed 11 metres and three storeys in height. A reduced setback will not necessarily be permitted in every case and will only be supported where appropriate to do so, based on heritage advice. This aspect is discussed in the officer's report and clarified in the revised policy.

The policy does make mention of the residential elements of many upper floors, and encourages the retention of these elements as part of the land use outcomes within the precinct.

The 'massing and height' section of the policy referred to the overall building shape and placement on lots ('massing') within the West End as generally simple: the policy does not say that built form character as a whole within the West End is simple. Subsequent elements of the policy confirm that finer detailing, fenestration and proportionality of traditional buildings are other important elements of building design, aside from general form and siting, which contributes to the character of the area. A minor wording change is proposed to clarify this.

It is noted that the current policy for the West End (DGF14) does not deal with matters regarding views from external points to the precinct. The draft policy seeks to provide additional guidance on this relating to roof form and the maintenance of existing views and vistas. In so doing, it doesn't preclude change but rather seeks to ensure that any changes do not detract from the significance and overall character of the area. It also focusses on the 'grain' and rhythm of streetscapes within the precinct, and seeks to preserve the urban walls present within the West End which contribute to significant view corridors.

Several textual changes (corrections, clarifications, formatting etc.) have been made to the draft policy in light of some of the comments made in this submission.

The change proposed to the policy boundary does not exclude areas outside the West End from heritage protection (which they will continue to enjoy) nor to deny the important relationships which exist between different areas in the City but rather to align policy naming with the state and popularly recognised West End area.

Paving treatments are separately managed by the City and subject to a separate Council policy.

3	Private citizen/Member of Fremantle Society
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I oppose the proposed Local Planning Policy LPP3.21 West End Heritage Area.

I want stronger protection for the unique character of the West End of Fremantle - its heritage, height, scale, streetscapes, facades, interior of buildings, backyards and so on.

The current policy has not adequately protected Fremantle from poor quality, unsympathetic and oversized development.

I do not want to see a new policy that weakens what the existing one offered in any way whatsoever by opening the door even further for misinterpretation and abuse, and is dependent on discretionary assessment. The Fremantle Society has written an in depth analysis detailing the reason why the proposed policy is no improvement in ensuring the protection of the unique character of the West End of Fremantle.

Comments noted. The policy review seeks to improve and strengthen correct policy provisions, not weaken them. Response to Fremantle Society submission outlined above.

4 History Council of WA (note – different to the State Heritage Council of WA)

Thank you for the opportunity to comment on the City of Fremantle's proposed amendments to the planning regulations as they apply to the West End.

My colleagues and I support the intent of the new policy to conserve the exceptional heritage attributes of the West End, while supporting the ongoing use and vitality of the area. Your policy seeks to minimise conflict with heritage values and we are particularly pleased to note that new developments will be required to 'integrate with the area's urban setting, established skyline, view corridors, form, urban scale and grain'.

The History Council of Western Australia recommends, however, that the current proposal to remove setbacks is reconsidered.

The immense value of the West End is well recorded. In the State's heritage register, it is noted for being a uniquely intact commercial precinct of the federation era with 'highly intact individual streetscapes'. Importantly, the current requirement for the setback of upper floors in the West End ensures that the City's invaluable heritage buildings remain in the foreground of their environment.

While the City of Fremantle hopes to enable high design quality in the West End, there are no established guidelines on how this will be assured. In short, planning rules cannot, alone, ensure good architectural design. Our current approach to the setback of upper floors does not in itself create good design, but it helps to minimise the impact of poor design.

Comments noted. Matters regarding the upper floor setback changes are responded to in the officer's report, including additional clarification that setbacks may be required where this provides a preferable heritage outcome.

5 Private citizen/Member of Fremantle Society

NOTE – this submission was accompanied by an annotated copy of the draft local planning policy, this document is not included in this schedule.

Generally speaking, this is a well-worded policy outlining the objectives and principles already universally accepted and published using reputable sources such as the Burra Charter and CABA. The best part of the draft policy is the outline of its philosophical approach and the set of objectives and principles. However, the explanatory examples diagrams included at its end, attempting to explain and guide the practical application of the policy's general provisions are grossly inadequate. So as a whole the draft policy is rather an ineffective combination and is unlikely to act as an improvement on the existing, outdated policy DGF14 as a planning tool. In this respect the draft policy is not a real improvement on the existing, equally generic policy and can-not effectively work as an aid to the planning scheme provision i.e. an important planning tool to guide conservation and compatible development in the West End;

For the planning policy to be useful as an improvement on what the City already has in place

i.e. DGF14 FREMANTLE WEST END CONSERVATION AREA POLICY adopted in the 1980s, it should be more concise, direct and area/places specific. Despite the fact that the existing policy is outdated and its provisions too generic, it is more specific in the crucial issues. For example, it specifies the compatible height of new development to max three storeys at the street level and while the scheme permits only one additional, fourth storey, the policy requires it to be set back. On the other hand, the current draft policy is vague on the issue of compatible height. For example, what does it mean: "new development, at all scales, minimises conflict with heritage values and contributes to the West End's identity by complementing the streetscapes and buildings with a recognisable consistency and long-term perspective"??? or "the proposal is consistent with the predominant height patterns of adjoining properties and the locality generally" or "it would not be detrimental to the amenity ... etc"? Firstly, these specific provisions negatively and unnecessarily introduce the concept of 'conflict' between the old and new. Secondly its appropriateness or otherwise depends entirely on the discretion of both, owners and developers as well as the decision-makers, who both rarely have adequate knowledge, training, skills or talents to interpret such generic provisions in a professional way and in accordance with the objective criteria to measure the desired compatibility.

The success or otherwise of the planning policy depends on its clarity and the specificity of its provisions in relation to the area/place it applies to. The policy provisions should be either written as the specific, contextual and clear guide or, if it is limited only to the generic statement of objectives and principles, it should include the equally clearly explained procedures what and how to apply the specific measures in order to ensure that any new development proposals comply. Or better still, it should be accompanied by a practical design manual explaining how these generic principles are to be applied to the specific development proposals as well as the West End in general. The desired clarity of planning provisions is largely dependent on the degree of applicability. A good procedure requires that each development case is dealt with by its specific circumstances. The criteria applied to assess it, need to be relevant to its specific circumstances. The vague and/or generic provisions are open to misinterpretation. In addition to the universally accepted principles and the specific design guide, the policy provisions should also represent the local tradition.

The draft policy includes a number of incorrect or even contradictory statements and omissions, marked by my specific comments in the body of the draft policy. For example, it describes the West End as the traditional city centre and recommends it is developed as a vibrant part of the city centre. At the same time, it omits to identify Notre Dame University as the 1/3 owner and occupier of the West End. While the area is essential to the students, interesting to the visitors and essential to a relatively small group of residents, it is largely irrelevant to the community as a viable part of the city centre. As a result of this omission, the draft policy fails to address reality as an important strategic issue that needs to be dealt with in a constructive way. As a result, the draft policy reads more as the wishful thinking than a practical and helpful planning tool. Such definitions as the 'diversity of uses' and 'comfortable place to live, work and visit' are at best only partially relevant, and at the worst, misleading.

The draft policy identifies the Design Advisory Committee as an appropriate authority to interpret and apply its provisions to assessing development proposals and advise the decision-making authority if it complies or otherwise. Yet it is a well-known fact that unless an advisory committee is correctly resourced and independent of its 'employer', it can be ineffective or even precarious as an adjudicator. As the recent experience of WA demonstrates the membership of Design Advisory Committee is more likely to include the mix of politically correct representatives of bureaucratic or political bodies and officials, instead of the renowned experts in the field of urban architecture, heritage conservation and compatible development with a proven record of achievements in these fields. As a result the committee tends to be primarily a political body in service of the relevant authority, who

set it up instead of the expert advisor. When combined with the too generic policy provisions, the committee's interpretation and advice vary greatly from application to application and its membership. The advice is instead provided in accordance with the individual views, tastes, and political affiliation of its members instead of the policy objectives. This often in-cites uncertainty and erratic judgments rather than expert advice. For example, the most incompatible, non-complying glass 'cap' on top of the Atwell Arcade and the heritage-listed building, doesn't comply with the current policy provisions. Yet the developer was able to successfully argue that it does, even citing the Burra Charter as his guide to come up with the proposal. In this respect, the draft conservation policy is not an improvement on the current one. Instead, it is even more vague and generic thus likely to fail instead of being applied successfully as a planning instrument and regulatory tool to ensure that the policy objectives are achieved;

The current policy includes Arthur Head and part of both, the Esplanade and Victoria Quay, in its provisions thus it is more relevant and protective of the historic core of Fremantle, including its relevance to recommended uses, functional relationships, views, and vistas. On the other hand, the draft policy's defined six, character precincts, are based solely on the architectural character of the commercial part of the former historic port town. This is a significant failure of both, limitation of the conservation area's boundaries, defined only by the historic style of architecture, and renders the draft policy less effective in fulfilling its objectives of protecting the area's function, ensuring the claimed range and vibrancy of the desirable uses, or even protection of the views and vistas beyond its boundaries. In addition, the policy fails to even identify all of the significant views that need to be protected. For example the ephemeral yet significant vistas from all the side streets to-wards Victoria Quay, which are an essential aspect of the area's significance, worthy of protection and enhancement. So the draft policy is bound to fail in achieving its objectives as an effective planning tool of protecting views unless it is accompanied by the relevant, area-specific control measures. Like preventing the out of scale development, that potentially can block the side streets' views with large scale development on the eastern side of Phillimore street;

For this policy to work, it needs to be associated with the relevant, area-specific design guide interpreting its generic provisions with the design guide on how these should be applied on the ground. The few diagrams and photos at the end of the draft policy are inadequate. Say, the classical proportions diagram. The diagram might be understood by an appropriately skilled architect, but few owners or their designers, not mentioning an average developer and/or the political decision-makers, would fully appreciate, let alone know how to apply and use as a criterion, it to an application proposal. It is more likely that the few examples at the end of the draft policy would act as, say, prerecorded messages of Telstra or the 'questions and answers' link of an internet provider. The automated generic referrals are, generally speaking, useless as a specific guide or an answer to the specific issue that one needs. The suggested design manual is essential to aid this policy. It can be written from the scratch thus reinventing the wheel. At the same time, the Council already has its own well researched and area-specific policy guide for central Fremantle, the Local Identity and Design Code (LI&DC), adopted by the Council in the late 2000s as a 'community re-source'.

The Identity Code is based on an in-depth survey and study of what makes Fremantle, Fremantle. The unique, significant and relatively intact 19th-century colonial port city. The LI&DC not only provides the accurate survey of the West End's architectural styles, but it also identifies and records its urban architecture i.e. the original urban design plan, the street layout, the landmark sites, gaps between buildings, views and vistas, the unique features and the architectural details. Area by area, the street by street. The subsequently prepared Design Code flows from the Identity Code and also offers the area/site-specific, street by street, site by site, guide to compatible development. The important aspect of it is that the Design Code is as objective as possible, ensuring that any new development contributes to the overall harmony and balance between the old and new. Equally important is the fact that

the Design Code identifies the 'margin' of variation within which owners, their architects, designers and developers, can explore their individual objectives, creativity, and desire to individual expression while at the same time matching the existing quality and character of the area. The community also could use LI&DC to help them identify what it is they like about the city. Thus the committed community members can become much more in-formed and constructive in providing comments on new development.

So it is therefore disappointing to note that this draft policy completely ignores the Council's own document that would make it a more effective planning tool leaving its current generic provisions wide open to all sorts of politically and commercially motivated interpretations by both, potential developers and the approval authorities. This is likely to perpetuate inefficiencies of the current policy, create uncertainty, and be potentially open to abuse. The, to date, rare successful urban design achievement by the City, its own Old Port Project on Arthur Head Reserve, provides a model of the successful application of both, the existing Conservation Policy DGF14 and the LI&DC. So it is a rare achievement of not only successfully conserving the heritage significance of the site but also reviving the Old Port and the whole re-serve as a successful public space. The LI&DC was used by the architect, Donaldson and Warn, as a guide to design the tangible and historically relevant urban relationship of the reserve to the city. While this is not a place to explain it in detail, it is important to acknowledge that the Code guidelines gave the creative architect a tool - the site-specific tool, that the draft policy lacks. And it also provides proof that both, the existing conservation policy combined with the Design Guide, works. And although visitors to the area are not aware of this, they feel the urban harmony of the precinct and respond to it with much-improved patronage, emotional attachment, and affection.

In summary, the draft policy, although well worded with the universally accepted objectives and principles alone, is likely to be an ineffective planning tool to guide conservation and compatible redevelopment of the West End and not an improvement on the current, outdated policy. Mainly because despite the universally accepted objectives and the right principles, the draft policy's too generic, fragmented, and non-precinct specific provisions render themselves open to wide interpretation and, potentially abuse. In particular, it fails to demonstrate how its principles should be applied to the West End despite the attempt to provide limited examples and diagrams at the end of it.

The policy has also significant omissions and includes several conflicting provisions. I suggest that what needs to be done to make this draft policy more relevant and effective includes, to start with:

a substantial edit. Possibly as a set of objectives and principles only, choosing the ones that are relevant and specific to the West End, and deletion of the few, generic examples and diagrams at the end; for the Council to adopt the Local Identity & Design Code as the design manual to the policy. The manual that would translate its generic provisions into the site-specific contextual set of guidelines on how to apply these provisions to the specific development proposals. Only then the combined policy and LI&DC together could be used effectively as a planning control tool to guide/assess planning applications in accordance with the policy objectives. In addition, the LI&DC could serve as a community resource to explain, educate and guide the community, the owners, developers, their architects, and all the decision-makers on how to protect, conserve and re-develop the West End in a compatible and sustainable way, well into the future;

Alternatively, and at the very least, the draft policy's objectives and generic provisions should refer to the corresponding specific guidelines in the Local Identity & Design Code replacing its fragmented and largely irrelevant examples.

Comments noted. Many of the comments above are addressed in the officer report and in the response to Submission 2.

The development of the policy has drawn on the Local Identity Code: amongst other things, it has sought to connect its analysis with the history of the area, and to translate many of its recommendations into more user-friendly terminology. Review of maximum building heights (specified in the planning scheme) was outside the scope of the review.

The combination of design objectives with detailed background and precinct-specific design guidance seeks to overcome the challenges of applying broad objectives and so increase utility and effectiveness of the policy.

It should be noted that the policy deliberately applies to the 'West End Heritage Area' as defined by the State Heritage boundary of the precinct (generally corresponding with Zone 2 of the current West End Conservation Area policy) for the reasons outlined in the original report proposing its review. Areas outside of this will continue to be covered within local heritage areas and/or individual heritage listings. This is discussed further in the officer's report.

Several textual changes (corrections, clarification, formatting etc.) have been made to the draft policy in light of some of the comments made in this submission.

6 Fremantle Chamber of Commerce

Background

On 4 August 2020 the City of Fremantle's Strategic Planning team requested feedback on a new draft policy for the West End Heritage Area.

The following submission represents the collective aspirations of the authorised representatives of the Fremantle Chamber of Commerce (FCC) Development and Infrastructure (D&I) Committee with regards to the proposed policy.

The D&I Committee is an industry collective body representing the interests of Fremantle Chamber of Commerce commercial and economic development. Leaders from the following Fremantle businesses: Notre Dame, Slavin Architects, Urban Design Lab, Old Perth Port Waterfront Development Co, Fremantle Ports, Stageworks, Engineering Consultants Australia, FPS Commercial Property and Yolk Property Group are represented on the Committee. The Committee reports directly to the FCC Board.

The D&I Committee is committed to the maintenance of the commercial, heritage and social fabric of Fremantle, and the strategic development of Fremantle in a manner that promotes the unique qualities of the Greater Fremantle region. The Committee considers the heritage character and vibrant cultural and community foundation upon which the city is built provides considerable potential for the revitalisation and facilitation of growth of Fremantle into the future.

Purpose and Approach

The Chamber commends the City of Fremantle for the development of this new West End Heritage Policy to recognise both the special attributes of the West End which need protection and the enablement of continued use and enjoyment of the area through adaptive re-use, extension and new development which are sensitive to their context and enhance the whole, as a living space.

Process

The process notes that it is encouraged to be a collaborative one between the applicant, designer and the City to improve the quality of design achieved and to streamline the

approvals process. It is felt that further development of the process should include the setting out of a way to develop/encourage locally appropriate and inspiring architecture, spaces and places that build on the cultural identity, context and recognises the heritage values of the place, and this should be explicitly stated as part of the process. It is also felt that a description of how the new policy document will be used in the assessment will provide useful background to applicants. A link to other tools within the City's process such as the Design Review Panel would also help to provide more context on the process.

Policy Objectives

The Chamber strongly supports the objective that new development, at all scales, minimises conflict with heritage values and contributes to the West End's identity by complementing the streetscapes and buildings with a recognisable consistency and long-term perspective. While there is a strong focus on the aesthetic value, the connection of the physical elements and relationships to the social, cultural and economic context appears to be missing from the policy objectives.

The Chamber strongly supports the objective that buildings and spaces remain functional, useful and pleasant, and continue to contribute to the vibrancy of the Fremantle City Centre and its role as a traditional multi-purpose urban centre.

It is felt that the following policy objectives would add value:

- Considers the social, cultural and economic context and their relationship to the physical elements
- Encourages connectivity that meets the daily needs of those living, working and visiting the area, and encourages a flow and movement of individuals through the area.
- Emphasises innovative and imaginative solutions that respond to enhance the experience of the character of Fremantle.
- Considers the ongoing care and maintenance of buildings, spaces and places
- Manages uses of resources carefully and through an environmentally responsible design solution.

The addition of the words view corridor to the round house, Arthur Head's tunnel and ocean after view corridor would make it clearer on what needs to be protected.

It appears on reviewing the document that there is a prescriptive focus on height limit and 3rd level set back that could be considered in light of meeting the objectives of all the elements presented.

Elements

The urban design elements included in the detailed policy provide an appropriate and clear structure to define what the City is looking for from the built form for this important heritage area.

Again, it is felt that the social, cultural and commercial/economic context is not articulated, and these elements are generally considered an important part of modern urban design policy.

The addition of social, cultural and economic context as an eighth element could include:

- *Connectivity that meets the needs of daily living, working and visiting the area.*
- *A priority on walking and wayfinding, with ways to enhance the West End streets as places you go to, not just through.*
- *Responds to enhance the experiences we have of the character of Fremantle*
- *Encourages a diversity of commercial activity with a focus of people moving and using the area,*
- *Allows for a diversity of viable uses that isn't completely reliant on the retail on the ground floor, and commercial/residential activity on the upper stories.*
- *The ability to use spaces and make changes to the spaces that makes them viable and useful.*
- *Considers green spaces and placemaking that builds on the pedestrian nature of the West End and the ability to appreciate and take in the visual aesthetic.*
- *Use of photographs and other examples that look to enhance and green rooftop views and terraces behind the parapets.*
- *Considers ongoing access, care and maintenance of the buildings, spaces and places.*

Additional Comments

Page 3 – should it read lodgement and assessment will be referred to Heritage Council given the West End's listing, rather than if required.

Page 10 – the definition of use and particularly 'optimal viable use' is important, and it is felt that inclusion of considerations of optimal flow through all aspects of the building – basement, ground level, upper floors and between buildings should be noted.

Page 15 - the viewpoints and impacts on vistas and skylines are not clearly identified other than the mention of Monument Hill, the importance of the views from the rooftop of the National Hotel, Manning Arcade building and the historic corridor from Kings Square to the Round House and Arthurs head tunnel with view to the ocean should be articulated.

Page 16 – Should expand on opportunities for liveable spaces for residents such as courtyards and roof top green spaces

Page 20 – an international example of upper story additions that read coherently should perhaps be replaced by a local example that is relevant to the context.

Page 23 – it is felt that some flexibility to provide for use of materials that not only contribute to consistency of the areas aesthetic but also take into account modern technology, environmentally appropriateness, care and maintenance is important. It is also worth providing context that the Federation Free Classical movement of architecture that is so prominently featured through the West End considered a variety of architectural expressions and at the time was about exploring new uses of materials to move away from the classical repetitive renditions of the past.

Conclusions

The West End of Fremantle is a well-loved and iconic destination for not only locals, but national and international visitors. It has significant commercial opportunity as a home to creatives, film, educators, residents and experience-based retail opportunities.

While the Chamber supports the policy intent and structure, it is felt that further detail is

required around the social, cultural and economic elements that contribute so crucially to urban design and the rationale for the importance of protecting the West End's Heritage and contribution to Fremantle as an ongoing attraction and viable centre.

Comments noted.

The policy seeks to the social, cultural and economic importance of the West End to the Fremantle community and broader context by referencing both its past, current and future roles. The policy primarily deals with heritage conservation and how this can work with new development and as such some of the ideas presented in this submission (e.g. sustainability outcomes), whilst having significant merit, apply much more broadly and so would be better dealt with through other Council policies, strategies and initiatives.

The policy acknowledges the inherent walkability and connectivity the West End and seeks to retain this characteristic into the future.

Terms such as "innovative and imaginative" architecture have been avoided as these can be subject to misinterpretation. Innovative and imaginative responses which meet the objectives of the policy can, however, be supported.

It is noted that the current policy for the West End (DGF14) does not deal with matters regarding views from external points to the precinct. The draft policy seeks to provide additional guidance on this relating to roof form and the maintenance of existing views and vistas. In so doing, it doesn't preclude change but rather seeks to ensure that any changes do not detract from the significance and overall character of the area. It also focusses on the 'grain' and rhythm of streetscapes within the precinct, and seeks to preserve the urban walls present within the West End which contribute to significant view corridors.

Referral to the Heritage Council is only required for applications not subject to an existing delegation, hence inclusion of the words "when required".

Sourcing of suitable local examples to replace international examples has proven challenging. Additionally, the use of international examples to demonstrate more challenging concepts was pursued in the expectation that design details would not be literally interpreted. In response to feedback received, City officers have again reviewed alternative imagery but without yet identifying preferable alternatives.

Use of modern materials can be considered where these meet the objectives of the policy which include being complementary to the original fabric. The following design guidance is included:

Traditional materials are preferred however new forms can be considered acceptable where they do not damage existing traditional materials or detract from character. Maintenance should be considered when materials are selected.

Further aspects of the above submission have been addressed in the officer's report and/or incorporated into the revised policy.

7 Lance Holt School

Lance Holt School is an independent community school located in the Heart of the West End since 1974. We have over 80 local families that visit our school twice daily to drop off and pick up children interacting with the businesses and facilities in the West End. We are very much a part of the vibrancy of this unique historical precinct.

Lance Holt School is the proud owner of a State Heritage listed property at 10 Henry Street in Fremantle. Our school community has a strong 'sense of place' and we care for and respect our 'building of significance'. We wish to see this strong sense of connection and commitment in all the property owners of the West End.

Lance Holt School was thrilled when the West End received State Heritage listing as a precinct in 2017. We had hoped this would lead to better protection of the unique nature of the West End.

- *Fremantle West End Conservation Policy states that proposed developments should not exceed three stories. The purpose of these policies is to maintain the integrity of the West End as a place of heritage significance. Developers should not be given discretion for 4th story additions that are not set back.*
- *Maintaining the special heritage significance of the West End is of vital importance to all Western Australians so only the highest quality building developments should be approved that meet the design principles and height criteria. It is essential to maintain the heritage integrity and visual amenity of the Westend.*
- *Under the City of Fremantle Local Planning Scheme 4 height restrictions limit buildings to 14 meters in the West End Heritage Precinct. This should be maintained and strengthened.*
- *There is concern that removing the setback of the 4th storey will allow developers to use this as a means to maximise space at the cost of design and amenity. We are concerned it could lead to a larger bulk and scale of building and impact on the amenity of the street view.*
- *Poor design and quality of development of some buildings in the past 10 years has not protected the height and scale of the West End. The new policy needs to be stronger.*
- *The protection of streetscapes, roofscapes and skylines should be considered not just from the street view but also from vantage points around the West End such as Arthur's Head.*
- *In most cases developers in the end are not the owners of the property. They will not be living and working in the newly developed property but selling it for profit and moving along to their next project. This is why the West End Heritage Area Policy needs to be a strong document with explicit quality and design principles. It is this policy that can maintain the unique quality of the West End for the owners, occupiers and community into the future.*

Comments noted.

Matters regarding setbacks are discussed in the officer's report, with a modification proposed to the draft to clarify that additions may be required to be setback where this presents the preferable heritage outcome.

There are no changes to maximum building heights proposed as part of the planning policy and scheme amendment.

As outlined in response to Submission 2, the policy seeks to clarify and strengthen current policy provisions by providing more integrated and detailed direction on how overarching objectives (both planning and heritage) can be achieved.

8	Heritage Council of Western Australia <i>The Heritage Council resolved to advise the City of Fremantle that the West End Heritage Area Local Planning Policy has been considered in the context of the identified cultural heritage significance of West End, Fremantle and the following advice is given:</i> <i>Findings</i> <i>1. The policy is well organised with a logical progression from the macro element of "Urban Structure" to the micro element of "Details and Materials."</i> <i>2. The policy contains guidance that is not overly prescriptive yet is firm in clearly stating specific things that will or will not be supported. This assists with managing development expectations.</i> <i>3. The Burra Charter process has been followed in the study of each of the identified elements. The study and analysis of the existing condition has led to clear objectives and design guidance that are focused on the conservation of the heritage values of West End.</i> <i>Advice</i> <i>The Heritage Council wishes to commend the City of Fremantle on the development of a local planning policy that centres on the cultural heritage significance of West End.</i> <i>The Heritage Council endorses the Local Planning Policy – West End Heritage Area subject to the following conditions:</i> <i>1. The Local Planning Policy – West End Heritage Area shall reproduce, in full, the Statement of Significance as contained in the Register Entry for West End, Fremantle.</i> <i>2. The Local Planning Policy – West End Heritage Area shall include reference to the City of Fremantle's Local Planning Policy 2.7 –Archaeological Investigation as a Condition of Planning Approval.</i> <i>The Heritage Council also wishes to advise the City of Fremantle that it will give the Local Planning Policy due regard when considering proposals that affect West End, Fremantle or individually State Registered Places within the policy area to maintain consistency in the approach to development within West End, Fremantle.</i> <i>Comments noted.</i> <i>The recommendations noted in the submission have been incorporated into the revised draft local planning policy.</i>

16 online submissions responding to survey questions received as outlined in 'Draft West End Heritage Area Policy & Potential Scheme Amendment Engagement Report September 2020' and below. 2 reflect / duplicate submissions above.

Part 2 – My Say Freo Survey Responses

Question 1 - Why is Fremantle's West End (heritage precinct) important to you?

Fremantle is a unique and historically significant centre.
The standing planning policy MUST NOT be weakened!

I own a property in the west end precinct

Stunning buildings line streets with clear sight lines to popular spaces. Bars, cafes and bespoke traders. Truly Fremantle.

Freo is the only place I call home in WA and that is because it is still beautiful and I want it to stay that way

I enjoy visiting the area and appreciate the Architectural style represented. I frequent a number of cafes and restaurants in the area and shop occasionally on main st.

Grew up in Fremantle, it is unique and it is currently a pleasant city to walk through as most of the buildings are not too tall except the new ones, which makes the city feel dark and foreboding.

Because this area encompasses the majority of the historic core of central Fremantle as recognised by its inclusion in the State Heritage Register. It is important to the economy of the city as it attracts tourists and visitors with its unique character and mix of activities.

I love the structure, materials, the workmanship of the buildings from that era, and would like to see them preserved

I work here, I live in Fremantle, The West End is a vital part of the city's fabric and its culture

I am a resident in Henry Street

I live in the West End Fremantle W.A.

Family connection to Fremantle. My Great Grand Father built numerous buildings in the period 1900 to mid 1930's. Our family owned numerous residences (not in the precinct) in Fremantle. I wish to see all old buildings retained for heritage purposes.

The west end is an amazing example of a largely intact colonial port. I am originally from Adelaide, while Pt Adelaide is also remarkably intact, Fremantle is not just a heritage precinct - it is alive. It is a precious historical gem that defied the odds due to the great work of local conservationists and must be preserved. While I feel the life in the precinct should continue to be cultivated (though existing use policies and proactive activation strategies, the heritage structures must be retained and where possible repaired/reinstated/reintegrated (e.g. Reckitt and Colman facade on Chalk street - unwreck it and protect it! Could it be incorporated into a new structure? Marina village was an unfortunate mistake but fortunately there was some foresight with facades remaining intact - but facadism is not the way to go). There has been a lot of (largely interior) 'renovations' that have resulted in the erosion of the quality of many buildings. Preservation and repair in the west end I feel should be a priority. Opportunistic real estate ventures seeking to maximise floor plate at the expense of the cultural heritage have no place here. Sensitive design does, but as this is so subjective my opinion would be these are the exception rather than the rule. A rubber stamp from a design review panel is not necessarily a badge of excellence. The historic form of Fremantle should be the guide in my view. Clearly in much more mixed areas like Queen Victoria street more eclectic mix is more appropriate but the west end should be preserved and recognised as the identity of Fremantle and an asset worth far more than its floor area...

Australia, and especially Western Australia, has so little architectural heritage to protect it would be sad to see the West End deteriorate.

The West End is a world heritage-listed site of profound importance. Through the visual evidence of its architecture we can interpret the collision of centuries of western history with the Australian frontier. We can also observe the adaptation to local conditions and materials by the Fremantle community in the C19th and early C20th.

I lived in Fremantle for 30 years and my whole professional carrier was dedicated to conserving Fremantle's heritage and ensuring that it continually and sustainably evolves not only as the main WVA tourist attraction and university campus but also as a comfortable and viable city for its community.

Question 2 - Overall, do you broadly support the objectives of the policy?

Yes	9
No	3
Unsure	4

Question 3 - Please tell us why you broadly support the objectives of the policy.

Makes sense and keeps with what is existing.

The policy seeks to protect and enhance the historic character of the area. This is extremely important to the future of the area.

It seeks to allow progress while maintaining the rules to keep these buildings alive and relevant

I appreciate that the West End has specific value as a unique place, and that its heritage requires consideration for future development

The draft policy goes a very long way towards preserving the essential character of the Westend and shoud prevent the sort of developments that in recent years have not been in sync with the essential character of the West End

The policy is to conserve the heritage attributes of the West End whilst supporting its ongoing use and vitality.

I read through the policy and it allayed my concerns. It looks like the intention of the policy is to preserve the look of the heritage precinct, and not put any high rises in!

The objective to conserve the heritage attributes of the precinct while ensuring ongoing use and vitality is consistent with the Burra Charter. The stated objectives also emphasise high design quality, and intends to avoid conflict with heritage values.

Because it uses the widely published and universally accepted objectives and principles such as the Burra Charter

Question 4 - Please tell us why you're unsure whether you support the objectives of the policy.

Trojan horse concerns

I'm extremely happy with the area at the min and I'm unsure why the objectives of the heritage policy has to change. I fear any changes are purely to enact developments that was previously not permitted..... if not why change the wording or objectives. ?

I find it difficult to interpret all the information.

I only skimmed it, but the objectives clearly recognise the value of the area. A good policy! I wonder if some additional illustrations might be beneficial (see next response)

Question 5 - Please tell us why you do not broadly support the objectives of the policy.

The relaxation of planning policy would allow developers to take the cheap and nasty option every time - as they have already done in meant instances.

Seems to me just an attempt by the council to allow developers to maximise their return and the council trying to maximise its rate base

I support maintaining the heritage of the area. I do not support increasing the heights of the buildings or extending the areas of pubs and clubs to quieter areas of the city. Some of the more contemporary recent buildings need more character to integrate

Question 6 - The draft policy proposes design based criteria to assess development in the West End Heritage Area (seven themes each with objectives, specific design guidance and supporting illustrations). Do you think the policy strikes the right balance between promoting thoughtful design responses as well as providing clarity over what is required?

No! I don't want developers to clutter and destroy the stunning streetscape so carefully planned so long ago.

No it's just about maximising space that can be sold and rated

Yes

Not really

In general the areas are fairly obvious though I was unaware that the roof line was required to maintain a certain esthetic appeal also.

No, making a building red brick with no features does not fit in with the west end enough. There needs to be more acknowledgement that residents need parking infrastructure and greater plan needs to acknowledge that not everyone uses public transport and any planning should take into account greater number of cars.

Some parts of the policy are over detailed and repetitive. The balance of the policy, however, strikes me as well-intentioned and concerned with encouraging appropriate design responses to the unique character of the area.

Yes, I think it does

Not quite. I believe that the broad thrust of the policy is positive, but I believe that city spaces and places reflect the dynamic life of changing culture and there are aspects of the policy that do not represent a sophisticated outcome for future fabric in the precinct

Yes, I do - there is very good detail in the guidelines, and clarity around what should be essential

The draft policy will minimize conflict with heritage values and contribute to the West End's identity by complementing the streetscapes and a recognizable consistency in architecture.

Unsure.

The principles are sound but I wonder if more illustrations may help.

There is a great one page summary diagram (Fig 1) of classical architectural facade details in this paper that may be helpful to use or could form inspiration (google: Classification of historical buildings façade's details on the basis of order theory. DOI: 10.1051/e3sconf/20199105016)

Shopfronts

Some examples of key elements of historic shop fronts could be useful (many that would benefit from renovation in a style more in keeping with the historic structure they are

housed in).

Classical proportions

Newer building designs may benefit from the inclusion of a summary of facade details as shown in the document I mention to better understand classical proportions (for example the 'infill' building at number 7? Cliff street would in my view have benefited from such a reference... it has a squat rather mean entrance that contrasts to the elegant narrow and tall doorways of the classical structures flanking it - to me it looks a bit odd. Despite maintaining the street wall and appropriate massing).

Light and shadow

An articulated facade creates an interesting play of light. It seems quite common that buildings are drawn in proportion to look like they are heritage compliant when seen on DA in facade elevations, but when built are relatively flat with very little lightplay over the surface, resulting in a much duller outcome that basically mocks the historic form. I would prefer to see a facade that was modern in form, using the proportions or surrounding buildings as a guide but with the articulation that creates this interesting shadow play. The examples offered in the policy p26 are good. I wonder if some further words or images on this detailing could be added to help to explain this?

Uplighting

Possibly guidance on heritage lighting (if not existing elsewhere) to highlight the facade articulation and help reinforce the heritage identity of the west end would be good. Perhaps see:

Signage

I know this can be contentious, but some guidance on signage in the west end (even if what to avoid, rather than prescriptive 'must do') could be useful if not captured in other policies. There seems to be a prevalence of the rather uninspiring signs. Perhaps this is the sort of thing that could be offered through the heritage grants to allow the city greater control of the outcome and to incrementally work toward a cohesive west end look.

Thanks for the opportunity to comment.

Hmmm, probably haven't read it in enough detail to comment on this one.

How will the city ensure that 'thoughtful' design is guaranteed?

No, because the policy objectives are too generic and its provisions too vague while the specific guidelines at the end are too fragmented, the illustrations and diagrams too few, too generic as well thus irrelevant to the specific sites and circumstances of individual developments

Question 7 - The policy seeks to conserve the character and significance of the West End while allowing new land uses and re-use of buildings within the area. Is there anything you would like to see less or more of in the policy?

It doesn't do that. It allows shonky development practices.

I'd like to see the council put its hand in its pocket and support owners of heritage properties by eliminating council costs such as foot paths closures etc etc when conservation work is being done . The council and govt put a huge impost on owners and do nothing to help . Grossly unfair

New land uses and re-use of buildings would encourage more activity after 5pm

You need to see a harmonious and aesthetic view from ALL angles. No more ugly blue tarpaulin coloured " artworks" as near the Puppet Theatre Who approved that thing ?

I do not like the increase from 11m too 14m, I'm entirely unsure why the increase is necessary given that 3m is one additional level. It is not significant enough to merit major changes to objectives and conservation guidelines.
I do however encourage more uses and redesign of streetscapes that is not really addressed !? Pedestrian areas and use of alfresco areas should be increased for example but perhaps Some of this area is not part of heritage considerations.

If there are new uses, it needs to take into account the area it is in. If it is currently in a highly residential area, then there should not be reuses to pubs and clubs and noise in that area, keep it to already noisy areas.

The wording of several sections could be condensed. Fewer words and more graphics would help the clarity of the policy.

public transport and or car parking. There is a distinct lack of street lighting (we felt it was slightly 'shady' sign, street litter

That section of the policy is well expressed and I support it.

If possible, it would be useful to see some indications of what would NOT be allowed under the new guidelines, just to emphasise the coherence of the new approach

The policy objectives should enhance the vibrancy of the Fremantle City Centre and its role as a traditional MULTI-PURPOSE (not just entertainment) urban center.

Retain as much as possible as is.

Some more diagrams of typical or desirable elements.

I also wonder if proposals would benefit from a brief supporting character / context statement with details such as former and adjacent site uses, structures, history, ideally with accompanying photos or typology sketches. Whereby the statement is used to inform future designs. Possibly there could be archival support from the city for this? If developers and designers appreciate the past it may be more likely that the past is then incorporated into future designs...

Personally, I don't mind seeing new modern buildings nestled in between heritage buildings, as long as they don't over shadow them and they are not an eyesore. They don't have to mimic them.

Without guarantees of thoughtful design, the removal of setbacks is dangerous. My colleagues and I would prefer that no changes are made to the current requirements of setbacks in the West End design.

I disagree and have plenty to say, why. See below

Question 8 - When new buildings or additions to heritage buildings are proposed in the West End, how modern or contemporary do you think they should be and why? e.g. similar in design to the surrounding heritage buildings or completely different.

Not at all 'modern' - it should insist that all buildings remain no higher than 4 storeys and be faithful to the surrounding streetscape.

See above

I think a contemporary interpretation is possible as long as it's not dumbed down and shows strong design aesthetics and appeal.

Similar design to existing heritage as we have already lost enough heritage and that is a lot why people come here. It is precious and faux heritage still works

If it's a green site or replacing an already modern building I've no issue with modern style keeping some appeal (head nod) to the surrounding buildings. However each case should be judged somewhat on its merits, a modern building in the middle of a terrace of the older buildings for example would be wrong.

Similar designs to current heritage buildings with historic features, not just plain red brick.

New buildings should be encouraged to reflect, not replicate, the qualities of existing structures. In my view, it should be mandatory for new buildings to match the 'over-scale' but distinctive proportions of the ground floor of adjacent and nearby historic buildings.

The building can be modern, however, they have to be sympathetic in design/structure to those surrounding it. Not to emulate but to be symbiotic

They should be both contemporary as well as respectful of scale fabric and grain of the existing place. They should certainly not attempt to ape design determinates that generated existing fabric because the drivers for those architectural solutions are very different, in many cases, from the needs and constraints for contemporary accommodation. So I oppose requirements to emulate the 19th century Italianate architecture that characterises much of the west end, or the decorative moulding that applies to more utilitarian existing buildings. It is inappropriate for a planning policy document, administered by planning professionals, to address aesthetic design issue. That is more appropriately dealt with by design peer group such as a Design Review Committee who may advise council or JDAP etc with a considered assessment based on individual

submissions. So I strongly oppose elements of the Draft Policy focussed on Facade design. There are numerous examples of contemporary architecture in the West End (e.g Mediterranean Shipping, Notre Dame corner Cliff & Croke, etc. that provide very reasonable response to their context without recourse to an amateur expression defending what amounts to a pastiche demand. Conversely, the presentation of the customs building Phillimore and (Henry?) Sts is a pastiche fabrication that does not do the urban fabric credit. The reviled example of Mid century brick building north side of Phillimor represents a phase of use of the city, just as the State member's office, which in scale are neither offensive, nor pretentious, and which may be re-expressed or repurposed in the city's future to better respect contemporary aspirations to style.

This propose codification for facade design is the same type of determinism that demanded the upper level setback solution now accepted as absurd.

Individual cases will require individual analysis which is not encouraged by that section of the draft. the draft should refer to facade design as being subject to review by the City's design review professionals rather than subject to examination by planning officers whose skills may lie elsewhere.

Any such developments should be fully in line with the heritage provisions. That will allow for modern design within the traditional guidelines, and there are some excellent examples already of how that might be done (MSC building?)

The facades should be of Fremantle heritage style, not necessarily the same low height limits, and the interiors should be modern, functional, clean and hygienic and easily accessible by all members of the public.

Yes. Similar in design to heritage buildings.

My preference would be not to try to replicate the heritage - unless it was an exceptionally good reproduction. New buildings should be 'polite' the CABA guidance you refer to and your policy captures this. But the more images there are of good, or bad, the easier it is to have certainty and less discretionary wriggle room which is often the curse of good intention. The examples you give on p26 are good. The Glass infill is OK but the other is very good.

In general I think additions should be in keeping with the heritage, but new buildings can be modern, but not too outlandish as to overshadow or detract from the heritage streetscape. They need to disappear like the example you had of a curtain building between two heritage buildings.

The Burra Charter recommends a clear distinction between old and new.

This is really a badly worded question. The appropriateness of new additions or otherwise is not a matter of modern v historic pastiche or some such, but compatibility of old and new i.e. finding a balance, the harmony of the whole. There are well-established criteria by which to measure such compatibility, which this policy fails to articulate. Worse still it ignores the Council's own, Fremantle specific guide to achieving such harmony, its own Local Identity and Design Code, that applies to central Fremantle, but is particularly relevant to the West End.

Question 9 - We're also seeking feedback on the potential to change the planning scheme to remove the automatic requirement for upper storeys to be set back from the street. There are no other changes to the existing building height requirements and this would be subject to further consultation. Do you have any comments on this?

No change must be allowed on setback.

I just commented on that above

This is fine.

If done with the utmost sensitivity This would be a first.....

I think the current 11m maximum is fine and there should be no changes.
Further height would darken the streets and I feel there is no need whatsoever for one additional level 3-4m closer to the street.

There should be no changes and upper storeys should be set back. Tall buildings make the area dark and not a pleasant area to be in.

The requirement to set back the upper storeys should be maintained. While it has resulted in some ugly and out of context additions to new or renovated buildings, this could be prevented by exerting closer controls over upper floor additions rather than allowing them to be on the street frontage. Removal of the setback provision runs the very real risk of destroying the uniform scale and character of the streetscape of the West End.

I note that this has not been a success previously, again I think providing the building is sympathetic in design/materials, it would enhance the area

Yes I support that. It was an attempt to address complex issues with a deterministic planning requirement, where instead each site's context and solution should be considered on its merits. I recall that the discussion regarding that building was very much limited by the requirement to conform with that requirement, and better outcomes could have resulted if the planning mindset were not so rigidly codified. The cost of setting back mitigates against alternative options that may we deliver better outcome.

This seems perfectly sensible, so long as the guidelines are followed in full and implemented in full.

I think the height limits should be removed , as long as the building facade remains in the heritage period style of the West End.

Support upper storeys having a zero setback.

Setbacks can be useful - but from my experience are usually used when a developer wants to squeeze in one more floor above an agreed street wall height to reduce the visual impact. I agree with your rationale. It is not in keeping with the historic urban form. But I still think height, scale and visual impact are important considerations and heritage structures should dominate...maybe with upper setbacks that are not visible from the street if that seems to be beneficial to the context. But in exceptional circumstances of truly great design within a building envelope that is close to the existing massing maybe it would be OK for something more creative see: <https://www.pinterest.com/randalkorman/facade-and-the-historic-context/> (I think most of these are too much for Freo but maybe there is some scope here)

I would only be happy with this if the new building was not taller than the surrounding buildings.

The West End has profound social and historic value for the state. The current approach to a 'wedding cake' design, in which the top floors of new buildings are set back, tends to foreground heritage properties and makes the new recede. While this won't, in itself, ensure good architectural design, it does help to hide poor design of the upper floor. Without measures to ensure good design, the setbacks provide an important measure of

protection to our heritage landscape. The current setback scheme is designed to conserve the historic facades of the West End within our streetscape, and ensure that they are not visually overwhelmed by add-ons (regardless of their design quality). My colleagues and I recommend that NO CHANGE is introduced in relation to setbacks.

I disagree with this. Together with the vague and too generic policy, removal of the currently only effective means to control a potential impact of the excessive scale usually attempted by the developers, both the scheme and the policy will become even more open to all sorts of commercial and political pressures to permit overdevelopment thus making both ineffective as planning tools to fulfill the scheme and policy objectives

Question 10 - Do you have any additional comments to make?

Council must distance itself from involvement in development where it would allow the corruption of our stunning cityscape.

Support to owners of the properties you have already listed

Notre Dame needs to start building accommodation across the West End for more pedestrian activity after 5pm.

Please get this right. Freo is as sensitive architecturally as Rottnest is natural bush wise. No more bland boxes that look as if they will age rapidly n need demolition.

Interest in the area heritage is not just for the "owners" "landlords etc.... long after they and we are gone the buildings will still be there. Slow to enact any changes is my advice and hope.... 👍

There is no foresight to these amendments. There are currently many empty buildings in Fremantle and there keeps on being buildings without relevant infrastructure. The city needs to look more into parking, public transport and accommodating the increase in traffic. Current empty buildings need to be looked into more rather than building more.

It is lovely to see some progress towards enhancing this area and preserving our history

Congratulations on the quality of the document which addresses complex issues and valued fabric. But remain wary that cities must reflect their times without ossification against principles that may well be inflexible and become irrelevant.

In view of the recent announcement that the port will shift from Fremantle, it is vital that this overall policy be implemented and applied with a view to developing the future "atmosphere and "climate" of the West End. Fremantle has to re-vision itself and create some alternative (eg digital) industries, but that must be done within the heritage environment

Please keep me informed of any other community consultation meetings or surveys regarding the new planning policy for the West End.

Nil

Freo West End is a treasure. Keep up the good work!

No. Thanks for asking.

This online submission will be accompanied by a formal letter from the History Council of WA.

Below are my comments on the proposed draft West End Conservation Policy. I have included the bullet point comments, the details of which I have explained in the body of the draft policy, attached, with my comments marked in red.^[1]
Generally speaking, this is a well-worded policy outlining the objectives and principles using well publicised, reputable sources such as the Burra Charter and CABA and already universally accepted. The best part of the draft policy is the outline of its philosophical approach that outlines its objectives and principles. However, the following up half that includes explanatory notes, examples and diagrams attempting to explain and guide the practical application of the policy's provisions are arbitrarily rationed and fragmented thus grossly inadequate. So as a whole the draft policy is rather an ineffective combination and is unlikely to act as an improvement on the existing, outdated policy DGF14 as a planning tool. Even worse, due to its limited application area-wise, it is bound to be deficient as its application will be limited. In summary, it cannot effectively work as an aid to the planning scheme provisions and even less an important planning tool to guide conservation and compatible development in the West End.^[2]
For the planning policy to be an improvement on what the City already has in place i.e.

DGF14 FREMANTLE WEST END CONSERVATION AREA POLICY adopted in the 1980s, it should be more concise, direct and area/places specific. Despite the fact that the existing policy is outdated and its provisions equally too generic, it applies to the whole historic core of the city and is more specific on the crucial issues. For example, it specifies the compatible height of new development to max three storeys at the street level and while the scheme permits only one additional, fourth storey, the policy requires it to be set back. On the other hand, the current draft is often long-winded and vague on the issue of compatible height, procedures and/or exceptions. What does it mean: "new development, at all scales, minimises conflict with heritage values and contributes to the West End's identity by complementing the streetscapes and buildings with a recognisable consistency and long-term perspective"??? or "the proposal is consistent with the predominant height patterns of adjoining properties and the locality generally" or "it would not be detrimental to the amenity ... etc"? Firstly these draft provisions negatively and unnecessarily introduce the concept of 'conflict' between the old and new. Secondly their appropriateness or otherwise depends entirely on the discretion of both, owners and developers as well as the decision-makers, who both rarely have adequate knowledge, training, skills or talents to interpret such generic provisions and to assess the desired compatibility in a consistently professional way and in accordance with the objective criteria.

In the unpredictable political climate and inadequate resources of the decision-makers, the success or otherwise of the planning policy depends on its clarity and the specificity of its provisions in relation to the area/place it applies to. Its provisions should be either written as the specific interpretation of the scheme provisions and explicit guide or, if it is limited only to the generic statement of objectives and principles, it should be accompanied by the equally clearly explained assessment process on what are and how to apply the specific measures to assessing the applications in order to ensure that any new development proposals comply. Or better still, it should be accompanied by a practical design manual. The desired clarity of both, scheme and the policy planning provisions is largely dependent on the degree of applicability. While a good procedure requires that each development case is assessed by the explicit set of criteria, it also needs to be dealt with by its specific circumstances. Only the criteria relevant to the proposal's specific circumstances need to be applied. The vague criteria and blanket provisions are open to misinterpretation. To be effective the good planning policy, in addition to the universally accepted principles and the specific design guide, need to be also relevant to and representing the local tradition. The draft policy, while well expressed in the former, is lacking in the last two accounts. ^{11.11.20}~~11.11.20~~ the draft policy includes a number of incorrect or even contradictory statements and omissions, marked further by my specific comments in the body of the draft version. For example, it describes the West End as the traditional city centre and recommends it is developed as a vibrant part of the existing i.e. broader city centre. Firstly the West End was never set up to be the city centre - it was always seen as the commercial area predominantly associated with and serving the function of the port. At the same time, the draft policy omits to identify Notre Dame University as currently the 1/3 owner and occupier of the West End reducing its ability to function as anything else than the university campus. As a major single occupier, NDU significantly restricts the potential of the area to become 'a vibrant part of the city centre'. While the West End is essential to the students, interesting to the visitors and essential to the relatively small group of residents, it is largely irrelevant to the broader community of Fremantle as a viable part of the city centre. As a result of this omissions, the draft policy fails to address reality as an important strategic issue that needs to be dealt with in a constructive way. As a result, it reads more as the wishful thinking than a practical and helpful planning tool. Such definitions as the 'diversity of uses' and 'comfortable place to live, work and visit' are at best only partially relevant, and at the worst, misleading; ^{11.11.20}~~11.11.20~~ the draft policy identifies the Design Advisory Committee as an appropriate authority to interpret and apply its provisions to assessing development proposals and advise the decision making authority if it complies or otherwise. Yet it is a well-known fact that unless

an advisory committee is correctly resourced and independent of its 'employer', it can and often has been an ineffective or even precarious as an adjudicator. As the recent experience of WVA demonstrates the membership of Design Advisory Committee is more likely to be skewed towards the representatives of the bureaucratic and political bodies and officials, instead of the renowned experts in the field of urban architecture, heritage conservation and compatible development with a proven record of achievements in these fields. As a result, the Design Committee tends to be primarily a political body in service of the relevant authority who set it up, instead of the expert advisor on professional matters thus hardly fit or reliable to interpret the too generic policy provisions as intended. Instead, their interpretations tend to vary greatly from application to application relevant to the composition and/or influence of its membership at the time of the decision making. And the 'design' advice tends to represent individual views, tastes, and the predominant political affiliations of its members instead of the policy objectives. This often incites uncertainty and erratic judgments rather than expert advice. For example, the most incompatible, non-complying glass 'cap' on top of the Atwell Arcade and the heritage-listed building, doesn't comply with the current policy provisions. Yet the developer was able to successfully argue that it does, even citing the Burra Charter as his guide, to get the proposal approved. In this respect, the draft conservation policy is not an improvement on the current one. As increasingly vague and generic it is likely to fail instead of being improved and applied successfully as a planning instrument and regulatory tool to ensure that the policy objectives are achieved;

the current policy includes Arthur Head and part of both, the Esplanade and Victoria Quay, in its provisions thus it is more relevant and protective of the historic core of Fremantle than the draft policy, including its relevance to the recommended uses, functional relationships, views, and vistas. The draft policy's defined, six-character precincts, are based solely on the architectural character and visual aspects of the historic styles of its buildings. This imposes a significant limitation on the decision-makers ability to use the policy provision to achieve such objectives as the area's function, the vibrancy of the desirable uses, or even protection of the views and vistas beyond its confined boundaries. In addition, the policy fails to even identify all of the significant views that need to protect. For example, it is silent on the ephemeral yet significant vistas from all the side streets towards Victoria Quay, which are an essential aspect of the area's significance, worthy of protection and enhancement. So the draft policy is bound to fail as an effective planning tool in fulfilling its objectives such as protecting views. For this, it needs to be accompanied by the relevant and specific identification of the views to be protected and the area-specific view control measures. As is the draft policy is likely to fail in preventing the out of scale development, that can potentially, for example, block the side streets' views with large scale development behind the existing buildings along the eastern side of Phillimore Street;

In conclusion, for this policy to work, it needs to be accompanied by the relevant, area-specific design manual interpreting its generic provisions with the measures and/or guide on how these should be applied on the ground. The few diagrams and photos at the end of the draft policy are inadequate. Say, the classical proportions diagram. The diagram might be understood by an appropriately skilled architect, but likely to be ignored by the owners and their designers, not mentioning an average developer and/or politically motivated decision-makers. So it's inclusion in the explanatory notes is unlikely to be applied to design or used as a criterion to assess an application proposal. It is more likely that the few examples of the draft policy would act as, say, prerecorded messages of Telstra or the 'questions and answers' link of an internet provider. The automated referrals to the generic links with prerecorded responses are, generally speaking, useless as a specific guide on how to solve the specific issue that one needs. The suggested design manual is essential to aid this generic draft policy. It can be written from the scratch thus reinventing the wheel. At the same time, the Council already has its own well researched and area-specific policy guide for central Fremantle, the Local Identity and Design Code (LI&DC), adopted by the Council in the late 2000s as a 'community resource'.

While as a planning document LI&DC is also overdue for review and update, its basic premise hasn't changed. The Identity Code is based on an in-depth survey and study of what makes Fremantle, Fremantle, especially its historic core. The unique, significant and relatively intact 19th-century colonial port city. The LI&DC not only provides the accurate survey of the whole historic city's architectural styles, but it also identifies its urban architecture i.e. the original urban design plan, the street layout, the landmark sites, spaces, predominant materials, proportions, architectural details and idiosyncrasies such as gaps between buildings, views and vistas, the unique features. The area by area; street by street. The subsequently prepared Design Code flows from the Identity Code and offers the area/site-specific i.e. street by street, site by site, a guide to compatible development. The important aspect of the Design Code is its specificity thus relevance as a planning tool. Its main objective is compatibility i.e. ensuring that any new development contributes to the overall harmony and balance between the old and new. Not only in the architectural styles, but urban layout, height and scale and details and, equally importantly, peculiarities. Equally important is the fact that the Design Code identifies the 'margin' of variation within which owners, their architects, designers and developers, can explore their aspirations, creativity, and desire to individual expression while at the same time matching the existing quality and character of the area. The community could also use LI&DC to help identify what it is people like about the city. Thus the committed community members can become much more informed and constructive in providing comments on new development. The LI&DC is even more relevant to the confined West End than to the increasingly changing central area affected by the most recent, out of scale developments.

The, to date rare, successful urban design achievement by the City, its own Old Port Project on Arthur Head Reserve, provides a model for practical application of both, the existing Conservation Policy DGF14 and the LI&DC. So it is a rare achievement of not only successfully conserving the heritage significance of the site but also reviving the Old Port and the whole reserve as flourishing public space. The LI&DC was used by the architect, Donaldson and Warn, as a guide to design the tangible and historically relevant urban relationship of the reserve to the city. While this is not a place to explain it in detail, it is important to acknowledge that the Design Code guidelines gave the creative architect the site-specific tool, that the draft policy lacks. And it also is proof that both, the existing conservation policy combined with the Design Guide, work. And although visitors to the area are not aware of this, they feel the urban harmony of the precinct and respond to it with much-improved patronage, emotional attachment, and affection.

So it is therefore disappointing to note that this draft policy completely ignores the Council's own document that would make it more effective as a planning tool. By trying to borrow from and rely mainly on the universal generic provisions instead of the West End or Fremantle specific, the draft policy, if adopted in its current form, would open the scheme even more than the current Conservation Policy DGF14 to all sorts of politically and commercially motivated interpretations by both, potential developers and the approval authorities. This is likely to perpetuate inefficiencies of the current policy, create uncertainty, and be potentially open to misuse. ^[1]

In summary, the draft policy, although well worded with the universally accepted objectives and principles, is likely to be an ineffective planning tool to guide conservation and compatible redevelopment of the West End and not an improvement on the current, outdated policy DGF14. Due to relying mainly on the universally accepted objectives and principles, the draft policy provisions are too generic, fragmented, and non-precinct specific thus open to wide interpretation and, potentially misuse. In particular, the draft policy fails to adequately demonstrate how the general principles should be applied to the West End despite its attempt to provide some notes, examples and diagrams at the end of the document. ^[2]

The policy has also significant omissions and includes several conflicting provisions. I

suggest that what needs to be done to make this draft policy more relevant and effective includes, to start with:

a substantial edit. Possibly as a set of objectives and principles only, choosing the ones that are relevant and specific to the West End, and deletion of the section with the generic and fragmented examples and diagrams at the end of the document;

for the Council to adopt the (duly reviewed and updated) Local Identity & Design Code as the design manual of the policy. The manual that would translate its generic provisions into the West End-specific contextual set of guidelines on how to apply these provisions to the site-specific development proposals. Only then the combined policy and LI&DC together could be used effectively as an aid to the planning scheme and planning control tool to assess planning applications in accordance with the policy objectives. In addition, the LI&DC could serve as a community resource to explain, educate and guide the community, the owners, developers, their architects, and all the decision-makers on how to protect, conserve and re-develop the West End in a compatible and sustainable way, well into the future.

Alternatively, and at the very least, the draft policy's objectives and its generic provisions should refer to the corresponding specific guidelines in the Local Identity & Design Code replacing the detailed half of the document consisting of the fragmented and largely irrelevant notes, diagrams and examples.

SEP

I hope these are helpful and I am happy to submit these comments together with the edited copy of the attached draft policy.

ATTACHMENT 2- REVISED DRAFT LOCAL PLANNING POLICY 3.21

CITY OF FREMANTLE

LOCAL PLANNING POLICY LPP3.21

WEST END HERITAGE AREA

ADOPTION DATE: ??/??/20??

AUTHORITY: LOCAL PLANNING SCHEME NO.4 and PLANNING AND DEVELOPMENT (LOCAL PLANNING SCHEMES) REGULATIONS 2015

INTRODUCTION

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

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

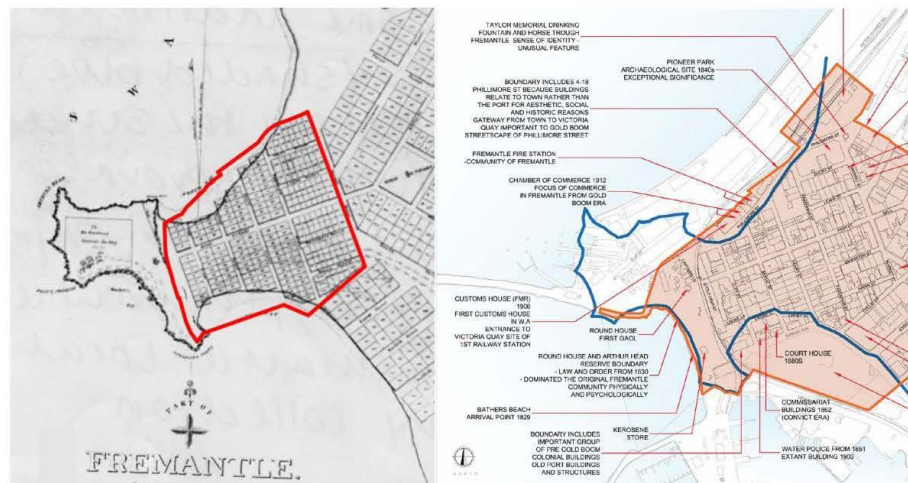


Fig. 1 West End in 1833 townsite plan (left) and as it developed (right), both illustrating original shoreline

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

West End Heritage Area Policy

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



Fig. 2 Summary of historic periods of development/ timeline

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

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

PURPOSE AND APPROACH

The purpose of this policy is to:

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

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

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

STATUTORY BACKGROUND

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

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

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

West End Heritage Area Policy

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



Fig. 2 Summary of historic periods of development/ timeline

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

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

PURPOSE AND APPROACH

The purpose of this policy is to:

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

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

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

STATUTORY BACKGROUND

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

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

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

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

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

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

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

PROCESS AND REFERRALS

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

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

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

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

West End Heritage Area Policy

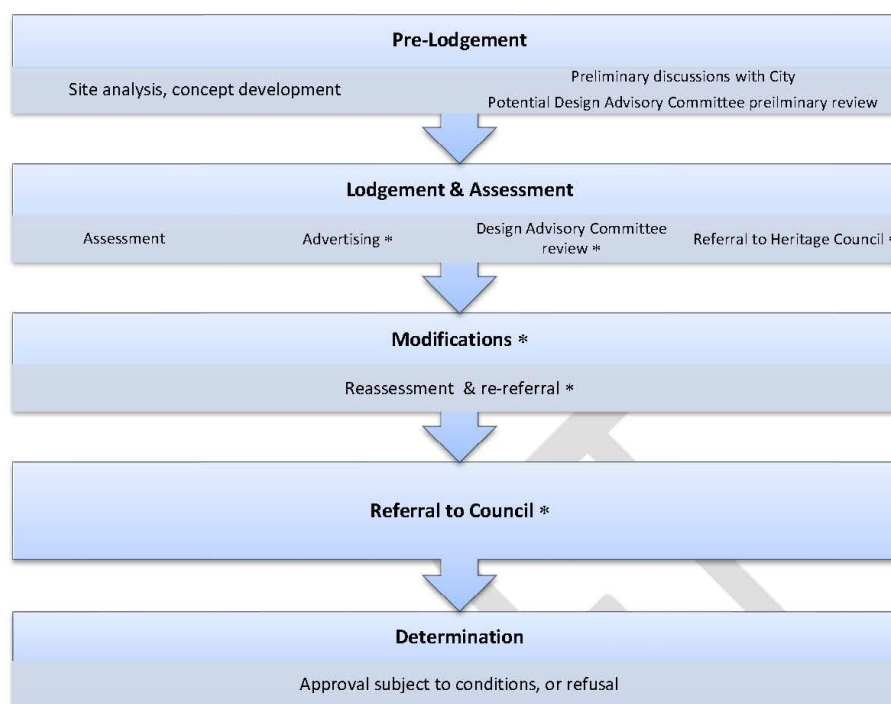


Fig. 3 Summary of assessment process

* if required

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

POLICY

Policy Area

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

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

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Fig. 4 Policy area

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

Statement of Significance³

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

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

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

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

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

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



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

Policy Objectives

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

Specific objectives of this policy are to ensure that:

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

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

Policy Structure

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

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

Elements include:

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

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

Elements

1. Urban Structure

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

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

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

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

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

GRAIN

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

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

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

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

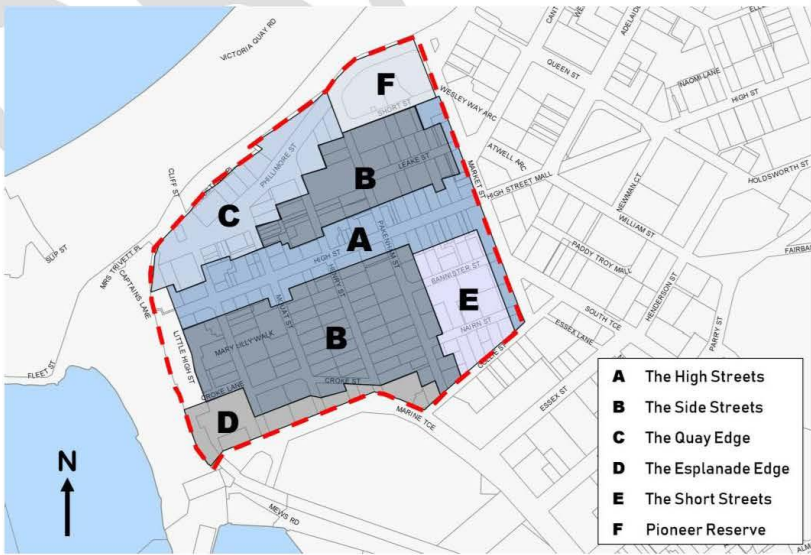
- Warehouses were originally constructed in the vicinity of the Long Jetty (which extended south of Bathers Beach), in the area to the south of High Street ('the Side Streets') with more mixed commercial and residential along the esplanade ('Esplanade Edge');
- Shops, banks and hotels were commonly located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

Common building types are illustrated in *Appendix 2*.

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

URBAN STRUCTURE	
1.1 Element Objectives	
1.1.1	Buildings and elements with heritage significance are retained.
1.1.2	New development fits into the established urban structure.
1.1.3	The urban grain of each precinct is maintained.

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

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



1.3.3 Materialisation of urban grain in buildings



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2. Land Use

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

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

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

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

USE

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

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

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

LAND USE	
2.1 Element Objectives	
2.1.1	Land uses contribute to the Local Planning Scheme objectives of the City Centre zone.
2.1.2	Land use diversity and mixed-use character is maintained throughout the West End.
2.1.3	Land uses are compatible with the traditional built form of each precinct or the existing building (if adaptive reuse).
2.1.4	Retail and active pedestrian-focussed uses are concentrated along High and Market Street ground floor frontage.
2.1.5	Discretionary land uses, as listed in the Zoning Table of the Local Planning Scheme, are compatible with surrounding uses and mixed-use environment.
2.2 Design Guidance	
2.2.1	Table 2.1 'Primary Controls' of State Planning Policy 7.3 Residential Design Codes Volume 2 – Apartments is superseded by planning scheme controls and this policy. No specific residential plot ratio

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- restriction applies: floorspace is governed by the building envelope established by lot size, height, setbacks and other elements.
- 2.2.2 Consideration of the compatibility of use to the built form character of different precincts is necessary to avoid inappropriate forms of physical development being proposed to accommodate the operational needs / expectations of different land uses, examples being:
- Residential uses and uses requiring a high degree of visual and acoustic privacy are not appropriate on the High Street ground floor frontage.
 - Small scale, high exposure-requiring tenancies may not be suited to the warehouse form of development in side streets.
- 2.2.3 Building design and layout should recognise the mixed-use nature of the precinct and the likelihood of noise stemming from commercial and entertainment premises and servicing in the locality. Incorporation of noise mitigation is encouraged and may be required for both noise generating and sensitive land uses.
- 2.2.4 Limited availability of parking and servicing restrictions need to be acknowledged, planned for and accommodated.
- 2.2.5 Maintaining the capacity of buildings to adapt over time is encouraged.
- 2.2.6 The original use of a building or place should be acknowledged. Interior elements which reflect the original use of a building e.g. banking chambers should be retained and conserved. Changes to interiors will be scrutinised for places which are individually included on the local or state heritage list.

2.3 Illustrations

2.3.1 *Active land uses on High Street & Market Street*



2.3.2 *Larger tenancies in warehouse precinct with less active street interface*



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2.3.3 Residential use of upper floor



2.3.4 Commercial offices on Phillimore Street



3. Massing and Height

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

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

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

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

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

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

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

- The proposal is consistent with the predominant height patterns of adjoining properties and the locality generally,
- The proposal would not be detrimental to the amenity of the adjoining properties or the locality,
- The proposal would be consistent with the conservation objectives of the site, and the locality generally, and
- The proposal is consistent with any applicable policies (including this).

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

SCALE

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

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

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

MASSING

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

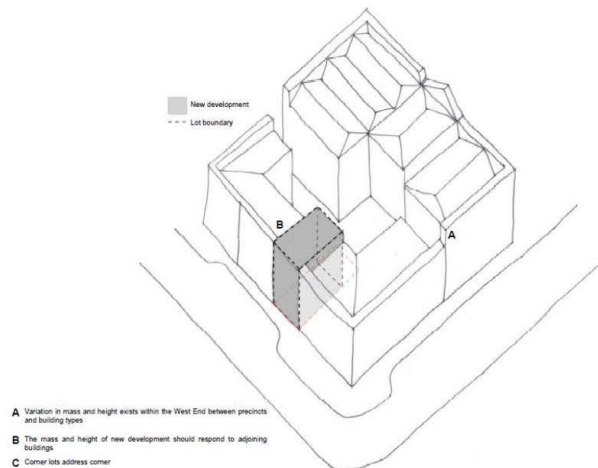
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MASSING AND HEIGHT	
3.1 Element Objectives	
3.1.1	Developments maintain simple, rectilinear form and relationship to the street.
3.1.2	Developments encourage a sense of mass and depth behind the façade (note Figure 3.3.2 below and refer to <i>Part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

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

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



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



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

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



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



4. Roofscape, Views and Skyline

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

The topography of Fremantle allows views into and over the precinct as well as within it, with notable views available from Monument Hill and Arthur Head. The massing and

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4.3 Illustrations

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



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



- 4.3.3 *Significant view down High Street*



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5. *Facades*

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

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

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

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

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

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

FACADES	
5.1 Element Objectives	
5.1.1	New development reflects the classical proportions and character of adjacent building and the streetscape whilst remaining discernible as contemporary. The contrast should be clear but subtle.
5.2 Design Guidance	
5.2.1	Corner buildings should have two primary street frontages which are treated the same or with only a slightly reduced level on detail on the secondary (smaller street) facade.
5.2.2	Consideration should be given to the proportions of the building and how they relate to each other as well as surrounding buildings. A degree of adherence to the geometry of classically influenced proportioning can help to harmonise the building with its neighbours.

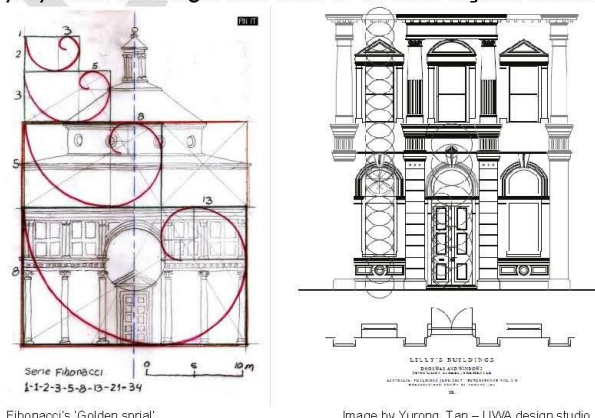
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- 5.2.3 Horizontal elements of new development, inclusive of windows, parapets, and detailing, should align (with a small degree of variation) with horizontal elements of adjacent buildings to enhance the relationship between buildings and traditional proportioning.
- 5.2.4 For new buildings or additions, aligning floor levels with adjacent buildings is encouraged where possible to assist with horizontal expression. Significant changes to internal floor levels in existing buildings will not be supported as this affects articulation of horizontal proportions and often compromises internal space.
- 5.2.5 Voids and openings should:
- contribute to the rhythm of the streetscape and be considered obliquely as well as directly, along with projections and façade form;
 - be aligned both vertically and horizontally;
 - articulate depth;
 - be reflective of traditional techniques and reflect a hierarchical progression of elements.
 - Doors and windows should have a vertical emphasis, particularly in upper floors.
- 5.2.6 Additional height should be articulated and provide a 'top', or entablature, to the building, referencing classical proportioning and the existing façade aesthetic of the West End.
- 5.2.7 Additions that extend above an existing parapet, where these are permitted on heritage grounds, should respond to the proportions of the façade and be articulated to reflect classical proportioning hierarchy and scale.
- 5.2.8 Imitation should be avoided; however, a subtle (as opposed to stark) difference between new and existing is more likely to retain characteristic coherence of the streetscapes than contrasting modern re-interpretation. Design responses may include contemporary expression, however this must be carefully articulated and justified and it will be subject to thorough design review. Reconstruction may be appropriate in some cases where evidence is available and sufficient to accurately restore what was previously there.

Note: Reference to adjoining building provides important context and streetscape continuity however in the few instances where the adjoining building is a modern and intrusive element, this principle does not apply.

5.3 Illustrations

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



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



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



6. *Building Types*

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

The range of building types in the West End is reflective of the place's history as a port town, and demonstrates the influence of the Gold Rush on progression of industry.

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Preserving the legibility of building types in the West End is essential to the successful conservation of the place. The six broad categories of building types in the West End, along with the precinct where they are most prevalent, are summarised below:

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

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

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

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

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

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

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

6.1 Element Objectives	
6.1.1	New development (including additions) does not diminish the legibility of original building type.
6.1.2	New development is compatible with the precinct, sits comfortably alongside existing buildings, and assists in interpreting the history of the area.
6.2 Design Guidance	
6.2.1	New development should be consistent with the primary building type of its precinct.

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- 6.2.2 Proposals that bring the upper level of Retail Mixed Use buildings into use are encouraged and new independent access arrangements may be supported provided they do not undermine the recognised heritage value of the place.
- 6.2.3 Re-instating verandahs is encouraged where evidence is available to indicate a verandah was once present. Reinstatements should use photographic records to ensure they are reasonably accurate. Timber posts, although traditional, are not recommended as they are prone to deterioration. Enclosure of verandahs is not supported.
- 6.2.4 Traditional shopfronts along Market Street and High Street are to be retained and where possible enhanced to maintain the character of the High Streets sub-area. Both the Gold Rush period timber frames and the interwar period, art deco influenced metal frames are significant. Traditionally windows were fixed pane; partial operability of windows will only be considered where frames are invisible. The removal of transoms from shopfronts will not be supported. Detailing of new windows should best match the colour and finish, width and opening size of traditional window types located in the West End.
- 6.2.5 For warehouse buildings, existing cartways should be used as vehicle access when this is required into the site

6.3 Illustrations

6.3.1 *Detail of shopfronts to Retail/ Mixed Use buildings (interwar and Goldrush)*



Gold rush era timber shopfront.
Note steel structural column to corner, panelled soffit, dado tiling to piers and cast iron vents.



Inter-War Era shopfront. Note fine timber frame with metal cladding and timber door in timber frame. Also note terrazzo dado to piers, terrazzo threshold, highlight windows and pressed metal lining to awning soffit.



**THE DETAIL -
shopfronts
THE HIGH STREETS –
High and Market Street**

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



7. *Details and Materials*

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

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

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

Some early and more utilitarian structures such as warehouses were constructed largely from limestone, either rendered or with brick quoining around openings. The street facades of offices, shopfronts and hotels were more commonly constructed from tuck-pointed face brickwork, which was left unpainted. This was often partially rendered in a contrasting grey-coloured, hydraulic lime render to delineate between different aspects of the building and to create harmonious proportions, patterning and

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rhythms in conjunction with other architectural features such as openings and stucco moulded pilasters, cornices and the like. At other times the façade was fully rendered using linework to give the appearance of ashlar stonework and varying textures to delineate different elements or levels of the building. In contrast with that of the street, the side and rear facades were more utilitarian, being either plain face brickwork or flush pointed limestone, with a greater proportion of mortar than stone. Combined with deep reveals around openings, these various materials give a sense of depth and solidity to the façade.

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

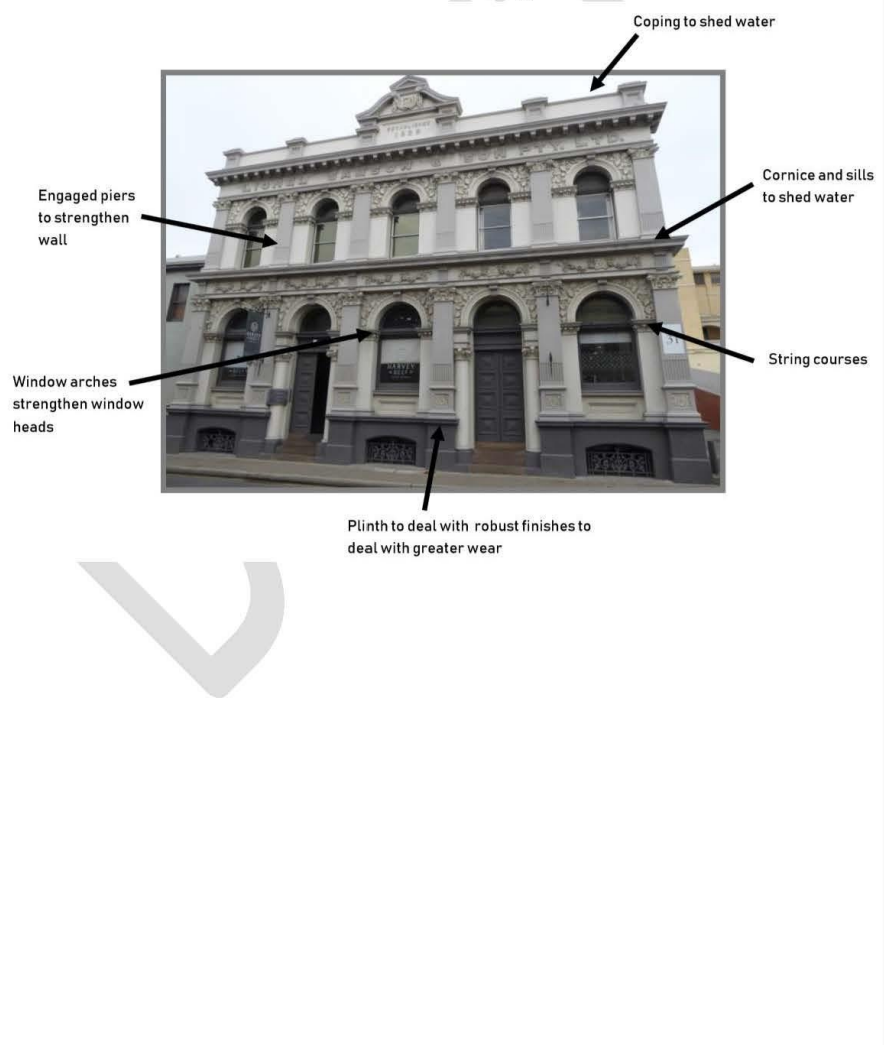
DETAILS AND MATERIALS	
7.1	Element Objectives
7.1.1	Buildings and their facades respond to the architectural detailing of the Classical Freestyle, as well as its proportional rules.
7.1.2	Materials used in new development are consistent with or complimentary to the original fabric of the West End.
7.1.3	New development visible from the street maintains the natural characteristics of traditional materials and an ability to endure age and weather.
7.2	Design Guidance
7.2.1	Materials and colour can assist in delineating different areas and levels and in reinforcing the proportions of the building. Materials and colour selected in new development should be complimentary to historic fabric to integrate new development successfully into the West End.
7.2.2	Traditional materials are preferred however new forms can be considered acceptable where they do not damage existing traditional materials or detract from character. Maintenance should be considered when materials are selected.
7.2.3	Traditional materials often had texture or varied materials were used next to each other. Texture is not often present in contemporary materials: application of texture should be considered in new development. Texture can be provided by the natural grain of stone, the coursing and variety of masonry units or tiling or raised rendered decorative motifs.
7.2.4	Existing timberwork or replacement timberwork should be painted to protect the timber and to maintain character. Where replacement of timberwork is required, new timber should be painted to best match the original colour.
7.2.5	Historic photographs and investigative paint scrapes should be used to best match original paint colour/tonal variation. Colour should be selected from traditional colours where the original is unknown.
7.2.6	Removal of acrylic paint from original face brickwork is strongly encouraged. Testing should be carried out prior to works. Rendering or painting of existing face brickwork or rendered elements will not be supported; this traps moisture and salt, and can result in significant structural damage.
7.2.7	Rendering or painting of limestone will not be supported. Existing render should be removed where it will not cause damage to the face of the limestone. Testing should be carried out prior to works.
7.2.8	Acceptable roofing materials include galvanised iron, Zincalume or Colorbond © in Shale Grey.

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7.2.9	Signage should be modest, integrated into the building and readily removable. Signage on High Street should be integrated into the awnings. Digital signage is not appropriate.
7.2.10	Groundwater is high in the West End and may increase with sea level rise. Basements and ground floors should be designed / treated to minimise risk and may require the input of a structural engineer. Concrete slabs should not be used as this traps water and often forces the damp into the more porous walls. Where concrete slabs are required, separation should be given to allow water in walls to escape.
7.2.11	Detailing (often mistaken for 'ornamentation') should assist in practical functions such as water removal and for load bearing construction.
7.2.12	Curtain walls, applied facades and tinted glass are inappropriate to the character of the area and will typically not be supported. However, curtain walls may be justified to articulate junctions between building elements in limited circumstances.

7.3 Illustrations

7.3.1 *Functional role of traditional building detail*



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7.3.2 *Simpler but still distinct detailing on warehouses*



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



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7.3.4 *Example of curtain wall connection between buildings*



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



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



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REQUIREMENT CHECKLIST

Objectives

☐ Element 1: Urban Structure

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

☐ Element 2: Land Use

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

☐ Element 3: Massing and Height:

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

☐ Element 4: Roofscape, Views and Skyline

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

☐ Element 5: Facades

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

☐ Element 6: Building Type

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

☐ Element 7: Details and Materials

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

Drawings and Documentation (typical):

☐ Context analysis

☐ Design statement

☐ If the site is heritage listed, a heritage assessment

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

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

Recommended Process:

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

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

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

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

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

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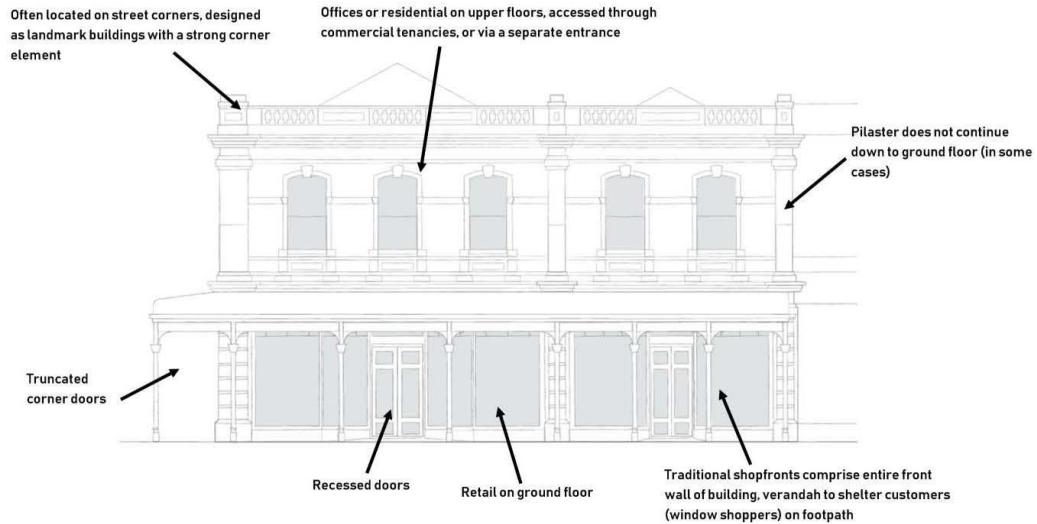
- xii. the place is significant to the local community as an historic area that contributes to the community's sense of place, as evidenced by the work of the Fremantle Society since 1972 to protect and restore the precinct, and is representative of the role of community activism in protecting and restoring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

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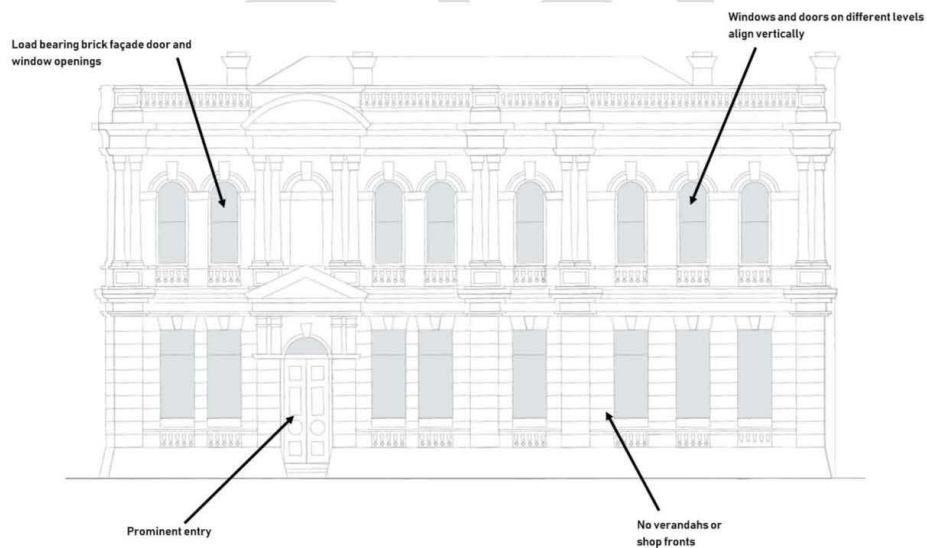
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APPENDIX 2 – BUILDING TYPES⁵

Retail Mixed Use



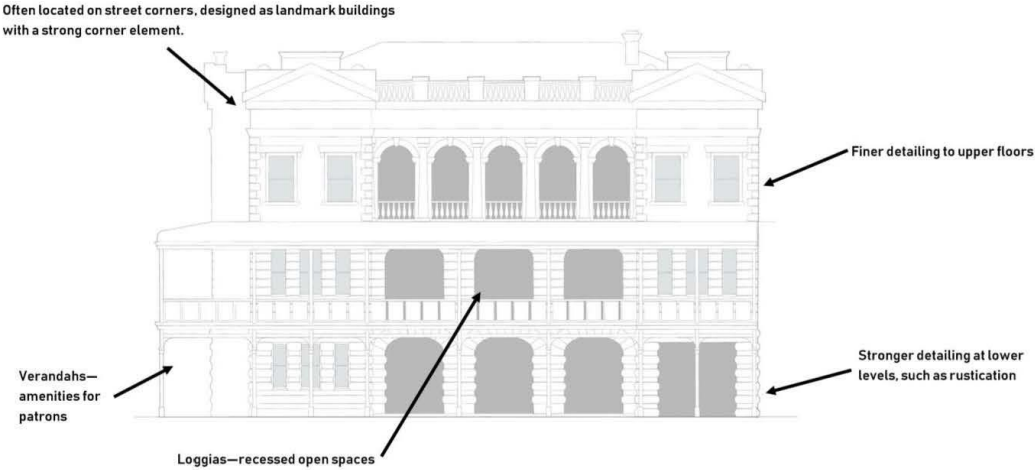
Commercial / Office



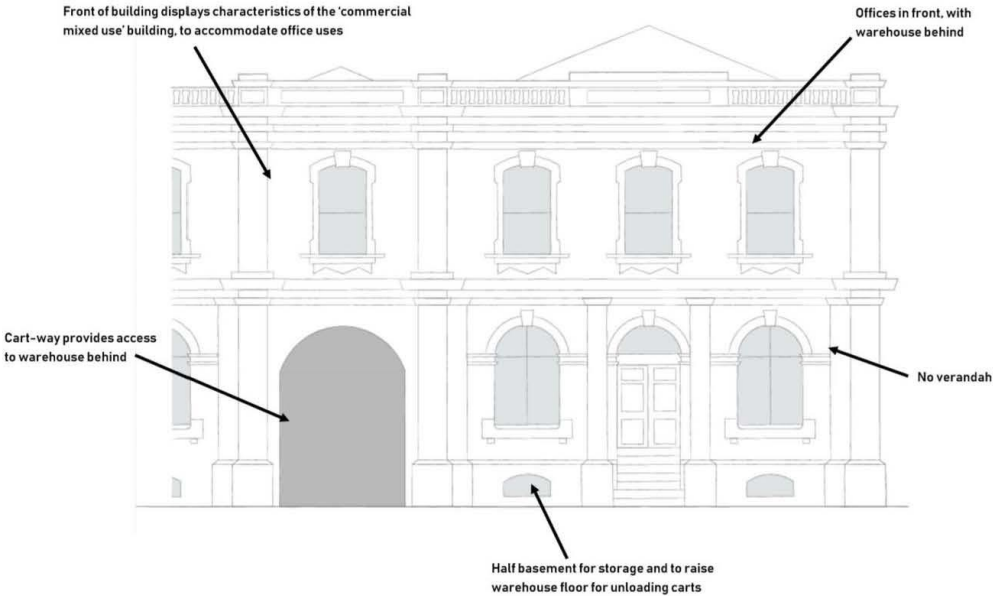
⁵ Further examples of traditional West End buildings and an analysis of their attributes can be found in the Fremantle Local Identity Code.

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Hotel



Warehouse Mixed Use



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Pre Gold Rush Residential

