

Appendix C

Heritage Impact Statement

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2 Henry Street, Fremantle – Customs House

HERITAGE IMPACT STATEMENT

March 2017

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1. Introduction

TPG+Place Match (TPG) has been commissioned to prepare a Heritage Impact Statement with regard to the proposed redevelopment at No. 2 Henry Street and No. 7 Pakenham Street, Fremantle (the subject site). These two addresses form one large landholding within the Fremantle's West End Conservation Area and contain individual elements protected under the City of Fremantle (the City) Local Planning scheme No.4 (LPS4). In 2016, the *West End, Fremantle (1829 onwards)* was included as an interim listing into the State Register of Heritage Places.

This Heritage Impact Assessment has been prepared in line with the City's Heritage Assessment Local Planning Policy 1.6, which sets out that such an assessment is required for 'all development on property located within the West End Conservation Area.'



Fig1. Site Plan TPG, 2017

2. Subject site

The subject site is defined as comprising Lot 501 on DP35045. It is a large site which has frontages to Phillimore, Pakenham and Henry Streets, Fremantle. The City's mapping systems applies two separate addresses to the subject place as follows:

No. 2 Henry Street – This address appears to relate to the building which fronts Henry and Phillimore Streets. The building was originally constructed in 1888 for Falk & Co with additions in 1896. At the time, the building was known as the Falk and Co Warehouse. In 1985, the site was redeveloped for Commonwealth offices and from then on it was known as Customs House.

The 1985 redevelopment involved significant demolition. However, the original façade was kept and a new street façade was constructed along the balance of the site along Henry Street.

No. 7 Pakenham Street – This address comprises the façades of three early buildings, which front Pakenham Street and were once separately identified as Nos. 5, 7 and 9 Pakenham Street respectively. Nos. 5 and 7 are referred to as Sepplets Building and Sepplets warehouse respectively; and No. 9 is known as Marine House.

The structures behind these facades were demolished as part of the above 1985 redevelopment of the entire site.

2.1 Proposed Development

The proposed redevelopment of the site includes the complete demolition of the 1985 building, and the construction of a new multiple dwelling residential complex. The aforementioned proposal includes a full suite of conservation works to the historic façades, and reactivates the entry points of each building. This proposal seeks to increase densification of use on the site, and there are associated increases in height and scale requested to accommodate this use, based on the constraints of developing within the floor to ceiling heights dictated by the historic facades.

The following historical background has been adopted from existing texts provided by the City of Fremantle and the State Heritage Office. It has been supplemented and confirmed by further research undertaken by TPG.

2.2 History of the Site

Fremantle's West End was the early commercial hub of the Swan River Colony's first settlement, established in 1829. It is a largely intact precinct of buildings predominantly dated 1880 to 1913, mostly associated with the port up to the 1970s. These buildings were largely the result of the 'gold rush'. With the development of the eastern goldfields in the ten years between 1891 and 1901, the population of the town of Fremantle rose significantly from 5,600 to 14,700. During the 'gold rush' there was an increase in capital and investments, which spurred growth in the 'West End' area of Fremantle. The 'West End' lost its country town look and most of its white washed limestone walls to be transformed into a 'modern' Victorian city.

There were simple buildings on the corner of Henry and Phillimore Streets from as early as 1880. It is only as a result of the reclamation work undertaken in the 1880s combined with the harbour and railway works that development of this site became possible, as previously it had been on the water's edge. Prior to the reclamation the subject site originally comprised of up to 10 separate lots.

Buildings that emerged around the port and the train station were largely associated with the shipping and import industry. Many of the early 20th century uses relate to commercial offices and warehouses of which the larger examples amalgamated lots to create grander premises. The subject site conforms very closely to those typical uses until its 1985 redevelopment.

Commonwealth offices were built in 1985, however the façades of the existing five buildings were retained. Oldham Boas Ednie-Brown architects and Interstruct, builders, carried out the \$13.7m project of redevelopment.

Each building will be explored in some more detail to identify historic uses and, where possible, those tenants or owners that inhabited them.



Fig2. Location of subject site on the Fremantle Town Map (1865), prior to reclamation works in the 1880s.



Fig3. P Falk and Co Henry Street and Phillimore c.1888 façade.

Source: Twentieth Century Impressions of Western Australia – P. W. H. Thiel & Co. – 1901.



Fig4. Overlooking the Fremantle Railway Yards and harbour in 1905. No. 2 Henry Street indicated by red arrow.
Source: State Library 006439PD.



Fig5. The Phillimore Street elevation in c.1940 with awnings. Source: City of Fremantle Local History Library Ref-4750.



Fig 6. Corner of Henry and Phillimore Streets, Fremantle, June 1984. Former Falk Building (1888) to the right of the picture.
Source: State Library 316316PD.



Fig 7. Eastern Elevation Falk & Co. 1984 prior to demolition. Source: Courtesy of Buchan Group archive.

2.3 No. 2 Henry Street

The 1880's reclamation work undertaken to Phillimore Street allowed this land to be developed. As can be seen on the 1865 Fremantle Town Map (Figure 2) there was no lot allocation to the Phillimore Street interface at that time.

The Falk Building at No.2 Henry Street was originally built in 1888 and extended in 1896 by F.W. Burwell. It was again extended around the corner into Phillimore Street in 1903 by the same architect for the same merchant. Falk and Co were a London based merchants and importers who had dealings largely in jewellery, silver, electroplate, and kindred goods. The firm had offices in Sydney, Melbourne and Adelaide as well as London, Manchester and Birmingham. Falk & Co. remained the tenant until 1905 when Frank Manford and Company, bond proprietors, customs shipping and forwarding agents took over the premises. From analysis of the original town plan, it appears that Falk & Co built over lots 73,74, 75 and 76 which would have made it one of the largest and most imposing warehouses in the West End at that time. This is demonstrated in figures 2, 3, 4 and 5 below.

In the 1980s, plans to redevelop the site were prepared to accommodate new federal office incorporating the Customs House. The \$13.7 million project was designed by architectural firm Oldham, Boas and Ednie-Brown and constructed by Interstruct. The redevelopment saw the demolition of everything on site, bar the street facing facades. The 1888 façade was retained, however, its façade modified to accommodate the new office use.

Currently the building is still used as commercial offices.

2.4 No. 5 Pakenham Street

Rates records show that Mr. John Gallop, fruiterer, owned lot 99 (No. 5 Pakenham Street) in 1880, and a dwelling was located on the property. The construction date of the structure present at that time is not known. In 1893, Gallop erected a warehouse on the site. He owned the property until c. 1898. From 1897, Tolley & Co., Wine & Spirit Shipping and General Merchant of Imports are recorded as occupants. It served as the company's head office accommodating clerical staff, a sample room and free stores. Tolley and Co. also had a bond store at No. 1 Pakenham Street.

The building was single storey, designed to accommodate clerical staff as well as a sample room, storeroom and a cellar. To the rear of the building were the stables. In c. 1901, a second floor was added and extensions were carried out to the north of the building, providing an enclosed laneway leading to the rear of the premises. A new façade also appears to have been constructed to the building at this time. The place remained the Tolley Company head office until 1911.

In 1912, the W.A Trustee Executor and Agency Company Limited purchased the property for Seppelts & Sons Ltd, another wine merchant. Seppelts used the ground floor for office purposes. The remainder of the place was not used subsequent to the purchase of 7 Pakenham Street for storage purposes in 1968. Developer Interstruct purchased Seppelts properties at 5 and 7 Pakenham Street in 1984 and in 1985 it was redeveloped along with No. 2 Henry Street and No. Pakenham Street.

2.5 No. 7 Pakenham Street

In 1880, Lot 100 was owned by Mrs. McCann, a widow who also owned a house on the lot (now No. 7 Pakenham Street). It is believed Mrs. McCann put on additions and used it as a boarding house in 1882. Mrs McCann sold the boarding house to Fay Lawrence in 1887, who continued to use the premises until 1904. In 1904, the property was bought by the Strelitz brothers, who did not develop the lot until 1908, when they built a two-storey office and used the rest of the lot for warehouse purposes, for their newly created Vacume Oil Company.

In 1908, the Brothers bought lots 75 & 76 Henry Street (Falk and Co. 1888 building) to further expand their warehouse premises, which now ran the full depth between Pakenham and Henry streets. The Vacume Oil Company was bought out by Patterson & Co., food manufacturers, in 1916 and subsequently sold in 1950 to Elders Smith & Co.

In 1968, Seppelts bought No. 7 Pakenham Street and used it as their warehouse for the storage of wines and spirits. Developer Interstruct purchased Seppelts properties Nos. 5 and 7 Pakenham Street in 1984, and in 1985 it was redeveloped along with No. 2 Henry Street and No. 9 Pakenham Street.

2.6 No. 9 Pakenham Street

In 1880, Lot 101 was owned by M. Higham & Sons who had a dwelling on the lot. This was leased to numerous people and in 1887, was extended to include six rooms which then continued to be leased out.

In 1904, the Strelitz Brothers built the present building. Owners of the lot changed frequently. Fremantle Provendering/Shipstores owned the lot until 1983 and used the premises for office purposes only.

In 1977, a plan was put forward by Forbes & Fitzhardinge for additions that involved the doubling of the office space within the building. It was done by adding mezzanine floors and refurbishing the office area. Scodic Industries bought the premises in late 1983, and used it as their offices. Interstruct purchased this site in 1984 and built the existing development behind the façades of Nos. 5, 7 and 9 Pakenham Street; and No.2 Henry Street.



Fig 8. Demolition works 1985. Source: City of Fremantle Local History library.

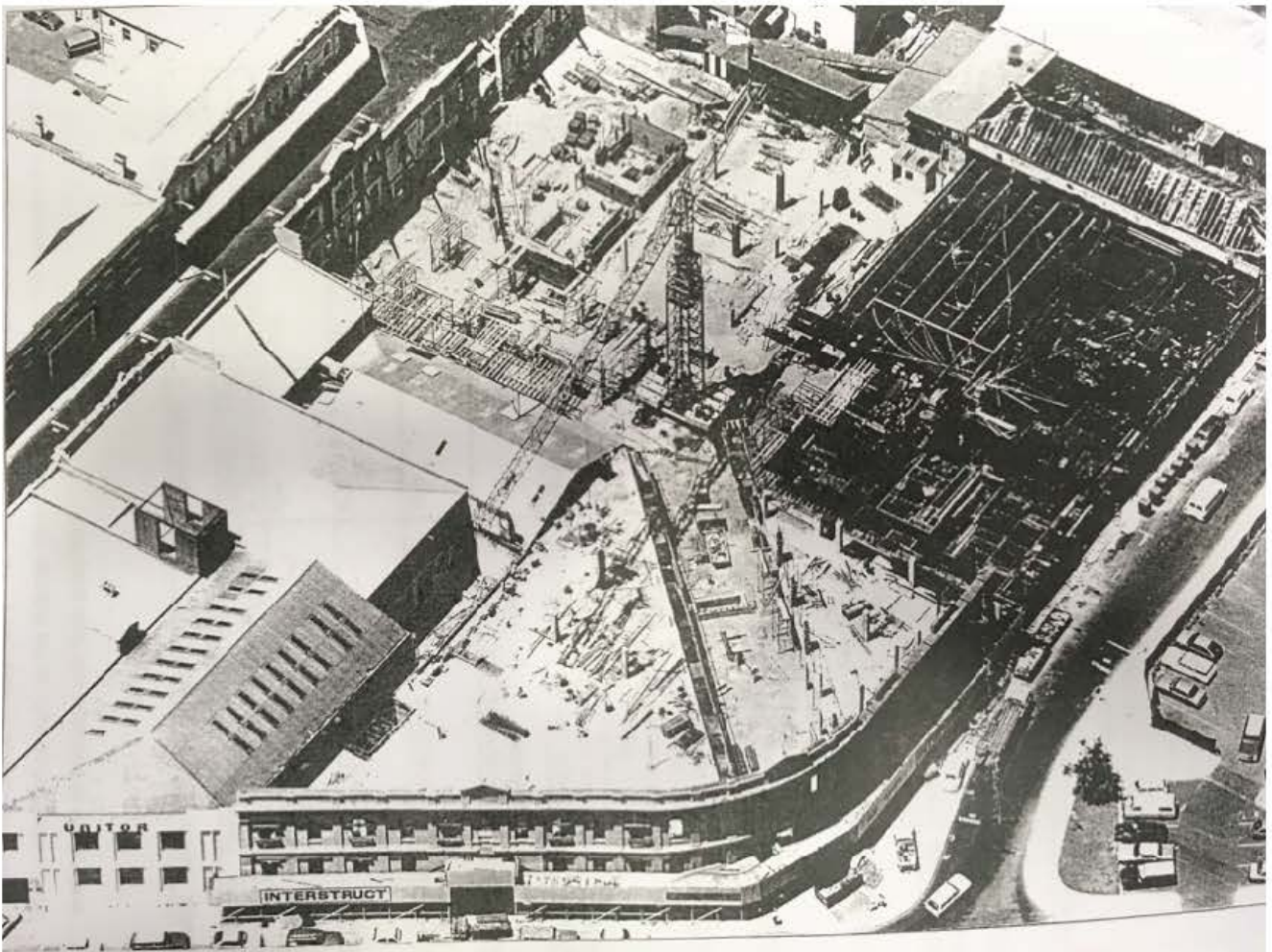


Fig 9. Aerial view of demolition in 1985. Source: Courtesy of Buchan Group archive).



Fig 10. No. 5 Pakenham Street c. 1912.
Source: City of Fremantle Local History Archive.



Fig 11. No. 5 Pakenham Street 1978.
Source: City of Fremantle Local History Archive.



Fig 12. No. 7 Pakenham Street c. 1978. Source: City of Fremantle Local History Archive.



Fig 13. No.9 Pakenham Street c.1978. Source: City of Fremantle Local History Archive..

3. Physical Description

The subject site is located along the western edge of the historic West End of the City's Central Business District. This site has been dramatically transformed, and now contains only the facades of those five historic buildings – Nos. 5, 7 and 9 Pakenham Street, No. 2 Henry Street, inclusive of Customs House and the Falk & Co. building. The remaining historic fabric in the façades have been focused in this section, but where its relevant to the proposal internal features have also been outlined.

3.1 Streetscape Context

Phillimore Street is characterised by imposing Federation-era offices originally associated with the harbour, including commercial premises and offices of shipping companies and agents. The majority of the surviving buildings were constructed after the opening of the Inner Harbour in 1897, and their grand styling reflects their siting as the face of Fremantle presented to the port. The width of the street combined with the grandeur of the buildings associated with the port operation, set Phillimore Street apart as a boulevard rather than the narrower finer grained streets, such as Henry and Pakenham Street. The scale of Customs House and the Falk Building have a prominent role in this formal gateway into the West End.

Henry and Pakenham Streets are characterised largely by their former bond stores, warehouses, business premises and light industrial buildings. These streets are narrow, with buildings of one to three storeys height, built to lot boundaries and without awnings, overhangs or verandahs. Construction is generally rendered masonry or limestone, with some red brick features, such as quoining and window surrounds. Roofs are generally hidden by parapet walls, with the line of parapet forms a strong visual element. The dominant styles are Federation Free Classical and Federation Warehouse, although there are also some Interwar warehouses. Overall, these streets are a highly intact collection of warehouses and commercial premises, with a uniformity of style, consistent use of classical motifs, and a strong horizontal emphasis paired with vertical door and window openings. The finer grained nature of the original lot pattern has meant that the buildings have uniformity in rhythm and stylistic motifs due to the period of growth. Interestingly, each building is slightly different, giving each address its own identity in the streetscape. This identity has been largely eroded on this subject site due to the demolition of the built form behind the façades, and the inappropriate relationship between the façades and the internal floors and spaces behind.



Fig 14. No's 9, 7 and 5 Pakenham Street (TPG, 2016).

3.2 No. 2 Henry Street

No. 2 Henry Street is a highly prominent corner building, that dominates the relatively wide road junction in the area. Built over three separate phases, as discussed in the previous chapter, this elevation reads as one large two storey building, albeit with different detailing of the fenestration. The façade has zero setback to Phillimore Street and is ornamented with engaged rusticated pilasters, cornices, and a parapet with two pediments. The floor levels of the 1985 brick building built behind the façade do not correspond with the fenestration of the historic fabric, which results in floors cutting across windows.

The windows and doors have been overhauled as part of the 1985 works and have a low level of authenticity. Several of the original entry doors leading into the building have been infilled and the basement windows have been infilled and rendered. The primary corner entry was enlarged during the 1985 work to produce a double height vestibule space.



Fig15. Phillimore and Henry Street Facades. Source: TPG, 2016.

3.3 No.5 Pakenham Street

The only intact three level (half basement, ground and first floor) rendered façade has zero setback from the pavement. This façade features a decorative parapet and cornices with pronounced dentils. There is a decorative pediment surmounting the façade, with stucco architraves over the window spaces and doorway, there remains a former cart way opening to the right side of façade. There is currently no roof over this façade, and steel props secure it against the 1985 office building behind. The internal space forms a double height courtyard. This façade was conserved in the last five years and is generally in a good condition, although some paint peeling and bubbling of plaster on internal face was noted.



Fig 16. No. 5 Pakenham Street. Source: Google Street View, 2016.

3.4 No. 7 Pakenham Street

This is a two-level painted brick and stucco façade, with zero setback from the pavement. This façade features a parapet with a decorative pediment, stucco decorative skirts under the window cill, stucco arched hood moulding over the windows, and smooth faced rustication to pilasters on the ground floor. Glazing on the first-floor windows is not original and the glazing astragals have been removed over time. One original double leaf door remains on the western side of the elevation; the eastern side has a replacement 1930's door in what was a larger bay window.



Fig17. No. 7 Pakenham Street. Source: TPG, 2016.

3.5 No. 9 Pakenham Street

This two-level rendered masonry building has no setback to pavement. There is a roof over this façade which appears functional. The cement stucco features: inset pilasters, smooth faced rustication, cornices, pediments, parapets and hood moulds which all appears to be original. The hung sash windows are original, but the large window that infills the central arched opening and the infilled basement windows. The former cart-way to the western elevation has been infilled with glazed extrusion. There is a large recessed entry and internal floor levels do not correspond with the openings.



Fig18. No 9 Pakenham Street. Source: Google Street View, 2016.

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4. Heritage Value

4.1 City of Fremantle Local Heritage Significance

Each of the façades is identified by the City as having individual heritage significance, and are included on the Heritage List under LPS4. However, the façades generally have similar values and the City have worded the statements of significance the same, they have therefore been considered holistically within this assessment.

Nature of Significance

Aesthetic Value	The Façades are designed in the Federation Free Classical style. A style which is prevalent within the West End of Fremantle. The Façades have a character and coherence within the Fremantle West End. In particular, the former Falk & Co buildings (2 Henry Street) are integral part of the Phillimore Streetscape and dominate the immediate setting.
Historic Value	The Façades represent a period of commercial growth and prosperity within Fremantle and Western Australia during the late 19th century. They represent the port of Fremantle at its height as a hub of global shipping
Scientific Value	The Façades and their immediate foundations have archaeological potential despite having undergone redevelopment. They also have potential to reveal more information on how buildings of this period were constructed.
Social/ Spiritual Value	The Façades contribute to a shared enjoyment of the historic streetscape in Fremantle's West End. They contribute to the community's sense of place.

Degree of Significance

Rarity	The Façades are not rare within the City of Fremantle.
Repressiveness	The Façades are representative of the period with which they were built and are good examples of the Federation Free Classical style employed on commercial warehouses
Integrity	The Façades have a low integrity since the majority of the built form was demolished and the ability to understand them as warehouses was largely obliterated in their adapted use.
Authenticity	The Façades have a moderate level of authenticity although some inappropriate repairs and changes have occurred to the facades.

4.2 Statement of Significance

The following statements of significance have been extracted from the City of Fremantle Place Record for each place (accessed via 'Inherit Database')

2 Henry Street (Category 2)

The place is of historic significance as an example of a commercial building in the Old Port City of Fremantle dating from the gold rush period in the late nineteenth and early twentieth century. The building is not highly intact and recent fabric is not significant. The facade is an essential component of the Old Port City streetscape. The place is of social significance as evidenced by its classification by the National Trust.

5 Pakenham Street (Category 1B)

The place is of historic significance as an example of a commercial building in the Old Port City of Fremantle dating from the gold rush period in the late nineteenth and early twentieth century. The facade is an important visual element in the Pakenham Street Streetscape.

7 Pakenham Street (Category 1B)

The place is of historic significance as an example of a commercial building in the Old Port City of Fremantle dating from the gold rush period in the late nineteenth and early twentieth century. The facade is an important visual element in the Pakenham Street streetscape.

9 Pakenham Street (Category 1B)

The place is of historic significance as an example of a commercial building in the Old Port City of Fremantle dating from the gold rush period in the late nineteenth and early twentieth century. The facade is an important visual element in the Pakenham Street streetscape.

4.3 State Register of Heritage Places

The subject site is prominently located in the *West End, Fremantle (1829 Onwards)* State registered heritage place (Place No. 25225). Each of the facades make a primary contribution to the cultural heritage value of the West End. Figure 19 illustrates the curtilage of the state registered area and the elements which make a primary contribution to the heritage significance.

The 1985 elevation to Henry Street and building behind is identified as making a secondary contribution to the significance of the *West End, Fremantle (1829 Onwards)*. *West End, Fremantle (1829 Onwards)* has numerous and varied cultural heritage values which are too vast to list in this report. For the purpose of this assessment statement

of significance was considered sufficient. The following statement of significance sets out the established cultural values of the area.

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:

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 rush expansion era (1890s-1900s), along with some evidence of earlier and later periods, that retains an ongoing connection with maritime industries;

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;

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;

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, the precinct demonstrates the impact of the Gold rush period on the State, when money and population flooded into the Colony, and Fremantle became a flourishing, prosperous port town;

the place policed, and was partially constructed by convicts and is intrinsically linked with the nineteenth century convict history of Western Australia;

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;

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;

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;

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;

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,

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.

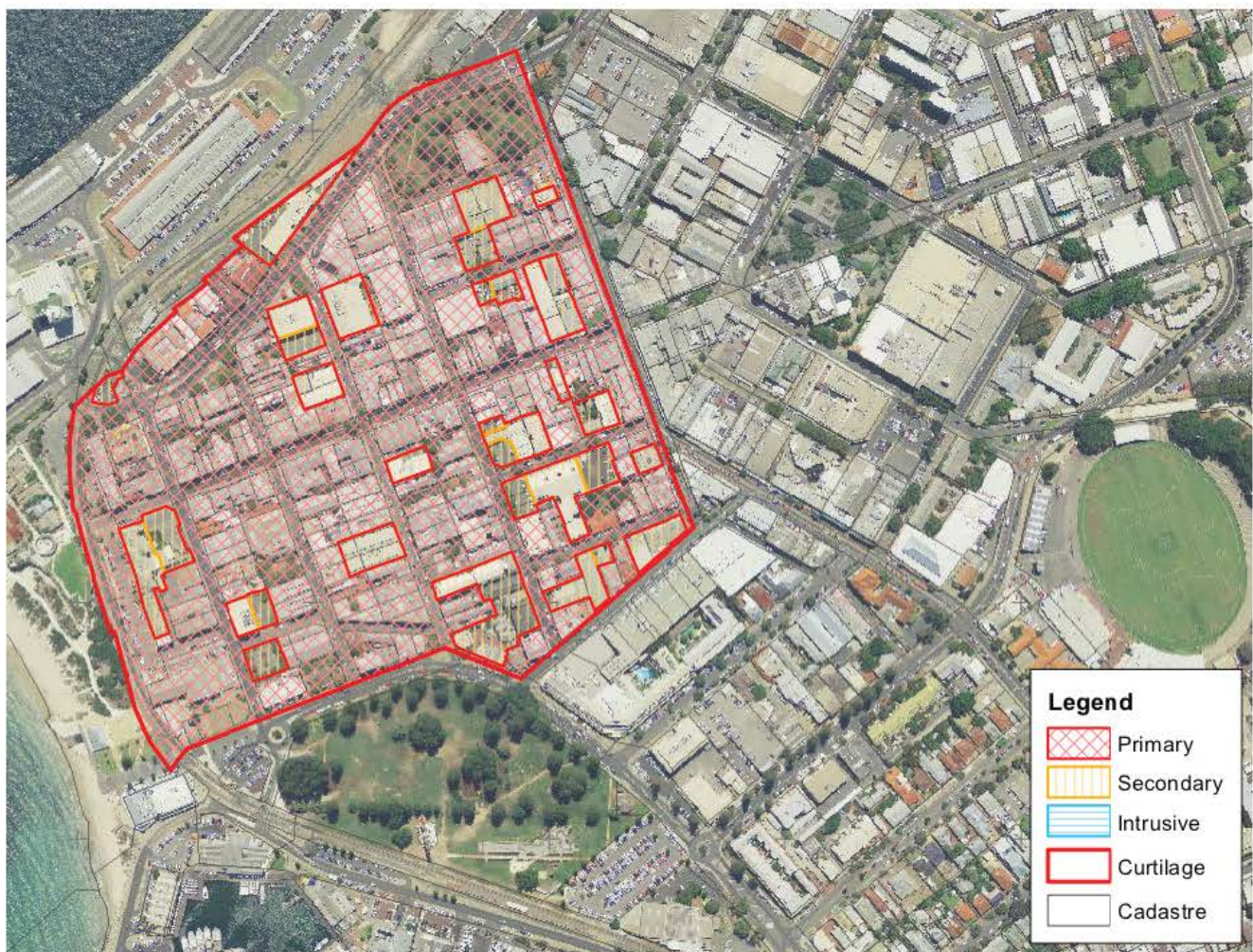


Fig 19. West End, Fremantle Curtilage NB identifying a portion of the site as having secondary contribution.

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5. Assessment of Heritage Impact

This chapter will assess the potential for heritage impact of the proposed development. It will explore the potential for impact on the established cultural heritage values set out in the previous chapter. This includes the individual façades which are included on the Heritage List and the State registered West End, Fremantle. The table below is set out as required by the City of Fremantle's LPP 1.6.

Additionally, the proposal is discussed below in relation to Burra Charter Article 22 on New Work. Article 22 identifies that new work should:

- not adversely affect the setting of the place
- have minimal impact on the cultural significance of the place
- not distort or obscure the cultural significance of the place or detract from its interpretation and appreciation
- respect and have minimal impact on the cultural significance of the place

The level of positive and negative impact that the proposal will have on the heritage significance of the place with regard to the following criteria:

Required Information	Description of Work	Individual Facades	West End, Fremantle
The extent of loss of significant fabric.	<p>The fabric proposed for removal is entirely that which was constructed in 1985. Proposed demolition includes:</p> <ol style="list-style-type: none"> 1. aluminium framed commercial windows to facades 2. infilled original doors and windows 3. the entirety of the 1985 building including all structure and floor slabs currently abutting the historic facades 4. the existing 1985 building fronting Henry Street 	<p>Removal of the windows and infill to openings only serves to improve the existing situation. Intrusive elements which infill windows are being removed and the openings will be reactivated.</p>	<p>The 1985 building that currently fronts onto Henry street will be demolished. This element has been identified as making a secondary contribution to the significance of the West End and as such its removal will have no impact.</p> <p>The removal of fabric is considered as a benefit to the significance of the West End by enhancing activation of these facades and reasserting each address as a contributory component of the streetscape.</p>
The extent of conservation work to significant fabric.	<p>A full scope of conservation works will be undertaken to include:</p> <ol style="list-style-type: none"> 1. reconstruction of timber framed windows to match historic evidence. 2. repair flat render and decorative stucco classical features 3. Realignment of floors with windows 4. Re-establish opening in original windows and doors 	<p>The conservation works proposed to the facades will enhance their aesthetic value by restoring original appearance based on documentary and physical analysis. Appropriate repairs using traditional materials and skills will ensure the longevity of the heritage fabric.</p> <p>A full scope of conservation works will be developed and submitted as part of the building license to provide specific detail on the scope and nature of the proposed works.</p>	<p>The reactivation of the facades is a highly positive heritage outcome for the West End given the prominence of this site. The current use provides little activation of the buildings and leaves the site inexpressive. Opening up basement windows and doors will play an important role in conserving the presence of these buildings in the streetscape.</p>
The permanent impact that the proposal is likely to have on the values that contribute to the heritage significance of the place.	<p>Permanent changes to the heritage fabric are generally restorative however the new built form will have a long-term presence within the West End. Notably:</p> <ol style="list-style-type: none"> 1. New vertical extensions above each of the Pakenham Street facades 2. New built form over the Phillimore Street façade 3. New building to Henry Street 	<p>The façades being conserved and retained ensures their permanence and revitalisation as individual buildings which is a highly positive outcome. This allows the interpretation of the historic warehouse architecture to remain appreciated from the street.</p> <p>The original facades will have new floor slabs aligned to the location of the original. These will be a positive permanent change by having windows that contribute natural light to a habitable floor space.</p>	<p>As the current proposal illustrates, no building is permanent and the changes are reversible. However, for the purpose of this assessment the proposed development will become a long-term presence within the West End.</p> <p>The proposed new building to Henry Street will provide a contemporary element in the streetscape that aligns with the horizontal and vertical aspects of the adjacent Phillimore Street façade. The fourth and fifth floors are articulated in a modular form which assists in breaking up a monolithic presence on the skyline.</p>

The level of positive and negative impact that the proposal will have on the heritage significance of the place with regard to the following criteria:				
Required Information	Description of Work	Individual Facades	West End, Fremantle	
The permanent impact that the proposal is likely to have on the values that contribute to the heritage significance of the place..... continued.			<p>The height of the new vertical extension to Pakenham Street facades has potential to impact on the established height in the area however these facades are appreciated most from a street level where the new extension is largely not visible. When approaching from Leake Street however these vertical extensions are visible and can be considered as a bold new form on the skyline that are clearly reflective of contemporary design. The materiality of brick and timber has some provenance to the area but could be refined to give the new form a more diminutive presence over the heritage facades.</p> <p>The social value of the West End would be enhanced by incorporating housing into the area particularly for young people and families.</p>	
The impact a proposal will have on a heritage building in terms of its use siting, bulk, form, scale, character, colour, texture and materials	<p>The new built form will be visible above the historic facades and be of equivalent height to the taller buildings in the West End. The materials palette for the new vertical form varies to define each individual historic building. The use of brick and timber has been proposed in Pakenham Street and glass and steel with fairfaced concrete proposed Phillimore and Henry Street.</p>	<p>The horizontality and verticality of the proposed development take its cues from the use of classically derived features and proportions utilised on the gold rush era facades such as pilasters, cornices and entablature.</p> <p>The new built form is set back a minimum of two meters from the parapets of the historic facades. This provides satisfactory visual separation between the old and new.</p> <p>The materiality of brick over render can have potential to make the building appear top heavy. This has been somewhat resolved by using voids and negative spaces which mostly align with the underlying historic fenestration pattern.</p>	<p>The verticality associated with federation free classical buildings has prompted vertical emphasis to be given to the new additions. From a street level this draws the eye upwards and will achieve the similar outcome as intended by classical proportionality.</p> <p>The proposed new built form has been designed to respect the individual address of each historic façade. By designing the new building to conform with the historic lot boundary allows the urban grain of the West End to be appreciated. It also articulates the new built form so as not to be appear monolithic on the skyline of the West End.</p> <p>The materiality of the new built form should respect without mimicking the adjacent original. The proposal achieves this with some success. Refinement of the combination of materiality to complement the underlying scale and form could be considered further on Pakenham Street.</p> <p>The proposed sweeping form on Phillimore Street sits as new contemporary form which floats over the historic façade. It stands quite separately and does not seek to overpower or diminish the underlying heritage fabric.</p>	

The level of positive and negative impact that the proposal will have on the heritage significance of the place with regard to the following criteria:

Required Information	Description of Work	Individual Facades	West End, Fremantle
The impact the proposal will have on the visual setting and the other relationships that contribute to the heritage significance of the place.	The proposal seeks to increase height on the site up to five storeys behind the façades with a variable setback of 2-6 metres behind the parapet.	Generally, the proposed height over each façade is a lesser scale although graduating height of the new built form on Pakenham Street in relation to the scale of each façade may have an improved outcome.	<p>The scale of the new built form is representative of the continuing evolution of a site which has increased in scale over time. The location is a gateway to the West End and the corner of Henry and Phillimore will be emphasised by this new sweeping form. The emphasis of corner elements has some provenance in the West End, particularly on gateway routes such as Henry Street.</p> <p>The neighbouring property at 10 Henry Street (Lance Holt School) is a state registered building in its own right. Lance Holt School is a modest scale Federation Free Classical building. Shorter than the façade at 2 Henry Street. In acknowledgment of this shift in scale the proposal steps down at the interface which helps to ameliorate the abrupt transition.</p>
The impact the proposal will have on the streetscape and townscape characteristics of the area in which it stands.	<p>One new 5 Storey building is proposed to be built to the street front on Henry Street the majority of the built form is concealed behind the historic façades.</p> <p>One of the original cart ways is being opened up as route into the central landscaped courtyard.</p>	<p>Restoration of the heritage fabric will provide a more authentic appreciation of the materiality and the contribution to the streetscape.</p> <p>Reintroducing access to the rear of the historic lots via cart ways and utilising rear courtyards has historic provenance for these heritage places and enhances appreciation of the original streetscape.</p> <p>The ability to understand the facades as warehouses and gold rush era commercial buildings will be retained and enhanced in the streetscape.</p>	<p>The corner elements in the West End are traditionally very prominent and emphasised. The corner of Phillimore and Henry Street will be enhanced in a similar manner by the treatment of the new form.</p> <p>The urban grain of the West End historically has comprised of smaller lots which led to a fine-grained rhythm of buildings often punctuated by cart ways, lanes or passages leading to the rear of the lots. Two of these exist on the Pakenham Street portion of the development and one is being re-used as an access to the rear landscaped areas.</p> <p>The basements are being reactivated in a utilitarian function to serve the buildings as originally intended which provides visual intrigue to these elements which are presently sealed up.</p> <p>The new built form on Henry Street which replaces the 1985 building uses classically derived proportions as window sizes incrementally decrease on each storey. The proposed windows and balconies will have deep reveals which echo's the deep reveals associated with the mass masonry construction of the gold rush architecture.</p>

The level of positive and negative impact that the proposal will have on the heritage significance of the place with regard to the following criteria:

Required Information	Description of Work	Individual Facades	West End, Fremantle
The impact the proposal will have on important public views and spaces, vistas, landmarks and landscape features.	<p>The proposal has explored several keys views and vistas towards the site:</p> <ol style="list-style-type: none"> 1. Esplanade Park 2. Monument Hill 3. Fremantle Ports 4. Phillimore Street looking south 5. Phillimore Street looking north 	NA	<p>From the assessment of the perspectives it is clear that the height proposed will have minimal to no impact on key views and vistas into the West End and retain the presence of the landmark features on the historic skyline. However, there will be a presence within the immediate streetscape.</p> <p>The skyline of the West End is appreciated from various key vistas. From these vistas, there have been historic punctuations such as domes, towers and turrets. The proposed mass of the built form on the skyline has been broken up and modulated which provides some ongoing respect to this historic skyline without mimicking the old or overwhelming with modern elements.</p> <p>The new built form on the Phillimore Street elevation will further enhance the landmark value of the building and provide a strong entry statement into the West End and allow the building to be seen from the sea again.</p> <p>New vertical extensions on Pakenham street has the potential to overwhelm the streetscape when viewed from certain angles however the pedestrian experience of the heritage buildings will not be affected when walking adjacent to the building.</p>

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6. Summary and Conclusion

This site is one which can reasonably be subject to a development of this scale. It presents an opportunity for reinvigoration, coupled with the restoration and adaptation of the remaining heritage façade elements. The existing uses are not contributing to the activation and vitality of Fremantle's West End, and the extent of demolition in 1985 provides considerable opportunity for improvement.

This proposal seeks to redevelop one of the single largest landholdings in the West End of Fremantle. A site that has experienced considerable alteration which has all but obliterated the understanding of these as five separate buildings and their associated urban form. This proposal cannot undo the demolition that has already taken place but presents a good opportunity to repair the damage, either by better aligning new floor plates to the original window openings and by using the urban grain and individual street addresses to inform the reactivation of the façades. The proposal breathes life into these soulless façades, offers a viable adaptation of the site into use that is eminently suitable for the West End, and appropriately manages change to meet the evolving demands of the market.

Notable benefits include:

1. Reconstruction of floor levels to align with openings in the historic façades allowing windows to be operable with activity behind
2. Reactivation of blocked and underused doorways and resultant reactivation of the immediate streetscape around
3. Reconstruction and conservation of heritage fabric including:
 - timber windows to match historic detailing
 - Repairs to render and repainting of historic façades where appropriate based on analysis
 - Removal of paint from face brick
4. Reactivation of historic cart ways and landscaped courtyards

Points for further consideration:

- 1 The materiality of the new built form needs to be carefully considered in the context of the historic materials palette used in the West End and the façades from which it is based.
- 2 The proportionate height of vertical extension over each heritage façade, so not to overwhelm the original scale
- 3 Conservation works should be based on a thorough understanding and analysis of the original fabric.

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Appendix D

Transcore Transport Impact Statement

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