

FREMANTLE PRISON  
The Convict Establishment

# DRAFT FOR PUBLIC COMMENT

Issued: Friday 17 August 2018

Public comment close: Monday 17 September 2018

# FREMANTLE PRISON HERITAGE MANAGEMENT PLAN



This report was prepared for the Western Australian Department of Planning,  
Lands and Heritage by Extent Heritage Pty Ltd and Lovell Chen

**EXTENT**  
HERITAGE ADVISORS  
TO AUSTRALIA AND  
THE ASIA PACIFIC

**LOVELL CHEN**

# TABLE OF CONTENTS



<b>1. Introduction</b>	<b>6</b>
1.1 Preamble	6
1.2 Methodology	6
1.3 Report structure	6
1.4 Outstanding Universal Value	8
1.5 Authorship	8
1.6 Acknowledgements	8
1.7 Rankings	9
1.8 Terminology: The Burra Charter	9
<b>2. Site identification</b>	<b>11</b>
2.1 Location	11
2.2 Description of area	13
<b>3. Heritage status</b>	<b>16</b>
3.1 Listings	16
3.2 Assessed heritage values and statement of significance	16
3.2.1 Co-existing cultural values	18
3.2.2 Fremantle Prison as part of a cultural landscape	18
3.2.3 Significance as the determinant of management responses	19
<b>4. Historic context</b>	<b>30</b>
4.1 The convict period (1850–1886)	31
4.2 Colonial/early state period (1886–1918)	35
4.3 Post–World War I (1918–present)	38
<b>5. Overarching policies</b>	<b>41</b>
5.1 Outstanding Universal Value	43
5.2 Aboriginal Cultural Heritage	45
5.3 Archaeology	47
5.4 Community and Stakeholder Engagement	49
5.5 Governance and Finance	51

# TABLE OF CONTENTS



FREMANTLE PRISON  
The Convict Establishment

5.6 Keeping a Record .....	55
5.7 Movable Heritage .....	58
5.8 New Development .....	61
5.9 Physical Conservation .....	65
5.10 Setting .....	68
5.11 Telling the Story .....	72
<b>6. Specific policy areas and actions .....</b>	<b>76</b>
6.1 Accessibility .....	77
6.2 Carpentry .....	78
6.3 Compatible Uses .....	79
6.4 Concrete .....	80
6.5 Environmental Pressures .....	81
6.6 Existing Plant .....	82
6.7 Graffiti .....	83
6.8 Hazardous Materials .....	84
6.9 Historic Signage .....	85
6.10 Ironmongery .....	86
6.11 Landscaping .....	87
6.12 Lighting .....	88
6.13 Masonry and Cement .....	89
6.14 Murals .....	90
6.15 Other Hazards .....	91
6.16 Roofing .....	92
6.17 Services .....	93
6.18 Surfaces .....	94
6.19 Visitation Management .....	95

# TABLE OF CONTENTS



FREMANTLE PRISON  
The Convict Establishment

<b>7. Structures and spaces: conservation principles and actions .....</b>	<b>96</b>
7.1 East Terrace (East Bank) and Reservoir, Tunnels and Pumping Station .....	97
7.2 East Workshop .....	99
7.3 Exercise Yards .....	101
7.4 Fairbairn Street Ramp .....	103
7.5 Female Division .....	105
7.6 The Gatehouse and Entry Complex .....	107
7.7 Hampton Road and Reserve.....	110
7.8 Hospital .....	112
7.9 Main Cell Block .....	114
7.10 New Division .....	116
7.11 Parade Ground .....	118
7.12 Perimeter Walls .....	120
7.13 Refractory Block .....	122
7.14 South Knoll, Prison Industries and Southern Area .....	124
7.15 Sterile Zones .....	126
7.16 The Knowle .....	127
7.17 The Terrace .....	128
7.18 Warders' Cottages .....	132
7.19 Watch Towers and Elevated Walkways .....	133
7.20 West Workshops .....	135
<b>Appendix A – Relevant heritage listings .....</b>	<b>137</b>
<b>Appendix B – Contributory views .....</b>	<b>147</b>
<b>Appendix C – References and select bibliography.....</b>	<b>157</b>



# INTRODUCTION

01

# 1. INTRODUCTION

## 1.1 PREAMBLE

This Heritage Management Plan (HMP) has been prepared to meet the requirements of the Australian *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) in relation to places listed on the World Heritage List (WHL) and National Heritage List (NHL). Specifically, the HMP addresses the requirements of an accredited management plan pursuant to Regulation 2B.01 of the *Environment Protection and Biodiversity Conservation Regulations 2000*.

This HMP sits at the top of Fremantle Prison's overarching management framework. Where there is an inconsistency between the HMP and those other documents within that framework this HMP will prevail to the extent of the inconsistency.

This HMP is designed as a high-level management tool. It equips the managers of Fremantle Prison with a policy framework within which management decisions should be made. It includes recommendations for the preparation of 'second tier' management documents in the future (for example, Conservation Management Strategies). It is envisaged that those documents will contain more specific management guidance for discrete locations and activities. This HMP also contains policy and guidance to inform future masterplanning for Fremantle Prison.

Fremantle Prison is listed on both the WHL and NHL for embodying a range of heritage values. It is also included on the Western Australian State Register of Heritage Places (SRHP) for meeting a broader range of heritage assessment criteria. This poses particular challenges for the managers of Fremantle Prison who must balance the imperative to conserve the place's OUV against the conservation needs of its National Heritage values and state significance. The HMP avoids the application of a universal 'rule' for decision-making in this environment. Rather, it assumes that conservation management decisions will need to be made on a case-by-case basis, balancing the co-existing heritage values.

It is envisaged that the HMP will be reviewed five years from the date of its adoption by Fremantle Prison.

## 1.2 METHODOLOGY

The methodology used in the preparation of this HMP is consistent with the principles and definitions contained in the *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance* (the 'Burra Charter'). In particular, it observes the principle that the nature and level of a place's heritage significance will determine the appropriate management response.

This HMP is based on consultation with Fremantle Prison personnel and with 'external' stakeholders from the WA Department of Planning, Lands and Heritage and the WA Heritage Council. Further, extensive and ongoing community consultation has been undertaken by Fremantle Prison. This has included a combination of online data collection and face-to-face community consultation regarding the ways in which the community (widely defined) values Fremantle Prison and would like to see it used and enhanced. These data have also informed the content of this HMP.

A draft of the HMP was exhibited for public comment. The content of the HMP reflects the sentiments expressed by the bulk of the respondents concerning community connection and aspirations for the place.

The authors of the HMP undertook a number of site visits between January and May 2018 to inform their policies and recommendations.

The HMP has also been prepared in accordance with Regulation 2B.01 of the *Environment Protection and Biodiversity Conservation Regulations 2000*. Regulation 2B.01 emphasises that an accredited HMP must include a number of critical elements, including the following elements (which have been paraphrased):

- a clear statement demonstrating an understanding of the nature and level of significance that the place embodies and how the place embodies different kinds of significance (its different 'values')
- a clear statement demonstrating an understanding of the legislative processes that the HMP must operate within
- a clear description of the place so that managers understand precisely what they must conserve and where
- a mechanism for the early identification of 'risks' to identified heritage values and the constraints on future actions that these risks impose; as a counterpoint, the HMP may identify opportunities (e.g. for new development) arising out of the place's heritage values
- a clear means of identifying and assessing potential adverse impacts on the assessed heritage values of the place arising from the prevailing environment and/or proposed actions
- recommendations for timely 'actions' necessary to the conservation of the place
- mechanisms for monitoring the condition of the place and for reporting on changes to its condition

## 1.3 REPORT STRUCTURE

Rather than present the above matters in separate sections – which requires users to navigate between different parts of a lengthy report – this HMP consolidates disparate relevant information around broad areas of management concern. These are presented as 'Overarching Policy Areas' which comprise the following:

- Outstanding Universal Value
- Aboriginal cultural heritage
- archaeology
- community engagement
- governance and finance
- keeping a record
- movable heritage
- new development
- physical conservation
- setting
- 'telling the story' (heritage interpretation)

With the exception of the Overarching Policy on Outstanding Universal Value, the overarching policy areas are presented in alphabetical order.

The order does not denote different levels of importance or priority (except for the Overarching Policy on Outstanding Universal Value), because the appropriate management of Fremantle Prison demands a holistic approach to conservation.

For each overarching policy area clear and concise guidance is provided with respect to:

- management objectives
- risks to assessed heritage values
- the statutory obligations
- non-statutory obligations
- constraints arising from significance
- opportunities arising from significance

Each overarching policy area is then provided with:

- relevant policies to guide decision-making
- specific actions necessary to the implementation of those policies

It is envisaged that when managers of Fremantle Prison are required to carry out an action they will consult the text within the relevant overarching policy area/s and act as follows:

- form a view about the objectives that their decision should assist to attain
- proceed with a clear understanding of the risks to be avoided and the opportunities that are available
- be equipped to satisfy statutory and non-statutory requirements

Further, users will have ready to hand the policies that will govern their decision-making in relation to those overarching areas.

The HMP in this form provides the managers of Fremantle Prison with a clear set of guidelines designed to:

- underpin heritage impact assessments for proposed works
- assist with proactive heritage conservation

Each 'Overarching Policy' concludes with a series of recommended 'Actions'. Fremantle Prison is subject to competing demands on its limited resources; the specific actions identified for each policy area are usually intended to be read as desirable actions to be implemented when resources allow and having regard to the full range of conservation imperatives. Where essential and/or urgent specific actions have been identified (as opposed to 'desirable' ones), this is explicitly noted in the HMP.

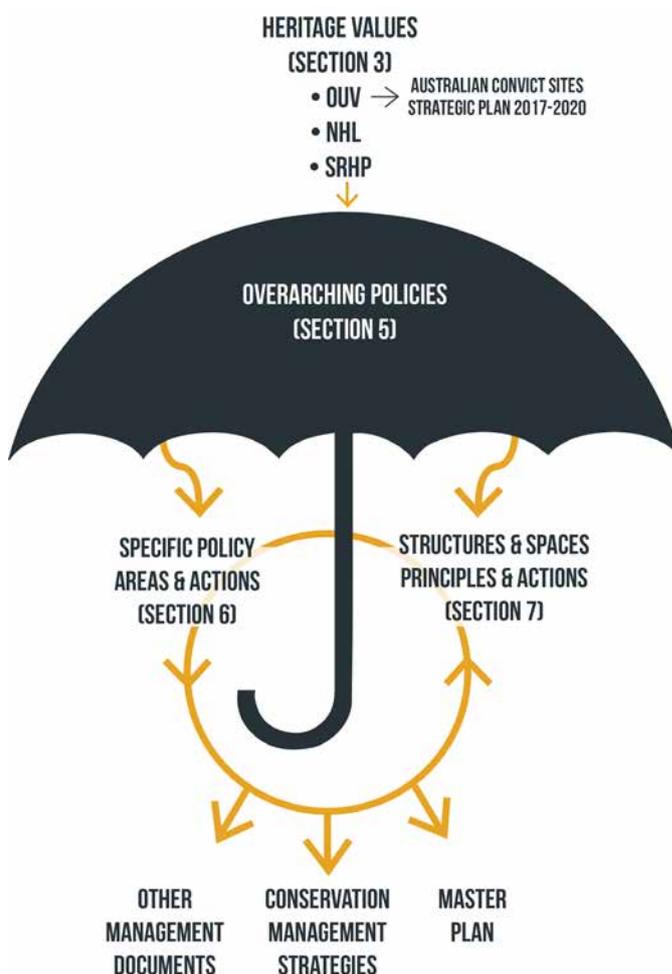
In addition to the overarching policy-based division of text described above, this HMP also includes:

- Guidelines with respect to a range of more specific activities, particularly the kind that are undertaken during physical conservation works and the day-to-day maintenance of the place. It is envisaged that this more specific policy guidance will be of particular use to personnel engaged in building maintenance and landscape management. Importantly, each of the specific policy areas refers the user back to the relevant overarching policies.

- Guidelines based on physical locations (termed herein 'specific elements'). It is envisaged that the 'Specific Elements Conservation Principles and Actions' will be particularly useful in future masterplanning, especially in identifying locations suitable for new development and adaptive re-use. They include both guiding principles and more detailed actions for each 'specific element' ('SE Actions').

The content and format of the report, as described above, meets the requirements of Reg. 2B.01 of the EPBC Regulations.

It also lends itself to the digital delivery of the data, which is an objective of Fremantle Prison.



## 1.4 OUTSTANDING UNIVERSAL VALUE

This HMP recognises that Fremantle Prison's heritage values require a holistic and inclusive approach to its conservation. Fremantle Prison is part of the 'Australian Convict Sites World Heritage Property' and therefore management decisions that adversely impact its heritage values may impact the OUV of the Australian Convict Sites as a whole. As a reflection of the importance of managing the OUV of Fremantle Prison relative to the other co-existing values at the place, a separate 'Overarching Policy' on OUV has been prepared. The policy is placed first in Section 5, in a list of Overarching Policies that are otherwise in alphabetical order.

That Overarching Policy emphasises the importance of the Australian Convict Sites Steering Committee's *Strategic Plan 2017–2020* which includes the following objectives:

- to collaboratively manage the Property's OUV
- to conserve and protect the Property's OUV for current and future generations
- to present and interpret the Property's OUV, emphasising each site's contribution to the whole
- to give the Property a function in the life of the community

## 1.5 AUTHORSHIP

This HMP was prepared by Extent Heritage Pty Ltd and Lovell Chen for the Western Australian Department of Planning, Lands and Heritage.

The following personnel co-authored the text:

Andrew Sneddon	Associate Director, Extent Heritage
Anita Brady	Principal – Heritage, Lovell Chen
Tristan Bergin	Heritage Advisor, Extent Heritage
Felicia Widjaja	Graphic Designer, Extent Heritage
Dan Blake	Principal – Conservation, Lovell Chen
Libby Blamey	Senior Associate, Lovell Chen

## 1.6 ACKNOWLEDGEMENTS

Luke Donegan – Manager, Heritage Conservation, Fremantle Prison – worked with the Extent Heritage / Lovell Chen team in the preparation of this HMP. The HMP also benefited greatly from Workshops involving Fremantle Prison personnel and 'external' stakeholders including (in alphabetical order):

Anne Arnold	Chair, Heritage Council of Western Australia.
Bill Bowker	Property Manager, Fremantle Prison.
Olimpia Cullity	Head Curator, Fremantle Prison.
Maia Frewer	Visitor Services Manager, Fremantle Prison.
Graeme Gammie	Assistant Director General, Heritage Services, WA Department of Planning, Lands and Heritage.
Karen Jackson	Principal Heritage Officer, Heritage Services, WA Department of Planning, Lands and Heritage.
Alan Kelsall	Heritage Coordinator, City of Fremantle.
Paula Nelson	Director, Fremantle Prison.
Penny O'Connor	Director, Heritage Assessment & Registration, Heritage Services, WA Department of Planning, Lands and Heritage.
Dr Brad Pettitt	Mayor, City of Fremantle.
Adelyn Siew	Director Heritage Development – Heritage Services, WA Department of Planning, Lands and Heritage.
Paul Trotman	Senior Planning Project Officer, City of Fremantle.
Harriet Wyatt	Director Heritage Practice, Heritage Services, WA Department of Planning, Lands and Heritage.

This HMP was preceded by several earlier management documents. The following have been particularly useful to the preparation of this report:

- 'Fremantle Prison. A Policy for its Conservation' (1998), report prepared for the WA Department of Contract & Management Services and the Fremantle Prison Trust Advisory Committee, by James Semple Kerr, revised edition.
- 'Fremantle Prison Conservation Management Plan' (February 2010), report prepared for the WA Department of Treasury and Finance by Palassis Architects with Godden Mackay Logan.
- 'Fremantle Prison Heritage Management Plan' (March 2013), report prepared by Luke Donegan for the Heritage Conservation Branch of Fremantle Prison.

The content of this document both synthesises and augments this earlier high-quality work.

The following images courtesy of Fremantle Prison: cover photograph; section divider photographs for Sections 5.0 and 6.0; banner photographs (Section 7.0) for 'Gatehouse and Entry Complex', 'Main Cell Block' and 'Watch Towers and Elevated Walkways'.

## 1.7 RANKINGS

The rankings used in this report observe the following hierarchy of significance:

- **Exceptional** – Buildings, fabric, spaces and elements of exceptional significance are predominantly associated with the convict-era construction, use and operation of Fremantle Prison. This era, which is highly valued, extended from 1851–53, when the earliest convict-related prison works commenced; through to 1886 when the Prison ceased to be a Convict Establishment. This period encompassed the opening of the Prison in 1855 and the cessation of convict transportation to the colony of Western Australia in 1868. Most of the elements of exceptional significance also have OUV, as recognised in their inclusion in the World Heritage Listing.
- **Considerable** – Buildings, fabric, spaces and elements of considerable significance are predominantly associated with the post-convict era of colonial and early state administration, of the period 1886 to 1918. Several major building programmes and developments occurred at the Prison in this period. Physical changes were also made to accommodate innovations in prisoner recreation, management and security, including the introduction of new systems of prisoner classification.
- **Some** – Buildings, fabric, spaces and elements of some significance include some pre-World War II elements, albeit modified or of more limited distinction than earlier elements of the Prison; and post-World War II elements. They also include items associated with the prisoner experience; reconstructed elements; and elements added throughout the twentieth century which demonstrate ongoing developments in prisoner recreation, management and security.
- **Little or No** – Buildings, fabric, spaces and elements of little or no significance are for the mostly modern elements. While they may provide evidence of later prison works and activities, they typically date from the latest period of prison operations, are elements of utility, and are constructed of commonplace fabric and materials. These elements are typically of little or no heritage distinction, and in some cases are intrusive.

## 1.8 TERMINOLOGY: THE BURRA CHARTER

The terminology in this report follows definitions presented in *The Burra Charter*, Article 1, that provides the following definitions:

**Place** means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.

**Cultural significance** means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.

Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individuals or groups.

**Fabric** means all the physical material of the place including elements, fixtures, contents, and objects.

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

**Maintenance** means the continuous protective care of a place, and its setting. Maintenance is to be distinguished from repair which involves restoration or reconstruction.

**Preservation** means maintaining a place in its existing state and retarding deterioration.

**Restoration** means returning a place to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material.

**Reconstruction** means returning a place to a known earlier state and is distinguished from restoration by the introduction of new material.

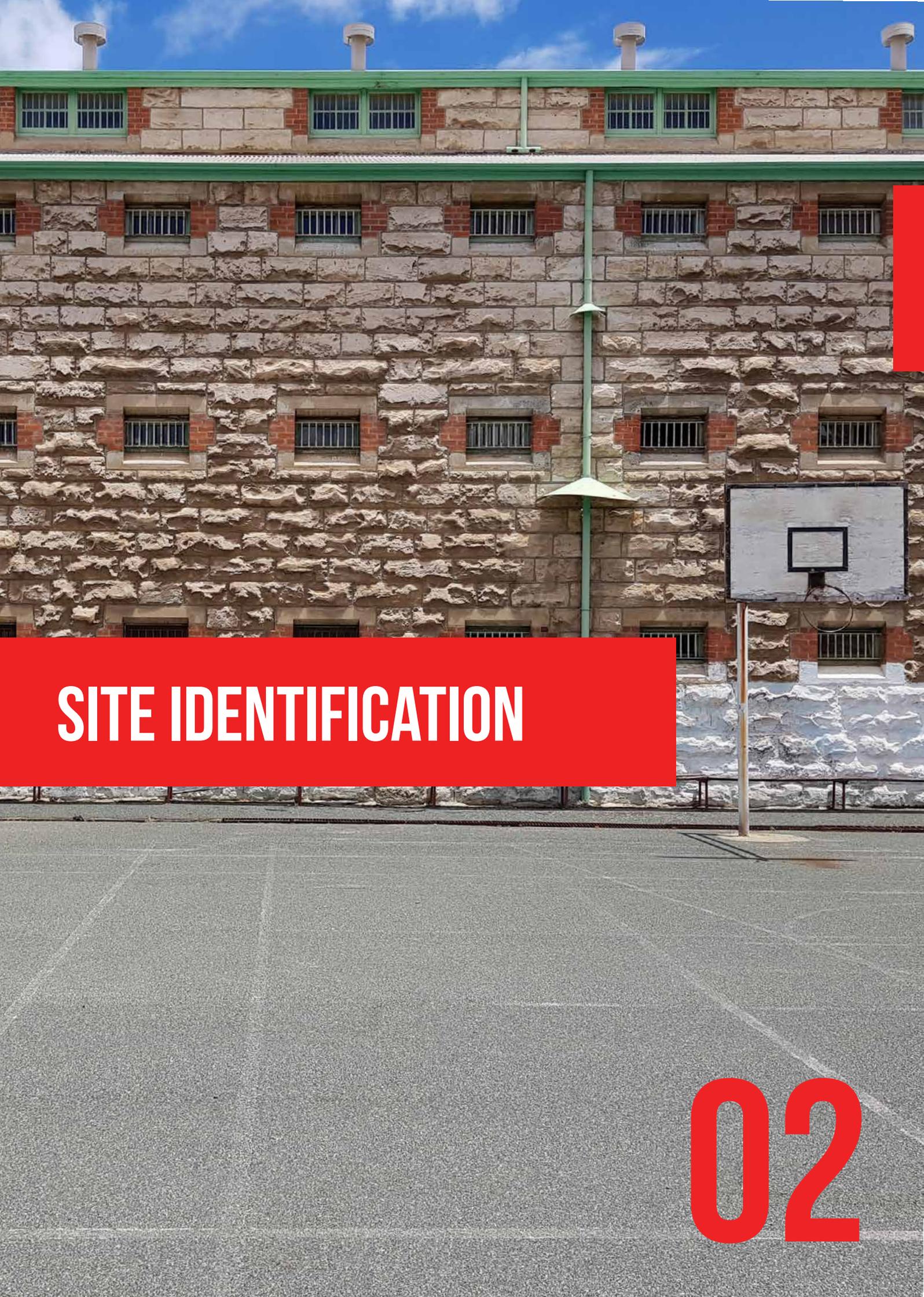
**Adaptation** means changing a place to suit the existing use or a proposed use.

**Use** means the functions of a place, including the activities and traditional and customary practices that may occur at the place or are dependent on the place.

**Compatible use** means a use that respects the cultural significance of a place. Such a use involves no, or minimal, impact on cultural significance.

**Setting** means the immediate and extended environment of a place that is part of or contributes to its cultural significance and distinctive character.

**Related place** means a place that contributes to the cultural significance of another place.



# SITE IDENTIFICATION

02



## 2. SITE IDENTIFICATION

### 2.1 LOCATION

Fremantle Prison is located at 1 The Terrace, Fremantle, Western Australia (Figure 1). It comprises Crown Land Reserve 24042. The Prison site extends for approximately six hectares, and is bounded by Hampton Road to the east, Fothergill Street to the south, The Terrace to the west and Knutsford Street to the north (Figures 2 and 3).

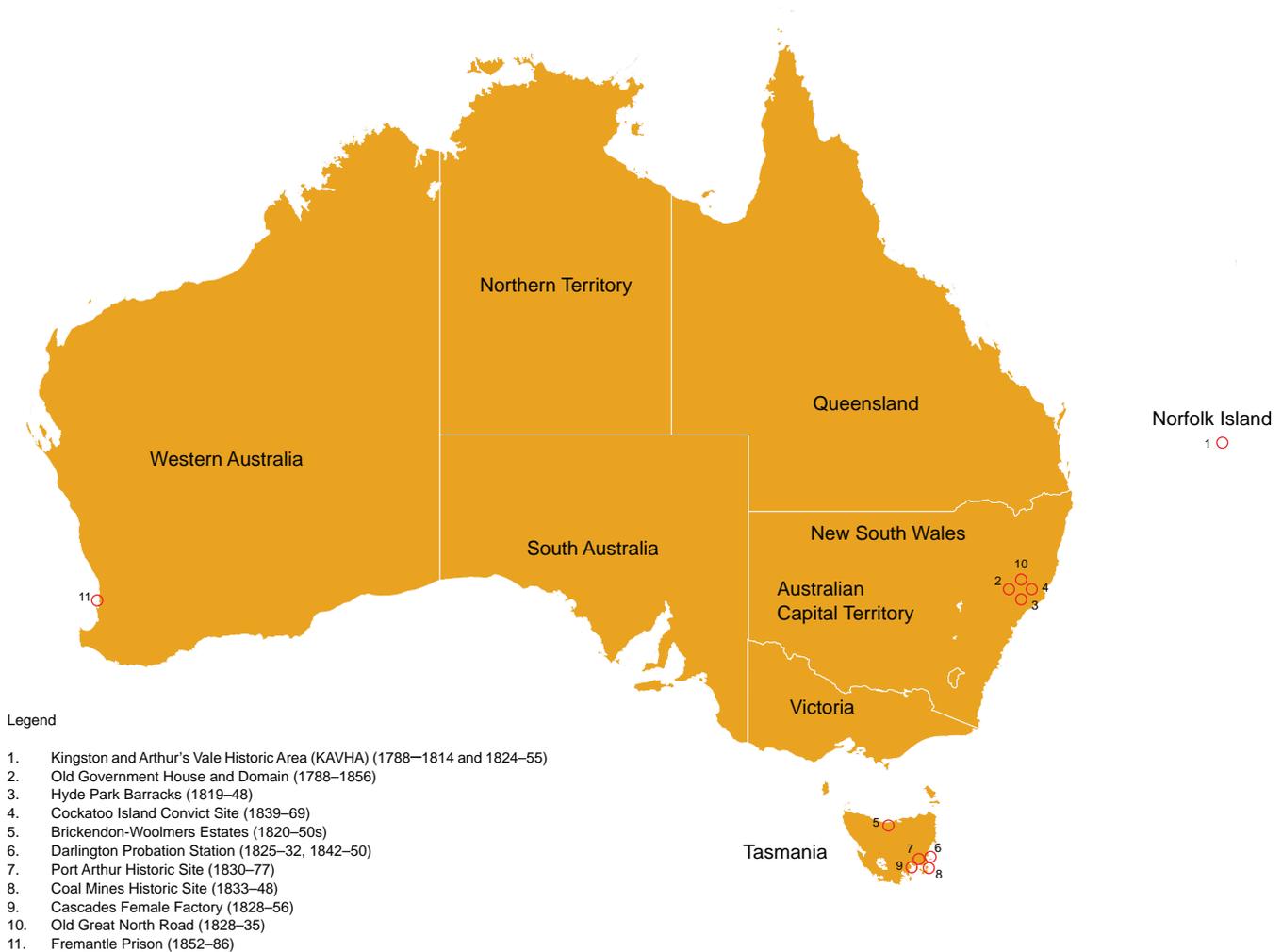


Figure 1. Map of Australia showing the eleven convict sites comprising the serial sites inscription on the World Heritage List. Fremantle Prison is number 11. (Source: 'Australia Convict Sites World Heritage Nomination, 2008').



FREMANTLE PRISON  
The Convict Establishment



Figure 2. Aerial image of Fremantle showing Fremantle Prison highlighted. North is to the top of the image.



FREMANTLE PRISON  
The Convict Establishment

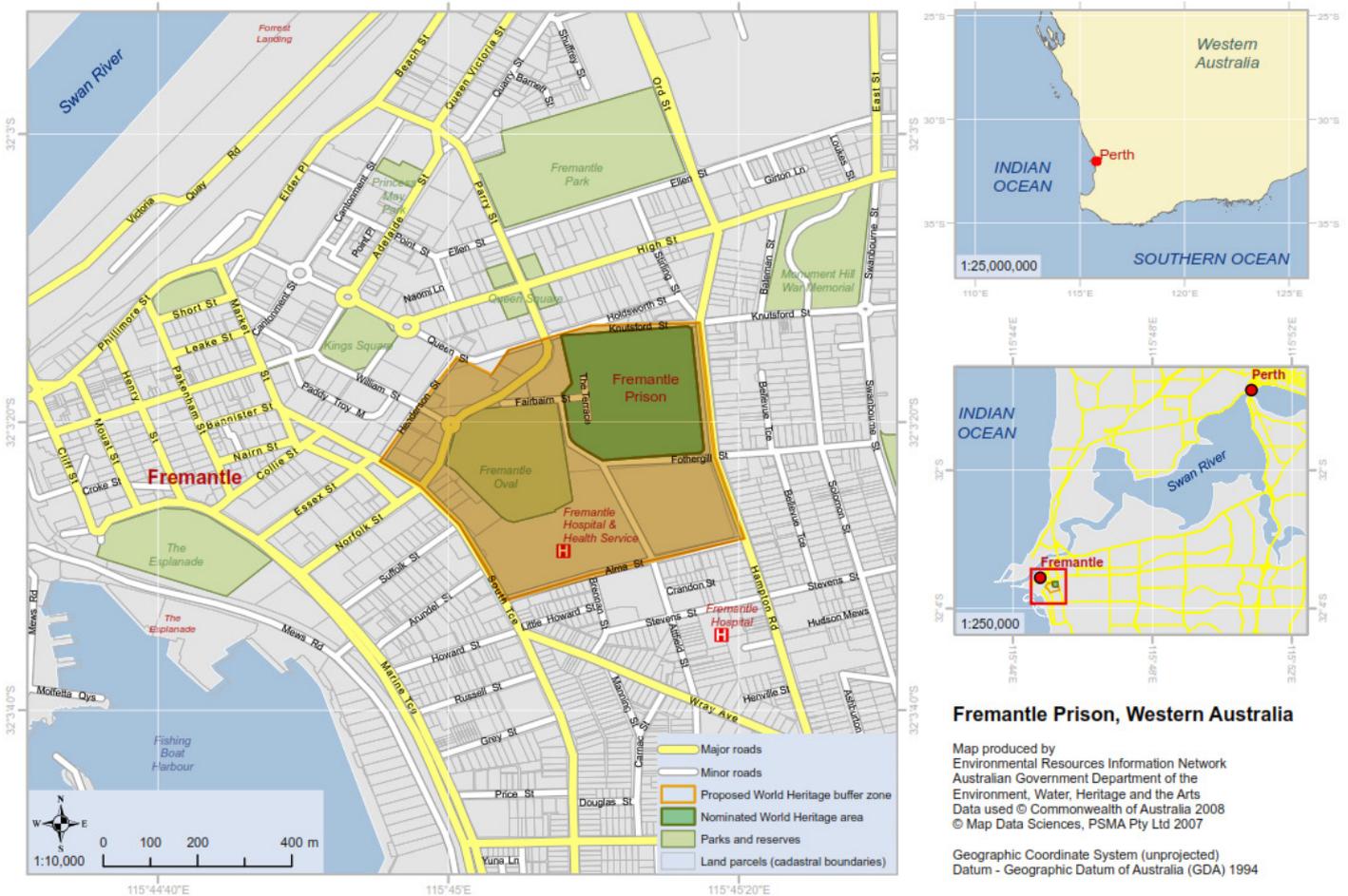


Figure 3. Map showing Fremantle Prison within the City of Fremantle (Source: <http://whc.unesco.org/en/list/1306>). The area inscribed on the World Heritage List is shaded green and a 'buffer zone' around it is indicated with an orange shading.

## 2.2 DESCRIPTION OF AREA

Plans of Fremantle Prison are presented in Figures 4 and 5, showing the place divided according to those zones that have historically been used for management purposes, and with individual buildings identified. This HMP adopts slightly different divisions in the Specific Elements Conservation Principles and Actions in Section 7. For example, it separates the Exercise Yards from the Main Cell Block and the West Workshops from the Female Division for management purposes.

Fremantle Prison (originally the 'Fremantle Convict Establishment') was established as a convict depot by the British government following a decision to transport convicts to Western Australia. It was designed by the first Comptroller-General, Edmund Henderson, and built in the period 1852 to 1859. When the convict system officially ended in Western Australia in 1868, the Prison was taken over by the colonial government and continued to operate as a state prison until its closure in 1991.

The Prison occupies high ground to the east of old Fremantle. While still elevated, the land was substantially levelled to build the Prison, with the works resulting in terrace formations on the west and east sides (respectively the Terrace outside the Prison, and the East Bank within the Prison). Stone quarried from the excavation was used in the Prison's construction, with the complex comprising mostly limestone buildings within the confines of the limestone perimeter wall. Outside the wall on the west side, Prison-related buildings are set out to either side of the Prison's main entry which in turn is centrally located on the Terrace. A

convict constructed Ramp, known as the Fairbairn Street Ramp, leads up from lower ground to the west to the Prison's entry.

During 136 years of the continuous operations numerous adaptations and extensions were made to the existing buildings, and new structures were built.

An understanding of the sequence of the development of Fremantle Prison is essential to the management of its co-existing heritage values. Fremantle Prison has been included on the WHL for its OUV relating to the convict era. The conservation of the OUV is a preminent consideration in the management of Fremantle Prison.

The convict-built structures are as follows:

- A limestone perimeter wall, generally 6 m high, which bounds the Prison on all four sides.
- The Main Cell Block which is the dominant building located centrally within the complex, being 150 m long and four stories high. Seven separate exercise yards are located to the east side (rear) of the block. The single storey Refractory Block is centrally sited to the east side of the Main Cell Block, with the Chapel (also known as the Anglican or Protestant Chapel) also centrally sited in a prominent projecting wing on the west side of the block.
- The Parade Ground, which acts as a forecourt to the Main Cell Block.

- The Entry Complex set out around the main entrance to the Prison, with the Gatehouse being central and prominent within this group. The Entry Complex also includes military and warders' guardhouses.
- The Hospital located in the north-east corner of the Prison, on elevated ground on the upper East Bank.
- A group of workshops, known as the East Workshops and incorporating carpenters and blacksmiths workshops, sited in the south-east of the Prison.
- Service buildings including the historic bakehouse and wash house (later incorporated into the Female Division).
- Residences abutting the west perimeter wall on the Terrace, and sited north and south of the Gatehouse and Main Entry. These historically accommodated Prison officers and staff:
  - convict warder's guardroom (at 2 The Terrace, although the subject building is not the original building)
  - chaplain's residence (8 The Terrace)
  - superintendent's residence (10 The Terrace)
  - gatekeeper's residence (12 The Terrace)
  - deputy superintendent's residence (14 The Terrace)
  - magistrate's residence (16 The Terrace)
  - surgeon's residence (18 The Terrace) and stables
- The Fairbairn Street Ramp, which extends westerly from The Terrace down to Henderson Street.
- Three groups of Warders' Cottages in Henderson Street.
- The Knowle, a former residence of the Comptroller-General of convicts, located 150 m to the south-west of Fremantle Prison.

- special handling unit (Main Cell Block)
- exercise yard adaptations including shelters
- Watch Towers (guard towers) and associated elevated Walkways (catwalks)

In addition to the Exercise Yards, there are various open but walled spaces, some of which are known as 'sterile zones'. These include spaces between buildings, and adjacent to the perimeter wall.

Those Prison buildings and structures that post-date the convict era include:

- the Female Division in the north-west corner, which was expanded from the original convict service buildings, and associated exercise yard
- the 'New Division' to the north of the Main Cell Block, and associated exercise yard
- West Workshops north of the Entry Complex
- East Workshops extensions
- East Reservoir
- Pump House
- gallows (east side of Main Cell Block)
- kitchen extensions to Main Cell Block and associated boiler room with chimney stack
- Entry Complex additions:
  - prisoner reception
  - armoury (now Convict Café)
- 4 and 6 The Terrace
- helmets, cement industries and shower block (Prison Industries)



FREMANTLE PRISON  
The Convict Establishment

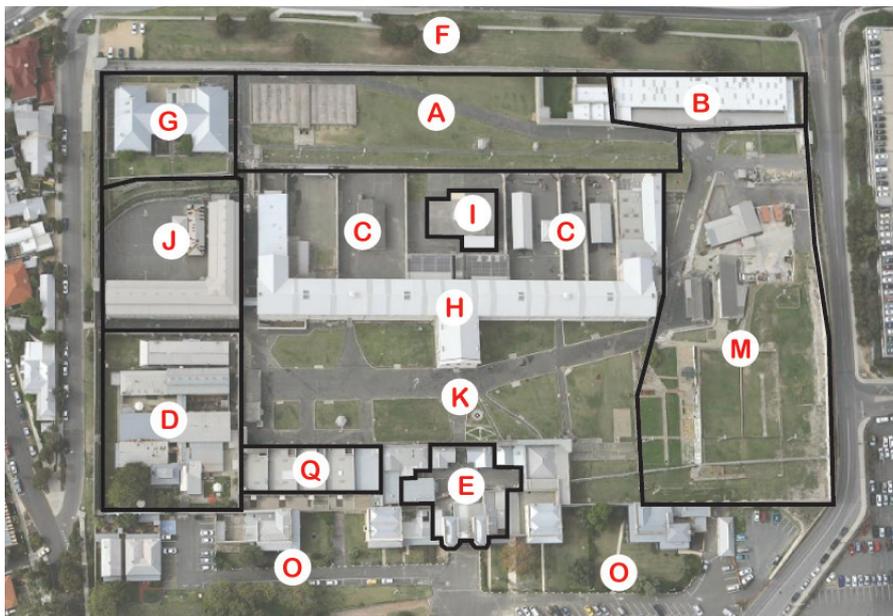


Figure 4. Aerial image of Fremantle Prison illustrating its division by zones for management purposes.

- |                                |                         |                     |                                       |
|--------------------------------|-------------------------|---------------------|---------------------------------------|
| A. East Bank                   | F. Hampton Road Reserve | K. Parade Ground    | P. Watchtowers and Elevated Walkways* |
| B. East Workshops              | G. Hospital             | L. Perimeter Walls* | Q. West Workshops                     |
| C. Exercise Yards              | H. Main Cell Block      | M. South Knoll      | *See detailed plans in Section 7      |
| D. Female Division             | I. Refractory Block     | N. Sterile Zones*   |                                       |
| E. Gatehouse and Entry Complex | J. New Division         | O. The Terrace      |                                       |

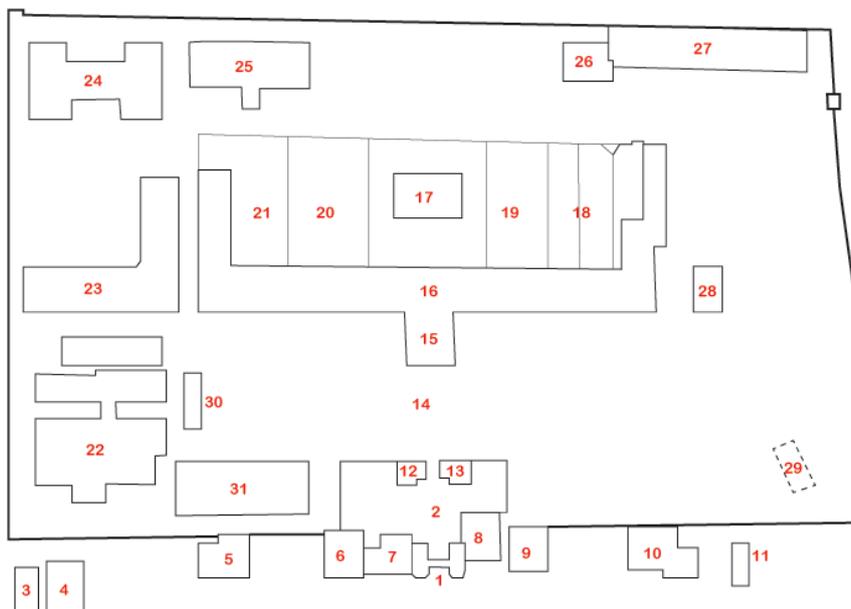


Figure 5. Fremantle Prison showing main features.

- |                      |                               |                           |                            |
|----------------------|-------------------------------|---------------------------|----------------------------|
| 1. Gatehouse         | 9. 16 The Terrace             | 17. Refractory Cell Block | 25. Eastern Reservoir      |
| 2. Entry Complex     | 10. 18 The Terrace            | 18. 1 Division Yard       | 26. Pump House and Tunnels |
| 3. 2 The Terrace     | 11. 18 The Terrace – Stables  | 19. 2 Division Yard       | 27. East Workshops         |
| 4. 4 & 6 The Terrace | 12. Contact Visits            | 20. 3 Division Yard       | 28. Showers                |
| 5. 8 The Terrace     | 13. Non-contact Visits        | 21. 4 Division Yard       | 29. Southern Reservoir     |
| 6. 10 The Terrace    | 14. Main Cell Block Forecourt | 22. Female Division       | 30. Old Canteen (Toilets)  |
| 7. 12 The Terrace    | 15. Chapel                    | 23. New Division          | 31. West Workshops         |
| 8. 14 The Terrace    | 16. Main Cell Block           | 24. Hospital              |                            |



# HERITAGE STATUS

03

### 3. HERITAGE STATUS

#### 3.1 LISTINGS

The following table summarises the heritage listings relevant to Fremantle Prison.

Register/Listing	Item Listed (Y/N)	Item Name	Item Number
<b>Statutory Register</b>			
World Heritage List	Yes	Australian Convict Sites Serial Listing	-
National Heritage List	Yes	Fremantle Prison (Former), including Fairbairn Street Ramp and Warders' Cottages	105762
Commonwealth Heritage List	No	-	-
WA State Register of Heritage Places	Yes	Fremantle Prison (but not including Ramp); Warder's Cottages; The Knowle.	1014; 24674; 3226.
Local Planning Provisions	Yes	Regional Reserve, includes the Prison and The Knowle. Part of West End Conservation Area. Approvals through WA Planning Commission.	
<b>Non-Statutory Register</b>			
Classified by the National Trust (WA)	Yes		

Plans showing those parts of Fremantle Prison that are listed on the World Heritage List, National Heritage List and State Register of Heritage Places.



Figure 6. Detail of Figure 3 above showing the boundaries of the Fremantle Prison World Heritage Listed area (shaded green) and the WHL buffer zone (shaded orange).

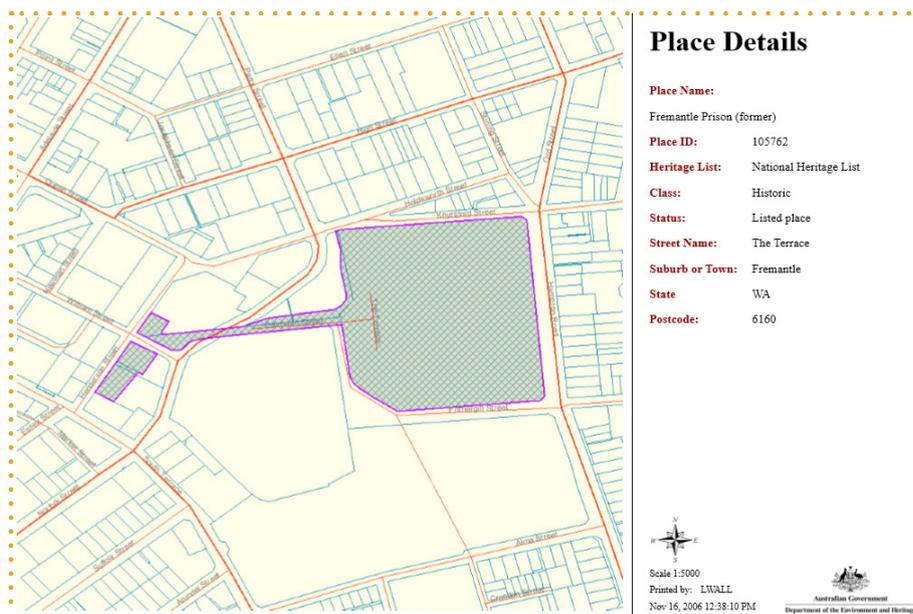


Figure 7. Plan showing the boundaries of the Fremantle Prison listed area on the National Heritage List (green hatched area). Note that it captures the Fairbairn Street Ramp and Henderson Street Warders' Cottages (Source: <http://www.environment.gov.au/heritage/places/national/fremantle-Prison>).



Figure 8. Plan showing the boundaries of the Fremantle Prison listed area on the WA State Register of Heritage Places. The Henderson Street Warders' Cottages and The Knowle (not indicated here) are also listed on the SRHP, but not the Fairbairn Street Ramp. (Source: <http://inherit.stateheritage.wa.gov.au/Public/Inventory/Details/ca161bd9-4671-41ea-96a0-82ef1918b077>).

## 3.2 ASSESSED HERITAGE VALUES AND STATEMENT OF SIGNIFICANCE

### 3.2.1 CO-EXISTING CULTURAL VALUES

This HMP is responsive to Article 13 of the Burra Charter which states:

Co-existence of cultural values should always be recognised, respected and encouraged. This is especially important in cases where they conflict.

In other words, this HMP recognises that Fremantle Prison embodies a range of heritage values at different levels of significance. It envisages that these can usually co-exist, and that it will ordinarily be

possible to conserve Fremantle Prison's OUV without adverse impact on its National Heritage values and state significance. However, in those circumstances where there is a clear conflict of conservation requirements, the conservation of Fremantle Prison's OUV will prevail.

### 3.2.2 FREMANTLE PRISON AS PART OF A CULTURAL LANDSCAPE

This HMP adopts a holistic approach to understanding and managing 'Fremantle Prison'. It regards the Prison as part of a wider cultural landscape

that includes physically disparate but historically and functionally related locations, including the following places from the convict era:

- Fremantle Prison
- The Knowle
- the Warders' Cottages on Henderson Street
- the Fairbairn Street Ramp
- the former Fremantle Lunatic Asylum
- the Rottneest Island Prison
- the other convict sites included on the WHL Australian Convict Sites listing

Similarly, Fremantle Prison is located on the eastern edge of the highly significant Fremantle CBD. The Prison and the City of Fremantle comprise two parts of a broader nineteenth and early twentieth century cultural landscape that requires a collaborative approach to management and conservation. Given the Prison's status on the WHL the management of its OUV will be a preeminent consideration in such a collaborative management approach.

### 3.2.3 SIGNIFICANCE AS THE DETERMINANT OF MANAGEMENT RESPONSES

Article 6.1 of the Burra Charter describes 'The Burra Charter Process'. It states:

The cultural significance of a place and other issues affecting its future are best understood by a sequence of collecting and analysing information before making decisions. Understanding cultural significance comes first, then development of policy and finally management of the place in accordance with the policy. This is the Burra Charter Process.

Article 6.2 of the Burra Charter states:

Policy for managing a place must be based on an understanding of its cultural significance.

In other words, the heritage values of a place determine the appropriate management response. Therefore, it is essential that the reasons for a place's heritage listing are understood.

The policies and actions presented in this HMP derive directly from its assessed levels of significance and its identified heritage values.

Fremantle Prison is inscribed on the WHL for satisfying Criteria (iv) and (vi). Specifically (quoting the WHL Statement of Outstanding Universal Value):

- **Criterion (iv):** The Australian convict sites constitute an outstanding example of the way in which conventional forced labour and national prison systems were transformed, in major European nations in the 18th and 19th centuries, into a system of deportation and forced labour forming part of the British Empire's vast colonial project. They illustrate the variety of the creation of penal colonies to serve the many material needs created by the development of a new territory. They bear witness to a penitentiary system which had many objectives, ranging from severe punishment used as a deterrent to forced labour for men, women and children, and the rehabilitation of the convicts through labour and discipline.
- **Criterion (vi):** The transportation of criminals, delinquents, and political prisoners to colonial lands by the great nation

states between the 18th and 20th centuries is an important aspect of human history, especially with regard to its penal, political and colonial dimensions. The Australian convict settlements provide a particularly complete example of this history and the associated symbolic values derived from discussions in modern and contemporary European society. They illustrate an active phase in the occupation of colonial lands to the detriment of the Aboriginal peoples, and the process of creating a colonial population of European origin through the dialectic of punishment and transportation followed by forced labour and social rehabilitation to the eventual social integration of convicts as settlers.

In developing management responses to Fremantle Prison's OUV this HMP has had regard to the following elements of the Statement of Outstanding Universal Value:

- Although Fremantle Prison embodies a range of heritage values, it has been inscribed on the WHL for its convict-era heritage values not those from later periods of use.
- Those elements of Fremantle Prison that illustrate convict-era coercion, austerity, isolation and labour are particularly important, as are elements that illustrate the adaptive responses of the convicts.
- Fremantle Prison was part of a global movement and should be managed having regard to the other Australian convict places included in the serial listing on the WHL.
- Fremantle Prison played an important role in providing the material needs of the fledgling settlements of Perth and Fremantle. It comprises part of a broader cultural landscape that demands a holistic approach to its management.
- Fremantle Prison has symbolic value.
- Managers must be alert to the ways in which form and fabric demonstrate the former convict-era functions.

Section 5 of this HMP includes an Overarching Policy on the Prison's OUV that responds directly to these matters. However, all of the Overarching Policies ultimately derive from and respond to the Prison's OUV.

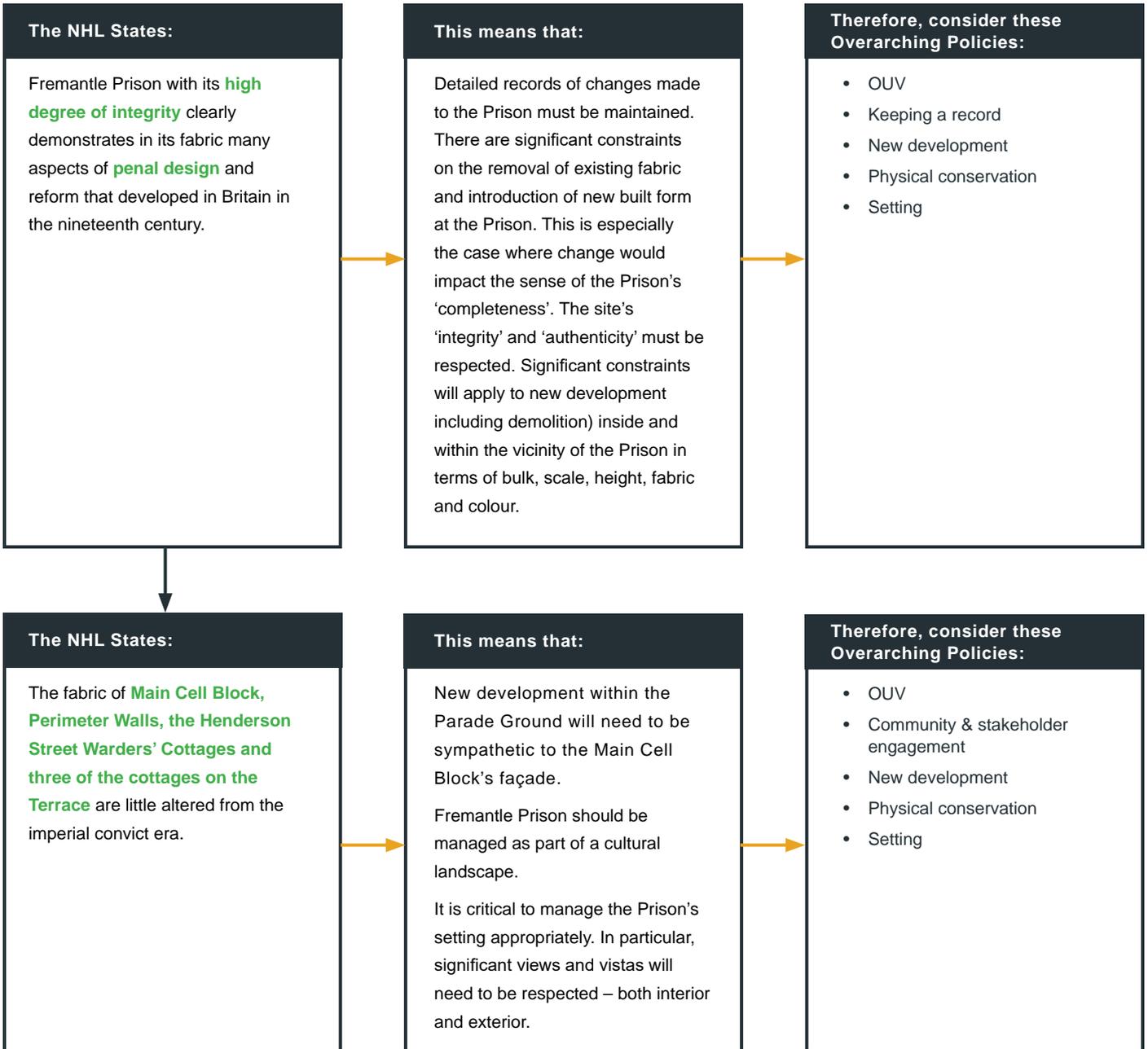
A lengthy Statement of Heritage Values for Fremantle Prison was prepared for its inclusion on the NHL. It is reproduced in full in Appendix A. The Statement of Heritage Values prepared for the NHL has many similarities with the Statement of Outstanding Universal Value presented above.

Fremantle Prison is also listed on the WA Register of Heritage Places, and the full Statement of Significance is included at Appendix A. The Statement of OUV, Statement of Heritage Values from the NHL, and the Statement of Significance from the WA State Register of Heritage Places are mutually supporting and share many features. The state heritage citation also emphasises the historical and social significance of Fremantle Prison and expands on its aesthetic significance with particular implications for new development at or near the Prison.

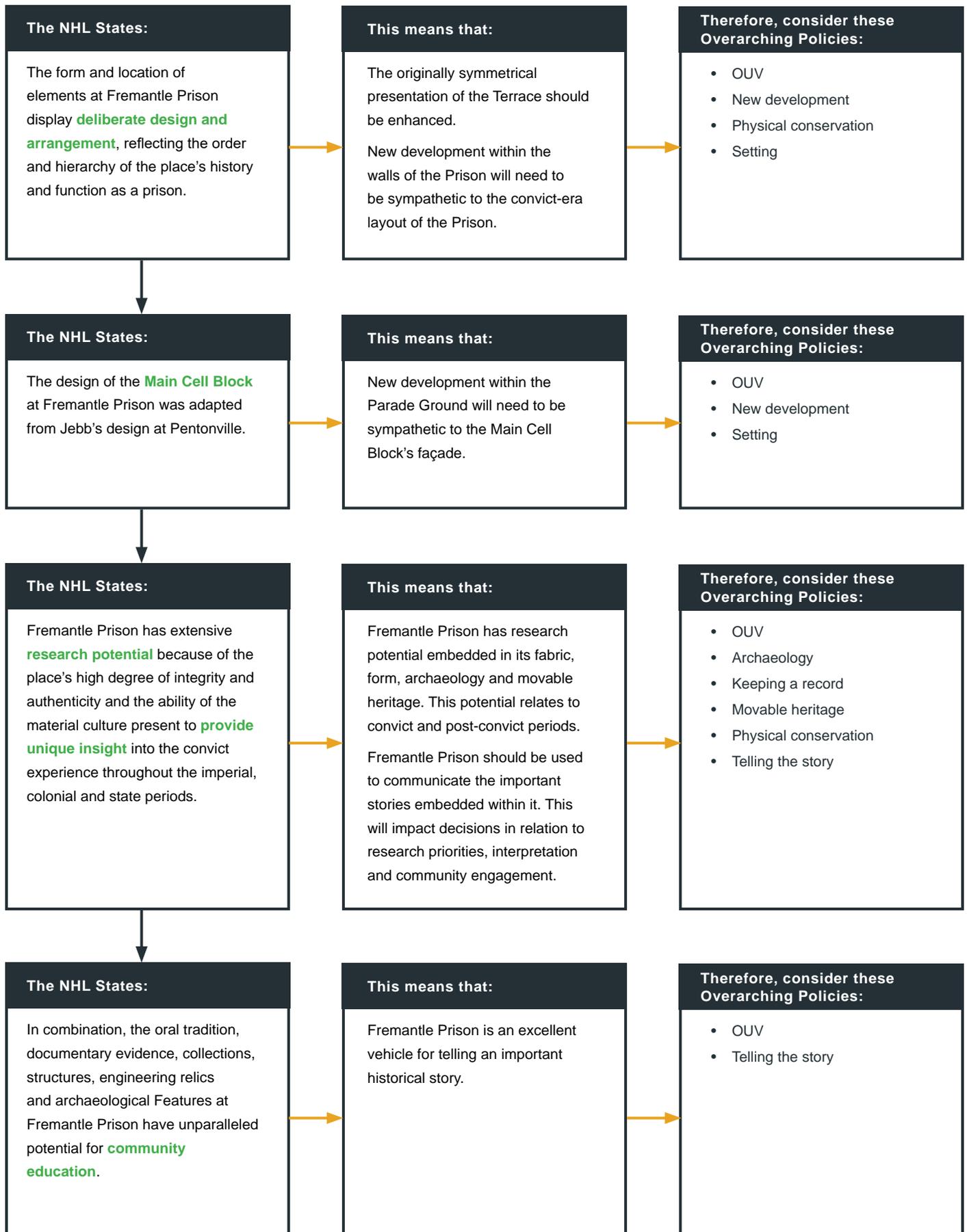
In the following two tables, selected extracts have been reproduced from the NHL Statement of Heritage Values and the SRHP Statement of Significance. They have been presented in a 'chain of reasoning' that links those extracts with the management implications that they gave rise to and the policy responses in this HMP. Key words and phrases that have impacted policy development have been highlighted.

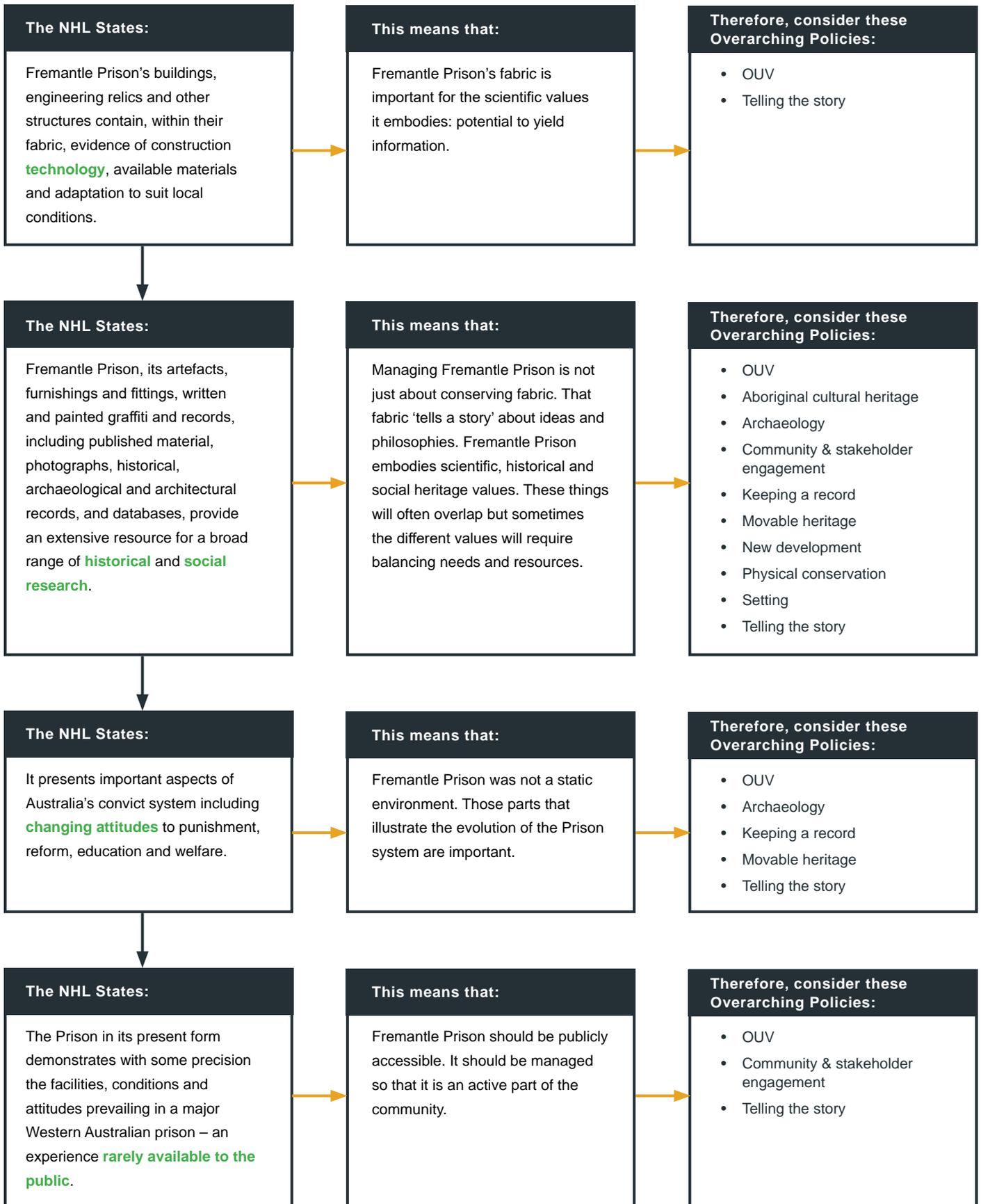
Where the Statement of Significance repeats certain aspects of Fremantle Prison's significance, they are deliberately repeated below as a way of emphasising these crucial matters in management terms.



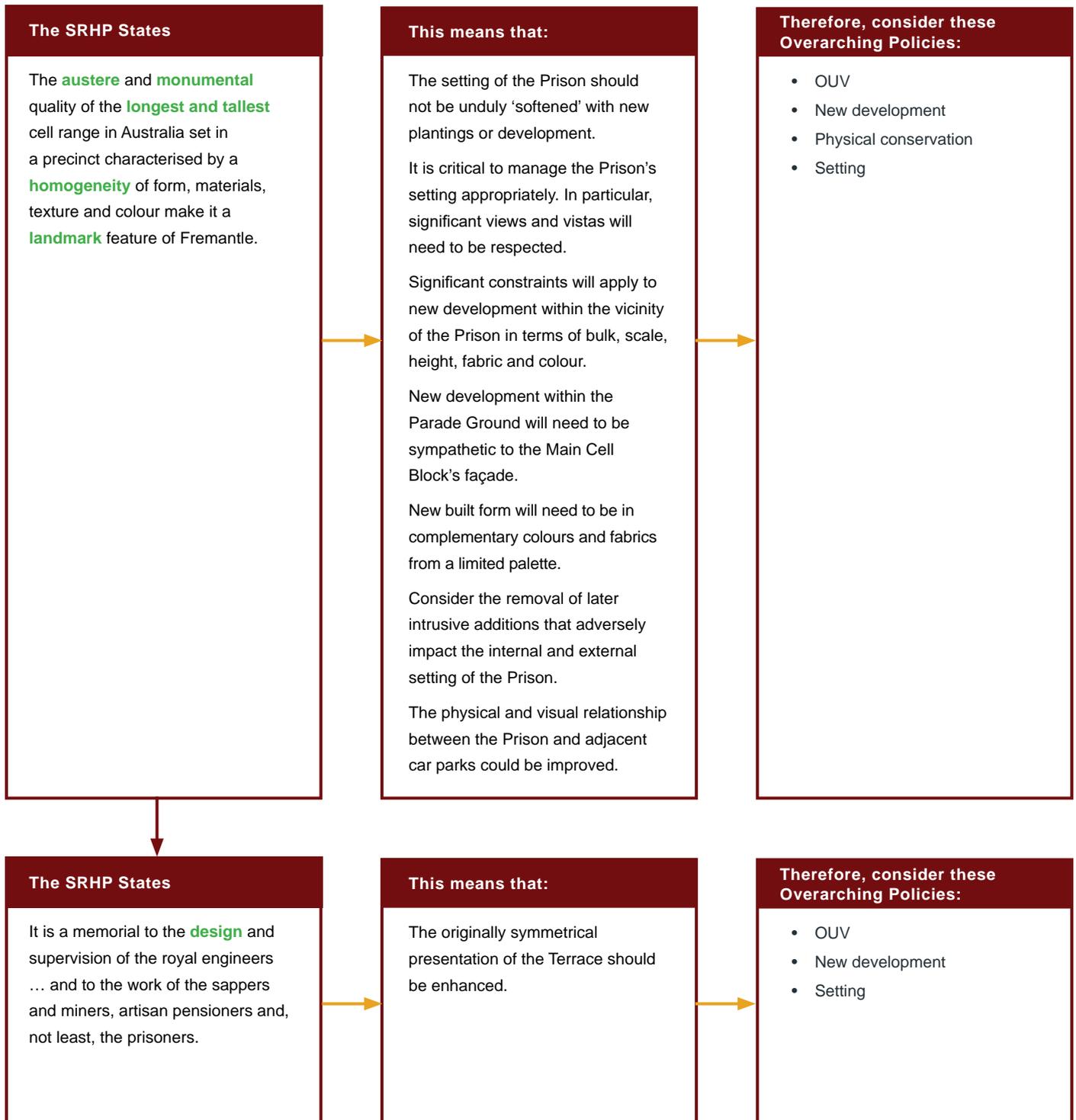


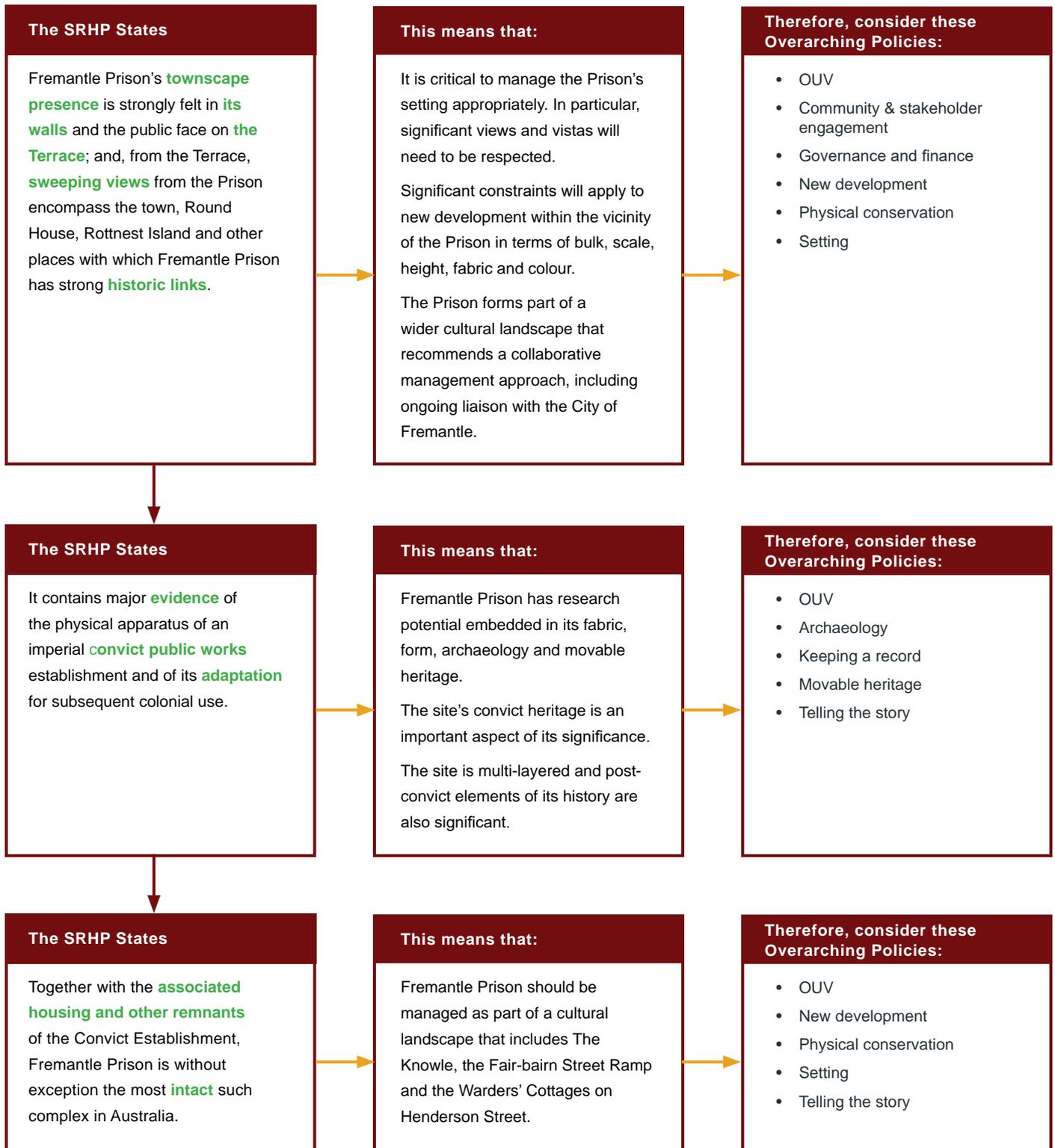


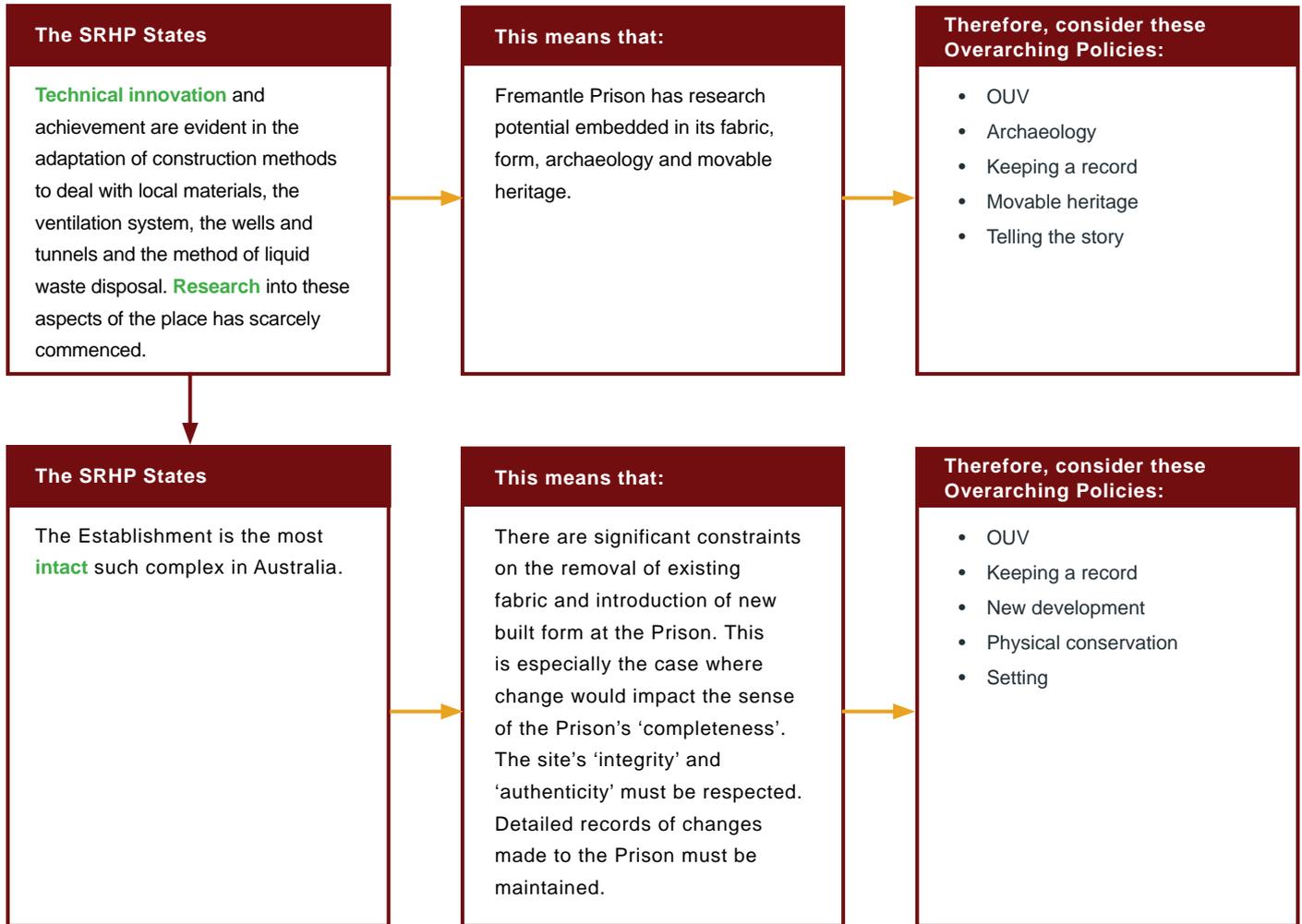














### The SRHP States

Fremantle Prison touches the lives of thousands of Western Australians through links with **convict ancestors**, connections with **wartime prisoners** from the armed forces and wartime ethnic internees, and the **immediate past prisoners** and their relatives, particularly the large numbers of **Aboriginal** men imprisoned in the twentieth century ... Fremantle Prison has also a strong connection for the relatives and families of those in **positions of authority** at the Prison.

### This means that:

The convict heritage of the site is of historical and social significance. This should guide public engagement, heritage interpretation and the prioritisation of conservation works.

Fremantle Prison is a multi-layered site. Its significance includes early and mid-twentieth century activities.

Fremantle Prison was an operational institution until recent times. It has strong social significance to former prisoners, guards, administrators and their families. This impacts the nature of public engagement, heritage interpretation and the prioritisation of conservation works.

Fremantle Prison should be managed having regard to the views of relevant Traditional Owners and assessed levels of significance.

### Therefore, consider these Overarching Policies:

- OUV
- Aboriginal cultural heritage
- Community & stakeholder engagement
- Keeping a record
- Movable heritage
- Telling the story

### The SRHP States

The Prison in its present form also **demonstrates** with some precision the facilities, conditions and attitudes prevailing in a major Western Australian Prison – an experience **rarely available to the public** and made more immediate by the retention of graffiti, murals, signs, notices and **recent evidence of use**.

### This means that:

Fremantle Prison is an excellent vehicle for telling an important historical story.

Fremantle Prison should be publicly accessible. It should be managed so that it is an active part of the community.

Seemingly unimportant elements of the site that 'tell the story' of the Prison may actually be of heritage significance.

Fremantle Prison was an operational institution until recent times. It has strong social significance to former prisoners, employees and their families. This impacts the nature of public engagement, heritage interpretation and the prioritisation of conservation works.

### Therefore, consider these Overarching Policies:

- OUV
- Aboriginal cultural heritage
- Archaeology
- Community and stakeholder engagement
- Keeping a record
- Movable heritage
- New development
- Physical conservation
- Setting
- Telling the story



# HISTORIC CONTEXT

04

## 4. HISTORIC CONTEXT

This historical overview of Fremantle Prison has been drawn from previous reports and historical sources including images and maps.

### 4.1 THE CONVICT PERIOD (1850–1886)

Some key dates for this period include:

- 1849 – Colony of Western Australia is declared a penal colony.
- 1850 – First ship, carrying seventy-five male convicts and fifty pensioner guards and families, arrives in Fremantle. Elevated site for permanent Convict Establishment is selected.
- 1851–53 – Construction of the southern wing of the Main Cell Block, Terrace houses and the Warders' Cottages begins. East Workshops are constructed.
- 1854–55 – The Entry Complex – including the Gatehouse, entry court, military and civil guard houses flanking the inner gate – is constructed. Southern wing of Main Cell Block is constructed and the first convicts are transferred to site. Perimeter walls are completed.
- 1857–59 – Guard room, Hospital and carpenter shop are constructed. Northern wing of Main Cell Block is completed.
- 1859 – Fremantle Convict Establishment is officially opened on 31 December.
- 1867 – Fremantle Convict Establishment is renamed Fremantle Prison.
- 1868 – Transportation of convicts to Western Australia officially ceases. Nearly 10,000 convicts were transported to the colony.<sup>i</sup>

The transportation of convicts to Western Australia was commenced to address severe labour shortages in the struggling twenty-year old colony. Convicts were initially accommodated at the extended premises of the harbourmaster.<sup>ii</sup> In August 1850, a permanent site (Figure 9) for the Convict Establishment was selected, 'at the hill at the back of the church ... the locality is well adapted for securing the health of the prisoners'.<sup>iii</sup> Work began on the Convict Establishment in 1852 and was completed in 1859.<sup>iv</sup> The southern part of the Main Cell Block, with Association Ward, was completed by 1855 (Figure 10); with the northern block completed between 1855 and 1857. The Terrace, to the north and south of the Gatehouse, incorporated residences which accommodated Prison officials. These buildings can be seen in images of the 1850s (Figure 11) and 1860s (Figure 12).

The Fremantle Convict Establishment operated as a depot for the accommodation of convicts, who were housed in the complex and worked outside the Prison during the day. The convicts were variously employed in the construction of public infrastructure including roads, bridges and public buildings, as well as in agriculture and mining for free settlers.<sup>v</sup> The approach of the Western Australian government towards convicts in this period is considered to have been more enlightened than other colonies. There was a strong emphasis on instilling good habits and a focus on religious instruction, with convicts earning 'marks' for behaviour, access to the library and 'gymnasium', and the opportunity to earn their ticket-of-leave.<sup>vi</sup> The Refractory Cell Block, however, was a cruel form of accommodation and punishment for the most problematic and troublesome convicts, including some confinement in windowless (dark) cells.

The convict transportation system ended in 1868, and the numbers of convicts housed at the Prison subsequently declined.

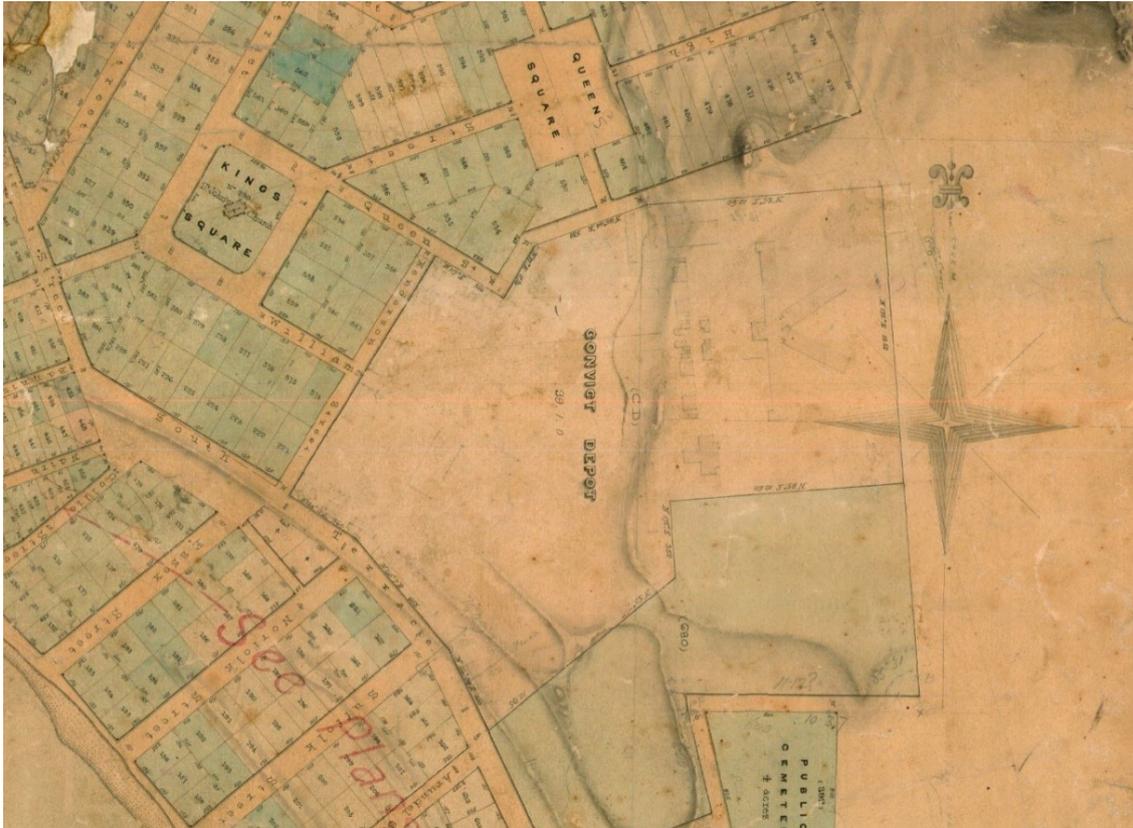


Figure 9. Survey Plan of 1844, updated to show convict depot reserve (Source: Item 126, Fremantle 19R, Chauncy Fieldbook 8, State Records Office, Western Australia).

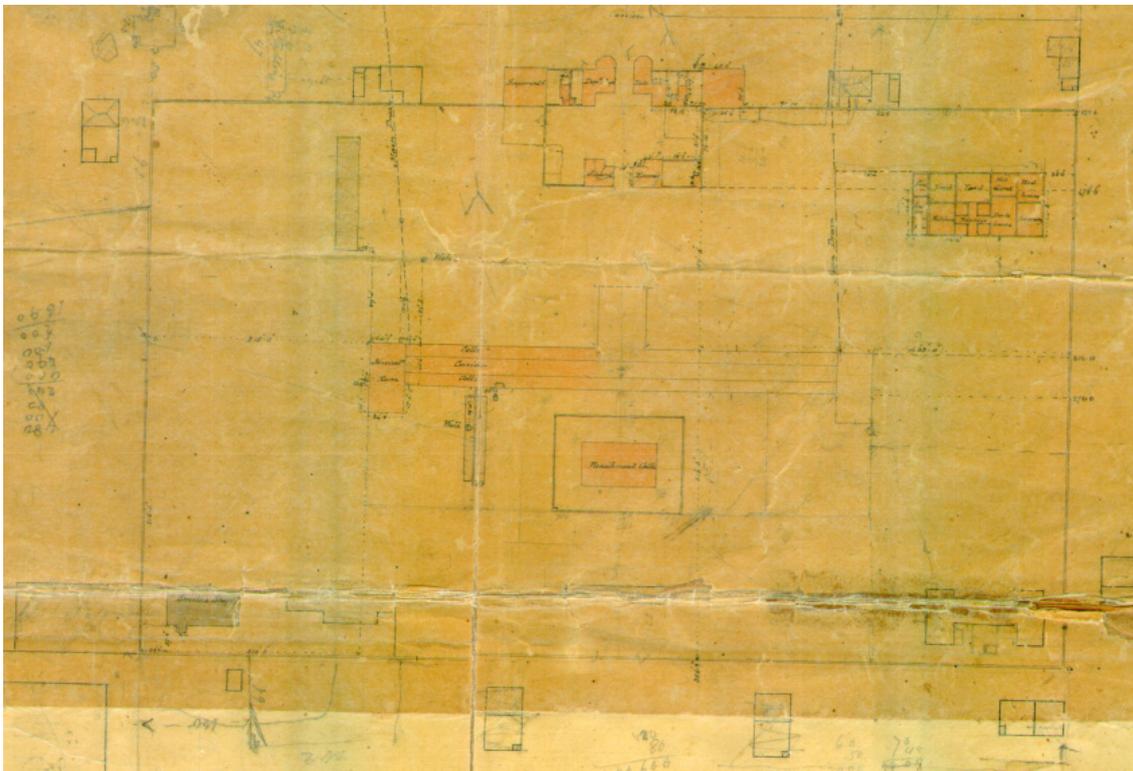


Figure 10. Undated early plan of Fremantle Prison, showing construction to c1855, including southern wing of Main Cell Block and Gatehouse complex. North is to the right of plan (Source: Fremantle Prison).

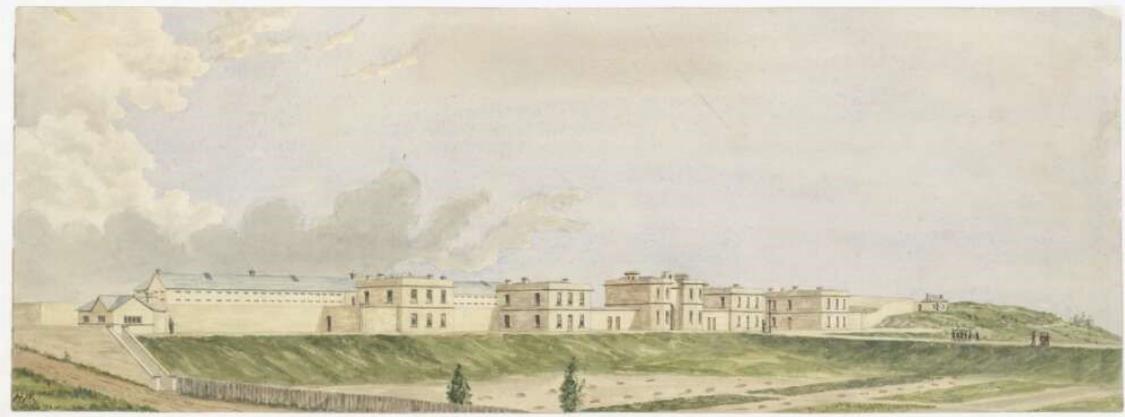


Figure 11. Watercolour of complete Convict Establishment, 1859 by Henry Wray (Source: National Library of Victoria).



Figure 12. Illustration of the Convict Establishment Fremantle, 1866 by T H J Browne (Source: State Library of New South Wales).



Figure 13. View of The Terrace, including residences and Gatehouse, c1860s (Source: State Library of Western Australia).



Figure 14. Convict working party returning to Fremantle Prison, c1870 (Source: Fremantle Prison Collection, as reproduced in World Heritage Nomination).

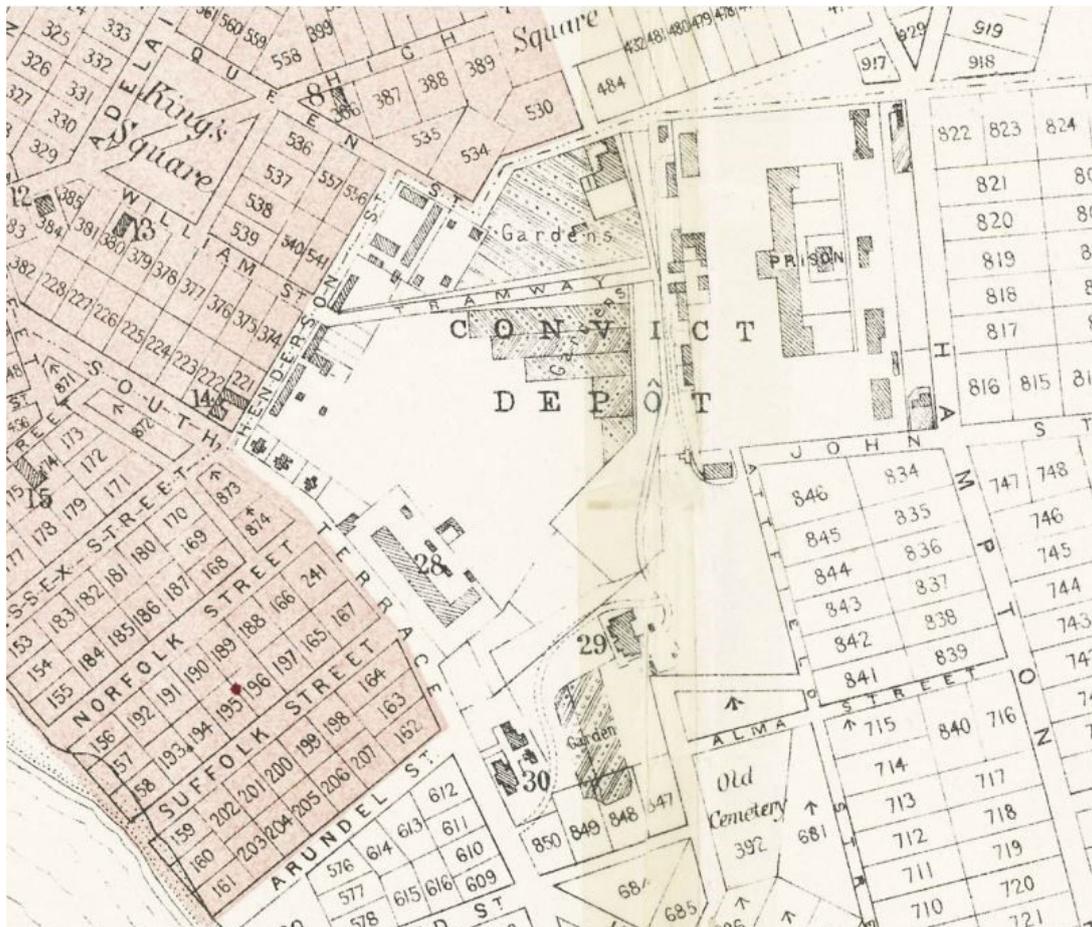


Figure 15. Detail of 'Plan showing the more populous portion of the Town of Fremantle', by Surveyor General's Office, 1885, showing the development of the Convict Establishment just prior to its transfer to Colonial Government (Source: State Library of Western Australia).

## 4.2 COLONIAL/EARLY STATE PERIOD (1886–1918)

Some key dates for this period include:

- 1886 – Control of Fremantle Prison is transferred to Western Australian Colonial Government.
- 1888 – Prisoners are relocated from Perth Gaol to Fremantle Prison. Gallows are built at the Prison, which is by now the only legal place of execution in the colony. A tunnels system for water supply is constructed.
- 1889 – Female Division (Women's Prison) is constructed at north-west of site.
- 1898 – A Royal Commission is undertaken into the operation of the penal system.
- 1900s – West Workshops is constructed in 1900–1901; alterations are made to Main Cell Block and Exercise Yards. The New Division with radial exercise yards is constructed at north-east of site.
- 1911 – A Royal Commission into Fremantle Prison sees the implementation of additional reforms.

By 1886 only fifty convicts were imprisoned at Fremantle, in a prison designed to accommodate 1,000 people. That year, the British authorities transferred Fremantle Prison to the Western Australian colonial administration, marking the end of the convict system.<sup>vii</sup> Fremantle Prison became the colony's main prison for men, women and children.<sup>viii</sup> The gold rush period of the 1890s also saw an increase in the prison population. Separate facilities for the incarceration of women were established in the north-west corner of the site.

In 1898, a Royal Commission was established to investigate the systems of punishment at the Prison including the classification of prisoners, sanitary conditions and the administration of the Prison.<sup>ix</sup> The report noted that the 'structural arrangement of Fremantle

Gaol [is] in no way adapted to meet the very varied purposes which it is now required to serve.<sup>x</sup> One of the key recommendations was the abolition of dark cells (in the Refractory Cell Block) and that a proper system of prisoner classification be introduced. These recommendations resulted in the division of the Main Cell Block and associated yards into four sections, and the increase in cell size.<sup>xi</sup> Employment for prisoners was also created within the Prison, ending the system of external work. As a result, the West Workshops were constructed, providing prisoners with experience in tailoring, bookbinding, shoe making, mat making and sign painting.

The Prison population again increased in the early 1900s, following the closure of the Rottne Island Prison and relocation of its inmates. In this period, Fremantle Prison also began to be locally referred to as 'the house on the hill', and its inmates as 'compulsory residents', often in conjunction with reports on prison conditions.<sup>xii</sup> A new cell division (the New Division), for the separate accommodation of early stage prisoners and first time offenders, including a distinctive radial exercise yard, was constructed to the east of the Female Division, increasing the site's overall capacity.

A Royal Commission in 1911 resulted in the system of 'marks' being reintroduced, which earned prisoners' shorter sentences for good behaviour. Other changes introduced in this period relating to prisoner welfare and reform included leisure activities, prisoner-run vegetable gardens and increased educational opportunities.<sup>xiii</sup> Superintendent Hann, who had been appointed in 1911, was responsible for much of the reform in the 1910s, including the demolition of the radial exercise yards of the New Division, after only five years of use. Hann retired in 1919, following injuries received breaking up an altercation between a prisoner and a warden.<sup>xiv</sup>



Figure 16. View of rear (east) boundary of Prison, c1897.

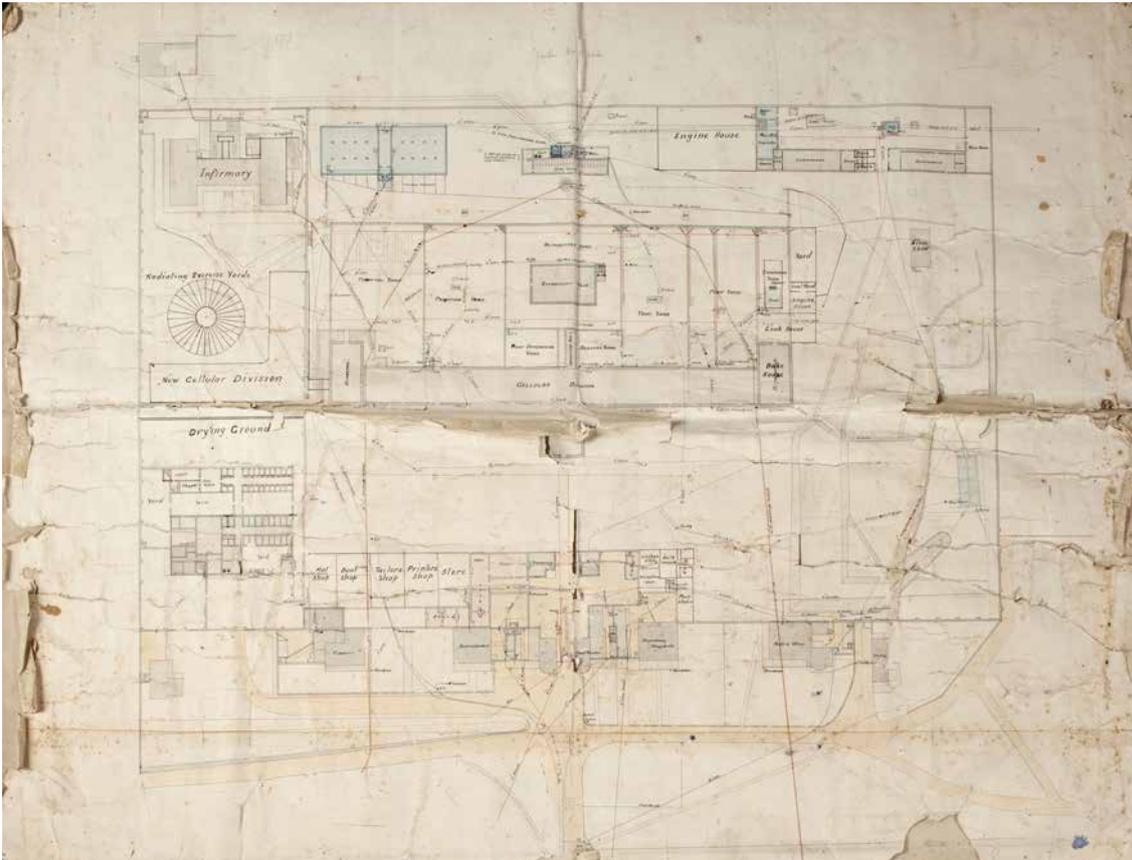


Figure 17. Plan of Fremantle Prison, 1888 with updates c1910 to show Workshops (top right) and New Division with radial Exercise Yards (top left). North is to the left of plan (Source: Fremantle Prison Collection, as reproduced in Fremantle Prison: Heritage Management Plan, 2013, p. 89).



Figure 18. Cultivated gardens at south end of site, part of the reforms during the early 1900s, c1910 (Source: Fremantle Prison Collection).

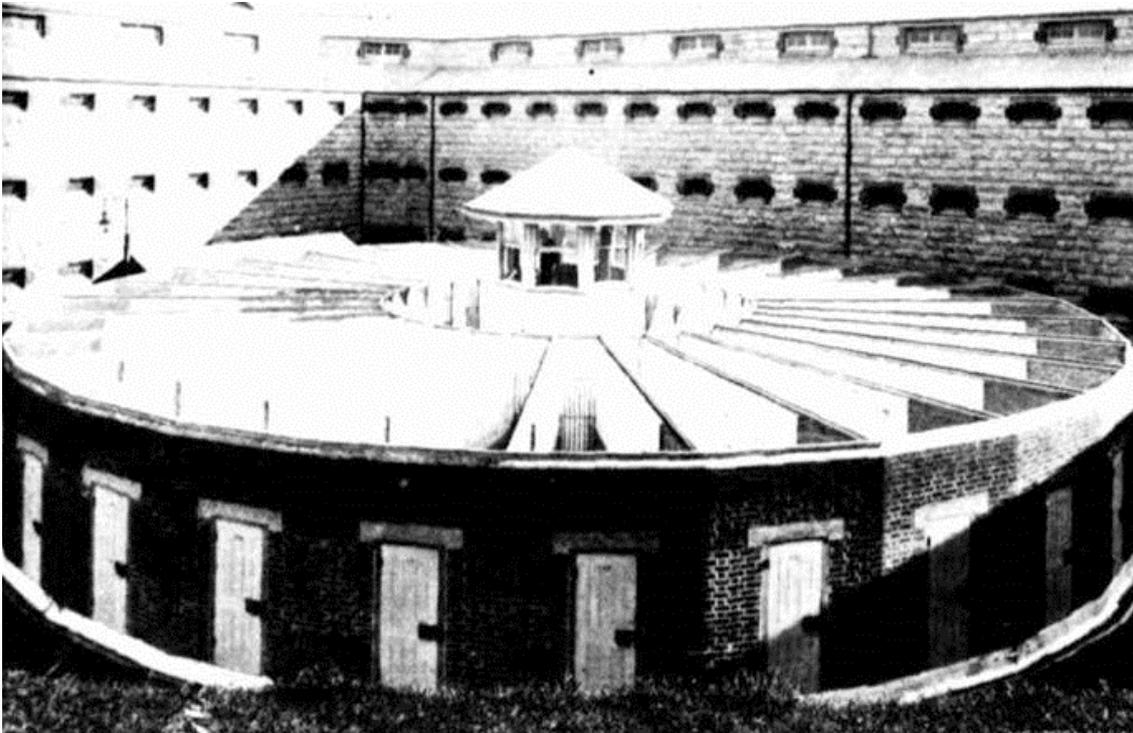


Figure 19. The radial Exercise Yards of the New Division, c1907–1911, prior to demolition (Source: The Western Mail, 14 August 1909; <https://trove.nla.gov.au/newspaper/article/37591551/3450285>).

### 4.3 POST–WORLD WAR I (1918–PRESENT)

Some key dates for this period include:

- 1920 – A portion of the Prison is set aside as a reformatory prison.
- 1940–45 – A part of the Prison is occupied by the Department of Defence during World War II, and is returned to civil use after the war.
- Post-1945 – A variety of structures is constructed on and below Knoll terraces.
- 1964 – Eric Edgar Cooke is the last man hanged in Western Australia.
- 1968 – Prisoners riot over conditions.
- 1970 – Inmates of Female Prison and staff are transferred to Bandyup Women's Training Centre, and Female Prison buildings become part of the male prison.
- 1979 – Fremantle Prison Museum is established.
- 1988 – A fire occurs during a riot at the Prison.
- 1991 – Inmates are transferred and Fremantle Prison is closed as a penal institution.
- 1992 – Fremantle Prison opens to the public as a museum and cultural attraction.

Although Fremantle Prison operated until 1991, there was little in the way of major physical change at the site during this period, aside from the introduction of a new Prison reception and the introduction of shelters in the Exercise Yards. The absence of major change can be seen in the aerial photographs of 1935, 1947 and 1977 below (Figures 20-22). Generally, however, the twentieth century saw an overall deterioration in the buildings at the site, until the conclusion of prison operations and heritage protection in the 1990s.

A portion of the Prison was set aside as a reformatory prison, to separate first time offenders from reoffenders. The New Division was used by the Department of Defence in World War II for military prisoners, including enemy 'combatants' and 'illegals'.<sup>xv</sup> The demographics of the Prison changed through this period, particularly in the second half of the twentieth century. Aboriginal prisoners were segregated from the rest of the Prison population until 1965. Female prisoners were relocated to a new facility in 1970.

A riot by prisoners in 1968 brought attention to the conditions in which inmates were accommodated. As noted in a newspaper article following the riot, 'Prisoners still have a sanitary bucket in their cell at night ... there are two or three prisoners crammed in many of the 'single' cells.'<sup>xvi</sup> In 1988, a riot involving 130 prisoners broke out over prison conditions and the mistreatment of a prisoner, with five officers taken hostage. The riot had been preceded by a sit-in protest of 120 prisoners in the previous weeks. Parts of the Prison were set alight and approximately \$2 million of damage was caused to the Main Cell Block.<sup>xvii</sup> Although new security measures were put in place following the riot, it was this incident that ultimately brought about the Prison's closure in 1991. The Prison was officially disestablished on 30 November 1991.<sup>xviii</sup>

During this period the heritage significance of the site was recognised, first by the National Trust (1960s-1980s), and then by its inclusion on the Register of the National Estate (1978) and the State Register of Heritage Places (1992). The first Conservation Analysis for the site was produced by James Semple Kerr in 1992. Fremantle Prison was included on the National Heritage List in 2005. In 2010, as part of a serial listing of 11 convict sites in Australia, it was inscribed on the World Heritage List. Fremantle Prison was opened as a museum and tourist attraction in 1992.

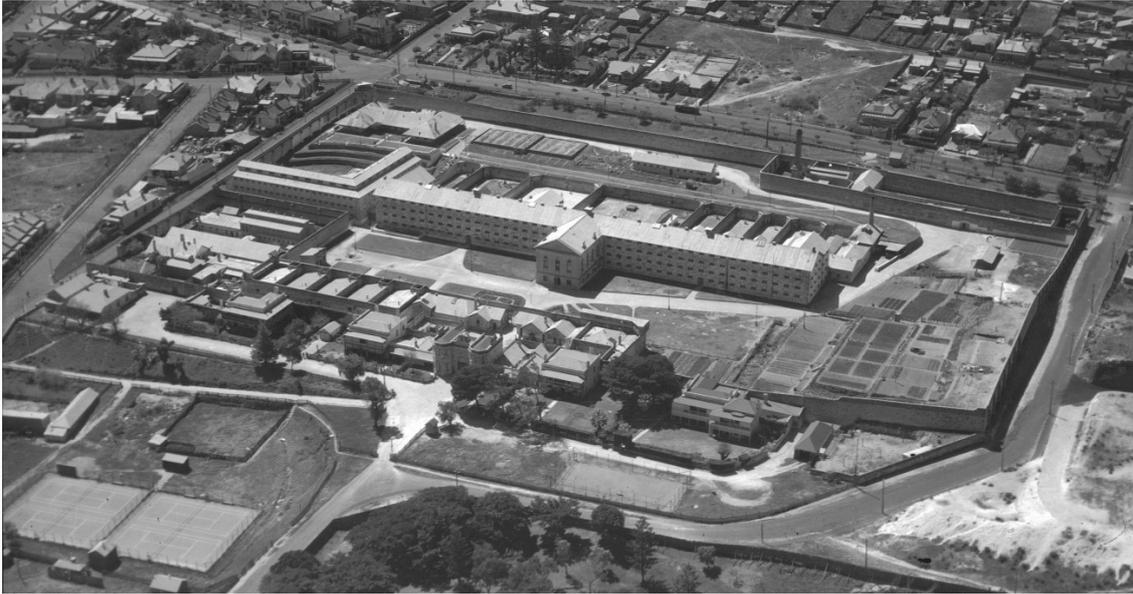


Figure 20. Aerial view of Fremantle Prison, 1935. Note clearly separated Female Division (Source: State Library of Western Australia).

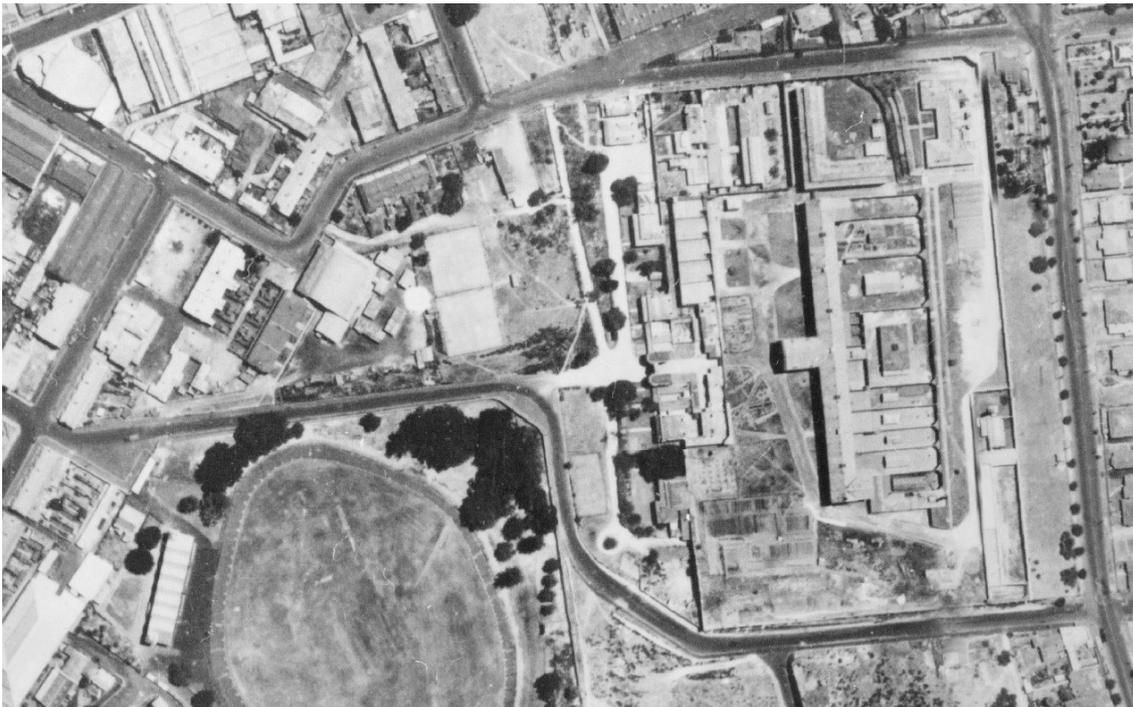


Figure 21. Aerial photograph of Fremantle Prison, 1947 (Source: Landgate, Western Australia).

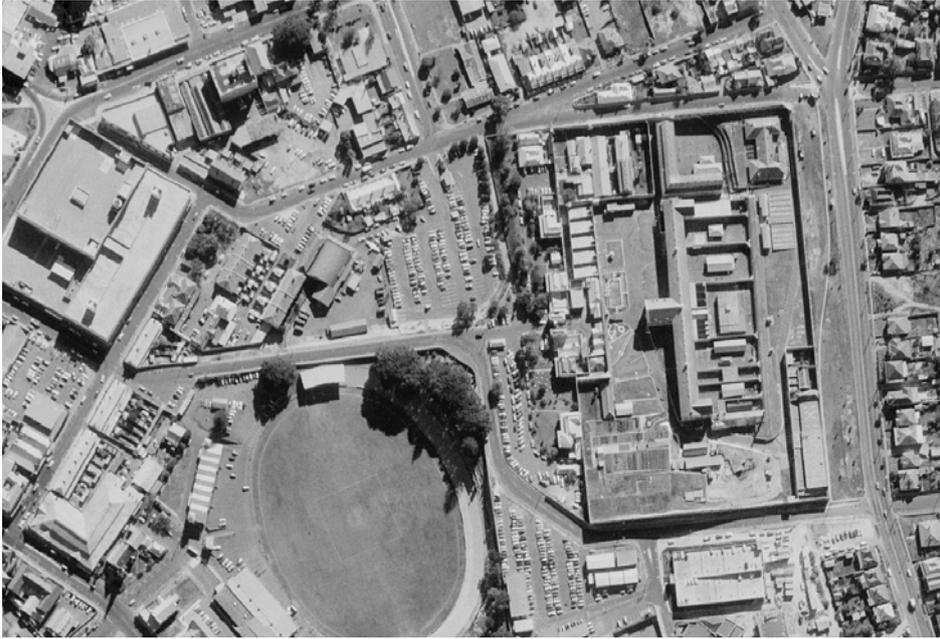


Figure 22. Aerial photograph of Fremantle Prison, 1977 (Source: Landgate, Western Australia).



Figure 23. Fire in Main Cell Block during 1988 riot (Source: Reproduced in West Australian, 13 February 2018).

#### FOOTNOTES

- i. Timeline drawn from chronology in Palassis, Fremantle Prison Conservation Management Plan, 2008, pp. 11–12.
- ii. James Semple Kerr, Fremantle Prison Conservation Management Plan, revised, 1998, p. 3.
- iii. The Perth Gazette and Independent Journal of Politics and News, 5 July 1850, p. 2 and 30 August 1850, p. 2.
- iv. James Semple Kerr, Fremantle Prison Conservation Management Plan, revised, 1998, p. 4.
- v. Government of Australia, Australian Convict Sites, World Heritage Nomination, 2008, p. 46.
- vi. Government of Australia, Australian Convict Sites, World Heritage Nomination, 2008, p. 59.
- vii. Government of Australia, Australian Convict Sites, World Heritage Nomination, 2008, p. 46.
- viii. Fremantle Prison, Fremantle Prison: Heritage Management Plan, 2013, p. 42.
- ix. Fremantle Prison, Fremantle Prison: Heritage Management Plan, 2013, p. 43.
- x. West Australian, 24 December 1898, p. 3.
- xi. Fremantle Prison, Fremantle Prison: Heritage Management Plan, 2013, p. 44.
- xii. See for example, Truth, 6 March 1909, p.3, Daily News: 29 January 1917, p. 6; Sunday Times, 25 May 1924, p. 10.
- xiii. Fremantle Prison, Fremantle Prison: Heritage Management Plan, 2013, p. 45.
- xiv. Daily News, 26 December 1911, p. 2 and West Australian, 8 November 1919, p. 7.
- xv. Fremantle Prison, Fremantle Prison: Heritage Management Plan, 2013, p. 46.
- xvi. Tribune, 19 June 1968, p. 4.
- xvii. West Australian, 19 February 2018, accessed via <https://thewest.com.au/news/wa/how-a-riot-brought-the-demise-of-fremantle-prison-30-years-ago-and-how-its-incorporated-in-new-tours-ng-b88744427z>, 24 April 2018 and Canberra Times, 5 January 1988, p. 1.
- xviii. James Semple Kerr, Fremantle Prison Conservation Management Plan, revised, 1998, p. 5.



# OVERARCHING POLICIES



05

## OBJECTIVES

Our objectives are as follows:

- to conserve the OUV of Fremantle Prison in accordance with Australia's obligations under the *Convention Concerning the Protection of the World Cultural and Natural Heritage* ('the World Heritage Convention') and the EPBC Act
- to conserve Fremantle Prison in a manner that recognises its importance as a component of the World Heritage Convention's Australian Convict Sites serial listing, which is to recognise that actions that adversely impact the heritage values of Fremantle Prison may adversely impact the OUV of the Australian Convict Sites listing as a whole
- to manage Fremantle Prison in a manner that meets the 'core aims' expressed in the *Australian Convict Sites Strategic Plan 2017–2020* (and its successors):
  - ▶ to collaboratively manage the Property's OUV
  - ▶ to conserve and protect the Property's OUV for current and future generations
  - ▶ to present and interpret the Property's OUV, emphasising each site's contribution to the whole
  - ▶ to give the Property a function in the life of the community
- to conserve the co-existing heritage values embodied by Fremantle Prison by balancing the primary need to conserve its OUV against the secondary need to conserve its National Heritage values and the tertiary need to conserve its state significance
- to manage the OUV of Fremantle Prison having regard to the Prison itself and to the buffer zone established around it by the World Heritage inscription

## RISKS TO AVOID

We have identified the following risks to be avoided:

- The managers of Fremantle Prison fail to meet their legal obligations, causing embarrassment to relevant government authorities and/or damage to the OUV of Fremantle Prison and the Australian Convict Sites.
- Fremantle Prison carries out an action without coordinating with the Australian Convict Sites Steering Committee resulting in the overall OUV of the Australian Convict Sites being adversely impacted.
- Actions are undertaken that adversely impact the 'integrity' and 'authenticity' of Fremantle Prison.
- Actions are undertaken in the Fremantle Prison 'buffer zone' that cause adverse impacts on the Prison's OUV.

- Adverse impacts occur to significant convict-era elements because of conservation measures undertaken on elements from a later period and of lesser significance.
- Adverse impacts occur to post-convict era elements due to conservation of convict-era elements in circumstances where careful planning could have conserved the elements of both periods.

## STATUTORY FRAMEWORK

Article 4 of the World Heritage Convention states:

Each State Party to this Convention recognizes that the duty of ensuring the identification, protection, conservation, presentation and transmission to future generations of [World Heritage places] situated on its territory, belongs primarily to that State. It will do all it can to this end, to the utmost of its own resources and, where appropriate, with any international assistance and co-operation, in particular, financial, artistic, scientific and technical, which it may be able to obtain.

The Australian Government ensures that its obligations under the World Heritage Convention are met through the EPBC Act. Schedule 5 (Reg. 10.01) of the *Environment Protection and Biodiversity Conservation Regulations 2000* includes the management principles that apply to places on the WHL. These emphasise that the primary purpose of management of the cultural heritage of a World Heritage property must include protecting and conserving the World Heritage Values of the place.

The EPBC Act governs 'actions' that have, or are likely to have, a significant impact on a matter of 'national environmental significance'. Places on the WHL (such as Fremantle Prison) are matters of national environmental significance. An 'action' may include a project, a development, an undertaking, an activity or a series of activities.

Before taking an action that could have a significant impact on the heritage values of Fremantle Prison, the action must be 'referred' to the Australian Minister for the Environment and Energy. The Minister will determine whether or not further and more formal assessment and approval is required, i.e. a 'controlled action'.

## NON-STATUTORY FRAMEWORK

'Outstanding Universal Value' is defined by the Operational Guidelines for the Implementation of the World Heritage Convention (Paragraph 49) to mean 'cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity'. The Australian Convict Sites are inscribed on the WHL for satisfying (through their convict-era function, form and fabric) the following assessment criteria:

- Criterion (iv) – be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history



# OUTSTANDING UNIVERSAL VALUE



- Criterion (vi) – be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance

These values are what are being conserved when Fremantle Prison is appropriately managed.

Article 87 of the Operational Guidelines for the Implementation of the World Heritage Convention states that the integrity of places nominated to the WHL must be of a high level. Integrity is a 'measure of the wholeness and intactness' of the place's heritage values. The Operational Guidelines state that this can suffer as a result of 'neglect' or inappropriate 'development'. The managers of Fremantle Prison must remain responsive to the place's integrity, as well as to the integrity of the Australian Convict Sites as a whole.

Article 96 of the Operational Guidelines for the Implementation of the World Heritage Convention emphasises the importance of protecting, managing, sustaining or enhancing the OUV, including the integrity and authenticity of the place. 'Authenticity' refers to the ability of people to understand the value attributed to a place having regard to its 'credibility' and 'truthfulness'. Certain actions (e.g. inappropriate development or intrusive conservation) can adversely impact Fremantle Prison's authenticity, as well as the authenticity of the Australian Convict Sites as a whole.

Article 103 of the Operational Guidelines for the Implementation of the World Heritage Convention allows for the establishment of a 'buffer zone' around a place inscribed on the WHL where 'necessary for the proper protection of the property'. Fremantle Prison has a buffer zone around it that captures most of the original Convict Grant. Actions undertaken within the buffer zone may be 'controlled actions' where, for example, they impact significant views to or from the Prison or where they obscure significant functional relationships (Article 104).

Fremantle Prison forms part of a 'serial listing' on the WHL. This is a recognition of the 'cultural, social or functional links over time' between the component parts of that serial listing (Article 138). The management of Fremantle Prison must avoid 'an excessive fragmentation of component parts' of the Australian Convict Sites serial listing.

Article 5 of the Burra Charter states that: 'Conservation of a place should identify and take into consideration all aspects of cultural and natural significance without unwarranted emphasis on any one value at the expense of others'. Similarly, Article 13 of the Burra Charter states: 'Co-existence of cultural values should always be recognised, respected and encouraged. This is especially important in cases where they conflict.' However, the Australian Government's legal obligations under the World Heritage Convention make the place's OUV the primary concern in its conservation, and its National Heritage values and state significance secondary and tertiary concerns respectively.

## CONSTRAINTS

The imperative to protect and conserve the OUV of Fremantle Prison will place significant constraints on new development at and near Fremantle Prison.

Notwithstanding the cost, in order to meet its statutory obligations Fremantle Prison must act as follows:

- Maintain appropriate records, implement interpretation measures and engage in appropriate stakeholder consultation.
- Conserve both its built form and movable heritage.
- Maintain an up-to-date and effective HMP.

## OPPORTUNITIES

Fremantle Prison's status as a World Heritage place presents the Australian and Western Australian Governments, and the City of Fremantle, with opportunities to raise the profile of Australia's cultural heritage generally, and that of Fremantle Prison specifically. Together, they can give the place a function in the life of the community.

Fremantle Prison's status as a World Heritage place presents the Australian and Western Australian Governments, and the City of Fremantle, with a range of commercial opportunities, e.g. through tourism development.

## OVERARCHING POLICY FRAMEWORK

### POLICY 1

Fremantle Prison will observe the policies and procedures outlined in this HMP in order to meet its statutory obligations in relation to the Prison's OUV.

### POLICY 2

In policy development and application, Fremantle Prison will be guided by the 'core aims' expressed in the Australian Convict Sites Strategic Plan 2017–2020 (and its successors):

- to collaboratively manage the Property's OUV
- to conserve and protect the Property's OUV for current and future generations
- to present and interpret the Property's OUV, emphasising each site's contribution to the whole
- to give the Property a function in the life of the community

This will involve ongoing coordination with the Australian Convict Sites Steering Committee.



# OUTSTANDING UNIVERSAL VALUE



## POLICY 3

In conserving Fremantle Prison's co-existing heritage values, Fremantle Prison will assess actions and impacts on a case-by-case basis. However, the primary concern will be the conservation of the place's OUV, the secondary concern will be the conservation of its National Heritage values, and the tertiary concern will be the conservation of the Prison's state significance.

## POLICY 4

Fremantle Prison will be managed having regard to its World Heritage buffer zone.

## PROPOSED ACTIONS

### ACTION 1

Maintain the existing collaborative relationship with the Australian Convict Sites Steering Committee.

### ACTION 2

Consult this HMP when assessing proposed actions at Fremantle Prison.

### ACTION 3

Review and (if necessary) update this HMP within five years of its adoption.



## OBJECTIVES

Our objectives are as follows:

- to identify, record and communicate the story of Aboriginal connection with Fremantle Prison and the place where it is located
- to consult and engage with Aboriginal stakeholders in a timely and culturally appropriate manner, and be consistent with legislative requirements
- to manage Aboriginal heritage values embodied by the site consistent with assessed levels of significance

## RISKS TO AVOID

We have identified the following risks to be avoided:

- inadvertent breach of legal obligations
- inappropriate privileging of non-Aboriginal heritage over Aboriginal heritage
- inadvertent or deliberate failure to engage with Aboriginal stakeholders on relevant matters
- inadvertent damage to Aboriginal cultural heritage due to lack of knowledge, consultation or research
- tokenism and stereotyping in the identification, assessment, management and interpretation of Aboriginal heritage

## STATUTORY FRAMEWORK

The EPBC Act governs the management of places on the WHL. Their OUV must be conserved. Fremantle Prison's OUV relates principally to convictism as part of a global historical movement, but the WHL citation for Fremantle Prison includes the observation that convict sites 'illustrate an active phase in the occupation of colonial lands to the detriment of the Aboriginal peoples'. In other words, the Aboriginal experience of Fremantle Prison is a dimension of its significance. The EPBC Act establishes a NHL for places of outstanding value to the nation. Fremantle Prison is listed on the NHL but not for Indigenous heritage values.

The *Heritage of Western Australia Act 1990* establishes a 'Register of Heritage Places' (Section 46) for places of state significance. Fremantle Prison is included on the Register but not for its significance to Aboriginal people.

Under Section 17 of the *Aboriginal Heritage Act 1972 (WA)* it is an offence to excavate, destroy, damage, conceal or alter an Aboriginal site. Consent to do so can only be obtained through Section 18 of the Act, through the Minister, following a statutory process that includes an assessment of the significance of the Aboriginal site.

Pursuant to Section 38 of the *Aboriginal Heritage Act 1972 (WA)* the Western Australian government maintains a Register of Places and Objects for Aboriginal Heritage. No part of Fremantle Prison is included on the Register.

Any Aboriginal Heritage Surveys within the South West Settlement Indigenous Land Use Agreement (ILUA) area requires the Department of Planning, Lands and Heritage to enter into a Noongar Standard Heritage Agreement (NSHA) unless there is an existing agreement. This includes the Fremantle Prison area.

## NON-STATUTORY FRAMEWORK

The Australian government advises the managers of places that may embody Aboriginal heritage values to consult with Indigenous peoples in making relevant decisions (See online: *Ask First – A Guide to Respecting Indigenous Heritage Places and Values*).

The Australian government has prepared a guideline document entitled *Engage Early – Guidance for Proponents on Best Practice Indigenous Engagement for Environmental Assessments under the EPBC Act 1999*. It considers that best practice Indigenous consultation includes identifying and acknowledging appropriate Indigenous peoples, a commitment to early consultation, the building of trust through ongoing communication, setting appropriate time frames, and demonstrated cultural awareness.

Article 31 of the *UN Declaration on the Rights of Indigenous Peoples* states (among other things): Indigenous peoples have the right to maintain, control, protect and develop their cultural heritage.

The UN Permanent Forum on Indigenous Peoples advocates for Indigenous peoples to be informed and involved in matters that may impact their cultural heritage so that they have the opportunity to give free prior and informed consent.

Article 13 of the Burra Charter states: 'Co-existence of cultural values should always be recognised, respected and encouraged. This is especially important in cases where they conflict.' Ways of achieving this are presented in the ICOMOS Practice Note entitled 'The Burra Charter and Indigenous Cultural Heritage'.



## CONSTRAINTS

Works that require ground disturbance will require prior assessment by an archaeologist of the potential for Aboriginal archaeology to exist at the impacted location. Where a location contains known or potential Aboriginal archaeological material that satisfies the definition of an 'Aboriginal site' under the *Aboriginal Heritage Act 1972* (WA), ground disturbance works should only proceed after consent has been obtained from the Minister pursuant to Section 18 of the Act.

Where unanticipated Aboriginal archaeology is encountered during ground disturbance works, those works must cease and the advice of an archaeologist should be sought before works recommence. This may also necessitate the making of an application for consent under Section 18 of the *Aboriginal Heritage Act 1972* (WA).

Where art, graffiti or other evidence of Aboriginal connection to Fremantle Prison is made a feature of interpretation, this should only occur after consultation with appropriate Aboriginal stakeholders. This is particularly relevant to matters relating to Aboriginal deaths in custody which demands a highly sensitive approach.

## OPPORTUNITIES

Although Fremantle Prison was the site of Aboriginal suffering and hurt for much of its life, it may also be an important and effective tool for healing and reconciliation.

The Aboriginal part in the Fremantle Prison story is presently being communicated through engaging art exhibitions, oral history programs and other interpretation measures. There is scope for these activities to be enhanced and expanded through a range of collaborative ventures, some of which might be undertaken on a mutually advantageous commercial basis (e.g. through tours and the gift shop).

A broad range of skills is required for the conservation of Fremantle Prison, including traditional trades. There are opportunities for Fremantle Prison to 'upskill' interested Aboriginal people in heritage practice through internships and training programs.

There are opportunities for Fremantle Prison to explore linkages with Rottnest Island, a place that also embodies Aboriginal heritage values.

## OVERARCHING POLICY FRAMEWORK

### POLICY 5

Fremantle Prison will continue to develop processes that ensure effective and meaningful engagement with relevant Aboriginal stakeholders insofar as the site embodies Aboriginal heritage values.

### POLICY 6

Fremantle Prison will seek to realise the potential of the site as an instrument for reconciliation.

### POLICY 7

Fremantle Prison will be managed having regard to all the dimensions of its heritage significance, including any Aboriginal heritage values that it may embody. This will be done consistent with assessed levels of significance, prioritising the OUV or which the site is inscribed on the WHL.

## PROPOSED ACTIONS

### ACTION 4

Fremantle Prison will prepare a Reconciliation Action Plan (RAP) in consultation with relevant Aboriginal persons. Consultation will include Noongar people (the traditional owners of the country in which Fremantle Prison is situated) in addition to other Aboriginal groups with a demonstrated connection with Fremantle Prison. The RAP will conform with the 'Reflect – Innovate – Stretch – Elevate' pathway encouraged by Reconciliation Australia.

### ACTION 5

Engage a heritage practitioner to (a) consult with relevant Aboriginal parties and (b) assess Fremantle Prison for its Aboriginal heritage values. Depending on the results of this assessment it may be necessary to seek a modification of the site's reasons for listing on the NHL and the WA Register of Heritage Places (the SHR) to include Aboriginal heritage. It may also be necessary to seek to include the site on the WA Register of Places and Objects for Aboriginal heritage.

### ACTION 6

Investigate the requirement for a Noongar Standard Heritage Agreement (NSHA) prior to any re-assessment of the Aboriginal heritage values.

## OBJECTIVES

Our objectives are as follows:

- to minimise disturbance of the archaeological resource at Fremantle Prison
- to retain the archaeological resource at Fremantle Prison in situ unless this is precluded by overwhelming research, safety or conservation considerations
- within the parameters of the above objectives, to maximise the research potential of the archaeological resource at Fremantle Prison
- to balance the conservation needs of the layered heritage values at Fremantle Prison, including where those values are embodied by archaeological material from different periods
- to investigate the archaeological resource at Fremantle Prison using 'best practice' archaeological methodologies and experienced practitioners
- to harness the potential of archaeology to engage the public's interest in Fremantle Prison

## RISKS TO AVOID

We have identified the following risks to be avoided:

- disturbance or destruction of highly significant built form or archaeological features in order to expose archaeological features of lower significance
- inadvertent disturbance or destruction of the archaeological resource due to lack of prior research or inadequate impacts assessment
- damage to the archaeological resource because investigations were undertaken by inexperienced or inexpert practitioners
- failure to make the data generated by archaeological investigation publicly accessible
- disturbance or destruction of Aboriginal archaeology without appropriate consultation taking place because its significance is not recognised relative to the site's non-Aboriginal heritage values
- loss/damage due to an under-resourced collection area and lack of post-excavation analysis

## STATUTORY FRAMEWORK

The EPBC Act governs 'actions' that have, or are likely to have, a significant impact on a matter of 'national environmental significance'. Places on the WHL and NHL (such as Fremantle Prison) are matters of national environmental significance. An 'action' may include a project, a development, an undertaking, an activity or a series of activities. It can include ground disturbance works that might impact the archaeological resource. Before taking an action that could have a significant impact on the heritage values of Fremantle Prison, the action must be 'referred' to the

Australian Minister for the Environment and Energy. The Minister will determine whether or not further and more formal assessment and approval is required, i.e. a 'controlled action'.

Section 79 of the *Heritage of Western Australia Act 1990* makes it an offence to 'damage or despoil' or 'remove any thing from' a place on the SRHP, which can include damage or despoliation of the archaeological resource. However, an application can be made to the Heritage Council for a permit to carry out archaeological works under Section 79(2) of the Act.

The Western Australian *Aboriginal Heritage Act 1972* governs Aboriginal 'places', which includes archaeological sites (Section 5). If Fremantle Prison encounters Aboriginal archaeology it must notify the WA Registrar of Aboriginal Sites (Department of Planning, Lands and Heritage)(Section 15). It is an offence to excavate an Aboriginal archaeological site without the approval of the Registrar of Aboriginal Sites (Section 16). Such consent will only be given after an assessment is made of the nature and significance of the site (Section 18).

Schedule A, Clause 13B of the City of Fremantle's *Local Planning Scheme No. 4* states that where planning approval is granted in respect of a place on the Fremantle Heritage List, the Council may impose a condition on that planning approval which requires an archaeological investigation of the place. The same condition may be imposed where the Council has reasonable evidence to indicate that the place may include 'contents, materials or objects' (which would include archaeological remains) that have aesthetic, historic, scientific, or social significance (see also City of Fremantle *Local Planning Policy 2.7*). However, the City of Fremantle *Local Planning Scheme No. 4* zones Fremantle Prison as a Regional Reserve. By Section 2.2 of *Local Planning Scheme No. 4* Council approval is not required for the commencement or carrying out of any use or development on a Regional Reserve. Approval is required from the Western Australian Planning Commission (which will include input from the Heritage Council of Western Australia).

## NON-STATUTORY FRAMEWORK

A Practice Note supplementing the Burra Charter entitled 'The Burra Charter and Archaeological Practice' states that the fundamental principles contained in the Burra Charter apply to archaeological sites.

Article 13 of the Burra Charter states: 'Co-existence of cultural values should always be recognised, respected and encouraged. This is especially important in cases where they conflict.' This will be relevant (a) where archaeological features from the convict-era underlie post-convict archaeological features of national, state or local significance, and (b) where they overlie Aboriginal archaeological remains.

The former Western Australian State Heritage Office has prepared a document entitled 'Heritage Impact Statement – A Guide'. It includes reference to the assessment of archaeological impacts.

The former Western Australian State Heritage Office has prepared a document entitled 'Section 79(2) Permit Archaeological



FREMANTLE PRISON  
The Convict Establishment

# ARCHAEOLOGY

Excavation Form' for applications to excavate places on the State Heritage Register.

state governments around Australia have produced guideline documents on how to assess the significance of historic archaeological sites. They usually emphasise the research potential of such places assessed having regard to (a) research potential relative to other sites, (b) research potential relative to other sources, and (c) the ability to otherwise address substantive questions about human behaviour (see: A. Bickford and S. Sullivan [1984], 'Assessing the Research Significance of Historic Sites', in S. Sullivan and S. Bowdler (eds), *Site Surveys and Significance Assessment in Australian Archaeology*, Proceedings of the 1981 Springwood Conference on Australian Prehistory, Canberra, pp. 23–24).

## CONSTRAINTS

Works requiring ground disturbance at Fremantle Prison will require an assessment of potential archaeological impacts. In some cases, this may require re-location of proposed ground disturbance works.

## OPPORTUNITIES

Where archaeological investigation is necessary at Fremantle Prison this may present an opportunity to involve the community in a program of 'public archaeology' – a form of interpretation.

The archaeological resource at Fremantle Prison comprises a valuable teaching and learning resource. Fremantle Prison may pursue opportunities to collaborate with students and teachers of archaeology from tertiary education institutions.

Archaeological investigation can augment the collection of movable heritage currently curated by Fremantle Prison.

## OVERARCHING POLICY FRAMEWORK

### POLICY 8

The known and potential archaeological resource at Fremantle Prison will be managed according to its significance. Usually this will comprise its 'scientific significance' (i.e. its ability to address substantive research questions). However, the archaeological resource at Fremantle Prison may also embody other heritage values (e.g. social significance).

### POLICY 9

Archaeological excavation at Fremantle Prison will be underpinned by substantive research questions expressed in an Archaeological Research Design prepared by an experienced historical archaeologist prior to works commencing.

### POLICY 10

Significant archaeological features will not be damaged or disturbed unless this is necessary for overwhelming research, safety or conservation reasons. Fremantle Prison will seek to retain significant archaeology in situ.

### POLICY 11

Where the investigation of archaeological features from an earlier period would require the disturbance or destruction of archaeological material from a later period, the decision to proceed will be based on an assessment of the significance of the material. In some circumstances, the significance of archaeological material from later periods will be higher than that from earlier periods.

### POLICY 12

Fremantle Prison will seek to involve the public in programs of archaeological investigation where this can be achieved without compromising the archaeological resource.

### POLICY 13

Only historical archaeologists with a demonstrated high level of knowledge and experience will be engaged to investigate Fremantle Prison's archaeological resource (either as part of impact assessment processes or through field work). These archaeologists will also have sufficient training to identify Aboriginal archaeological deposits and artefacts.

### POLICY 14

The data generated by archaeological investigation at Fremantle Prison will be made publicly accessible, ideally through publication in a peer-reviewed academic journal but at least as a quality synthesis of the results as requested.

### POLICY 15

Once artefacts recovered through archaeological excavation have been documented and analysed such that their research potential has been met, they should from that time be managed according to the 'Moveable Heritage Overarching Policy' contained in this HMP.



FREMANTLE PRISON  
The Convict Establishment

# ARCHAEOLOGY

## PROPOSED ACTIONS

### ACTION 7

Prepare an updated Archaeological Management Plan.

### ACTION 8

Engage an experienced archaeologist to review for quality and digitise the results of previous archaeological investigations at Fremantle Prison, and make them publicly accessible.

### ACTION 9

Maintain and enhance existing links with students and teachers of archaeology at tertiary education institutions involving them in research projects where appropriate.

### ACTION 10

Should large-scale ground disturbance works be proposed within the Parade Ground (or elsewhere at Fremantle Prison) consider involving members of the public in any archaeological excavations as part of a 'public archaeology' program.

### ACTION 11

Engage an experienced archaeologist to assess the significance of those artefacts in the Fremantle Prison Collection that were recovered through archaeological excavation. This should be done having regard to their research potential, in addition to other dimensions of heritage significance. Consider disposing of those artefacts that have little or no research potential or which do not otherwise embody significant heritage values.

### ACTION 12

Include a consideration of the potential Aboriginal archaeological resource at Fremantle Prison in the consultation underpinning the Fremantle Prison Reconciliation Action Plan.



## OBJECTIVES

Our objectives are as follows:

- to raise awareness of the heritage values of Fremantle Prison within the local community, across the state, nationally and internationally
- to involve interested, knowledgeable and engaged community-members in the life of Fremantle Prison
- to manage Fremantle Prison in a participatory manner, but without compromising efficiency and clarity in decision-making
- to hear and appropriately respond to the views and aspirations of community members, while also having due regard to the opinions of experts
- to forge mutually beneficial relationships with corporate citizens in the private sector and with other public institutions
- to maintain the strong relationship that Fremantle Prison presently has with WA Department of Justice personnel and some former prisoners

## RISKS TO AVOID

We have identified the following risks to be avoided:

- An interested, knowledgeable and engaged community group or member is excluded from consultation processes with the result that the value of their enthusiasm and knowledge is not fully realised.
- The views and aspirations of one community group is inappropriately given greater weight than those of another, creating ill-feeling or perceptions of bias.
- A failure to engage appropriately with the community results in heritage values being unrecognised, under-assessed or badly conserved.
- The desire for a participatory approach to management creates unnecessary delays or lack of clarity in decision-making.
- The opinions of laypersons are inappropriately given greater weight in decision making than the opinions of informed experts.

## STATUTORY FRAMEWORK

Article 5 of the *World Heritage Convention* stipulates that state parties should endeavour to give World Heritage places 'a function in the life of the community'. This requires appropriate engagement with the local, state and national 'communities'.

Schedule 5 (Reg. 10.01) of the *Environment Protection and Biodiversity Conservation Regulations 2000* includes the management principles that apply at places on the WHL. These include: 'The management should provide for public consultation on decisions and actions that may have a significant impact on the property'. The Regulations state that this is especially the case in

relation to people who have a particular interest in the property and who may be affected by management of the property.

Regulation 2B.01 of the *Environment Protection and Biodiversity Conservation Regulations 2000* stipulates that management plans for places on the WHL will not be 'accredited' unless the development of the management plan included consultation with: '(a) the Australian community generally; and (b) any particular groups having a special interest in the property or place, or likely to be especially affected by a management plan for the property or place'. This must include the release of a draft of the management plan for public comment.

## NON-STATUTORY FRAMEWORK

The UNESCO Resource Manual entitled *Managing Cultural World Heritage* (p. 125) encourages processes at World Heritage places that 'manage collaboration among different interest groups in the public and private sectors'. It encourages a 'participatory approach' to the development of management processes (p 131).

The Australian *Convict Sites Steering Committee Strategic Plan 2017–2020* includes the objective 'To give the Property a function in the life of the community'. The Strategic Plan includes recommended strategies to 'Foster community engagement' with the Australian Convict Sites and to 'Understand and promote the social and economic value' of those places.

The *WA State Cultural Heritage Policy* includes among its strategic objectives: 'Improve public awareness and appreciation of the state's heritage through the development of a comprehensive heritage education and learning strategy'.

The *WA State Cultural Heritage Policy* includes among its strategic objectives: 'Promote and celebrate the value and diversity of Western Australia's heritage through partnerships that will enhance community appreciation'.

The *WA State Cultural Heritage Policy* includes among its strategic objectives: 'investigate innovative ways, including corporate sponsorship and entrepreneurial activity, of increasing the level of conservation of heritage places so as to retain their cultural significance'.

Article 4.1 of the Burra Charter states that: 'Conservation should make use of all the knowledge, skills and disciplines which can contribute to the study and care of the place'. This knowledge may derive from experts or laypersons. In relation to 'social significance' the views of the relevant community are particularly important.

Article 12 of the Burra Charter stipulates: 'Conservation, interpretation and management of a place should provide for the participation of people for whom the place has significant associations and meanings, or who have social, spiritual or other cultural responsibilities for the place'.

Article 24.1 of the Burra Charter states: 'Significant associations between people and a place should be respected, retained and not obscured'. These associations are best identified and understood through effective community engagement.



## CONSTRAINTS

Although community consultation may sometimes slow down a decision-making process, where such consultation is necessary it must be undertaken (unless precluded by an overwhelming safety or conservation consideration). For example, this HMP cannot be 'accredited' under the EPBC Act without appropriate community consultation.

## OPPORTUNITIES

A participatory management approach presents opportunities for relationship-building, which assists with the objective of the Australian Convict Sites *Strategic Plan 2017–2020* 'To give the Property a function in the life of the community'.

## OVERARCHING POLICY FRAMEWORK

### POLICY 16

Fremantle Prison will involve interested, knowledgeable and engaged community-members in the life of the place by adopting a participatory approach to its management. This will be undertaken without inappropriately compromising efficiency and clarity in decision making.

### POLICY 17

While acknowledging the opinions of laypersons, Fremantle Prison will ultimately rely on the advice of experts in making conservation decisions especially in relation to the form, function and location of new development and the conservation of fabric (buildings and objects).

### POLICY 18

Fremantle Prison will engage in community consultation at least to a level sufficient for the accreditation of this HMP pursuant to Regulation 2B.01(4) of the *Environment Protection and Biodiversity Conservation Regulations 2000* which states: 'The public consultation ... must have included the release of a draft management plan for public comment and the allowing of at least twenty business days for the receipt of comment by the state or territory organisation that is responsible for developing the plan'.

### POLICY 19

Fremantle Prison will actively seek out mutually beneficial relationships with corporate citizens in the private sector and with other public institutions.

### POLICY 20

Fremantle Prison will maintain a strong relationship with WA Department of Justice personnel and its former Prison population through ongoing engagement and interpretation, while meeting the imperative of conserving the place's OUV.

## PROPOSED ACTIONS

### ACTION 13

Make this HMP publicly accessible online.

### ACTION 14

Invite public submissions on future masterplans relating to Fremantle Prison.



## OBJECTIVES

Our objectives are as follows:

- to manage Fremantle Prison in a commercially sustainable manner that maximises revenues that can be used for ongoing conservation actions
- decision-making and reporting that is based on accurate information and expert advice
- decision-making and reporting that is effective, timely, transparent, and robust in the face of public scrutiny
- decision-making that is collaborative and inclusive, and which is appropriately responsive to the views of the Australian Convict Sites Steering Committee, the Department of Planning, Lands and Heritage, the Heritage Council of Western Australia and the Department of Environment and Energy
- streamlined assessment and approvals processes that integrate local, state and national requirements
- an efficient organisational structure that makes best use of skills and experience

## RISKS TO AVOID

We have identified the following risks to be avoided:

- The heritage values at Fremantle Prison are compromised due to poor decision-making processes.
- Conservation actions at Fremantle Prison are not implemented in a timely manner because the decision-making process is cumbersome or because roles and responsibilities are misunderstood.
- There is a failure to manage strategic and organisational risks.
- Decisions are made that create public perceptions of mismanagement.
- Insufficient revenues are generated (through private or public sources) to appropriately conserve the place's heritage values.
- Resources are deployed inefficiently with regard to the (at times) competing needs of assessed heritage values.
- There is a failure to secure conservation funding to address current backlog.

## STATUTORY FRAMEWORK

Section 47 of the EPBC Act allows for the creation of a 'bilateral agreement' between the Commonwealth and a state where this will ensure 'an efficient, timely and effective process for environmental assessment and approval of actions'. Such a bilateral agreement was entered into in 2014 for a specifically defined range of actions. Where an action may trigger the EPBC Act referral process, Fremantle Prison should consult with the Australian Department of Environment and Energy to ascertain whether or not the referral process may be governed by the 2014 bilateral agreement.

Relatedly, Schedule 5 (Reg. 10.01) of the *Environment Protection and Biodiversity Conservation Regulations 2000* states that a HMP for a World Heritage property should: 'promote the integration of Commonwealth, state or territory and local government responsibilities for the property'.

Schedule 5 (Reg. 10.01) of the *Environment Protection and Biodiversity Conservation Regulations 2000* includes the management principles that apply at places on the WHL. These include: 'The management should provide for public consultation on decisions and actions that may have a significant impact on the property'.

Schedule 5 (Reg. 10.01) of the *Environment Protection and Biodiversity Conservation Regulations 2000* includes the management principles that apply at places on the WHL. These include: '[Management planning must] provide for continuing monitoring and reporting on the state of the World Heritage values of the property'. Fremantle Prison must provide periodic reporting to UNESCO in partnership with the other Australian Convict Sites, every five years.

Schedule 5B (Reg 10.01E) of the *Environment Protection and Biodiversity Conservation Regulations 2000* includes the management principles that apply at places on the NHL. These include: 'The management of National Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on their National Heritage values'.

Fremantle Prison is bound by the provisions of the Western Australian *Freedom of Information Act 1992*. The Act provides Australians with a legally enforceable right of access to government documents, including those kept by agencies like Fremantle Prison. This right is based on the premise that it enhances the transparency of policy making, administrative decision-making and government service delivery. Decisions made in relation to the Prison's heritage management will generally be accessible to members of the public upon the making of a FOI application.

Fremantle Prison must maintain records in a manner that is consistent with the Western Australian *State Records Act 2000*. Section 16 of the Act requires Fremantle Prison to have a 'record keeping plan' that will 'ensure that the government organization properly and adequately records the performance of the organization's functions'. The 'principles and standards' expected of this record keeping by the State Records Commission are presented on 'SRC 1 – Government Record Keeping' (February 2002).



## NON-STATUTORY FRAMEWORK

The UNESCO Resource Manual entitled *Managing Cultural World Heritage* (p. 124) requires management plans for World Heritage places to provide 'a transparent description of how the existing system functions and how it can be improved'. This includes the establishment of a framework for making informed decisions.

The UNESCO Resource Manual entitled *Managing Cultural World Heritage* (p. 125) encourages decision-making that helps 'to rationalize existing resources and facilitate funding'.

The UNESCO Resource Manual entitled *Managing Cultural World Heritage* encourages participatory decision-making.

Article 4.1 of the Burra Charter states that: 'Conservation should make use of all the knowledge, skills and disciplines which can contribute to the study and care of the place'. These should inform decision-making at Fremantle Prison.

Article 6.1 of the Burra Charter states that: 'The cultural significance of a place and other issues affecting its future are best understood by a sequence of collecting and analysing information before making decisions. Understanding cultural significance comes first, then development of policy and finally management of the place in accordance with the policy. This is the Burra Charter Process'.

## CONSTRAINTS

Actions at Fremantle Prison that may appear obvious to the layperson may sometimes need to be delayed while the advice of an expert is sought. This will sometimes be the case even where the expert advice is costly.

## OPPORTUNITIES

There is an opportunity to streamline the assessment and approval processes for actions at Fremantle Prison through the creation of a 'bilateral agreement' between the Commonwealth and the state, pursuant to Section 47 of the EPBC Act.

Participatory decision-making presents opportunities for relationship-building, which assists with the objective of the Australian Convict Sites *Strategic Plan 2017–2020* 'To give the Property a function in the life of the community'.

## OVERARCHING POLICY FRAMEWORK

### POLICY 21

Fremantle Prison will be managed having regard to the strategic objectives expressed in the *Australian Convict Sites Strategic Plan 2017–2020* (and its successors). This will be achieved through ongoing and regular liaison with the Australian Convict Sites Steering Committee. These strategic objectives are: (1) Conserve and protect the Property's OUV for current and future generations, (2) Collaboratively manage the Property's OUV, (3) Present and interpret the Property's OUV, emphasising each site's contribution to the whole, and (4) Give the Property a function in the life of the community.

### POLICY 22

This HMP will occupy the uppermost tier in the hierarchy of management documents at Fremantle Prison. Where there is inconsistency between the HMP and another document, the HMP will prevail to the extent of the inconsistency.

### POLICY 23

All decisions at Fremantle Prison will be made having regard to this HMP. The paramount consideration in any decision-making process will be the conservation of Fremantle Prison's heritage values, especially its OUV.

### POLICY 24

Ownership of Fremantle Prison should continue to vest in the state of Western Australia. The Western Australian Department of Planning, Lands and Heritage (and its successors) should have ongoing care and control of the place.

### POLICY 25

Fremantle Prison should continue to be run as a public asset, with revenues derived from its operation being re-invested in the place. At the same time, Fremantle Prison will actively seek out mutually advantageous commercial collaborations with individuals and private corporations.

### POLICY 26

Fremantle Prison will continually seek to improve decision-making processes, including regulatory processes imposed by different tiers of government, e.g. through a bilateral agreement under the EPBC Act and through liaison with state and local governments.

### POLICY 27

Fremantle Prison should maintain a secure funding stream being a combination of admission fees, merchandising revenues, donations and government allocations and subsidies. This should include ongoing and project funding from the state and Australian governments.

### POLICY 28

Fremantle Prison will continue to liaise with the Heritage Council of Western Australia to ensure an effective and appropriate balance is met between the conservation of the place's OUV and its state heritage significance.



## POLICY 29

Fremantle Prison should observe a 'good neighbour' policy with respect to the City of Fremantle, including in relation to the West End Conservation Area and its successors. It should share information, consult with council representatives, and comply with the City of Fremantle's *Local Planning Scheme No. 4* so far as is possible having regard to the overriding obligation to conserve the place's OUV, National Heritage values and state significance.

## POLICY 30

Fremantle Prison will be managed to meet its Statutory Obligations, including those imposed by the EPBC Act, the *Heritage of Western Australia Act 1990*, the *Western Australian Aboriginal Heritage Act 1972*, and the City of Fremantle's *Local Planning Scheme No. 4*.

## POLICY 31

Decision-making at Fremantle Prison will be based on accurate information and expert advice. Decisions will be transparent and robust in the face of public scrutiny.

## PROPOSED ACTIONS

### ACTION 15

Prepare a Masterplan for Fremantle Prison that is consistent with this HMP and which gives clear direction with respect to possible future capital works projects. Use this as the basis for forward planning, including resource allocation.

### ACTION 16

Continue to prepare specific conservation management strategies that are consistent with this HMP and which identify short-term and long-term capital works projects. Use these as the basis for forward planning, including resource allocation.

### ACTION 17

Give consideration to the development of a Fremantle Prison Conservation Fund or other philanthropic funding mechanisms for organisations and individuals to make financial contributions to the conservation of the place.

### ACTION 18

Where an action may trigger the EPBC Act referral process, initiate consultation with the Australian Department of Environment and Energy to ascertain whether or not the referral process may be governed by the 2014 bilateral agreement. In any event, observe the referrals provisions of the EPBC Act.

### ACTION 19

Continue to maintain the Risk Management Framework, Risk Register and associated controls.



## OBJECTIVES

Our objectives are as follows:

- to maintain an ongoing record of Fremantle Prison employing a range of media. This record will serve as a tool to (a) document the place's heritage values and (b) inform and illustrate decision-making
- to document continuity and change at Fremantle Prison
- to realise the potential of Fremantle Prison as a teaching and learning resource for present and future generations
- to maintain a record of decision-making at Fremantle Prison to ensure transparency and efficiency

## RISKS TO AVOID

We have identified the following risks to be avoided:

- Significant changes to the form, function or fabric of Fremantle Prison are not appropriately recorded.
- Conservation decisions at Fremantle Prison are based on imperfect information due to poor record-keeping.
- Knowledge about any part of the Prison and its heritage values is lost due to a failure to appropriately record and document.
- There is a lack of clarity concerning the decision-making process, regarding, for example, when certain decisions were made, why they were made, and by whom.
- Records are lost because of inadequate protection against preventable risks, e.g. theft, fire, flood and pests.
- Fremantle Prison engages in ongoing research as part of its programs of interpretation and physical conservation. This research may be undertaken by external consultants, interested volunteers, as well as Fremantle Prison staff. The result is that large quantities of research data are generated. There is the risk that costly historical research is unnecessarily duplicated, important data are lost, or factual errors creep into relevant documents leading to poor physical conservation outcomes.

## STATUTORY FRAMEWORK

The *Environment Protection and Biodiversity Conservation Regulations 2000* (2B.01(5)(k)) state that the management regimes at a place on the WHL 'must set out the means, and any legislation other than the [HMP], that ... provide for any subsequent monitoring, auditing and enforcement of approvals and any conditions attached to an approval'.

The *Environment Protection and Biodiversity Conservation Regulations 2000* (2B.01 (5)(l)) state that the management regimes at a place on the WHL must prevent or minimise adverse impacts 'including actions leading to cumulative degradation'. An effective and comprehensive system of recording and documentation assists in identifying cumulative impacts on heritage places.

The *Environment Protection and Biodiversity Conservation Regulations 2000* (2B.01 (5)(q)) state that the management regimes at a place on the WHL 'must provide for continuing monitoring and reporting on the state of the relevant World Heritage or National Heritage values'.

In assessing impacts of 'controlled actions' under the EPBC Act the Minister will have regard to whether or not 'the person proposing to take the action has a satisfactory record of responsible environmental management and compliance with environmental laws' (Reg. 5.03A (1)). Efficient ongoing record-keeping will assist to demonstrate Fremantle Prison's excellent record in this regard.

Fremantle Prison is bound by the provisions of the Western Australian *Freedom of Information Act 1992*. The Act provides Australians with a legally enforceable right of access to government documents, including those kept by agencies like Fremantle Prison. This right is based on the premise that it enhances the transparency of policy making, administrative decision-making and government service delivery. Decisions made in relation to the Prison's heritage management will generally be accessible to members of the public upon the making of a FOI application.

Fremantle Prison must maintain records in a manner that is consistent with the Western Australian *State Records Act 2000*. Section 16 of the Act requires Fremantle Prison to have a 'record keeping plan' that will 'ensure that the government organization properly and adequately records the performance of the organization's functions'. The 'principles and standards' expected of this record keeping by the State Records Commission are presented on 'SRC 1 – Government Record Keeping' (February 2002).

## NON-STATUTORY FRAMEWORK

Article 6.1 of the Burra Charter states that: 'The cultural significance of a place and other issues affecting its future are best understood by a sequence of collecting and analysing information before making decisions ...'

Article 27.2 of the Burra Charter states: 'Existing fabric, use, associations and meanings should be adequately recorded before and after any changes are made to the place.'

Article 31 of the Burra Charter states: 'New evidence may come to light while implementing policy or a plan for a place. Other factors may arise and require new decisions. A log of new evidence and additional decisions should be kept.'

Article 32 of the Burra Charter states: 'The records associated with the conservation of a place should be placed in a permanent archive and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.'

Article 33 of the Burra Charter states: 'Significant fabric which has been removed from a place including contents, fixtures and objects, should be catalogued, and protected in accordance with its cultural significance.'

The UNESCO Resource Manual entitled *Managing Cultural World Heritage* (pp 124–5) encourages managers of World



Heritage places to monitor the implementation of conservation policies against baseline data established through adequate documentation.

A number of state governments have prepared guideline documents on how to maintain an archival record of a heritage place. The Heritage Council of Western Australia has prepared a guideline document entitled *Guide to Preparing an Archival Record*. More detail on how a photographic archival record of a heritage place may be conducted is presented in the NSW guideline documents entitled *How to Prepare Archival Records of Heritage Items* (Heritage Office 1998) and *Photographic Recording of Heritage Items Using Film or Digital Capture* (Heritage Office 2006).

## CONSTRAINTS

Although the goal should be to make all archival records concerning Fremantle Prison publicly accessible, in some circumstances this will not be desirable or appropriate, e.g. due to security or privacy imperatives, commercial considerations, environmental sensitivity, or where this would be culturally inappropriate.

## OPPORTUNITIES

Detailed archival records of conservation issues and responses at Fremantle Prison will comprise an excellent teaching and learning resource with potential for use in training local and national heritage professionals. This is consistent with one of the objectives of the WA 'State Cultural Heritage Policy', i.e. 'Promote sound practice in the conservation, management and adaptation of heritage places'.

Ongoing archival recording at Fremantle Prison will yield, as a by-product, materials that will be useful for interpretation and marketing, e.g. high-quality photographs and drawings, oral histories. Fremantle Prison's Intellectual Property in any records produced may also present opportunities for generating resources for the ongoing conservation of the place.

## OVERARCHING POLICY FRAMEWORK

### POLICY 32

Fremantle Prison will maintain an ongoing record of the place, employing a range of media, and capturing continuity and change. This will integrate with data management systems within the Department of Planning, Lands and Heritage.

### POLICY 33

Where adverse impacts on the heritage values of Fremantle Prison would result from proposed works, it will be a condition of the works proceeding that an archival record of the impacted location be produced beforehand. This may include photographic archival recording or measured drawings, or both. This policy will be particularly relevant where significant fabric would be lost through physical intervention and where a modification of the Prison's setting might occur. The level of documentation achieved will be sufficient to (a) record the condition and appearance of the place prior to the change and after it, (b) indicate the reason for the change, and (c) monitor the impacts of the change into the future.

### POLICY 34

Fremantle Prison will make its records publicly accessible insofar as legislation, Department policy, security, commercial and privacy considerations, and cultural sensitivities allow.

### POLICY 35

Fremantle Prison will be receptive to advancing technologies and will make appropriate use of new and innovative recording techniques, e.g. photogrammetry, 3D scanning, ground penetrating radar, magnetometry.

### POLICY 36

Fremantle Prison will continue to support and encourage broad-ranging research into the history of the Prison, as a means of enhancing Prison management and interpretation. This will include the collection of data from other sources such as volunteers.

### POLICY 37

Fremantle Prison will continue to maintain a transparent record of its decision-making processes so that the rationale for conservation decisions, their outcomes, and the identity of decision-makers themselves, is recoverable. These records will be managed in accordance with the Department's Record Keeping Plan.

### POLICY 38

All records relating to Fremantle Prison will be stored in an appropriate repository safeguarded against risks such as flood, theft, fire and pests. Digital storage of records is appropriate provided digital data are appropriately safeguarded against corruption or loss and are future-proofed.

### POLICY 39

Fremantle Prison's documentation and recording program will take a holistic view of the place and will include maintaining a record of 'lived experiences' and 'stories', not just fabric and form, e.g. through its ongoing oral history program using text, audio and video (see also 'Telling the Story' overarching policy).

### POLICY 40

Fremantle Prison will monitor all initiatives that have the potential to adversely impact the place's heritage values, e.g. visitor impacts, fabric conservation, adaptive reuse.



## PROPOSED ACTIONS

### ACTION 20

Maintain a program to digitise historic archival material from Fremantle Prison and make this data publicly accessible online (see also 'Telling the Story' overarching policy and 'Movable Heritage' overarching policy).

### ACTION 21

Establish a future-proofed, digital repository for historical data generated by Fremantle Prison personnel, external consultants and non-professional sources. Establish protocols to ensure that the data (e.g. words, pictures, recordings) are appropriately sourced and referenced. This may include data collected 'piecemeal' as part of ongoing works at the Prison. It should form a constantly evolving resource.

### ACTION 22

Modify the existing Disaster Preparedness Plan (April 2016) to, at a minimum, identify: (a) appropriate means of storing hardcopy and digital data at Fremantle Prison and (b) measures to be implemented to ensure that hard copy material is not damaged through fire, flood, pests or natural deterioration, and are future-proofed.

### ACTION 23

Continue to maintain Building Condition Assessments, Maintenance Schedules and Schedules of Conservation Works for works at Fremantle Prison, and retain those records indefinitely.

### ACTION 24

Continue to monitor visitors and visitor numbers at Fremantle Prison to ensure that adverse heritage impacts are identified early and appropriately responded to.



## OBJECTIVES

Our objectives are as follows:

- to conserve the heritage values of Fremantle Prison insofar as those values are expressed in its movable heritage – especially, but not exclusively, its OUV
- to tell the story of Fremantle Prison through its movable heritage – especially, but not exclusively, its OUV
- to adhere to a collections policy that is determined in the first instance by Fremantle Prison’s assessed heritage values
- to acquire objects in an ethical manner and in compliance with all legal requirements
- to acquire objects in a sustainable manner (having regard to budgetary, conservation and storage considerations), including through purchase, donation, gift or archaeological investigation
- to maintain a collection of objects at Fremantle Prison that is a valuable teaching and learning resource about the place’s heritage values
- to manage Fremantle Prison’s movable heritage using high quality and appropriately resourced storage, physical conservation and exhibition facilities
- to manage the collection of objects at Fremantle Prison, showing regard for the themes identified in the ‘Fremantle Prison Collection Policy’ (March 2016), prioritised to reflect those historical themes expressed in (i) the WHL’s Statement of Outstanding Universal Value, (ii) the assessment of heritage values presented on the NHL, (iii) the SRHP’s Statement of Significance and (iv) the Fremantle Prison Collection Significance Assessment 2017
- to conserve Fremantle Prison’s movable heritage with an appropriate appreciation of the risks to its condition, and to be in an appropriate state of risk prevention preparedness
- to keep appropriate records in relation to Fremantle Prison’s movable heritage

## RISKS TO AVOID

We have identified the following risks to be avoided:

- a collection of objects that is not representative of the range of assessed heritage values at Fremantle Prison, which spans multiple periods
- a collection that fails to balance the imperative to conserve Fremantle Prison’s OUV and the importance of representing the post-convict era heritage values of the place
- loss of or damage to objects in the Fremantle Prison Collection due to under-resourced or below-standard storage, physical conservation or exhibition facilities

- loss of or damage to objects in the Fremantle Prison Collection due to poor risk preparedness
- the acquisition or disposal of objects in breach of the law or ethical obligations
- a collection of objects at Fremantle Prison that fails to reach its potential as a teaching and learning resource because it is unrepresentative of the place’s heritage values or because access to it is unnecessarily restricted

## STATUTORY FRAMEWORK

The *World Heritage Convention* defines ‘cultural heritage’ for the purposes of listing to be ‘monuments’, ‘groups of buildings’ and ‘sites’ rather than movable heritage (such as the Fremantle Prison collection). However, the Australian *Environment Protection and Biodiversity Conservation Regulations 2000* (Reg. 2B.01) include a requirement to ‘present and transmit to future generations’ the heritage values of places on the WHL. The Fremantle Prison Collection is an excellent and crucial resource for presenting and transmitting Fremantle Prison’s OUV.

The Statement of Significance for Fremantle Prison on the NHL states that the place’s heritage values are embodied by the buildings ‘including its underground engineering heritage, archaeological subsurface remains, records *and collections*’ (italics added). Also, the Australian *Environment Protection and Biodiversity Conservation Regulations 2000* (Reg. 2B.01) include a requirement to ‘present and transmit to future generations’ the heritage values of places on the NHL. The Fremantle Prison Collection is an excellent and crucial resource for presenting and transmitting Fremantle Prison’s National Heritage values.

The Australian *Protection of Moveable Cultural Heritage Act 1986* governs the sale of ‘objects that are of importance to Australia, or to a particular part of Australia, for ethnological, archaeological, historical, literary, artistic, scientific or technological reasons’ (Section 7). Many of the objects in the Fremantle Prison Collection are likely to satisfy this definition and would be subject to strict export controls.

Section 3 of the *Heritage of Western Australia Act 1990* defines ‘place’ to include any buildings on the identified area of land and ‘their contents relevant to the purposes of’ the Act (being the conservation of heritage places).

The *Heritage of Western Australia Act 1990* and *Aboriginal Heritage Act 1972* govern the management of archaeological artefacts recovered at Fremantle Prison (see the overarching policies in relation to Archaeology).

## NON-STATUTORY FRAMEWORK

The Burra Charter advocates for the management of heritage places having regard to ‘objects’ at the place that contribute to the place’s cultural significance (see Explanatory Note to Article



1.14). Managers of heritage places must also seek to retain the contribution that 'related objects' make to the place (Article 11). Related objects contribute to the cultural significance of a place but are not at the place.

Article 10 of the Burra Charter states: 'Contents, fixtures and objects which contribute to the cultural significance of a place should be retained at that place. Their removal is unacceptable unless it is: the sole means of ensuring their security and preservation; on a temporary basis for treatment or exhibition; for cultural reasons; for health and safety; or to protect the place. Such contents, fixtures and objects should be returned where circumstances permit and it is culturally appropriate'.

The Australian Collections Council defines significance in relation to objects in collections as 'the values and meanings that items and collections have for people and communities' (see R. Russell and K. Winkworth, *Significance 2.0: a guide to assessing the significance of collections*, South Australia, 2009, p. 10). This definition must be read subject to the assessed OUV, National Heritage values and state heritage significance of Fremantle Prison.

Fremantle Prison is a member of Museums Australia and recognises 'The National Standards for Australian Museums and Galleries' (2014) and the 'Museums Australia Incorporated Code of Ethics' (1999) as guiding principles.

Fremantle Prison manages its collection according to the 'Fremantle Prison Collection Policy' (March 2016). That policy document must be read subject to this HMP.

## CONSTRAINTS

Notwithstanding the shortage of storage space at Fremantle Prison, and competing demands on the budget, it will be necessary to maintain high-standard storage, physical conservation and display facilities for the movable heritage there.

## OPPORTUNITIES

The existing curatorial facilities in Building 31 (the West Workshops) can be improved with minimal physical intervention and no significant adverse impact on the place's heritage values. This would have positive heritage outcomes with respect to a highly significant element of the place (its movable heritage).

There are opportunities to consolidate the Fremantle Prison collection into a high-quality storage space that meets industry standards within the Prison grounds while providing for different environmental requirements. The present storage facilities, in disparate locations across the site, pose a risk to the heritage values of the place (in terms of damage, loss and deterioration of its movable heritage). This HMP identifies locations at Fremantle Prison that present development opportunities.

As a response to the critical shortage of suitable storage space at Fremantle Prison, there is an opportunity to rationalise the existing collection. This may include the disposal of objects of lesser significance or which are not necessary to the communication of its heritage values.

The *WA State Cultural Heritage Policy* includes among its strategic objectives: 'Promote sound practice in the conservation,

management and adaptation of heritage places'. There are opportunities to utilise the Fremantle Prison collection for training and skills development for students and early career professionals in museums practice and archaeology.

Fremantle Prison currently collaborates with other WA museums and galleries. There are opportunities for Fremantle Prison to continue and expand these collaborations. This might include collaborations with the other Australian Convict Sites.

## OVERARCHING POLICY FRAMEWORK

### POLICY 41

Fremantle Prison will manage its collection of objects consistent with the 'Fremantle Prison Collection Policy' (March 2016) and the 'Fremantle Prison Collection Significance Assessment' (October 2017) read with, and subject to, the WHL's Statement of Outstanding Universal Value, the assessment of heritage values presented on the NHL, and the WA State Heritage Register's Statement of Significance.

### POLICY 42

Fremantle Prison will balance the imperative to conserve the OUV of the place against the need to conserve the more recent layers of the place's history and heritage, insofar as that is possible through its movable heritage.

### POLICY 43

Fremantle Prison will utilise its movable heritage to meet the aims expressed in the *Australian Convict Sites Strategic Plan 2017–2020* which include: Present and interpret the Property's OUV, emphasising each site's contribution to the whole (i.e. of the Convict Site World Heritage listing).

### POLICY 44

Where there are competing demands on Fremantle Prison's resources such that it must choose between two or more objects (in terms of acquisition, conservation priorities, de-accession, storage or display) Fremantle Prison will have regard to the ways in which that object embodies and expresses the place's OUV (in the first instance), its National Heritage values (in the second instance) and the site's state significance (in the third instance). This will be done on a case-by-case basis. In some circumstances it will be appropriate to (for example) acquire an object that does not embody the place's OUV instead of one that does, where that OUV is adequately embodied and expressed through other objects or means.

### POLICY 45

Fremantle Prison should conserve its collection of objects utilising high-standard conservation facilities, ideally onsite.

### POLICY 46

Fremantle Prison should consolidate its collection within high-quality storage facilities.

### POLICY 47

Fremantle Prison will continue to observe its regular review and update of its Disaster Preparedness Plan dated April 2016.



FREMANTLE PRISON  
The Convict Establishment

# MOVABLE HERITAGE



## POLICY 48

Fremantle Prison will make its collection of objects available to bona fide researchers and teachers insofar as the physical well-being of the objects allows and having regard to cultural sensitivities.

## POLICY 49

In the conservation of its objects, Fremantle Prison should observe an active program of collaboration with the other Australian Convict Sites and with other museums and galleries.

## PROPOSED ACTIONS

### ACTION 25

Review the 'Fremantle Prison Collection Plan' (March 2016) to ensure consistency with this HMP. In particular, the March 2016 document must reflect that the collection will be managed according to assessed levels of significance (OUV, then National Heritage values, then state significance), then the provenance and research value of individual objects, and then to their rarity, representativeness, condition/completeness and interpretative capacity.

### ACTION 26

Engage appropriately qualified professionals to determine the storage requirements (especially in terms of floor space) of the Fremantle Prison Collection. Initiate discussions with an architect to explore options in relation to the location and design of a new onsite storage facility.

### ACTION 27

Initiate discussions with an architect to explore design options for improved conservation facilities in Building 31 (the West Workshops) that are sympathetic to the building's heritage values in addition to other potential suitable buildings.

### ACTION 28

Assess objects within the Fremantle Prison Collection against assessed heritage values and the other criteria presented in the 'Fremantle Prison Collection Policy' (March 2016) read with this HMP. It is appropriate to de-accession/dispose of those objects that do not meet the threshold for inclusion in the Collection (although some may be retained as a 'Secondary Collection' for teaching and other purposes). In particular, this might include soil samples recovered from past archaeological excavations and the old building resources (bricks and other elements) stockpiled from previous conservation works.

### ACTION 29

Create a Secondary Collection of objects used for the purpose of interpretation, education, loans and research.



## OBJECTIVES

Our objectives are as follows:

- to ensure that new development at Fremantle Prison does not impact on its heritage values (especially, but not exclusively, its OUV)
- to ensure that new development at Fremantle Prison support the ongoing management and viable use of the place as a publicly accessible World Heritage listed Australian Convict Site
- to ensure that decision-making on development at Fremantle Prison is robust, informed, balanced and expert
- to preference conservation of significant fabric and compatible use of existing buildings over new development
- to ensure new development is respectful of the Prison's unique character and physical attributes, including its historical planning and layout, and the visual and functional relationships between buildings and spaces
- to ensure new development is sympathetic to and in keeping with the character of the historic Prison buildings
- to ensure that decision-makers at Fremantle Prison are fully informed and aware of the different tolerances and sensitivities of buildings and spaces at the Prison, in terms of potential for new development
- to obtain expert heritage advice and input into the early planning stages of new development, to ensure impacts are avoided or mitigated
- to engage and consult with the various statutory heritage authorities, in the early planning stages of development, and throughout the statutory approvals processes

Please note that 'new development' may include new or replacement buildings, structures or minor works, also known as 'interventions'

## RISKS TO AVOID

We have identified the following risks to be avoided:

- new development or works that adversely impact Fremantle Prison's heritage values (especially, but not exclusively, its OUV)
- the introduction of new buildings or other forms of development which are not necessary to support the management and use of the place as an Australian Convict Site
- opting for new development when existing buildings are underutilised and offer opportunities for adaptation (other than where the proposed use is demonstrably not compatible with an existing building)

- new development that is physically or visually impactful such that it adversely impacts the heritage values of Fremantle Prison, especially having regard to the character and physical attributes of the Prison
- inadequate or ill-informed expert advice, resulting in poor planning and execution of new development, and avoidable heritage impacts
- inadequate or poor documentation of the proposed development
- inadequate consultation with the statutory heritage authorities, before or during the statutory approvals processes, resulting in drawn-out and inefficient processes

## STATUTORY FRAMEWORK

Schedule 5 (Reg. 10.01) of the *Environment Protection and Biodiversity Conservation Regulations 2000* includes the management principles that apply to places on the WHL. These emphasise that the primary purpose of management of the cultural heritage of a World Heritage property must include protecting and conserving the World Heritage values of the place.

Schedule 5B (Reg 10.01E) of the *Environment Protection and Biodiversity Conservation Regulations 2000* includes the management principles that apply at places on the NHL. These emphasise that the objective in managing National Heritage places includes to protect and conserve their National Heritage values.

The EPBC Act governs 'actions' that have, or are likely to have, a significant impact on a matter of 'national environmental significance'. Places on the WHL and NHL (such as Fremantle Prison) are matters of national environmental significance. An 'action' may include a project, a development, an undertaking, an activity or a series of activities. It will include the construction of new built form and demolition works in and near Fremantle Prison.

Before taking an action that could have a significant impact on the heritage values of Fremantle Prison, the action must be 'referred' to the Australian Minister for the Environment and Energy. The Minister will determine whether or not further and more formal assessment and approval is required, i.e. a 'controlled action'.

The *Heritage of Western Australia Act 1990* protects places included on the SRHP, including Fremantle Prison. The Statement of Significance for Fremantle Prison makes the following observations that are relevant to the design of sympathetic new development in it and in the vicinity: it has an 'austere and monumental quality' and is 'set in a precinct characterised by a homogeneity of form, materials, texture and colour' and these 'make it a landmark feature of Fremantle'.

The City of Fremantle *Local Planning Scheme No. 4* zones Fremantle Prison (not including the Fairbairn Street Ramp) as a



Regional Reserve. By Section 2.2 of *Local Planning Scheme No. 4* Council approval is not required for the commencement or carrying out of any use or development on a Regional Reserve. However, approval is required from the Western Australian Planning Commission. New development, including demolition, within the Fremantle Prison Regional Reserve will need to be referred to the Western Australian Planning Commission for approval. The Heritage Council of Western Australia will be consulted (pursuant to Section 11 of the Act). Works to the Fairbairn Street Ramp will require City of Fremantle approval.

## NON-STATUTORY FRAMEWORK

Article 87 of the *Operational Guidelines for the Implementation of the World Heritage Convention* states that the integrity of places nominated to the WHL must be of a high level. Integrity is a 'measure of the wholeness and intactness' of the place's heritage values. It states that these can suffer as a result of the 'adverse effects of development ...'

Article 96 of the *Operational Guidelines for the Implementation of the World Heritage Convention* emphasises the importance of protecting, managing, sustaining or enhancing the OUV, including the integrity and authenticity of the place.

The UNESCO Resource Manual entitled *Managing Cultural World Heritage* (p. 124) requires management plans for World Heritage places to include a range of policies and/or objectives for the subject World Heritage place; and (p. 125) to provide a framework for making informed decisions and to manage change. Interventions should also be 'thoughtfully designed' to protect the OUV.

Article 3.2 of the Burra Charter states that: 'Changes to a place should not distort the physical or other evidence it provides, nor be based on conjecture'.

Article 15.1 of the Burra Charter states that: 'Change may be necessary to retain cultural significance, but is undesirable where it reduces cultural significance. The amount of change to a place and its use should be guided by the cultural significance of the place and its appropriate interpretation.'

Article 22.1 of the Burra Charter states that: 'New work such as additions or other changes to the place may be acceptable where it respects and does not distort or obscure the cultural significance of the place, or detract from its interpretation and appreciation.'

Article 22.2 of the Burra Charter states that: 'New work should be readily identifiable as such, but must respect and have minimal impact on the cultural significance of the place.'

Article 27.1 of the Burra Charter states that: 'The impact of proposed changes, including incremental changes, on the cultural significance of a place should be assessed with reference to the statement of significance and the policy for managing the place. It may be necessary to modify proposed changes to better retain cultural significance.'

## CONSTRAINTS

The imperative to protect and conserve the World Heritage and National Heritage values will place significant constraints on new development at Fremantle Prison.

Where an extended period of time is taken for building approvals this often places considerable pressure on the management of Fremantle Prison's heritage values. This problem is particularly acute where development approval is required for urgent conservation works or where delays in gaining development approval shorten the time period in which a grant may be acquitted.

A lack of clarity concerning the difference between 'maintenance' and 'development' as defined by the *Planning and Development Act 2005* and the *Heritage Act of Western Australia 1990* can add delays to approvals processes that may impact essential conservation works.

## OPPORTUNITIES

Opportunities for development (new or replacement buildings, structures, minor works and other 'interventions') is generally restricted at Fremantle Prison. However, some spaces within the Prison complex offer limited opportunities. The replacement of existing buildings of little or no significance may also offer opportunities for new works.

## OVERARCHING POLICY FRAMEWORK

### POLICY 51

New development and works at Fremantle Prison should not impact on or detract from the place's heritage values. Such works should respond to and be respectful of the Prison's unique character and physical attributes, historical planning and layout, and the visual and functional relationships between buildings and spaces. New development should also be sympathetic to and in keeping with the historic Prison buildings.

### POLICY 52

New development and works at Fremantle Prison should support the ongoing management and use of the place. In all instances it should serve a necessary operational need.

### POLICY 53

Conservation of significant fabric and structures, and where required compatible use of existing buildings, is preferred over new development, including the introduction of new buildings.

### POLICY 54

Decisions on new development at Fremantle Prison should be informed and guided by an awareness of the different tolerances and sensitivities of buildings and spaces at the Prison; and by expert heritage advice and input including in the early planning stages of a development.



## POLICY 55

Some of the spaces at Fremantle Prison are stark and open and not suited to new development. These largely include the Parade Ground and the sterile zones associated with the external perimeter walls and internal yard and division walls.

## POLICY 56

The current character of the site, the sensitive visual issues, and the desire to maintain the prominence of the Prison buildings, particularly those of the convict-era and subsequent colonial Prison period, place considerable constraints on the siting, visibility, scale and height, and form and materials of new development.

## POLICY 57

New buildings or works should adopt a consistent materials palette and architectural language, which distinguishes them as contemporary and avoids the proliferation of different building styles and materials. New materials should not compete with, or detract from, the primacy of the limestone.

## POLICY 58

For any new works or development, ensure that adequate documentation is prepared in support of the proposal, for lodgement with the development approval application. This includes detailed architectural drawings and a Heritage Impacts Statement (HIS report); the latter to be prepared by a qualified heritage practitioner.

## PROPOSED ACTIONS

### ACTION 30

In determining the location and form of new development, sensitivity must be shown with regard to different areas and spaces within the Prison, their tolerance for change and their parameters for change. Generally, in relation to siting, visibility, height and scale, form and materials always ask:

- Will the new development be sited in a location which is intrusive, impacts on a primary view of a significant building, or diminishes an understanding of the visual and functional relationships between significant buildings and spaces?
- Will the new development be visible from outside the Prison, potentially forming a backdrop to the perimeter walls and impacting on their external reading and legibility?
- Will the height and scale of new development result in it being overly dominant, and competing with the prominence and status of the significant buildings?
- Will the form of the new building result in it being overly jarring or intrusive, and detracting from the austere character of the historic buildings and place overall?
- Will the materials of the new building compete with the historically prevalent limestone, and diminish the aesthetic impact of the stone buildings?

### ACTION 31

In planning for new development the following steps should be performed:

- Identify and justify the need for the development.
- Explore and document all options for use of an existing building or structure.
- Ensure that the new building supports an operational requirement.
- Identify the resources and funding.
- Obtain heritage advice to address the following questions:
  - Will the proposed development or works impact on the heritage values?
  - What actions can be taken to avoid or minimise the impacts?
  - What conservation actions can be taken to compensate for the impacts, and reveal/enhance significance?
- Identify if the works require statutory approval under the Commonwealth, state and local statutes, including an EPBC Act referral.
- Identify if the proposal is a controlled action (this may have a considerable impact on the timeframe for EPBC Act approval).
- Consult with the relevant statutory heritage authority.
- Consult with stakeholders.

### ACTION 32

Consider the demolition of buildings and structures of little or no significance in order to create opportunities for new or replacement buildings. In determining the appropriateness of replacing a demolished building, ask:

- Has the demolition of the building enhanced the significance of the Prison, through revealing or enhancing the presentation of significant buildings or spaces?

If the answer is yes, then constructing a new building in this location is not preferred.

If the answer is no, ask:

- Will the replacement building support an operational requirement?
- Is there no suitable existing building which can meet this need?

The replacement building should be designed with regard to the parameters set out here.



## ACTION 33

For all development approval applications, prepare supporting documentation including:

- detailed architectural drawings incorporating, where relevant and as required:
  - clear and precise demolition drawings including plans, elevations, roof and spatial elements
  - plans, elevations and roof drawings of the new building(s) or structure
- materials board
- photomontages
- views analysis

Always prepare a Heritage Impact Statement, to inform and support new development. It should contain:

- detailed description of the proposed development
- description of the affected area of the Prison
- photographs and graphics (where helpful)
- an overview of the significance and sensitivity of the affected area
- explanation of/justification for the proposed development
- an overview of the impacts:
  - how the proposed development will have a detrimental impact on the heritage significance
  - actions taken to avoid or minimise the impacts
  - actions proposed to help compensate for the impacts
  - other options explored and not pursued, with an explanation/justification
- reference to, and assessment against, the policies of this HMP
- where relevant, an overview of the consultation undertaken including with stakeholders

Where conservation works are proposed as part of a development, detailed conservation documentation is also required, including schedules of works.

## ACTION 34

In determining the location and form of proposed new development, have regard to the other policies and principles contained in this HMP.



THIS OVERARCHING POLICY REFERS TO THE PHYSICAL CONSERVATION OF BUILDINGS AND THEIR FABRIC. THE CONSERVATION OF THE FREMANTLE PRISON COLLECTION IS DEALT WITH UNDER 'MOVABLE HERITAGE'.

## OBJECTIVES

Our objectives are as follows:

- to conserve the heritage values of Fremantle Prison insofar as those values are expressed in the fabric of its built form – especially, but not exclusively, its OUV
- in prioritising conservation actions, to balance the imperative to conserve fabric that embodies the place's OUV against the desirability of conserving fabric from the post-convict periods of the Prison's operations
- to conserve Fremantle Prison's heritage buildings with an appropriate appreciation of the risks to their physical condition, and to be in an appropriate state of risk prevention preparedness
- to maintain a proactive system of monitoring and maintenance so that conservation issues can be anticipated and guarded against or identified at an early stage
- to keep appropriate records in relation to the conservation of Fremantle Prison's built heritage, especially changes to its fabric and condition
- to conserve the fabric of Fremantle Prison's buildings in accordance with the highest professional standards
- to make best use of both internal and external expertise

## RISKS TO AVOID

We have identified the following risks to be avoided:

- inadequate or ill-informed expert advice resulting in poor conservation outcomes and avoidable heritage impacts
- unqualified practitioners being engaged to carry out conservation works resulting in adverse heritage impacts
- inadequate or poor documentation of conservation work
- adverse impacts to significant convict-era fabric in order to conserve fabric of lesser significance from a later period
- adverse impacts to post-convict era fabric due to conservation of convict-era fabric in circumstances where careful planning could have conserved the fabric of both periods
- damage to the fabric of Fremantle Prison caused by environmental factors that could have been avoided through an ongoing program of monitoring and maintenance or thorough risk preparedness (e.g. fire, flood, rising damp)
- use of inappropriate or low-quality materials in undertaking conservation works to the fabric of Fremantle Prison

## STATUTORY FRAMEWORK

Schedule 5 (Reg. 10.01) of the *Environment Protection and Biodiversity Conservation Regulations 2000* includes the management principles that apply to places on the WHL. These emphasise that the primary purpose of management of the cultural heritage of a World Heritage property must include protecting and conserving the World Heritage values of the place.

Schedule 5B (Reg 10.01E) of the *Environment Protection and Biodiversity Conservation Regulations 2000* includes the management principles that apply at places on the NHL. These emphasise that the objective in managing National Heritage places includes to protect and conserve their National Heritage values.

The EPBC Act governs 'actions' that have, or are likely to have, a significant impact on a matter of 'national environmental significance'. Places on the WHL and NHL (such as Fremantle Prison) are matters of national environmental significance. An 'action' may include a project, a development, an undertaking, an activity or a series of activities. It may include conservation works to buildings at Fremantle Prison, especially where such works would require significant intervention in original or historic fabric. Minor repairs and conservation works are unlikely to be 'controlled actions'.

Before taking an action that could have a significant impact on the heritage values of Fremantle Prison, the action must be 'referred' to the Australian Minister for the Environment and Energy. The Minister will determine whether or not further and more formal assessment and approval is required, i.e. a 'controlled action'.

The *Heritage of Western Australia Act 1990* protects places included on the SRHP, including Fremantle Prison. Certain works to places on the SRHP require a 'development referral' including some 'conservation and remedial works'. However, minor works (such as maintenance and some like-for-like repairs) do not need to be referred. It will be necessary to assess the need for a development referral for proposed physical conservation works on a case-by-case basis.

## NON-STATUTORY FRAMEWORK

Article 87 of the *Operational Guidelines for the Implementation of the World Heritage Convention* states that the integrity of places nominated to the WHL must be of a high level. Integrity is a 'measure of the wholeness and intactness' of the place's heritage values. It states that this can suffer as a result of 'neglect', e.g. failure to implement physical conservation in a timely manner.

Article 96 of the *Operational Guidelines for the Implementation of the World Heritage Convention* emphasises the importance of protecting, managing, sustaining or enhancing the OUV, including the integrity and authenticity of the place. 'Authenticity' refers to the ability of people to understand the value attributed to a place having regard to its 'credibility' and 'truthfulness'. Highly invasive conservation works can adversely impact Fremantle Prison's authenticity.

Article 3.2 of the Burra Charter states that: 'Changes to a place should not distort the physical or other evidence it provides, nor be based on conjecture'.



Article 15.1 of the Burra Charter states that: 'Change may be necessary to retain cultural significance, but is undesirable where it reduces cultural significance. The amount of change to a place and its use should be guided by the cultural significance of the place and its appropriate interpretation.'

Article 22.1 of the Burra Charter states that: 'New work such as additions or other changes to the place may be acceptable where it respects and does not distort or obscure the cultural significance of the place, or detract from its interpretation and appreciation.'

Article 22.2 of the Burra Charter states that: 'New work should be readily identifiable as such, but must respect and have minimal impact on the cultural significance of the place.'

Article 27.1 of the Burra Charter states that:

'The impact of proposed changes, including incremental changes, on the cultural significance of a place should be assessed with reference to the statement of significance and the policy for managing the place. It may be necessary to modify proposed changes to better retain cultural significance.'

## CONSTRAINTS

Fremantle Prison is located in a marine environment which makes it susceptible to a range of unavoidable environmental factors, e.g. salt attack.

The limestone historically used at Fremantle Prison is generally highly porous and susceptible to the following kinds of decay:

- detachment (disintegration)
- clumping/granular disintegration/powdering.
- detachment (scaling) – spalling.
- alveolization (erosion) – loss of matrix/differential erosion/erosion
- alveolization (mechanical damage) – impact/abrasion
- microkarst (perforation) – pitting
- discolouration/deposit – efflorescence.
- biological colonization – lichen/moss/plant

Fremantle Prison is a popular tourist attraction that hosts large numbers of people making its fabric susceptible to cumulative adverse impacts through 'mechanical damage' (e.g. bumps and abrasion).

Sometimes, even where inexpensive repair is possible, a more costly conservation approach will be required by the place's heritage values.

There is a diminishing number of tradespeople with the traditional skills required for the conservation of Fremantle Prison's fabric.

Development approval is sometimes required for urgent conservation works that are slightly more than simple 'maintenance' and therefore meet the definition of 'development' under relevant legislation. This can cause delays that are a risk to the place's heritage values.

## OPPORTUNITIES

The *WA State Cultural Heritage Policy* includes among its strategic objectives: 'Promote sound practice in the conservation, management and adaptation of heritage places'. There are opportunities to utilise Fremantle Prison for training and skills development for students and early career professionals in materials conservation and traditional crafts.

## OVERARCHING POLICY FRAMEWORK

### POLICY 59

Where there are competing demands on Fremantle Prison's resources, Fremantle Prison will have regard to the ways in which those elements embody and express the place's OUV (in the first instance), its National Heritage values (in the second instance) and the site's state significance (in the third instance). This will be done on a case-by-case basis. In some circumstances it will be appropriate to (for example) conserve fabric that does not embody the place's OUV instead of fabric that does, where that OUV is adequately embodied and expressed through other fabric or means.

### POLICY 60

The maintenance and/or reinstatement of aesthetic treatments (i.e. paintwork, renders, pointing etc) at Fremantle Prison will be informed by historical research, expert knowledge and physical investigation.

### POLICY 61

The removal of later fabric should be considered in preference to its repair, especially where the later fabric obscures earlier and more significant fabric.

### POLICY 62

Fremantle Prison should continue its approach of repairing doors and other elements (such as joinery and carpentry) by salvaging components from a stock of original doors and windows, bolts, screws, nuts etc. This solution provides a consistent aesthetic outcome ensuring all components appear visually consistent. However, this cannot be a long-term approach to conservation due to limited supply/sources. Where the Prison's stock of original elements is insufficient, it would be appropriate to replace failed elements from other sources observing the like-for-like principle.

### POLICY 63

Fremantle Prison should continue its policy of reinstating/maintaining original pointing treatments and the scribing of ashlar lines in mortars to assist viewers to understand the architectural presentation of the buildings.

### POLICY 64

Fremantle Prison will continue to maintain a comprehensive record of conservation and change, observing the 'Keeping a Record' Overarching Policy. Record-keeping will inform ongoing conservation works and will be used to assess the performance of works and will be used in future decision-making.



## POLICY 65

Decision-making at Fremantle Prison in relation to fabric conservation will be transparent and robust in the face of public scrutiny.

## POLICY 66

Fremantle Prison will continue to maintain a cyclical and regular monitoring and maintenance program. This will include the regular review and update of the Disaster Preparedness Plan dated April 2016.

## POLICY 67

Where Fremantle Prison leases parts of the site to tenants, the lease agreements will make allowance for the mechanics of maintenance, upgrade and upkeep by tenants. This will include clearly identified responsibilities for individual parties.

## PROPOSED ACTIONS

### ACTION 35

The following is a list of desirable physical conservation projects that Fremantle Prison may consider in forward planning:

- Once the current corrugated sheet roofing reaches the end of its life and requires replacement, the Prison will have the opportunity to reinstate original roofing treatments (likely to have been riven slate or shingles).
- Restore the Main Cell Block floor – remove concrete and patch the flagstones.
- Complete the internal treatment of 1 Division as an interpretation of the original architectural aesthetic. This has commenced, but it lacks clarity and retains fragments of much later, somewhat intrusive fabric, such as signage.
- Remove bars and grilles from the Chapel and repair termite damage, plaster loss and conserve wall murals.
- Reinstate the roof to the Refractory building based on documentary evidence.
- Repair and conserve the section of wall and stairs at the corner of Holdsworth and Knutsford Streets.
- Address the condition of the front verandahs and introduced concrete slabs on the Terrace houses.
- Address salt attack in the administration buildings.
- Repair areas of the inside face of the wall between the Western Workshop and the Female Prison.

### ACTION 36

Continue to maintain and develop the general maintenance cycle plan for general tasks, such as cleaning gutters, painting joinery, metal work and other previously painted items, repair of roof and other items.

### ACTION 37

Remove previous cement-based repairs and mortar systems (see 'Specific Policy Areas and Actions – Masonry and Cement').

### ACTION 38

Prepare Conservation Management Strategies for each area identified in Section 7 of this HMP.



FREMANTLE PRISON  
The Convict Establishment

# SETTING



## OBJECTIVES

Our objectives are as follows:

- to maintain a setting for Fremantle Prison that allows its heritage values to be read and understood (especially, but not exclusively, its OUV)
- to maintain Fremantle Prison's landmark status and to enhance its monumental presence in the landscape
- to enhance the integrity of the setting of Fremantle Prison, especially having regard to its setting at the close of the convict era
- to manage the setting of specific elements of Fremantle Prison that are located within its walls
- to conserve the heritage values of Fremantle Prison insofar as they are expressed through its setting without unnecessarily preventing sympathetic development in its vicinity
- to manage Fremantle Prison, The Knowle, the Warders' Cottages and the Fairbairn Street Ramp as elements within a cultural landscape, by enhancing their inter-relationships through interpretation
- to enhance the physical, social, historical and visual linkages between Fremantle Prison and the City of Fremantle's West End Conservation Area
- to enhance the physical, social and historical linkages between Fremantle Prison and the original Convict Grant

## RISKS TO AVOID

We have identified the following risks to be avoided:

- any modification of Fremantle Prison's setting that diminishes its landmark status and monumental presence in the landscape
- the introduction of new built form or plantings that interrupt significant views to Fremantle Prison
- the introduction of new development outside the Prison that is visible from significant vantage points within the Parade Ground such that the sense of confinement within the Prison grounds is adversely impacted
- built form or plantings within the walls of Fremantle Prison, especially the Parade Ground, that impact views to and along the Main Cell Block's western façade and the South Knoll
- the introduction of new built form or plantings immediately outside the boundaries of Fremantle Prison that are unsympathetic to the heritage values of the place in terms of (for example) height, bulk, scale, colour, materials or use
- works to, including development of, The Knowle, Fairbairn Street Ramp or the Warders' Cottages in isolation from Fremantle Prison, and in a manner which diminishes their heritage character or relationship to the Prison and the

original convict grant. These highly significant related places should be managed as components of a complex inter-linked cultural landscape

- conservation and management of the West End Conservation Area in isolation from Fremantle Prison, or in a manner which does not have regard to the historical relationship with the Prison. These two highly significant areas should be managed as components of a complex inter-linked cultural landscape which includes a significant portion relating to the Convict Grant

## STATUTORY FRAMEWORK

The EPBC Act governs 'actions' that have, or are likely to have, a significant impact on a matter of 'national environmental significance'. Places on the WHL and NHL (such as Fremantle Prison) are matters of national environmental significance. An 'action' may include a project, a development, an undertaking, an activity or a series of activities. It includes actions that may impact the setting of Fremantle Prison insofar as it embodies its OUV and National Heritage value. Before taking an action that could have a significant impact on the heritage values of Fremantle Prison, the action must be 'referred' to the Australian Minister for the Environment and Energy. The Minister will determine whether or not further and more formal assessment and approval is required, i.e. a 'controlled action'. The Minister will have particular regard to (a) works within the listed area and (b) works within the World Heritage buffer zone.

The World Heritage listed area of Fremantle Prison (that area assessed to embody the place's OUV) does not include the Warders' Cottages, The Knowle or the Fairbairn Street Ramp. However, these locations are included in a 'buffer zone' for the listed area. Their conservation should be treated as an important part of the management of Fremantle Prison itself, including its setting.

The management of activities within the buffer zone established by the World Heritage listing is critical to the conservation of Fremantle Prison's OUV. This is especially the case in relation to activities in the buffer zone that may impact 'setting'.

The EPBC Act affords protections to places included on the NHL. The Fremantle Prison NHL boundaries capture the Fairbairn Street Ramp and the Warders' Cottages but do not include The Knowle. It is possible that this is an error that may be corrected through further assessment. In any event, the conservation of the setting of Fremantle Prison requires that The Knowle is also appropriately managed as part of the wider cultural landscape, along with the Ramp and Warders' Cottages. This is consistent with the 'precautionary principle'.

The NHL Statement of Significance for Fremantle Prison makes the observation that the place's heritage values are expressed in (among other things): the Main Cell Block, the perimeter walls, the Gatehouse complex, the prison officers' residences on the Terrace, the Fairbairn Street Ramp and the Henderson Street Warders' Cottages. Maintaining and enhancing views of these places is directly relevant to the management of Fremantle Prison's setting.



The NHL Statement of Significance does not assess Fremantle Prison as having met criterion (e) of the National Heritage values assessment criteria. Criterion (e) states that a place is significant where: 'the place has outstanding heritage value to the nation because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group'. This may be an error in the Statement of Significance that requires correction. It is closely related to the management of the Prison's setting.

The *Heritage of Western Australia Act 1990* protects places included on the State Heritage Register. The boundaries of Fremantle Prison as they are on the WA State Heritage Register do not include the Fairbairn Street Ramp. This is an error that requires correction. The Warders' Cottages and The Knowle are included on the WA Register of Heritage Places as separate items. The Statement of Significance for Fremantle Prison on the WA Register of Heritage Places makes the following observations that are relevant to the conservation of the place's setting: it has an 'austere and monumental quality' and is 'set in a precinct characterised by a homogeneity of form, materials, texture and colour' and these 'make it a landmark feature of Fremantle'.

Section 3 of the *Heritage of Western Australia Act 1990* defines 'conservation' to include 'the provision of an appropriate visual setting'.

The City of Fremantle *Local Planning Scheme No. 4* zones Fremantle Prison as a Regional Reserve. By Section 2.2 of *Local Planning Scheme No. 4* Council approval is not required for the commencement or carrying out of any use or development on a Regional Reserve. However, approval is required from the Western Australian Planning Commission (which will include input from the Heritage Council of Western Australia). That part of Fremantle Prison zoned as a Regional Reserve includes The Knowle but does not include the Fairbairn Street Ramp. It does not include the Warders' Cottages on Henderson Street because they are in private ownership and hence subject to the City of Fremantle *Local Planning Scheme 4*.

A tree on the Fairbairn Street Ramp is listed as an item of local significance by the City of Fremantle (Place No. 20638). Modifications to the tree to improve the Prison's setting will require City of Fremantle council approval.

## NON-STATUTORY FRAMEWORK

The *Operational Guidelines for the Implementation of the World Heritage Convention* (Article 99) emphasise the importance of the 'delineation of boundaries' that will give 'effective protection' to places nominated to the WHL.

Article 103 of the *Operational Guidelines for the Implementation of the World Heritage Convention* states that 'Wherever necessary for the proper conservation of [a World Heritage listed place] an adequate buffer zone should be provided'. The Fremantle Prison listing includes a sizable buffer zone that captures The Knowle, the Warders' Cottages and Fairbairn Street Ramp.

Article 87 of the *Operational Guidelines for the Implementation of the World Heritage Convention* states that the 'integrity' of places nominated to the WHL must be of a high level. Integrity is a

'measure of the wholeness and intactness' of the place's heritage values. It states that these can suffer as a result of the 'adverse effects of development and/or neglect'.

The Burra Charter requires that heritage places be managed within an appropriate setting. Article 1.12 of the Burra Charter defines 'setting' to mean 'the immediate and extended environment of a place that is part of or contributes to its cultural significance and distinctive character'. An Explanatory Note for Article 1.12 states: 'Setting may include structures, spaces, land, water and sky; the visual setting including views to and from the place, and along a cultural route; and other sensory aspects of the setting such as smells and sounds. Setting may also include historical and contemporary relationships, such as use and activities, social and spiritual practices, and relationships with other places, both tangible and intangible'.

## CONSTRAINTS

The imperative to retain the landmark status of Fremantle Prison, and to enhance its monumental presence in the landscape, will place significant constraints on new built form and plantings that may be proposed within the WHL buffer zone.

The imperative to manage views of the Main Cell Block's western façade, and of the South Knoll, from within the Parade Ground will place significant constraints on new built form and plantings that may be proposed for this area.

## OPPORTUNITIES

The visual, historical and physical linkages between Fremantle Prison and The Knowle and the Henderson Street Warders' Cottages that historically formed part of the original Convict Grant are presently difficult to 'read'. There is an opportunity to more fully document these linkages and strengthen them through interpretation. The removal of intrusively placed non-significant elements (plants and structures) should be encouraged. Design guidelines, or guidance on designing with care in this sensitive area, should also be prepared to help direct future development.

There is an opportunity to regularise the surface of the Parade Ground to enhance the setting of the Main Cell Block (which embodies OUV). Any proposal needs to consider the historical development of this area, and should not be at the expense of this.

The area of the South Knoll and the spaces to its east presently read as a confused collection of structures and features that make it difficult to understand the place's OUV. There is an opportunity to rationalise this space to enhance its appearance.

The Statements of Significance for Fremantle Prison for the NHL and State Heritage Register are inconsistent and arguably fail to include significant elements, or to assess the site against all of the relevant criteria. These possible oversights have a bearing on the conservation of the Prison's setting. There is an opportunity to re-visit the previous assessments and have the Statements of Significance modified.

The provisions of the City of Fremantle *Local Planning Scheme No. 4* have been overtaken by subsequent heritage listings and conservation planning documents. There is an opportunity for



FREMANTLE PRISON  
The Convict Establishment

## SETTING



the City of Fremantle to update those provisions, in consultation with Fremantle Prison, to reflect current heritage listings and conservation planning documentation.

Fremantle Prison is in the vicinity of, or part of, a number of conservation areas established by the City of Fremantle. There is an opportunity to further refine the management of the precincts, and their relevant policy frameworks, to ensure that Fremantle Prison is a focal point within the broader and integrated heritage conservation regime.

The carparks located below The Terrace (north and south of the Fairbairn Street Ramp, and known to Council as Carparks 29 and 1 respectively), and south of Fothergill Street, present opportunities for sympathetic new development, including public open space or improved and sympathetically designed carparking facilities. Their appearance presently detracts from the landmark status of Fremantle Prison.

## OVERARCHING POLICY FRAMEWORK

### POLICY 68

Fremantle Prison will be managed to ensure that its landmark status is retained and its monumental presence in the landscape is enhanced. This will include encouraging the removal of intrusive built form and plantings that obstruct significant views and vistas or that otherwise prevent an understanding of the place's history as a Prison (especially its OUV).

### POLICY 69

The setting of Fremantle Prison will be managed having regard to the contributory views and vistas presented in Appendix B, augmented by additional research as appropriate.

### POLICY 70

New development in the World Heritage buffer zone should not be permitted where this would impact the setting of Fremantle Prison. This will require rigorous assessment of new development proposals, especially in relation to the height, bulk, scale, siting, colour and materials of proposed new development. This will be assessed on a case-by-case basis.

### POLICY 71

The exterior of Fremantle Prison will be managed to retain its austere institutional appearance.

### POLICY 72

The Parade Ground is to be managed having regard to the sense of confinement created by its high Prison walls, especially when viewed from significant vantage points (in particular, within approximately a 20 m radius of the front gate into the Parade Ground). There should be no new development, plantings or other structures outside the Prison walls that are visible from within the Parade Ground when viewed from those significant vantage points.

### POLICY 73

The ground surface of the Parade Ground will be managed to enhance the landmark status and monumental appearance of the

Main Cell Block's western façade. This may include the regularising of the present ground surface.

### POLICY 74

The Parade Ground will be managed to retain, and where possible enhance, views to the South Knoll, especially those parts that recall the form of the original hill (Church Hill).

### POLICY 75

Visual connections between Fremantle Prison and The Knowle should be enhanced. Where feasible, this may include the removal of intrusive plantings and built form that presently impede views. Other connections with The Knowle should be reinforced through interpretation measures.

### POLICY 76

The Fairbairn Street Ramp will be retained as the principal entry into Fremantle Prison from the public domain, and its historic function and physical relationship with the Prison, including the Terrace and Gatehouse, should be enhanced by improving the existing visual linkages.

### POLICY 77

The adverse heritage impacts on the Fairbairn Street Ramp (and therefore the setting of Fremantle Prison) caused by the construction of Parry Street should be mitigated through interpretation measures that assist visitors to read and understand the Ramp's function and appearance during the convict-era.

### POLICY 78

The setting of Fremantle Prison should be enhanced, where possible, by the removal of intrusive built form, and the removal or pruning of intrusive plantings, on and beside the Fairbairn Street Ramp and Hampton Road Reserve.

### POLICY 79

The wider historical setting of Fremantle Prison should be enhanced through interpretation measures designed to illustrate the historical connections between the Prison, the Henderson Street Warders' Cottages and the original Convict Grant. Where possible, visual connections between the Warders' Cottages and Fremantle Prison should be enhanced by removing intrusive built form and plantings.

### POLICY 80

The setting of Fremantle Prison should be enhanced by making the appearance of the carparks presently located below The Terrace (north and south of the Fairbairn Street Ramp), and south of Fothergill Street, subservient and sympathetic to Fremantle Prison.

### POLICY 81

Fremantle Prison will seek to accommodate the City of Fremantle's policies in relation to the introduction of trees in parts of the city insofar as this can be achieved without compromising the visibility of the Prison, and the enhanced setting as encouraged in this policy.



FREMANTLE PRISON  
The Convict Establishment

# SETTING



## PROPOSED ACTIONS

### ACTION 39

Engage an appropriately qualified heritage practitioner to assess Fremantle Prison against criterion (e) of the *Environment Protection and Biodiversity Conservation Regulations 2000* (10.01A): 'the place has outstanding heritage value to the nation because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group'. This assessment should consider the austere, monumental and deliberately 'institutional' aesthetic achieved by the Prison's designers who clearly selected a prominent highpoint for the complex and a particular form to express function and socio-political messages. Depending on the outcome of this reassessment, make a submission to the Department of Environment and Energy to modify the NHL Statement of Significance. This will provide additional guidance with respect to the conservation of Fremantle Prison's setting.

### ACTION 40

Engage an appropriately qualified heritage practitioner to assess the contribution that The Knowle makes to the National Heritage values of Fremantle Prison. Depending on the outcome, make a submission to the Australian Department of Environment and Energy to modify the NHL Statement of Significance (and listed boundaries) to include The Knowle.

### ACTION 41

Engage an appropriately qualified heritage practitioner to assess the significance of the Fairbairn Street Ramp. Depending on the outcome, make representations to the Heritage Council of Western Australia to modify the existing SRHP listing (and boundaries) to include the Ramp.

### ACTION 42

Liaise with the City of Fremantle regarding updating Planning Policy D.G.F 14.

### ACTION 43

Liaise with the relevant government authorities to modify the present zoning of Fremantle Prison as a 'Regional Reserve' to include the Fairbairn Street Ramp.

### ACTION 44

Review and (where appropriate) make submissions in relation to all new development proposals within and near the World Heritage buffer zone to ensure that the setting of Fremantle Prison is not compromised.

### ACTION 45

Continue to research, design and implement interpretation measures to illustrate the historical connections between Fremantle Prison and The Knowle. This will include a consideration of ways to improve inter-visibility between the sites (for example, by pruning or removing intrusive trees and buildings).

### ACTION 46

Liaise with the City of Fremantle and consult an arborist in relation to the Moreton Bay fig tree located on the south side and west end of the Fairbairn Street Ramp. If the tree's health would not be impacted, prune the tree to open up views to Fremantle Prison along the Ramp.

### ACTION 47

Undertake further research to clarify the date of the wall on the south side of the Fairbairn Street Ramp. If demonstrated to be post-World War II consider making representations to the City of Fremantle to have the wall removed in order to reinstate the original form of the Ramp.

### ACTION 48

Liaise with the Department of Planning, Lands and Heritage and the City of Fremantle in relation to the carparks below The Terrace (north and south of the Fairbairn Street Ramp), and south of Fothergill Street, to ensure that planning controls for these locations will facilitate the best outcome for Fremantle Prison's heritage values into the future. Similarly, liaise with their owners/lessees to encourage a redesign or re-working so that their appearance is more sympathetic to the setting of Fremantle Prison.

### ACTION 49

Continue to research, design and implement interpretation measures to illustrate the form of the Fairbairn Street Ramp at the end of the convict era where it has been impacted by the construction of Parry Street.



## OBJECTIVES

Our objectives are as follows:

- to tell the Fremantle Prison story in an informative and engaging manner that makes the place a living part of the local and national community
- to communicate the story of Fremantle Prison in a manner that assists to make the Australian convict story universally understood and valued
- to enhance linkages with the other places comprising the Australian Convict Sites World Heritage Property
- to harness the potential of the Fremantle Prison story to generate resources that can be used for the ongoing conservation of the place
- to enhance community understanding of the functional, social and historical connections between Fremantle Prison, The Knowle, the Henderson Street Warders' Cottages, the Fairbairn Street Ramp, the Fremantle Arts Centre (the former Fremantle Lunatic Asylum and Invalid Depot), the Rottnest Island Prison, the Warders' Terrace on Holdsworth Street and other convict sites further afield, such as the convict depots

## RISKS TO AVOID

We have identified the following risks to be avoided:

- the implementation of interpretation measures about a post-convict period of Fremantle Prison that adversely impacts the place's OUV
- an overly narrow focus on the convict story of Fremantle Prison (its OUV) that results in other important post-convict stories being forgotten or lost
- inadvertently causing offence or distress by telling the story of Fremantle Prison in a culturally insensitive or exploitative manner, e.g. inappropriate communication of the Aboriginal deaths-in-custody story or of individuals who may still be alive or whose immediate descendants may still be alive
- the creation of an alienating experience for visitors because the audience for the Fremantle Prison story has not been appropriately identified and responded to
- the presentation of factual errors in telling the story of Fremantle Prison

## STATUTORY FRAMEWORK

The Australian *Environment Protection and Biodiversity Conservation Regulations 2000* (Reg. 2B.01) include a requirement to 'present and transmit to future generations' the heritage values of places on the WHL and NHL.

The EPBC Act governs 'actions' that have, or are likely to have, a significant impact on a matter of 'national environmental significance'. Places on the WHL and NHL (such as Fremantle

Prison) are matters of national environmental significance. An 'action' may include a project, a development, an undertaking, an activity or a series of activities and might include some interpretation measures. Before taking an action that could have a significant impact on the heritage values of Fremantle Prison, the action must be 'referred' to the Australian Minister for the Environment and Energy. The Minister will determine whether or not further and more formal assessment and approval is required, i.e. a 'controlled action'.

One of the objects of the *Heritage of Western Australia Act 1990* (Section 4) is 'to promote public awareness as to the cultural heritage' of its state significant places (including Fremantle Prison). This includes dimensions of heritage significance at Fremantle Prison that do not derive from the convict story (OUV).

The *Heritage of Western Australia Act 1990* establishes the State Heritage Register, and Fremantle Prison is on that register. Any 'development' on a place on the State Heritage Register will require the approval of the Western Australian State Planning Commission, which acts on advice from the Heritage Council. 'Development' is widely defined by the Planning and Development Act 2005 (Section 4) to include 'any development or use' of land and may capture some kinds of heritage interpretation, e.g. a material change of use, construction of new buildings, or alteration of original structures.

Fremantle Prison is located within the West End Conservation Area (Zone 4), which is administered by the City of Fremantle through the *City of Fremantle Planning Scheme No. 4*. The 'Fremantle West End Conservation Area Policy 1992' establishes a range of policies in relation to such things as streetscape management, approved colour schemes, and new development that may impact the conservation area. Some interpretation measures may be covered by these policy areas.

## NON-STATUTORY FRAMEWORK

The UNESCO Resource Manual entitled *Managing Cultural World Heritage* (p. 138) encourages site managers to utilise effective interpretation to raise tourism revenue that can be used for the ongoing conservation of the place (although this must be monitored for adverse physical and other impacts on OUV).

The UNESCO Resource Manual entitled *Managing Cultural World Heritage* (p. 125) notes that managers of world heritage places must focus on their OUV while also 'responding to management issues of local relevance'. In the case of Fremantle Prison this will include the communication of non-convict era stories through interpretation.

Fremantle Prison must be managed with regard to the shared vision and responsibilities of all the convict sites on the WHL. The *Australian Convict Sites Strategic Plan 2017–2020* includes amongst its 'core aims': (a) To present and interpret the Property's OUV, emphasising each site's contribution to the whole; and (b) To give the Property a function in the life of the community.

Article 13 of the Burra Charter states: 'Co-existence of cultural values should always be recognised, respected and encouraged.'



This is especially important in cases where they conflict.' This will be especially relevant where the OUV and post-convict heritage values at Fremantle Prison may 'compete' for resources in terms of heritage interpretation.

Article 24 of the Burra Charter states: 'Significant associations between people and a place should be respected, retained and not obscured. Opportunities for the interpretation, commemoration and celebration of these associations should be investigated and implemented.'

Article 25 of the Burra Charter states: 'The cultural significance of many places is not readily apparent, and should be explained by interpretation. Interpretation should enhance understanding and engagement, and be culturally appropriate.'

The ICOMOS Ename Charter for the Interpretation of Cultural Heritage Sites includes the following relevant principles (among others): 'The interpretation and presentation of cultural heritage sites should relate to their wider social, cultural, historical, and natural contexts and settings' (Principle 3); 'The interpretation plan for a cultural heritage site must be sensitive to its natural and cultural environment, with social, financial, and environmental sustainability among its central goals' (Principle 5); 'The interpretation and presentation of cultural heritage sites must be the result of meaningful collaboration between heritage professionals, host and associated communities, and other stakeholders' (Principle 6).

## CONSTRAINTS

Normally, interpretation measures relating to a post-convict period of the site's occupation cannot be implemented where this would require irreversible physical intervention in convict-era fabric that embodies OUV. This must be assessed on a case-by-case basis because Fremantle Prison is a multi-layered site and there will be occasions where minor or reversible physical intervention in convict-era fabric will be appropriate in order to communicate aspects of the site's National Heritage values or state heritage significance.

There may be limits on what stories may be communicated to visitors to Fremantle Prison. Sensitive and distressing stories should only be told after acceptable consultation, e.g. the history of Aboriginal deaths in custody is an important story but it may be determined inappropriate to share it after Aboriginal community consultation.

## OPPORTUNITIES

The Fremantle Prison story (both convict and post-convict era) is a valuable tool for attracting visitor and tourism revenue which can be used for the ongoing conservation of the site. This is appropriate and compatible with heritage management 'best practice'.

Fremantle Prison is located to the east of Fremantle's West End Conservation Area. There are clear synergies between the Prison and Heritage Conservation Area and both stand to benefit from an integrated approach to their conservation and development, including the implementation of complementary interpretation measures. This might include interpretation measures that reinforce the historical and functional association between the Henderson

Street Warders' Cottages, The Knowle, the Fairbairn Street Ramp, the former Lunatic Asylum, the Warders' Terrace on Holdsworth Street and Fremantle Prison.

The *Australian Convict Sites Strategic Plan 2017–2020* includes amongst its 'core aims': To present and interpret the Property's OUV, emphasising each site's contribution to the whole (i.e. the serial listing). Opportunities exist for Fremantle Prison to continue to collaborate with the Australian Convict Sites Steering Committee to identify collaborative approaches to marketing, tourism and the resourcing of complementary interpretative measures.

Dimensions of the post-convict story that lend themselves to heritage interpretation include (drawing on the site's citation on the WA State Heritage Register): the female prison experience and the post-convict conversion of the Prison into a centre for industrial activities.

The Aboriginal story at Fremantle Prison lends itself to interpretation and may also function as a tool for reconciliation.

The Parade Ground is a physically robust location well-suited to interpretation measures, including interpretation through static devices (e.g. discrete reversible signage), a formal visitor experience (e.g. tours), and new activities and uses where the enhancement of visitor understanding of the site may be incidental to the primary activity (e.g. concerts and shows).

The Parade Ground is an excellent location for realising the stated goal of the *Australian Convict Sites Strategic Plan 2017–2020* 'to give the Property a function in the life of the community'. The garden beds with raised kerbs within the Parade Ground presently inhibit this on health and safety grounds. If it can be demonstrated that their removal or burial (an adverse heritage impact) would be counter-balanced by other significant positive heritage outcomes (especially in relation to an appreciation of the site's OUV) then it is conceivable that this might occur. If it does, this would present an opportunity for the interpretation of the form and location of the garden beds and kerbs through sympathetic design in the new surface.

The reactivation of the Prison gardens that existed on the South Knoll in the early twentieth century may be an appropriate measure for telling the story of an important dimension of the Prison's history (but should only be implemented after due consideration is given to 'Setting' and potential impacts on the site's OUV). If this occurs, further research into the original layout of the Parade Ground should be undertaken to inform the design.

Building 48 (the New Division building) is a generally robust location that is well-suited to interpretation measures including educational tours (e.g. school visits) and conversion with minimal physical intervention into sleeping quarters for a 'night in prison' experience.

The largely open area immediately adjacent to the South Knoll, including the deteriorated Prison Industries buildings, lends itself to future development which may include an interpretation component.

The part of the Fairbairn Street Ramp impacted by later twentieth century road construction would benefit from interpretation measures that communicate the Ramp's original form and function to the public.



The preparation of a new Masterplan for Fremantle Prison (updating the 2003 Masterplan) presents an opportunity for the integration of interpretation measures with new development, new uses, and site activation measures. Masterplanning and interpretation planning should proceed in tandem.

Fremantle Prison's location in a port city with cruise ship facilities, and its proximity to Perth, make it an ideal promotional and marketing tool for 'Tourism WA'.

Capitalise on the existing Fremantle Prison Collection including archives for interpretation and story telling (see also the Movable Heritage Overarching Policy).

## OVERARCHING POLICY FRAMEWORK

### POLICY 82

Fremantle Prison will pursue an active and integrated program of heritage interpretation. It will 'tell the story' of the place in an informative and engaging manner so that Fremantle Prison remains a living part of the local and national community.

### POLICY 83

Fremantle Prison will tell the story of the site's use as a convict establishment/prison with particular emphasis on its convict history (i.e. the site's OUV). This will be balanced against the need to communicate other heritage values that co-exist with the OUV at the site, including the post-convict era stories.

### POLICY 84

The resourcing and communication of interpretation measures at Fremantle Prison will be guided by assessed heritage values, augmented and updated through an ongoing program of research. This will require a flexible approach to the design and delivery of interpretation measures as new data become available.

### POLICY 85

Interpretation measures will be assessed for potential adverse heritage impacts on a case-by-case basis by reference to assessed heritage values. Adverse impacts on the site's OUV will be avoided as a priority. However, OUV should not be used as grounds to justify the removal of other layers of the site's history or heritage (and the communication of those stories) where the multiple values may effectively co-exist.

### POLICY 86

Fremantle Prison may pursue a program of interpretation in relation to the post-convict occupation of the site, even where this may have an adverse impact on the ability to tell the convict story in discrete locations, provided (a) the interpretation measures in those discrete locations are temporary and reversible and (b) the OUVs in those locations can be effectively communicated through other means.

### POLICY 87

Fremantle Prison will continue to coordinate with the Australian Convict Sites Steering Committee in order to capitalise on opportunities for collaborative and complementary interpretation (including tourism and marketing opportunities).

### POLICY 88

Fremantle Prison will seek to re-establish and/or enhance the physical and historical relationships between the Prison, The Knowle, the Fairbairn Street Ramp, the Henderson Street Warders' Cottages, the former Rottne Island Prison, the former Fremantle Lunatic Asylum and the Warders' Terrace on Holdsworth Street through a program of interpretation and in consultation with the City of Fremantle and WA Department of Health (and private owners where practicable).



## PROPOSED ACTIONS

### ACTION 50

Fremantle Prison should revise and update the document entitled 'Fremantle Prison Interpretation Policy' (by Luke Donegan, 2007) to reflect the place's OUV and to convert it into a site-wide Interpretation Plan. This should be done having regard to any proposed new Masterplan for the place. A primary focus of the Interpretation Plan should be (a) to present and interpret the place's OUV, emphasising its contribution to the serial World Heritage listing, and (b) to give the place a function in the life of the community.

### ACTION 51

In relation to Aboriginal heritage interpretation, the Interpretation Plan should be prepared having regard to the results of the Reconciliation Action Plan process (see 'Overarching Policy – Aboriginal Cultural Heritage').

### ACTION 52

Establish a working group that includes representatives of the Department of Planning, Lands and Heritage, the City of Fremantle, the Department of Health ('The Knowle') and the managers of the former Fremantle Lunatic Asylum and Rottnest Island Prison, to ensure an integrated and complementary approach to the communication of the Fremantle Prison story. A primary focus of this working group will be to identify interpretation options that will re-establish and/or enhance the historical and functional relationships that exist between the Prison, The Knowle, the Warders' Cottages, the Fairbairn Street Ramp, the former Fremantle Lunatic Asylum and Rottnest Island Prison. The results of this process will be incorporated into the Interpretation Plan.

### ACTION 53

Maintain existing stakeholder consultation processes with former inmates and immediate descendants of former inmates to ensure that interpretation measures remain sensitive to their expectations and feelings.

### ACTION 54

Continue to make representations to Tourism WA, including the relevant Minister, to ensure that the tourism and marketing potential of Fremantle Prison is realised for a local, state, national and international market. This may be done by reference to the Statutory Obligations of the Australian Government to 'present and transmit to future generations' the heritage values of places on the WHL and NHL, and to the stated goal of the Heritage of Western Australia Act 1990 (Section 4) 'to promote public awareness as to the cultural heritage' of its state significant places (including Fremantle Prison).

### ACTION 55

On an ongoing basis, monitor the outcomes of all interpretation measures for (a) unintended adverse impacts on heritage values and (b) their success (or otherwise) in telling the story of Fremantle Prison to the widest audience.

### ACTION 56

Fact-check all interpretation measures prior to their implementation to ensure accuracy. It will be the stated role of the Heritage Conservation Manager to ensure that final review of all interpretation measures is conducted by relevant personnel prior to implementation, which may include the Curator, qualified historians, archaeologists, heritage architects or others.

### ACTION 57

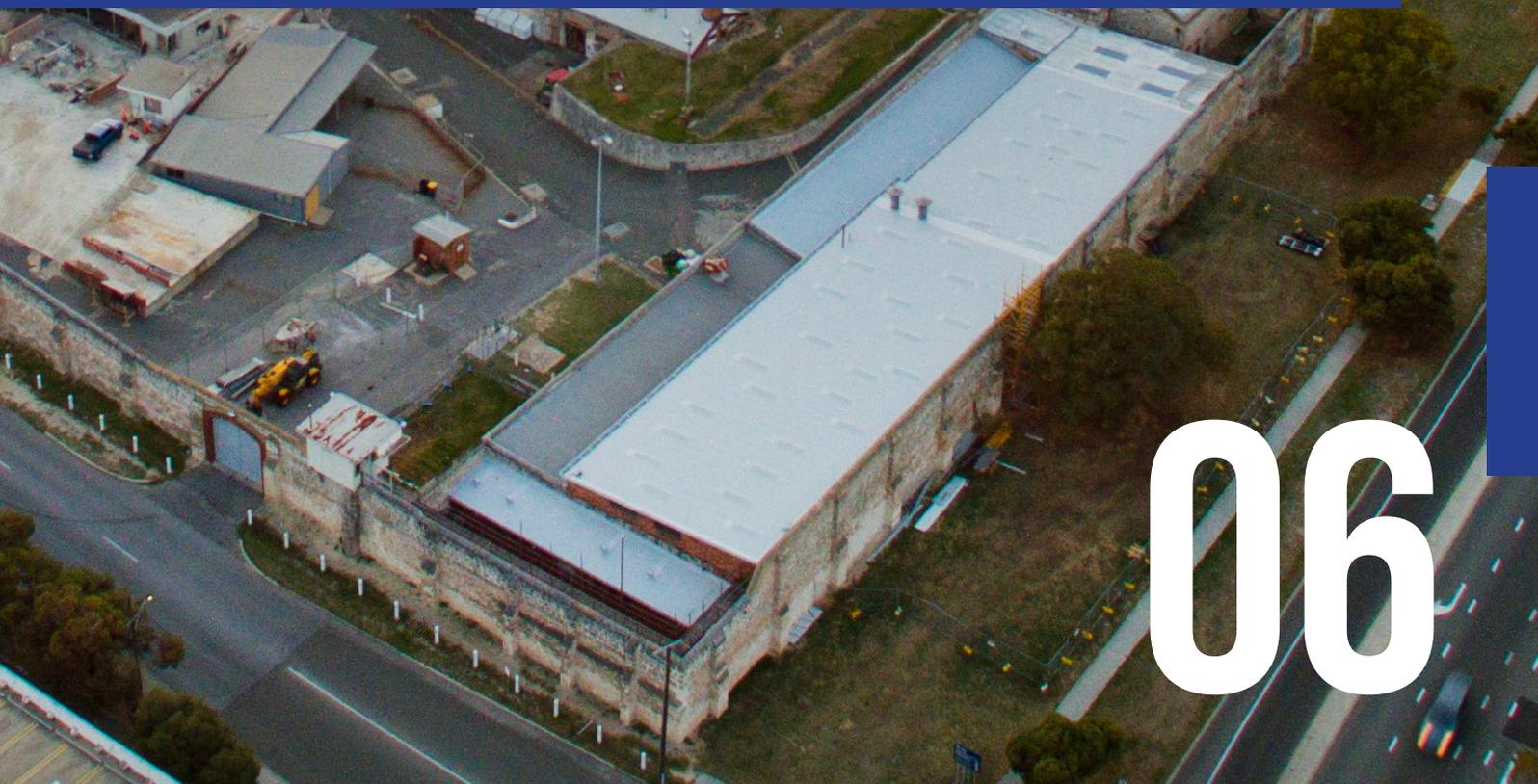
Assess all interpretation proposals for statutory compliance, which may require a referral to the Australian Minister, approval from the Western Australia Planning Commission or consultation with the City of Fremantle. It will be the stated role of the Heritage Conservation Manager to ensure that statutory compliance is achieved.

### ACTION 58

Continue to develop and enhance the existing guided tours and exhibition programs.



# SPECIFIC POLICY AREAS AND ACTIONS



06

## Consider the following overarching policies:



Outstanding  
Universal Value



Archaeology



Community and  
Stakeholder Engagement



Governance and Finance



Keeping a Record



Aboriginal  
Cultural Heritage



Movable Heritage



New Development



Physical Conservation



Setting



Telling the Story

The goal of providing universal access to the site would come with major physical intervention into the existing fabric and the loss of associated heritage value. Works to achieve greater access have to be carefully planned and managed to minimise impact on fabric and heritage value. In some cases, universal access to all spaces within the Prison precinct will be impractical and undesirable from a heritage impact perspective.

Presently there are a number of spaces that form part of tours that require stair access, including some of the guard boxes, the chapels and upper floors of the Main Cell Block and the basement, the underground tunnel tours, the gallows and other spaces. The houses and hospital buildings have similar issues relating to universal access. Reversible interventions such as new handrails and contrasting visibility strips should be considered. More substantial intervention, such as lifts and ramps, might be supportable but the presentation of key spaces like the Parade Ground and the Terrace should be considered. Proposals must be assessed for heritage impacts on a case-by-case basis.

**SPECIFIC POLICY 1:** Consideration should be given to the development of a masterplan identifying the key spaces that form part of the Prison tour and key spaces for alternative uses. From this a strategy can be developed to address key areas where access is limited or requires upgrading.

**SPECIFIC POLICY 2:** Approaches to universal access should be based on a masterplan process. In the interim, and after the masterplan is in place, proposals for changes to access will need to be assessed on a case-by-case basis.

**SPECIFIC ACTION 1:** Prepare an Accessibility Masterplan to identify key spaces that form part of the Prison tour experience and devise a strategy to provide accessibility where needed. This must include a careful consideration of potential heritage impacts on a case-by-case basis. Identify suitable or alternative uses for heritage buildings to avoid the situation where modifications for universal access would result in substantial loss of heritage fabric or diminish heritage values. This plan should be prepared in consultation with a building surveyor and accessibility consultant.

**SPECIFIC ACTION 2:** Implement the above plan's recommendations.

## Consider the following overarching policies:



Outstanding  
Universal Value



Archaeology



Community and  
Stakeholder Engagement



Governance and Finance



Keeping a Record



Aboriginal  
Cultural Heritage



Movable Heritage



New Development



Physical Conservation



Setting



Telling the Story

Much of the carpentry is in good condition. There are localised elements that require repair. Generally these appear to be aesthetic and not of a structural nature. The timber elements generally consist of windows, floors, doors, jambs, architraves, skirtings, verandah framing and flooring, roof trusses and framing.

**SPECIFIC POLICY 3:** Repairs of timber work should be undertaken by splicing or scarfing in new sections of timber to retain as much original fabric as possible. The use of suitable fillers may be acceptable in lieu of replacing, splicing or scarfing, particularly where minor repairs may be required.

**SPECIFIC POLICY 4:** Continue to paint all timber using oil or alkyd paints. Avoid the use of epoxy or acrylic paints for timber work. These are not traditional paint systems for timber products.

**SPECIFIC ACTION 3:** Through regular monitoring, continue to prepare and paint all painted timberwork on a regular cycle of 7–10 years.

## Consider the following overarching policies:



Outstanding  
Universal Value



Archaeology



Community and  
Stakeholder Engagement



Governance and Finance



Keeping a Record



Aboriginal  
Cultural Heritage



Movable Heritage



New Development



Physical Conservation



Setting



Telling the Story

The effective conservation of Fremantle Prison depends in part on identifying appropriate future uses. Appropriate future uses will also assist the Prison to meet the stated goal in the *Australian Convict Sites Strategic Plan 2017–2020*: 'To give the Property a function in the life of the community'.

During its life as a place of incarceration Fremantle Prison was a multi-use venue where industrial, recreational, educational, religious and agricultural activities were also undertaken. Since the closure of the Prison it has hosted commercial, cultural and educational activities generally without adverse impacts to the place's heritage values. Therefore, in terms of potential future uses, Fremantle Prison's values have a high tolerance for diverse uses and those that involve some change, depending on the particular component.

When assessing the potential adverse impacts of proposed future uses, an important consideration will be potential impacts on the fabric and form of the Prison's built elements and setting.

**SPECIFIC POLICY 5:** Fremantle Prison will continue to encourage a range of uses to be accommodated at the place, without adversely impacting its heritage values.

**SPECIFIC POLICY 6:** Proposed future uses should be investigated through a formal master planning process, guided by the stated goal in the *Australian Convict Sites Strategic Plan 2017–2020*: 'To give the Property a function in the life of the community'.

**SPECIFIC POLICY 7:** Proposed future uses at Fremantle Prison should be assessed on a case-by-case basis having regard to the potential adverse impacts on the fabric and form of its built elements and setting, among other relevant matters. An important consideration will be the reversibility of physical changes to that fabric and form that any new use may require.

**SPECIFIC POLICY 8:** It is appropriate for Fremantle Prison to act as a host site for activities and programs that are the result of mutually advantageous commercial collaborations with individuals and private corporations. Future uses of this nature should be compatible with policies 5, 6, and 7.

**SPECIFIC POLICY 9:** There are generally few constraints on Fremantle Prison utilising unused and suitable spaces for activities that are central to its ongoing operations where those activities involve little or no irreversible change to form or fabric, e.g. storage, exhibitions, office accommodation, non-interpretative commercial activities (gift shop etc).

**SPECIFIC ACTION 4:** Prepare an updated Masterplan for Fremantle Prison that includes detailed consideration of potential future uses of its component parts.

**SPECIFIC ACTION 5:** Assess proposed future uses of individual spaces on a case-by-case basis.

**SPECIFIC ACTION 6:** Where Fremantle Prison leases parts of the site to tenants, the lease agreements should make allowance for the mechanics of maintenance, upgrade and upkeep by tenants. This should include clearly identified responsibilities for individual parties.

**SPECIFIC ACTION 7:** Monitor any potential impacts that commercial, cultural and educational activities have on the Prison.

## Consider the following overarching policies:



Outstanding  
Universal Value



Archaeology



Community and  
Stakeholder Engagement



Governance and Finance



Keeping a Record



Aboriginal  
Cultural Heritage



Movable Heritage



New Development



Physical Conservation



Setting



Telling the Story

Concrete has been introduced to the complex at various phases of repair and upgrade. The concrete features consist of elements within the landscaping such as paving slabs, garden edging and retaining walls. They also include floor and verandah slabs.

Concrete products that were manufactured in Concrete Industries at Fremantle Prison should be maintained on site and interpreted if possible, e.g. flower pots, patterned paving in vegetable gardens etc.

In a number of cases the introduction of concrete is a much later intervention that has occurred within the last forty years. On this basis slabs to verandahs and floors should be removed and the correct flooring reinstated.

**SPECIFIC POLICY 10:** Where concrete slabs are having a direct impact on convict fabric it should be removed, and the original material reinstated. Reinstatement of new materials should be informed by physical evidence and not based on conjecture.

**SPECIFIC ACTION 8:** Remove the concrete slab floor from the Main Cell Block. This would result in uncovering the original Yorkshire flagstone floor. This semi-morphographic sandstone shows signs of salt attack and other decay patterns as a result of the concrete slab laid over the floor. Yorkshire flagstones are readily available to enable repairs and replacement of sections of floor that are missing and severely damaged.

**SPECIFIC ACTION 9:** Remove ground floor verandah slabs. It is assumed that the original verandah floors were timber. However, before any slabs are removed, confirm this through historical research then accurately reinstate.

**SPECIFIC ACTION 10:** Consider the installation of a more permeable paving treatment to the entry forecourt area. The paving slab in the entry forecourt was installed in late 2008. Prior to this the landscape treatment was asphalt. In the long-term the slab is likely to exacerbate any underlying salt attack problems that may exist.

## Consider the following overarching policies:



Outstanding  
Universal Value



Archaeology



Community and  
Stakeholder Engagement



Governance and Finance



Keeping a Record



Aboriginal  
Cultural Heritage



Movable Heritage



New Development



Physical Conservation



Setting



Telling the Story

Seismic upgrade and compliance is also triggered by the *Building Act 2011* when a building undergoes significant alteration, and where it is considered that 50% of the building volume will be altered. It is also triggered by change of use as determined by the issue of a Certificate of Occupation. For a complex site, several works over time can cumulatively add up to 50%, but general maintenance and conservation works would not normally constitute significant alteration.

The Prison complex is in close proximity to a marine environment and therefore susceptible to salt attack from sea spray. There is evidence of salt attack in a number of locations throughout the Prison complex. It is possible that the salt attack is related to the marine environment as well as high salinity content within the subsoil. Where salt is present the limestone is in poor condition. This may also be attributed to the presence of inappropriate cement-based mortars and renders.

Roofing materials, such as galvanised metal, have shorter lifespans when exposed to marine environments. The salt can accelerate the rusting process. Incompatible materials will also hasten the galvanic reaction process.

Pest management is also critical at Fremantle Prison, with some termite (white ant) damage in the Anglican Chapel. Bird nesting and guano are other potential problems.

**SPECIFIC POLICY 11:** Monitoring fabric performance including where it is susceptible to salt attack and termite damage, is important for managing environmental pressures.

**SPECIFIC POLICY 12:** Regular maintenance and repair of affected items will help to delay or prevent the decay process.

**SPECIFIC POLICY 13:** Investigate alternative solutions to seismic upgrade and compliance in any situation where a change of use triggers the Building Act 2011 requirements.

**SPECIFIC ACTION 11:** Maintain a monitoring regime to determine fabric performance.

**SPECIFIC ACTION 12:** Undertake maintenance to replace or repair items as they advance in their decay process.



FREMANTLE PRISON  
The Convict Establishment

# EXISTING PLANT (AIR CON ETC.)

Consider the following overarching policies:



Outstanding  
Universal Value



Archaeology



Community and  
Stakeholder Engagement



Governance and Finance



Keeping a Record



Aboriginal  
Cultural Heritage



Movable Heritage



New Development



Physical Conservation



Setting



Telling the Story

Plant, in the form of air-conditioners, chillers, water boilers and the like, are necessary elements of working places. In a sensitive heritage context such as Fremantle Prison they can also be visually (and aurally) intrusive.

**SPECIFIC POLICY 14:** As a general policy, the introduction of new plant should be kept to a minimum so as to limit any visual and physical impacts. The potential impact of the connections to buildings and the proliferation of new piping and conduits should also be considered when proposing new plant.

**SPECIFIC POLICY 15:** Where new plant is required, consideration should be given to limiting its scale and extent, and to selecting a location that avoids visual and physical impacts.

**SPECIFIC ACTION 13:** Remove redundant plant from the site and repair any physical impacts unless it is illustrative of an important historic phase of operation, e.g. engineering related to the Pump House (in some cases plant may constitute 'movable heritage').

**SPECIFIC ACTION 14:** All new plant should be concealed from public view where possible. If placed on a roof, then it should be setback from the roof edges and where necessary placed on platforms so as to avoid damage to roof fabric. Placing new plant on modern roof fabric is preferred to historic fabric.

**SPECIFIC ACTION 15:** Plant enclosures can be used to conceal new plant but should not be placed in highly visible or sensitive locations. Enclosures should also be clad in a neutral non-reflective material.

## Consider the following overarching policies:



Outstanding  
Universal Value



Archaeology



Community and  
Stakeholder Engagement



Governance and Finance



Keeping a Record



Aboriginal  
Cultural Heritage



Movable Heritage



New Development



Physical Conservation



Setting



Telling the Story

The Prison retains a collection of graffiti from the convict-era through to the Prison's closure. Graffiti occurs on internal and external walls, and is a powerful reminder of the prisoner experience, and of prison language and humour. Warder graffiti is also present in the watchtowers, providing insight into the tedium of watching prisoners, and the experience of the guards. The earliest extant graffiti, according to Kerr (1998), was likely drawn by the forger James Walsh, in pencil, and was preserved by being whitewashed over.

**SPECIFIC POLICY 16:** As a general policy, all remaining external and internal graffiti should be conserved and not removed or concealed (such as being painted or rendered over).

**SPECIFIC POLICY 17:** Works to the walls which contain (and surround) the graffiti, including maintenance and repairs, should take care to ensure that graffiti is not damaged or impacted by cleaning products and the like.

**SPECIFIC POLICY 18:** Any works, including conservation or restoration of the graffiti, should be undertaken by a professional qualified conservator.

**SPECIFIC POLICY 19:** Some renders contain graffiti. It is important to identify these elements to ensure that their significance is not diminished by removal of renders.

**SPECIFIC POLICY 20:** Any treatments to the graffiti generally should ensure retention of the original medium.

**SPECIFIC ACTION 16:** If graffiti is damaged, obtain expert advice from a qualified conservator before undertaking any repairs.

**SPECIFIC ACTION 17:** If graffiti is identified for restoration, obtain expert advice from a qualified conservator before undertaking any restoration.

**SPECIFIC ACTION 18:** A perspex sheet or similar, standing proud of the wall to permit clear visibility and free circulation of air, can be utilised for the protection of graffiti. These items also require ongoing maintenance to maintain their transparency and to avoid a build-up of perspiration.

**SPECIFIC ACTION 19:** All existing graffiti should be recorded (to archival quality level) to maintain evidence of its location, condition and content, and to assist with future conservation and retention.



FREMANTLE PRISON  
The Convict Establishment

# HAZARDOUS MATERIALS

## Consider the following overarching policies:



Outstanding  
Universal Value



Archaeology



Community and  
Stakeholder Engagement



Governance and Finance



Keeping a Record



Aboriginal  
Cultural Heritage



Movable Heritage



New Development



Physical Conservation



Setting



Telling the Story

Fremantle Prison has been subject to various works and developments throughout the nineteenth and twentieth centuries when there was less understanding of, and fewer controls on, potentially hazardous materials. For example, there is the potential for its soils to contain heavy metals (especially near the former workshop areas), its walls and services to incorporate asbestos, and its paintwork to have high lead content. The place's heritage values must be managed in a way that is responsive to these health and safety issues.

**SPECIFIC POLICY 21:** Fremantle Prison will not expose its staff and visitors to unacceptable risks to health and safety.

**SPECIFIC POLICY 22:** When identifying and managing hazardous materials Fremantle Prison will be guided by specialists in that field. It will comply with its statutory obligations.

**SPECIFIC POLICY 23:** Where a small quantity of hazardous material must be removed for health and safety reasons, and there is a need for a replacement, it is appropriate to adopt a flexible approach to the 'like for like' principle. It will be generally appropriate to replace hazardous materials with approved modern substitutes of a similar form. It will usually be necessary to make a record of the change.

**SPECIFIC POLICY 24:** Where an element of Fremantle Prison is substantially composed of hazardous material (e.g. a structure is constructed almost entirely of asbestos-based products), and where health and safety dictate that the hazardous material must be removed, the preferred response is to (a) record the element in photographs and measured drawings to an archival standard before its removal, and (b) interpret that element upon its removal. Replicating the form using new materials is generally undesirable.

**SPECIFIC ACTION 20:** Undertake an audit and identification of hazardous materials at Fremantle Prison, and ensure all staff are made aware of the location and nature of any identified materials. Undertake other appropriate measures, such as restricting access to affected areas, as required.

**SPECIFIC ACTION 21:** Engage a specialist to prepare a Remediation Action Plan that addresses the presence of hazardous materials at Fremantle Prison, and makes recommendations as required.

**SPECIFIC ACTION 22:** Formulate a heritage conservation response based on the conclusions and recommendations of the Remediation Action Plan.



FREMANTLE PRISON  
The Convict Establishment

# HISTORIC SIGNAGE

## Consider the following overarching policies:



Outstanding  
Universal Value



Archaeology



Community and  
Stakeholder Engagement



Governance and Finance



Keeping a Record



Aboriginal  
Cultural Heritage



Movable Heritage



New Development



Physical Conservation



Setting



Telling the Story

Signage is a necessary requirement of prisons and their operations. It underpins the movement and management of prisoners and directs and guides prison officers and visitors. As noted by Kerr (1998) 'Prison regimes depend on signs and notices'. The signage at Fremantle Prison includes building names, directional and wayfinding signs, painted signs and noticeboards. It also includes utility notices such as duty rosters, menu schedules and canteen prices. Existing signs, in their original locations, are also an important component of contemporary interpretation at the Prison.

**SPECIFIC POLICY 25:** As a general policy, all remaining signage of any age at the Prison should be retained and conserved and not removed or concealed (such as being painted or rendered over). An exception may be where modern signage conceals or impacts on earlier signage, this decision being based on a case by case assessment of significance.

**SPECIFIC ACTION 23:** All existing signage should be recorded (to archival quality level) to maintain evidence of its location, condition and content, and to assist with future conservation and retention.



FREMANTLE PRISON  
The Convict Establishment

# IRONMONGERY

Consider the following overarching policies:



Outstanding  
Universal Value



Archaeology



Community and  
Stakeholder Engagement



Governance and Finance



Keeping a Record



Aboriginal  
Cultural Heritage



Movable Heritage



New Development



Physical Conservation



Setting



Telling the Story

The ironmongery consists of the cell doors, gates, bars and grilles and the like. All items help interpret the buildings as a prison.

**SPECIFIC POLICY 26:** All ironmongery should be kept in good condition.

**SPECIFIC POLICY 27:** Continue to paint all external painted ironmongery using oil or alkyd paints. Avoid the use of epoxy or acrylic paints for metal work. These are not traditional paint systems for metal products.

**SPECIFIC ACTION 24:** Through regular monitoring, continue to prepare and paint all painted ironmongery on a regular cycle of 7–10 years.

## Consider the following overarching policies:



Outstanding  
Universal Value



Archaeology



Community and  
Stakeholder Engagement



Governance and Finance



Keeping a Record



Aboriginal  
Cultural Heritage



Movable Heritage



New Development



Physical Conservation



Setting



Telling the Story

The landscape of Fremantle Prison includes a variety of open spaces and defined areas, such as the Parade Ground, court yards, the Terrace house gardens, Exercise Yards, sterile zones and the Hampton Road Reserve. It also contains flat or stepped terraced areas, such as the Terrace, South Knoll, East Terrace, and terraces to the west side of The Hospital. These spaces generally have an informal landscape character, in some cases austere and unembellished, with grassed surfaces and limited plantings. The terraces variously incorporate brick retaining walls, concreted areas, grass and former garden beds, and steel cyclone fencing. There are former vegetable gardens, a tennis court and cricket pitch on the South Knoll.

**SPECIFIC POLICY 28:** In the maintenance and modification of existing landscaping have regard to the Overarching Policy on 'Setting' and the 'Specific Elements Conservation Principles and Actions' for relevant areas. See also Appendix B.

**SPECIFIC POLICY 29:** Where new landscaping is proposed and would require ground disturbance consider the potential for impacts on archaeological deposits.

**SPECIFIC POLICY 30:** Inappropriate landscaping can accelerate the deterioration of stonework and brickwork through root action and the pooling of water. Avoid new plantings in the vicinity of stone and brick masonry, especially walls.

**SPECIFIC POLICY 31:** Landscaping that would 'soften' the appearance of Fremantle Prison should be avoided.

**SPECIFIC POLICY 32:** Limit the introduction of outdoor furniture items and the proliferation of new hard landscape elements.

**SPECIFIC POLICY 33:** As extant trees reach senescence consider their removal. In some circumstances replacement will be appropriate. In such cases favour native tree species and have regard to historic images of the Prison's exterior from the nineteenth century in selecting new plantings.

**SPECIFIC ACTION 25:** Investigate the structural impacts of the eucalyptus tree that has established itself on the north side of the Fairbairn Street Ramp. It may be necessary to have this tree removed as a matter of priority to avoid further root damage to the batter.

**SPECIFIC ACTION 26:** Consider the introduction of additional landscaping to the car park on the west side of the southern half of the Terrace to help soften the carpark's appearance and improve its presentation.

## Consider the following overarching policies:



Outstanding  
Universal Value



Archaeology



Community and  
Stakeholder Engagement



Governance and Finance



Keeping a Record



Aboriginal  
Cultural Heritage



Movable Heritage



New Development



Physical Conservation



Setting



Telling the Story

Lighting, both external and internal has been a necessary part of security and surveillance at the Prison. It has also been used to detect night time movement near the perimeter walls and in the sterile zones. According to Kerr (1998) the nineteenth century light systems were modest and just adequate for the use of prison officers on night duty. The current lighting systems are far more extensive and pervasive, as would be expected of a prison environment.

New or additional lighting, as an alternative, can be used at the Prison to highlight historic features and to illuminate the walls and buildings at night, including the form, materiality and texture of the walls. In this way it serves a contemporary aesthetic purpose.

**SPECIFIC POLICY 34:** In any works to the walls, evidence of original or historic lighting should be retained, with its function interpreted.

**SPECIFIC POLICY 35:** New lighting systems should be discretely located and of a consistent contemporary design. The lights should preferably be set off from the walls or building fabric, or located at ground level to uplight the walls; and should not involve penetrations to the significant fabric.

**SPECIFIC ACTION 27:** Where feasible, and not currently in place, introduce new lighting systems to the exterior and interior faces of the perimeter walls and to the exteriors of buildings.

## Consider the following overarching policies:



Outstanding  
Universal Value



Archaeology



Community and  
Stakeholder Engagement



Governance and Finance



Keeping a Record



Aboriginal  
Cultural Heritage



Movable Heritage



New Development



Physical Conservation



Setting



Telling the Story

The complex is predominantly constructed of limestone, both locally sourced and from Rottnest Island. It also incorporates brickwork. The stone ranges from poor-to-good condition but is often severely decayed where in close proximity to cement renders and mortars.

The houses fronting the Terrace and the Hospital have been rendered in a cement-based system. It appears that part of the building has been re-rendered at various times and that the newer renders are more cementitious than the earlier composite render system. This is generally undesirable.

There are also white washes and other treatments throughout the complex.

**SPECIFIC POLICY 36:** Fremantle Prison should observe a process of repair, conservation and monitoring of all masonry. All masonry elements should be maintained in good condition.

**SPECIFIC POLICY 37:** Cement-based mortars and renders should be removed and avoided.

**SPECIFIC POLICY 38:** Where rendered finishes are identified as dating to an early period, and where they contribute to the heritage values of the particular building, they may be retained. If it is necessary to remove these renders as a result of decay of the limestone substrate, consideration could be given to lime putty based render systems as an appropriate substitute for cement. Be aware that lime putty and cement are incompatible. Portland cement was readily available in Australia from 1850 onwards and was manufactured in Melbourne in the early 1850s. Therefore, historically other types of cementitious-based renders or Roman cement may exist and, subject to petrographic analysis or XRF (X-ray fluorescence) analysis, the decision making process should be based on compatibility with what is existing (early or original) and the performance of the substrate.

**SPECIFIC POLICY 39:** Some renders contain graffiti and other art works that contribute to the Prison's significance. Do not remove those renders without first assessing the heritage values embodied by the graffiti and artwork. This will need to be assessed on a case-by-case basis. For example, in some circumstances it will be appropriate to remove render with graffiti of local significance to conserve underlying walls that embody Outstanding Universal Value.

**SPECIFIC POLICY 40:** Where it is proposed to retain renders to conserve identified heritage values consider the use of chemical consolidation, poultices and alternative repair methods to stabilise the masonry substrate.

**SPECIFIC POLICY 41:** Review white washes and other treatments to ensure that they are consistent with assessed heritage values. Evidence of these exist through out the complex.

**SPECIFIC POLICY 42:** A cautious approach should be adopted in any repair work, and investigations into methods should be carried out prior to reversal.

**SPECIFIC POLICY 43:** Reinstate original pointing treatments, such as tuck pointing, scribed ashlar lines or other expressed detail which is no longer apparent. In doing so, it is important to understand the architectural presentation of the buildings, with mortar for pointing to be expressed or scribed to represent ashlar line works.

**SPECIFIC POLICY 44:** New mortar repairs should differ in composition to the pointing mortar and should be coloured to match the limestone. This would provide a better architectural understanding of individual blockwork. The current approach is to use the same mortar to repair the stone and repoint, which is a much brighter white than the stone, resulting in a rendered appearance.

**SPECIFIC ACTION 28:** Continue the current programme of removing cement-based mortars and renders and repoint the limestone in lime-based mortars. The lime-based mortar is to be sacrificial and will require a maintenance regime with a frequency informed by monitoring.

## Consider the following overarching policies:



Outstanding  
Universal Value



Archaeology



Community and  
Stakeholder Engagement



Governance and Finance



Keeping a Record



Aboriginal  
Cultural Heritage



Movable Heritage



New Development



Physical Conservation



Setting



Telling the Story

Fremantle Prison retains a collection of murals and other painted artworks from the convict era through to the end of the Prison's operations. These are located internally within the buildings, cells and chapels, and externally on yard walls. While they vary in their artistic integrity and quality, they are all powerful reminders of the prisoner experience and often of prisoner suffering or defiance. Some also graphically depict acts of violence.

The murals (mostly) comprise works painted directly onto wall fabric (masonry or render). The condition of the masonry or substrate is therefore critical to the condition and survival of the murals, as are other factors such as fading or incidental visitor damage to the art work. Murals on dry and stable walls have a better chance of surviving.

**SPECIFIC POLICY 45:** As a general policy, all remaining external and internal murals should be conserved and not removed or concealed (such as being painted or rendered over).

**SPECIFIC POLICY 46:** Any works, including conservation or maintenance of a mural should be undertaken by a professional conservator qualified in painted mural conservation. The conservator should be a member of, and bound by, the Code of Ethics and Practice of the AICCM Inc. (Australian Institute for the Conservation of Cultural Material) or an international materials conservation association.

**SPECIFIC POLICY 47:** Any treatments to the murals generally should ensure retention of the original paint.

**SPECIFIC POLICY 48:** In works to the walls which contain (and surround) the murals, including maintenance and repairs, care should be taken to ensure that the murals are not damaged or impacted by cleaning products and the like. A waterproof physical barrier should be erected as a temporary measure to protect the mural from all chemicals, water, tools and other materials. Vibration from works to the walls should also be monitored to ensure no impacts on the mural.

**SPECIFIC ACTION 29:** If a mural is damaged, obtain expert advice from a qualified conservator before undertaking any repairs.

**SPECIFIC ACTION 30:** If a mural is identified for restoration, obtain expert advice from a qualified conservator before undertaking any restoration.

**SPECIFIC ACTION 31:** A perspex sheet or similar, standing proud of the wall to permit clear visibility and free circulation of air, can be utilised for the protection of murals. These items also require ongoing maintenance, to maintain their transparency.

**SPECIFIC ACTION 32:** All existing murals should be recorded (to archival quality standard) to maintain evidence of their location, condition and content, and to assist with future conservation and retention.

**SPECIFIC ACTION 33:** Where a yard or cell contains a mural which depicts a violent act, or might otherwise be considered offensive to observers, consider placing a small warning sign at the entry to the cell or yard in preference to removing the mural or restricting access. Guides may also warn visitors of the potential for offence.



FREMANTLE PRISON  
The Convict Establishment

# OTHER HAZARDS

Consider the following overarching policies:



Outstanding  
Universal Value



Archaeology



Community and  
Stakeholder Engagement



Governance and Finance



Keeping a Record



Aboriginal  
Cultural Heritage



Movable Heritage



New Development



Physical Conservation



Setting



Telling the Story

Fremantle Prison incorporates structural elements that were built at a time when different safety standards applied. Some of those elements are non-compliant with modern health and safety statutory requirements, e.g. balcony rails may be too low, historic flooring, door thresholds and ground surfaces may present trip hazards, and different grades throughout the site may not be compatible with safe access and egress. The place's heritage values must be managed in a way that is responsive to these health and safety issues.

**SPECIFIC POLICY 49:** Fremantle Prison will not expose its staff and visitors to unacceptable risks to health and safety. It will comply with its statutory obligations.

**SPECIFIC POLICY 50:** Where elements of Fremantle Prison do not comply with legislative requirements in relation to health and safety (e.g. a balcony rail is too low), repairs/modifications can generally be made to make them compliant, using unobtrusive and (where possible) reversible interventions. In some circumstances, the heritage values embodied by the element may be so high that it is preferable to retain the element without intervention, removing users from the locality to remove the risk to health and safety. This decision should be made on a case by case basis having regard to assessed levels of significance and adverse impacts.

**SPECIFIC ACTION 34:** Compile a register of non-compliant elements at Fremantle Prison having regard to relevant health and safety legislation and building codes. Formulate a response based on the outcome, seeking to minimise impacts on the place's heritage values while ensuring compliance.

## Consider the following overarching policies:



Outstanding  
Universal Value



Archaeology



Community and  
Stakeholder Engagement



Governance and Finance



Keeping a Record



Aboriginal  
Cultural Heritage



Movable Heritage



New Development



Physical Conservation



Setting



Telling the Story

The existing roofs consist of corrugated sheet metal that appears to be zincalume. There is evidence of timber shingles on a section of verandah roof at the rear of the administration buildings (within the Prison wall). It appears that the original roof was slate, likely to have been of Welsh origin.

**SPECIFIC POLICY 51:** As roofs reach the end of their usable lives, and subject to further investigation to confirm that shingles or slate were present, consider the replacement of roofs with shingles or slate.

**SPECIFIC POLICY 52:** All roofs should be maintained in good condition including all associated rainwater goods consisting of flashings, gutters and downpipes.

**SPECIFIC POLICY 53:** The downpipes contain baffle shrouds to prevent people climbing them. This detail is unique to the operation of the Prison and should be maintained and reinstated where missing or degraded.

**SPECIFIC POLICY 54:** Continue to paint all external painted rainwater goods using oil or alkyd paints. Avoid the use of epoxy or acrylic paints for metal work. These are not traditional paint systems for metal products.

**SPECIFIC ACTION 35:** Through regular monitoring, continue to prepare and paint all painted rainwater goods on a regular cycle of 7–10 years.

## Consider the following overarching policies:



Outstanding  
Universal Value



Archaeology



Community and  
Stakeholder Engagement



Governance and Finance



Keeping a Record



Aboriginal  
Cultural Heritage



Movable Heritage



New Development



Physical Conservation



Setting



Telling the Story

The Prison complex contains a number of services that appear to have been installed to the Prison following the fire in the Main Cell Block in the late 1980s. Some services appear to be earlier, possibly mid-to-late twentieth century. The installation of services has been undertaken in a utilitarian manner, consisting of surface mounted fixtures, exposed pipes and conduits. On the interior of buildings, this utilitarian aesthetic is an appropriate one and reflects the use as a Prison and the difficulty in retrofitting services to these buildings. On the exterior of buildings, surface-mounting of services should be avoided.

**SPECIFIC POLICY 55:** Generally, on the interiors, it is appropriate that services remain exposed and be surface mounted. The Main Cell Block should utilise the gantries and the main circulation spaces to provide services runs using unobtrusive colours.

**SPECIFIC POLICY 56:** In order to prevent a cluttered appearance that may detract from the Prison's heritage values, redundant post convict-era services should be removed when replaced by new ones.

**SPECIFIC POLICY 57:** There are various surface mounted services located on the exterior of the buildings. Installation of services on the exterior should be avoided where alternative solutions exist. Utilise floor boxes in the ground in preference to surface mounted services. Where possible remove the numerous services from the external elevations. It is accepted that some services cannot be removed.

**SPECIFIC POLICY 58:** Avoid introducing new or additional services into the individual cells. Where this is necessary they should be minimally intrusive and fully reversible.

**SPECIFIC ACTION 36:** Confirm what services are redundant and no longer code compliant and consider a strategy to roll out new services to replace them. These works should be undertaken in consultation with suitably qualified services engineers, building surveyors, architects and heritage consultants.

# SURFACES (PEDESTRIAN SURFACES)

Consider the following overarching policies:



Outstanding  
Universal Value



Archaeology



Community and  
Stakeholder Engagement



Governance and Finance



Keeping a Record



Aboriginal  
Cultural Heritage



Movable Heritage



New Development



Physical Conservation



Setting



Telling the Story

Fremantle Prison has a variety of existing surface treatments including concrete, bitumen and grass. Roads, paths and defined lawn areas or garden beds are often edged in brick and concrete. The terraces on the south and east of the site are typically grassed, as is much of the Parade Ground.

Original or early surface treatments at the Prison included unsurfaced open spaces such as the dirt and grass evident in early images of the entry court. The Parade Ground was historically surfaced in crushed limestone.

Additional research is required to date the sequence of earlier and extant surface treatments but the use of concrete and bitumen, and edgings in brick and concrete, are evident in many images from the twentieth century. These are, as might be expected of a prison environment, robust utilitarian materials that are not 'precious' or individually significant in heritage terms.

**SPECIFIC POLICY 59:** As a general policy, the ongoing use of the current surface and edging treatments to the paths, roads and open spaces can be maintained, and if replaced the new treatments should draw on the palette of existing materials.

**SPECIFIC POLICY 60:** The overall balance of hard and soft surfaces should be maintained, meaning that grassed areas should generally continue to be grassed, and hard surfaced areas should generally continue to be surfaced in concrete or bitumen.

**SPECIFIC ACTION 37:** Maintain the edges that delineate the general alignment and form of the roads and paths, although the specific edge treatments can be replaced, preferably on a like for like basis.

**SPECIFIC ACTION 38:** The raised and defining brick and concrete edges of the garden and lawn beds need not all be retained, especially if improved access is required. Some representative examples can be retained, but otherwise these specific edge treatments can be removed and replaced with a smoother landscape treatment.

## Consider the following overarching policies:



Outstanding  
Universal Value



Archaeology



Community and  
Stakeholder Engagement



Governance and Finance



Keeping a Record



Aboriginal  
Cultural Heritage



Movable Heritage



New Development



Physical Conservation



Setting



Telling the Story

The benefits that Fremantle Prison enjoys as a result of high visitation rates are counter-balanced to a degree by the adverse impacts that this can have on its heritage values. In particular, large numbers of people accessing the Prison make it vulnerable to cumulative adverse impacts through 'mechanical damage' (e.g. bumps and abrasion). It also elevates the risk of theft of movable heritage and of vandalism.

**SPECIFIC POLICY 61:** Fremantle Prison will seek to maximise visitation in order to best communicate its heritage values to the community, acknowledging that the place's conservation needs may mean that access to some spaces must be limited.

**SPECIFIC POLICY 62:** Fremantle Prison will ensure that visitation continues to be managed and controlled in a manner that balances the attraction and educational value of the Prison experience, with sensitive interpretation, promotion and communication of the heritage values.

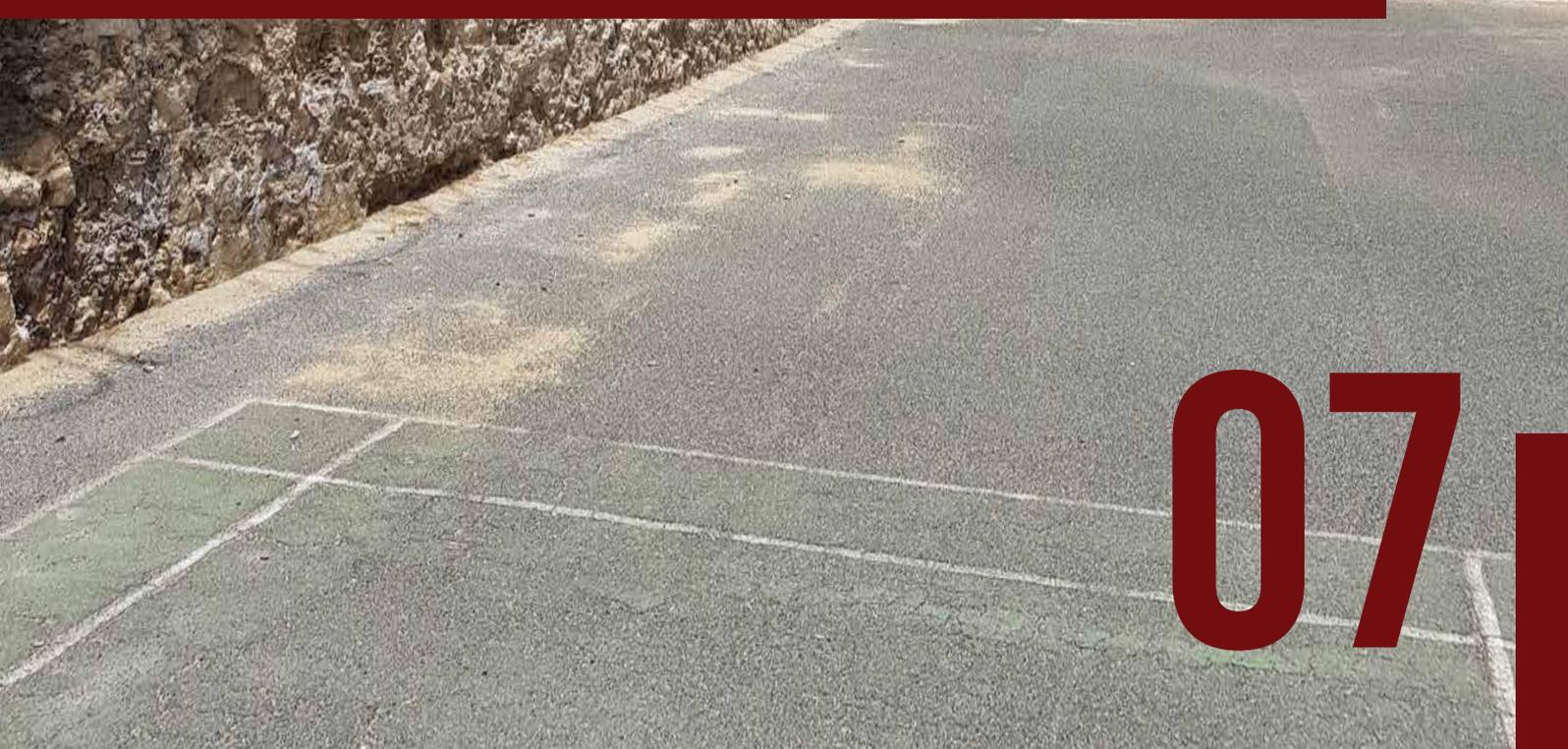
**SPECIFIC POLICY 63:** Fremantle Prison will maintain its existing program of guided tours in order to manage the number and movement of visitors. At the same time Fremantle Prison will investigate opportunities for visitors to enjoy an 'unaccompanied' experience by identifying spaces that are robust enough for that purpose. Sometimes this may involve the introduction of reversible protective devices in vulnerable locations, e.g. motion sensitive alarms.

**SPECIFIC ACTION 39:** Continue to revise and update the document entitled 'Fremantle Prison Interpretation Policy' (2007) to include ways of enhancing the 'unaccompanied' visitor experience. This should be done having regard to any proposed new Masterplan for the place.

**SPECIFIC ACTION 40:** Continue to maintain Fremantle Prison's cyclical and regular monitoring and maintenance program. If physical damage to a location is identified due to excessive visitation, remove the cause of the damage or implement protective measures, e.g. a perspex sheet or similar, standing clear of the wall to permit visibility and free circulation of air, can be utilised for the protection of plastered and painted surfaces; unobtrusive bollards may be appropriate in areas experiencing high vehicle movement near heritage fabric; floor runners may be used to minimise wear and tear of certain vulnerable surfaces. The appropriate response will be determined on a case by case basis having regard to assessed levels of significance, the impacts being experienced, and the relative impacts of protective intervention.



# STRUCTURES AND SPACES: CONSERVATION PRINCIPLES AND ACTIONS



07



## LOCATION



## SIGNIFICANCE

The East Terrace – a flat landform on the higher ground of the eastern part of Fremantle Prison – is a key historical component of the convict-era planning and development of the Prison. The Terrace is also significant as the site of the original 1850s Prison bath house. In the post-convict period it accommodated significant developments including the East Reservoir with its comprehensive underground water reticulation system, and the Pumping Station with associated yard and tunnels. While these developments have limited presence within the Prison, the underground components are extensive. They are of technological significance for their construction, including the vaulted gallery, the tunnels and shafts excavated from the limestone by prisoners, and the complex water reticulation arrangement. Historically, the Pumping Station is also of note for its independent outside operation while physically located within the Prison. Architecturally and aesthetically, the Pumping Station building and yard walls, which used limestone for construction, demonstrate the favoured building material of the Prison.

Those parts of the East Terrace and surrounds that are of exceptional significance are:

- East Terrace as a flat landform associated with prison development
- archaeological remains of 1850s prison bath house and associated well

Those parts of the East Terrace and surrounds that are of considerable significance are as follows:

- Reservoir as sited above and below ground, and associated system of shafts, drives, tunnels and weirs
- Pumping Station building and yard, including walls and tunnels

No parts of the East Terrace and surrounds has been assessed as being of some significance.

Those parts of the East Terrace and surrounds that are of little or no significance are as follows:

- western addition to Pumping Station
- all other modern fabric

## PRINCIPLES

**PRINCIPLE 1:** The Eastern Reservoir and its underground components should be retained and conserved as a key historical development of the post-convict era of Fremantle Prison.

**PRINCIPLE 2:** The East Terrace should be maintained in its present grassed form and at its existing level.

**PRINCIPLE 3:** The visibility of the Reservoir, including its vaulted roof form, should be maintained.

**PRINCIPLE 4:** The historic interior character and spatial characteristics of the Reservoir and its associated internal and underground components should be retained and conserved.



FREMANTLE PRISON  
The Convict Establishment

# EAST TERRACE (EAST BANK) AND RESERVOIR, TUNNELS AND PUMPING STATION

**PRINCIPLE 5:** The historic character and aesthetic significance of the Pumping Station in its walled compound should be retained and conserved.

**PRINCIPLE 6:** The substantial concealment of the Pumping Station from outside the Prison, including from the Hampton Road Reserve where the east perimeter wall restricts views, is an historical condition that should be maintained.

**PRINCIPLE 7:** No new buildings should be introduced to the East Terrace.

**PRINCIPLE 8:** Avoid the introduction of new facilities, even minor ones, to the west and north sides of the Pumping Station yard walls.

**PRINCIPLE 9:** The current surfaces of the Terrace and eastern area of the Prison can be maintained. If replaced, the new surface treatments should draw on the palette of existing materials.

**PRINCIPLE 10:** Avoid the introduction of outdoor furniture items and the proliferation of new hard landscape elements. New lighting systems should be discretely located and of a consistent contemporary design. Such should also be set off from the perimeter walls and should not involve penetrations to the significant fabric.

**PRINCIPLE 11:** New services, where required, should preferably be located underground.

**PRINCIPLE 12:** Any new uses considered for the Reservoir chambers should not damage their spatial characteristics.

**PRINCIPLE 13:** The original 1890s fabric of the Pumping Station building, together with the yard walls, should be retained and conserved.

**PRINCIPLE 14:** Retain and conserve evidence of the Pumping Station operating independently and separately within its compound.

**PRINCIPLE 15:** The fabric and form of the underground tunnels and shafts should be retained.

**PRINCIPLE 16:** The undulating form of rendered brick vaulting to the top of the Reservoir should be retained and not impacted by works.

**PRINCIPLE 17:** Ensure any potential future use of, and works to, the Reservoir does not detract from the presentation and spatial characteristics of the chambers.

**PRINCIPLE 18:** All original features and equipment associated with the water reticulation system should be retained and continue to be revealed.

**PRINCIPLE 19:** Subject to further investigation and sufficient evidence being available, the reinstatement of the original treatments to the openings of the Pumping Station building could be considered. Such works need to be balanced against the potential for damage to the existing original fabric through the removal of the later fabric.

**PRINCIPLE 20:** Maintain the separate entrance to the Pumping Station, as exists in the east Prison perimeter wall.

**PRINCIPLE 21:** Any works to the East Terrace involving the ground surface or the introduction of services should be preceded by an archaeological investigation of the site of the 1850s bath house and its associated well.

**PRINCIPLE 22:** Interpretation of the East Terrace and its components is essential to conveying the history of this area of the Prison, including its role in water supply to the Prison and Fremantle.

## STRUCTURES & SPACES ACTIONS

**ACTION 1:** Consider the demolition of the western addition to the Pumping Station. However, prior to such demolition, the following steps should be taken:

- Identify the works required to reinstate or reconstruct the original building form on its west side following demolition of the addition, and ensure the funds and resources are available to undertake these works.
- Consider ongoing operational needs in terms of the use of the addition, and whether these can still be met in the absence of the addition.

**ACTION 2:** Maintain the interpretive experience located in the Pumping Station and tunnels and update from time to time to reflect the findings of further research and archaeological investigations.

**ACTION 3:** Continue to allow supervised public access to the underground spaces and elements, including the tunnels.

**ACTION 4:** Continue to use and enhance the historical interpretation of the East Terrace and its components.

**ACTION 5:** Continue to use the East Terrace as an underground adventure tourism and visitor experience.



## LOCATION



## SIGNIFICANCE

The East Workshops are a key convict-built component of Fremantle Prison. The original blacksmiths' shop dates from 1852, making it one of the earliest convict structures on site. The addition of the carpenter's shop enhanced the function, with the facility able to engage prisoners in useful work and help reduce Prison operating costs. Architecturally and aesthetically, the west side of the Workshops contributes to the austere character of this area of the Prison, although altered and diminished by the non-original openings and part wall treatment of render and over-painting. This includes its strong and consistent low scale presentation. Together with the southern part of the Main Cell Block, the Workshops constitute the oldest convict-built structures in this part of the Prison.

Those parts of the East Workshops that are of exceptional significance are:

- All of the convict-era fabric of the East Workshops, including the form/space of the original yard on the east side.

No parts of the East Workshops have been assessed as being of considerable or some significance.

Those parts of the East Workshops that are of little or no significance are as follows:

- Later infill/addition which roofed over the yard, and its fabric.
- All other modern fabric.

## PRINCIPLES

**PRINCIPLE 23:** The East Workshops should be conserved to the highest standards, consistent with Burra Charter principles and processes.

**PRINCIPLE 24:** The historic character and aesthetic significance of the East Workshops, including the long low scale presentation to the East Terrace and southern area of the Prison, should be retained and conserved.

**PRINCIPLE 25:** The substantial concealment of the East Workshops from outside the Prison, including from the Hampton Road Reserve where the east perimeter wall restricts views, is an historical condition which should be maintained.

**PRINCIPLE 26:** Generally, the form and detailing of the west elevation of the Workshops should be maintained, although the non-original window openings offer some flexibility for additional but limited change.

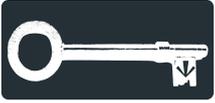
**PRINCIPLE 27:** Do not build over or above the roof of the original 1850s component, to maintain its consistent low scale form and presentation.

**PRINCIPLE 28:** Avoid the introduction of new facilities, even minor facilities, to the west setback to the Workshops, which would impact on the presentation to the East Terrace and southern area of the Prison.

**PRINCIPLE 29:** Where any works are proposed, generally all original limestone walling and other surviving original or early fabric should be retained.

**PRINCIPLE 30:** In any proposed adaption works, any required partitioning should be modest in height and removable.

**PRINCIPLE 31:** Since 1960 the entire yard has been roofed using a light steel truss on steel supports and the large space created was last used as a metal and automotive workshop. The 1960s infill/addition



FREMANTLE PRISON  
The Convict Establishment

could be removed or replaced. If replacement is contemplated any new structure in this location should:

- Generally not exceed the footprint and building envelope of the existing addition
- Should be sympathetic and in keeping with the historic building

**PRINCIPLE 32:** Interpretation of the East Workshops should promote their original function and alert visitors to the presence of the Workshops behind the west façade; it is also essential to highlighting and transmitting the OUV of the Prison.

## STRUCTURES & SPACES ACTIONS

**ACTION 6:** Consider the reinstatement of the original treatments to the window openings of the west elevation, subject to further investigation and sufficient evidence being available. Such works need to be balanced against the potential for damage to the existing original fabric, through the removal of the later fabric.

**ACTION 7:** Consider the removal of the 1960s infill/addition. However, prior to such removal or demolition, the following steps should be taken:

- Identify the works required to reinstate or reconstruct the original building form on its east side following demolition of the addition, including through removal of the later brick courses; and ensure that the funds and resources are available to undertake these works.
- Consider ongoing operational needs in terms of the use of the addition, and whether these can still be met in the absence of the addition.

**ACTION 8:** Finalise the draft individual Conservation Management Strategy for the East Workshops, as prepared by Fremantle Prison, to provide more focused and tailored guidance and policies, and greater detail about original and later building fabric.

**ACTION 9:** Continue to use and enhance the historical interpretation of the East Workshops.

**ACTION 10:** Continue to allow supervised public entry to the Workshops.



## LOCATION



## SIGNIFICANCE

The Exercise Yards are a key historical convict-built component of Fremantle Prison, and more specifically of the Main Cell Block complex. They are functionally related to the Main Cell Block, and their walled divisions provide evidence of the classification and segregation of different prisoner groups. They are also prominent elements of the Prison site through their large footprint. Evidence of the prisoners' confinement in and use of the Exercise Yards, and their treatment of the Exercise Yards' walls over time, including murals and graffiti, are powerful reminders of the prisoner experience. The gallows are also significant.

Those parts of the Exercise Yards that are of exceptional significance are as follows:

- Exercise Yards (size, general form and layout) including all convict-built walls and elements

Those parts of the Exercise Yards that are of considerable significance are as follows:

- post-convict era (colonial prison) yard divisions and associated walls
- gallows
- water closets, urinals and ablution troughs (on the diagonal to yard corners)

Those parts of the Exercise Yards that are of some significance are as follows:

- historic murals and graffiti
- earliest shelter shed in yard 3

Those parts of the Exercise Yards that are of little or no significance are as follows:

- all other shelter sheds, tables and seating
- later kitchen-related fabric and fit-out to southern yard
- yard surfaces, services, lighting etc
- all other modern fabric

## PRINCIPLES

**PRINCIPLE 33:** The Exercise Yards should be conserved to the highest standards, consistent with Burra Charter principles and processes.

**PRINCIPLE 34:** Retain and conserve the Exercise Yards including their plan, form and layout, and the stone enclosing and dividing walls to their full existing height.

**PRINCIPLE 35:** Maintain the prominence and visibility of the Exercise Yards' walls within the Prison.

**PRINCIPLE 36:** Retain views of and into the Exercise Yards from the elevated East Terrace, a perspective not available from elsewhere in the Prison – other than from cell windows in the upper levels of the Main Cell Block – and which provides an immediate appreciation of the regularity and geometry of the Exercise Yards as defined by the walls. This includes limiting or avoiding the introduction of structures or plantings which would impact on the views. The high wire fencing, as evidence of later security measures, can be retained.

**PRINCIPLE 37:** Retain and conserve the historic character of the Exercise Yards, including their enclosed form.

**PRINCIPLE 38:** Maintain the historically open and uncluttered presentation of the Exercise Yards.

**PRINCIPLE 39:** Retain and conserve the historic character and aesthetic significance of the Exercise Yards' walls including evidence of repairs, other than where the repairs are causing damage to the significant wall fabric.

**PRINCIPLE 40:** Avoid introducing new buildings or structures into the Exercise Yards, other than very minor or temporary elements. Where minor or temporary structures are proposed they should be freestanding, substantially transparent and below the height of the Exercise Yards' walls.

**PRINCIPLE 41:** Avoid the introduction of landscaping or similar, which would 'soften' the appearance of the Exercise Yards and their enclosing walls; and plantings which obstruct an appreciation of the walls.

**PRINCIPLE 42:** Retain and conserve elements of the Exercise Yards' infrastructure and management, and use by prisoners, including the shelter sheds, fixed tables and seating; water closets and ablation troughs; notice boards and signs; and murals and graffiti. This may include representative examples.

**PRINCIPLE 43:** Preference the use of existing openings or blocked former openings for access through the walls and between yards rather than introducing new openings.

**PRINCIPLE 44:** Maintain access between the Main Cell Block and the yards to retain evidence of the historical relationship between the Exercise Yards and the various divisions.

**PRINCIPLE 45:** In determining which of the elements of the Exercise Yards' infrastructure to retain consider the following:

- the date of the elements, based on targeted research, such as the shelter sheds and the water closets and ablation troughs, with preferably an older through to a more recent example retained
- keeping a range of notice boards and signs to provide evidence of the administration and management of the Exercise Yards over time
- a preference to retain all the graffiti and murals as powerful reminders of the prisoner experience

**PRINCIPLE 46:** As an alternative to the above, retain one yard to its full current extent and all internal elements, including the shelter shed(s), water closets, ablation troughs, notice boards and signs, murals and graffiti.

**PRINCIPLE 47:** The present surface treatment of the Exercise Yards can be retained.

**PRINCIPLE 48:** Interpretation of the Exercise Yards is essential to the task of conveying the history of the Exercise Yards – their relationship to the Main Cell Block and their evolution over time – and highlighting and transmitting the OUV of the place.

## STRUCTURES & SPACES ACTIONS

**ACTION 11:** Maintain external views of the Exercise Yards walls from within the Prison.

**ACTION 12:** Where any internal elements of the Exercise Yards are removed, ensure they are first recorded in situ, catalogued and stored pending possible future reinstatement or exhibition.

**ACTION 13:** Continue to use and enhance the historical interpretation of the Exercise Yards.

**ACTION 14:** Continue to allow supervised and guided (but selective) public access by groups of visitors to the Exercise Yards.



## LOCATION



## SIGNIFICANCE

The Fairbairn Street Ramp is a key historical convict-built component of the Fremantle Convict Establishment. It served a much-needed historical function, initially in the construction of the Prison and subsequently in providing a direct connection to the Prison from the lower ground of Fremantle. The Ramp is a technological and engineering achievement demonstrated in its original length and scale and use of quarried limestone spoil in its construction. Aesthetically, the Ramp also visually connects with, and enhances, the presentation of the Terrace and Gatehouse.

Those parts of the Fairbairn Street Ramp that are of exceptional significance are:

- Fairbairn Street Ramp, including form and fabric and archaeological evidence of earlier elements, e.g. tram line
- the batter banks either side of the Ramp
- archaeological evidence of the Fremantle Prison vegetable garden

No parts of the Fairbairn Street Ramp have been assessed as being of considerable or some significance.

The stone wall on the southern side of the Ramp is assessed as being of little or no significance (insofar as it relates to the Prison). It is possible that it is of some significance relative to the Fremantle Football Oval.

## PRINCIPLES

*For additional guidance with respect to the management of the Fairbairn Street Ramp see 'Overarching Policy – Setting'.*

**PRINCIPLE 49:** The Fairbairn Street Ramp should be retained and conserved while reinforcing its role as the main pedestrian access to the site and the historic link to the City of Fremantle.

**PRINCIPLE 50:** The Ramp's visual and functional relationships with the Terrace and Gatehouse, including the axial relationship with the Gatehouse and historic entry to the Prison, should be maintained.

**PRINCIPLE 51:** The visibility of the constructed form of the Ramp, including the batters to the Ramp and their exposed limestone spoil, should be maintained.

**PRINCIPLE 52:** Interpretation of the Fairbairn Street Ramp is essential to conveying the history of the Prison, how it was constructed, and how it was accessed directly from the City of Fremantle (old Fremantle).

**PRINCIPLE 53:** No new buildings or structures should be built on the Ramp apart from appropriate interpretation devices.

**PRINCIPLE 54:** No new works should encroach into or otherwise impact on the surviving extent of the Ramp.

**PRINCIPLE 55:** No new buildings or structures should be built up against or close to the exposed sides or batters of the Ramp, other than very minor or temporary elements.

**PRINCIPLE 56:** The modern surface treatments, fences, balustrades and the like can be retained.

## STRUCTURES & SPACES ACTIONS

**ACTION 15:** The trees which are physically and visually impacting on the Ramp, especially on the north side, should be selectively removed or pruned, while conserving significant trees to prevent further impacts on the Ramp.

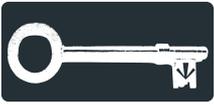
**ACTION 16:** Repair the battered sides of the Ramp where the tree roots are impacting it.

**ACTION 17:** Continue to use the Ramp as a pedestrian access route to the Prison.

**ACTION 18:** Enhance interpretation measures at the Ramp.

**ACTION 19:** Any works to the Ramp or Parry Street carpark involving ground disturbance or the introduction of services should be preceded by an archaeological investigation of the location having regard to the potential for archaeological evidence of the tram lines and Fremantle Prison vegetable garden to survive.

**ACTION 20:** Encourage removal of the limestone wall lining the south side of the Ramp.



FREMANTLE PRISON  
The Convict Establishment



## LOCATION



## SIGNIFICANCE

The Female Division is a key historical development of the post-convict era Prison, incorporating and adapting the earlier 1850s convict era services building. It is the first and only self-contained female prison of the nineteenth century in Western Australia, and distinguished in this context through being a 'gaol within a gaol' of the much larger Fremantle Prison. Although a highly evolved complex of buildings, it still retains its discrete, separate and confined character within the Prison. Architecturally and aesthetically, the Female Division is also noted for its mix of 'curious and powerful roof trusses and structures ... and for its plan which has helped create odd and intimate spaces both within and without the buildings' (Kerr 1998).

Those parts of the Female Division of exceptional significance are as follows:

- convict-era bakehouse, cookhouse and laundry

Those parts of the Female Division of considerable significance are as follows:

- whole of Female Division, including building components, walls, sterile zones and exercise yard as existed at completion of the Female Division in 1910

No parts of the Female Division have been assessed as being of some significance.

Those parts of the Female Division that are of little or no significance are as follows:

- post-1970 additions
- all other modern fabric

## PRINCIPLES

**PRINCIPLE 57:** Retain and conserve the Female Division and support viable and compatible uses.

**PRINCIPLE 58:** The enclosed and 'separate' character of the Female Division within Fremantle Prison – a gaol within a gaol – should be retained.

**PRINCIPLE 59:** The substantial concealment of the Female Division from outside the Prison, including from Knutsford Street where the north perimeter wall restricts views of the buildings, is an historical condition which should be maintained.

**PRINCIPLE 60:** Within the confines of the Female Division, the historic character and aesthetic significance of the buildings as constructed up until 1910 should be retained and conserved, including the mix of stone and brick external walls.

**PRINCIPLE 61:** The existing walls that define and enclose the Female Division should be maintained and the removal of sections to create breaks that would 'open up' visibility into the Female Division should be avoided.

**PRINCIPLE 62:** The visibility of the external walls of the historic buildings within the Female Division should be maintained.

**PRINCIPLE 63:** Avoid introducing additional buildings or structures into the walled yards and enclosed spaces of the Female Division, other than very minor or temporary elements.

**PRINCIPLE 64:** Avoid the introduction of landscaping or similar, which would 'soften' the appearance of the walled yards and enclosed spaces.

**PRINCIPLE 65:** Preferably maintain, and do not infill or build over, the distinctive mix of internal and external spaces in the Female Division which demonstrate its evolved character.

**PRINCIPLE 66:** Where works to the Female Division and individual buildings within it are proposed, including ongoing adaptation, existing fabric which generally should be retained includes:

- original 1850s fabric
- external masonry fabric including the existing openings of the 1889, 1895 and 1909 buildings and developments
- the various roof forms and structures including the roof trusses
- the plan concept of the 1890s including the separation between the 1855 and 1890s cell ranges, their connecting east-west passage and the provision for yards to the north and south of the connection
- surviving evidence of the specific women's facilities located in the northern section of the mid-1890s building
- the walled yards and enclosed spaces in the northwest and north of the site, between the 1855 building and the 1890s east building, including exercise cages; and sterile zones along the east and south boundaries

**PRINCIPLE 67:** Interpretation of the Female Division should convey the story of the 'separateness' of the Female Division from the rest of the Prison, its later date and distinctive physical evolution.

## STRUCTURES & SPACES ACTIONS

**ACTION 21:** A sample of cells should preferably be maintained, including any surviving Prison-related fittings and fixtures, and prisoner decoration. For cells and spaces which are further adapted and where internal elements are removed, ensure any remaining significant elements are recorded in situ, catalogued and stored pending possible future reinstatement or exhibition.

**ACTION 22:** Consider the demolition of buildings of little or no heritage significance, such as the later buildings introduced to the eastern yard and the western area of the Female Division site. However, prior to such a demolition the following steps should be taken:

- Consider ongoing operational needs in terms of the use of these later buildings, and whether those needs can still be met in the absence of the buildings
- Subject to the above, consider the potential for the significance of the Female Division to be enhanced through the removal of these buildings, including opening up a view of an historic building or wall, or reinstating an original yard or open space area

**ACTION 23:** Consider the replacement of buildings of little or no heritage significance if doing so would meet the following requirements:

- The planned replacement building supports the ongoing viable and compatible use of the Female Division.
- The planned replacement building is sympathetic and in keeping with the historic buildings of the Female Division, and generally does not exceed the footprint and building envelope of the demolished building.
- The height and scale of the planned replacement building maintains the historical pattern of substantial concealment of buildings in the Female Division from outside the Prison, and restricted visibility from within the Prison.

**ACTION 24:** A new building or structure may be considered for the Female Division, although retaining the balance of existing buildings and open space is desirable. If a replacement building is proposed, the site of the YHA addition is preferred.

**ACTION 25:** Consider the preparation of an individual Conservation Management Strategy for the Female Division, to provide more focused and tailored guidance and policies, and greater detail about original and later building fabric.

**ACTION 26:** Continue to use and enhance the historical interpretation of the Female Division.

**ACTION 27:** Where feasible continue to allow public entry to the Female Division.



## LOCATION



## SIGNIFICANCE

The Gatehouse and Entry Complex is a key historical, convict-built component of Fremantle Prison. The Gatehouse is part of the dominant façade and main face of the Prison, with its central location on the Terrace emphasising its primacy and importance. The tower clock, to the pediment over the entrance, further emphasises the importance of the Gatehouse, as does its height (being the tallest building on the Terrace) and its axial relationship to the Fairbairn Street Ramp. The Gatehouse is highly visible on approach to the Prison from the west. It is remarkably intact relative to its original form and detailing, as it presents to the Terrace. Although constructed of the same limestone as the other Prison buildings, the Gatehouse remains a distinctive structure both architecturally and aesthetically. On deliberate stylistic grounds the Gatehouse does not share the domestic character of the Terrace residences. The Gatehouse was also designed to intimidate, reinforced by the guard houses with their embrasures which flank the entry and give the building a battlement-like character.

The other convict-era buildings of the Entry Complex, including the 'contact' and 'non-contact visits', are also significant components of the complex. They maintain their visual and functional relationships with the Gatehouse, Wray Gates, entry court and Parade Ground, and contribute to the historic character of the latter spaces. These buildings, through their east walls, also have an important relationship to the Parade Ground, in that they form the border on its west side.

While the entry court is a space with a small and constrained footprint, it retains its austere character and functional relationship with the outer and inner gates. The small space also provides a dramatic contrast with the expansive Parade Ground, glimpsed through the Wray Gates.

Historically, the Gatehouse and Entry Complex retain their purpose-built function as the main entry and processing point to the Prison, albeit visitors and tourists, rather than inmates, are now those people being 'processed'.



FREMANTLE PRISON  
The Convict Establishment

## THE GATEHOUSE AND ENTRY COMPLEX

Those parts of the Gatehouse and Entry Complex that are of exceptional significance are as follows:

- convict-era Gatehouse and Entry Complex, including guardhouses, Contact and Non-Contact visits, entry court (not current surface treatment)
- Wray Gates

No parts of the Gatehouse and Entry Complex have been assessed as being of considerable significance.

Those parts of the Gatehouse and Entry Complex that are of some significance are as follows:

- prisoner reception, exhibition space and former armoury
- steel vehicle dock and control box (sally port)

Those parts of the Gatehouse and Entry Complex that are of little or no significance are as follows:

- modern additions to the buildings which have intruded into the entry court, including the Convict Café deck
- modern fitouts and fittings to the buildings
- all other modern fabric

### PRINCIPLES

**PRINCIPLE 68:** The prominence and visibility of the Gatehouse must be maintained, as seen on approach from the west, including the building's central place and primacy in views from the Fairbairn Street Ramp. The Gatehouse should remain the focus of the Prison as it presents to Fremantle.

**PRINCIPLE 69:** Ensure that the Gatehouse remains the tallest of the buildings on the Terrace, by allowing no new additions or other elements to be added to the adjoining buildings which would increase their height and diminish this aspect of the Gatehouse's presentation.

**PRINCIPLE 70:** The historic character and aesthetic significance of the Gatehouse must be retained and conserved. This includes its fortress-like appearance, and austere and forbidding character, which highlights its role as a prison structure and distinguishes the Gatehouse from the flanking former residences.

**PRINCIPLE 71:** The Gatehouse's historical role as the principal entry to the Prison should be maintained, as should its administration and Prison processing functions.

**PRINCIPLE 72:** The stone and iron fence that intersects with the two canted bays of the Gatehouse should be retained.

**PRINCIPLE 73:** No new buildings, structures or minor elements should be introduced to the immediate west setting or front setback of the Gatehouse to the Terrace.

**PRINCIPLE 74:** No new buildings or structures, other than very minor elements should be introduced into oblique views of the Gatehouse, as seen from the north-west and south-west on the Terrace.

**PRINCIPLE 75:** Avoid the introduction of landscaping or similar, which would 'soften' the appearance of the Gatehouse or the appearance of the contact and non-contact visits to the entry court and Parade Ground.

**PRINCIPLE 76:** The convict-era buildings which variously address the entry court should remain the principal focus of the court, and the

source of its significant character; the visual relationships between the buildings should also be maintained.

**PRINCIPLE 77:** The presentation of the contact and non-contact visits to the entry court (west side) and the Parade Ground (east side) must be maintained.

**PRINCIPLE 78:** Avoid the introduction of new facilities, even minor visitor facilities, which further intrude into the space of the entry court, and/or impact on the presentation of the historic buildings to the court, and their visual relationships.

**PRINCIPLE 79:** If considering a replacement building addition, this should:

- Generally not exceed the footprint and building envelope of the existing addition
- Be sympathetic to and in keeping with the historic building
- Preferably not be considered if the replacement maintains the intrusion into the entry court

**PRINCIPLE 80:** In the case of the Gatehouse, the removal of the later additions, if feasible in terms of ongoing operations, is preferred over conservation. This would help reveal and reinstate its original form. This mainly refers to building additions rather than the sally port. The objective is to try to reinstate the original 1850s building form. Elsewhere the sally port and later items like it can be retained.

**PRINCIPLE 81:** When considering new visitor facilities in the Gatehouse and Entry Complex area, preference the use of existing buildings over the introduction of new buildings and structures. If new buildings are absolutely required they should not:

- be dominant new elements within the limited entry court space
- interfere or impact on the visual and functional relationships of the historic entry court buildings and inner and outer gates

**PRINCIPLE 82:** Lighting to illuminate the Gatehouse is encouraged, including architectural and theatrical lighting. This would assist in highlighting the primacy of the building and reinforcing its historically central role in the Prison. An assessment of the scale, fixing and suitability of light fittings should also occur prior to installation.

**PRINCIPLE 83:** The Gatehouse clock should be maintained in working order.

**PRINCIPLE 84:** Where any works are proposed, including works associated with ongoing adaptation and commercial and administration uses, existing fabric which should be retained at the Gatehouse and Entry Complex includes:

- external original or early fabric such as roof forms, masonry walls, chimneys, string courses, parapets and cornices, window and door openings, and the embrasures
- internal original or early fabric such as joinery, stairs and balustrading, fireplace surrounds and mantels, architraves, sills, jambs, timber doors, multi-paned and other windows, plaster work including surviving lath and plaster ceilings, decorative details and cornices
- original or early iron work and hardware such as the Wray Gates, locks, fasteners and the like

**PRINCIPLE 85:** As a general comment, maintain and repair the stone walls of the Entry Complex buildings using traditional materials and techniques.



**PRINCIPLE 86:** Interpretation of the Gatehouse and Entry Complex is essential to conveying the history of the complex, including the functional relationships of the various buildings and components; the role of the outer and inner gate arrangements; and the historical planning and layout, and how this has evolved. It is also essential to highlighting and transmitting the OUV of the place.

**PRINCIPLE 87:** Where a new or additional facility is required, the location of the 'escape yard' near the existing toilets might be considered, but only after potential heritage impacts have been carefully assessed. In any event, a new development at this location should not exceed the footprint of the existing shelters.

## STRUCTURES & SPACES ACTIONS

**ACTION 28:** Remove the modern render strips and panels which have been added to the walls of the buildings which face the entry court.

**ACTION 29:** Previous repairs and alteration to the building walls containing cement-based products appear to have had catastrophic effects on the limestone, with the stone being more susceptible to decay where these repairs have been made. The removal of previous cement-based repairs and the introduction of a weaker mortar system, based on the premise that the mortar is sacrificial to the stone and that the compressive strength of the mortar will need to be lower than the stone, is recommended and will help to reduce and redress the stone decay. Future maintenance regimes should be modelled on the basis that mortar will have limited longevity and will require frequent attention in order to maintain the stonework.

**ACTION 30:** Previous repairs have muddied the language and relationship between the original stone and its detailing, and what has been repaired/added. To address this, further investigation of the various original aesthetic treatments of the convict building fabric is recommended, to assist with future informed reinstatement of such treatments. The investigation can include:

- paint sample analysis of painted elements
- original pointing treatments, to identify where tuck pointing, scribed ashlar lines or other expressed detail was used and is no longer apparent
- the review of white washes and other treatments, evidence of which exist throughout the complex

Understand the architectural presentation of the buildings, which could vary according to use and prominence. Where mortar repairs should differ in composition to the pointing mortar, they should be coloured to match the limestone. This would provide a better architectural understanding of the individual blockwork. The current approach is to use the same mortar, which is a much brighter white than the stone for both types of repair, and this results in a rendered appearance.

**ACTION 31:** Develop interpretation measures to communicate the workings and functional relationships of the Entry Complex buildings, and the inner and outer gate arrangements. Continue to use and enhance the historical interpretation of the Gatehouse and Entry Complex.

**ACTION 32:** Consider opportunities to allow for visitor access to the Gatehouse, which was pivotal to prison operations.

**ACTION 33:** Continue to enhance the entry court experience for visitors and tourists, by ensuring that all the required way-finding signage and tour/attractions information is clearly displayed and legible.

**ACTION 34:** Through interpretation and design, ensure visitors recognise that the Gatehouse remains the principal entry to the Prison.

**ACTION 35:** Through interpretation and design, continue to develop high quality visitor facilities located in the heritage buildings of the Entry Complex. Aim to make visitors feel comfortable about entering the complex at this point despite its forbidding character.

**ACTION 36:** Seek to achieve a balance between recovering the early character and form of the Entry Complex buildings both externally and internally, including potentially removing later additions and encroachments into the entry court, while continuing to support the use of these buildings and spaces for ongoing administration and commercial purposes.

**ACTION 37:** Continue to use the Gatehouse as the principal entry to the Prison, and the place where visitors and tourists are 'processed'.

**ACTION 38:** Display and interpret fabric and features which illustrate the key historical functions of control of entry and exit, reception, processing and discharge of prisoners, contact and non-contact visits, and communications and security control.

**ACTION 39:** Display and interpret similar items as relate to more recent prison operations (up until 1991), but generally these items should not take precedence over, nor should they be to the detriment of, the display and interpretation of convict-era fabric and items associated with the Gatehouse and Entry Complex.

**ACTION 40:** Prior to removal or demolition of later additions or accretions to Entry Complex buildings the following steps should be taken:

- Undertake an assessment of the significance of the addition, and of the impact of the demolition on that significance, on the subject building, and (where relevant) on the entry court.
- Identify the works required to reinstate or reconstruct the original building form, following demolition of the addition, and ensure the funds and resources are available to undertake these works.
- Consider ongoing operational needs in terms of the use of the addition, and whether these can still be met in the absence of the addition.

**ACTION 41:** Consider removing or reducing the footprint of the café deck within the entry court.

**ACTION 42:** The present surface treatment of the entry court can be retained but consider the reinstatement of an earlier treatment.

**ACTION 43:** Investigate the openings to the east walls of the Contact and Non-Contact Visits, as they face the Parade Ground, to determine which are original and which are later or modified. Give consideration to reversing the latter and reinstating the original form of the walls.

**ACTION 44:** Finalise the draft individual Conservation Management Strategy for the Gatehouse and Entry Complex, as prepared by Fremantle Prison. This will assist in identifying original convict-era fabric, which can then be the focus of conservation works.



## LOCATION



## SIGNIFICANCE

The Hampton Road Reserve is significant for its historical relationship with the Prison, and for its role in providing a setting to the Prison on its east side. It makes a significant contribution to the aesthetic significance of the Prison. The reserve offers a high level of visibility in the local context to the Prison and its east perimeter wall.

Save for some generally limited plantings, in the reserve proper and on the median strip adjoining the road, the view of the wall from the reserve is unimpeded and powerful, and shows the wall for all its length, height and materiality with no interruptions or breaks. This view of the east perimeter wall has drawn attention to the presence of the Prison since the 1850s.

The reserve area has additionally provided a physical buffer to the urban development of Fremantle to the east, which has continued apace since the establishment of the Prison. In terms of historical archaeology, the surviving shafts, drives and bores under the reserve are a significant component of the water supply system established in the adjoining Prison. There is also high potential for evidence of three early cottages to survive in the reserve, at its northern end.

Those parts of the Hampton Road Reserve that are of exceptional significance are as follows:

- Hampton Road Reserve in its entirety in terms of its role as an external sterile zone and for its contribution to the setting to the east Prison perimeter wall
- archaeological remains of the convict-era Warders' Cottages

Those parts of the Hampton Road Reserve that are of considerable significance are as follows:

- the system of shafts, drives and bores beneath the Hampton Road Reserve, built during the 1890s and into the early twentieth century

No parts of the Hampton Road Reserve have been assessed as being of some significance.

Those parts of the Hampton Road Reserve that are of little or no significance are as follows:

- carparking
- plantings and vegetation

## PRINCIPLES

**PRINCIPLE 88:** The austere character and historical setting of the Hampton Road Reserve, on the east side of the Prison, should be retained and conserved. This includes retaining the grassed surface and removing the sparse tree planting.

**PRINCIPLE 89:** The Hampton Road Reserve should be kept free of any new structures, other than minor or temporary elements which support and/or enhance Fremantle Prison operations, promotion or interpretation.

**PRINCIPLE 90:** The car parking currently located in the northern end of the reserve should not be expanded and should preferably be removed. New car parking should not be introduced to any other location in the reserve.

**PRINCIPLE 91:** As a general principle no new plantings should be introduced to the reserve and adjoining median strip, in order to help maintain an open character for the location. It is possible that low plantings may be appropriate as part of a considered heritage interpretation response to early features in this location, but any such proposal would need to be carefully assessed for potential adverse heritage impacts.

**PRINCIPLE 92:** Given the historical presence of early cottages in the northern half of the reserve, and the survival of shafts, drives and bores associated with the water supply system established in the adjoining Prison, archaeological investigations should precede any works in the reserve area.

**PRINCIPLE 93:** Interpretation of the Hampton Road Reserve should address its historical role as a sterile zone for the Prison, a physical buffer to urban Fremantle, the site of early cottages associated with the Prison, the construction and role of the sand dyke, the survival of the water supply system components, and its later integration into the Prison reserve.

## STRUCTURES & SPACES ACTIONS

**ACTION 45:** Continue to use and enhance historical interpretation of the reserve.

**ACTION 46:** Remove the carparking presently occupying the northern part of the reserve.

**ACTION 47:** Investigate the potential archaeological resource within the reserve through desktop research and geophysical survey (e.g. Ground Penetrating Radar).



## LOCATION



## SIGNIFICANCE

The Hospital is a key historical convict-built component of Fremantle Prison. Its establishment as a freestanding building on an elevated site, in relative isolation from the remainder of the 1850s Prison, is demonstrative of its use and the perceived need to separate and segregate sick prisoners. Architecturally and aesthetically, the building is distinguished by its relatively simple yet functional planning, with a central main ward adjoined by wings, and the use of verandahs (no other of the 1850s Prison buildings originally had verandahs). The garden and stepped terrace on the west side, and the stone and concrete steps on the south-west are also distinguishing features.

Those parts of the Hospital that are of exceptional significance are:

- convict-era Hospital building as a whole, including later fabric associated with the early 1900s works
- sterile zones
- west open garden area/setting, with stepped terrace
- stone walls including retaining walls

Those parts of the Hospital that are of considerable significance are as follows:

- stone and concrete steps, with stone piers and timber rails

No parts of the Hospital have been assessed as being of some significance.

Those parts of the Hospital that are of little or no significance are as follows:

- eastern additions to hospital (including toilet block) to southern wing

## PRINCIPLES

**PRINCIPLE 94:** The Hospital should be retained and conserved. It should support viable and compatible uses.

**PRINCIPLE 95:** The historic character and aesthetic significance of the Hospital should be retained and conserved, including the presentation of the building as seen in the Prison context in the north-east of the site.

**PRINCIPLE 96:** The symmetrical form, with a central ward wing and mirror image north and south wings, is reflective of its origin and distinguishes the building from the more typical cell block prisoner accommodation. The open garden terrace and setting on the west side of the building is also a distinguishing characteristic of the Hospital. No new buildings, structures or additions should be made or placed adjacent to the north, west and south sides of the Hospital, to retain the presentation of the distinctive symmetrical form and the wrap-around verandah. No new elements should be introduced to the Terrace setting on the west side of the building.

**PRINCIPLE 97:** The sterile zones on the north and east sides of the Hospital afford close-up views of these elevations, which otherwise have generally limited visibility within the Prison. These should be maintained.

**PRINCIPLE 98:** The east side of the Hospital (not the sterile zone) offers some opportunity for change, but for limited and small-scale structure(s) which support the viable use of the building. The height of a new building or structure in this location should be below that of the hipped roof to the Hospital, and of the perimeter walls to Knutsford Street and Hampton Road.

**PRINCIPLE 99:** While the current roof form is not original, and other minor changes have been made to the external and internal detailing as a result of extensive renovations in 1903–4, it is not recommended that these changes be reversed. They are of long-standing, and the fabric

and form of these changes generally should be retained; it can also be adapted as required.

**PRINCIPLE 100:** In any future works, the existing 1850s masonry, roof structure, flooring and joists should be retained and conserved.

**PRINCIPLE 101:** The post-1960 brick infill on the east of the building can be retained or removed.

**PRINCIPLE 102:** Interpretation of the Hospital should ensure its long-standing historical role within the Prison is understood; and is essential to highlighting and transmitting the OUV of the place.

## STRUCTURES & SPACES ACTIONS

**ACTION 48:** Prepare an individual Conservation Management Strategy for the Hospital, to provide more focused and tailored guidance and policies, and greater detail about original and later building fabric.

**ACTION 49:** Continue to use and enhance the historical interpretation of the Hospital.

**ACTION 50:** Where feasible continue to allow public entry to the Hospital.

**ACTION 51:** The slab floor to the verandah should be removed, and a timber floor reinstated. Further research may assist in determining the original form and detailing of the floor, but where this is not available a sympathetic replacement should suffice.

**ACTION 52:** Rising damp and salt attack are evident in the building. These issues should be further investigated and rectified.



## LOCATION



## SIGNIFICANCE

The Main Cell Block is a key historical convict-built component of Fremantle Prison and is critical to the place's OUV. It is the central dominating feature of the site, and both its scale and expansive west setting in the Parade Ground emphasise its primacy and importance. Its position within the Prison, including the axial relationship with the Wray Gates and through this to the Gatehouse and outer gate, is demonstrative of the symmetrical planning of the complex which placed the Main Cell Block at its centre. The Main Cell Block also retains substantial physical evidence of its convict-era construction and use, and its subsequent history as a colonial and state prison, including its internal configuration and spaces. Architecturally and aesthetically the limestone building is remarkably intact to its original form and gains considerable strength and presence from its scale, materiality, repetitious detailing and simplicity of expression. The external scale is also reflected internally in the central atrium which, combined with the original interior fabric, retains its authentic if oppressive atmosphere.

The Main Cell Block is the most intact and authentic convict cell range in Australia with the Refractory Block the most intact and authentic convict-era punishment block. The Anglican Chapel is also one of the finest and most intact of the early prison chapels in Australia.

The Main Cell Block is in addition an iconic and widely recognised convict building, particularly in Western Australia, with its image being regularly reproduced in publications and on social media.

Those parts of the Main Cell Block that are of exceptional significance are as follows:

- whole of Main Cell Block (unless otherwise stated)
- Anglican Chapel
- original space and fabric of the north and south Association Wards
- Catholic Chapel as an early introduction to the northern Association Ward

Those parts of the Main Cell Block that are of considerable significance are as follows:

- evidence of later (post-1898) division of the building based on the prisoner classification system
- evidence of the (post-1898) widening of cells through removal of dividing walls

Those parts of the Main Cell Block that are of some significance are as follows:

- special handling unit
- Recreation Hall as a later introduction to the northern Association Ward
- library as a later introduction to the southern Association Ward
- cookhouse/kitchen at southern end of Main Cell Block, including the large brick chimney

Those parts of the Main Cell Block that are of little or no significance are as follows:

- non-original and recent fitouts to offices, library, kitchen and catering facilities, RC Chapel, Recreation Hall/cinema
- all other modern fabric

## PRINCIPLES

**PRINCIPLE 103:** Unlike other buildings at the Prison, many of which have been updated and adapted to ongoing and evolving prison use and/or later use, the Main Cell Block offers much more limited opportunity for change. This recognises its high degree of intactness and integrity, and its significance as the most intact large convict-era cell range in Australia.

**PRINCIPLE 104:** The Main Cell Block must be maintained as the most prominent and dominating feature of the Prison complex. Its historic character and aesthetic significance must be retained and conserved, including the exterior and interior of the building.

**PRINCIPLE 105:** Internal Prison views of the unencumbered west façade must be maintained.

**PRINCIPLE 106:** No new structures, however minor, should be introduced into the viewshed (axial relationship) between the Main Cell Block Chapel, Wray Gates and through this to the Gatehouse and outer gate.

**PRINCIPLE 107:** 'Free space' must be retained around the elevations and facades of the Main Cell Block to allow the original form, materials and detailing to remain highly visible and legible. Later extraneous, attached or adjoining structures should also be removed, including those which partly conceal the south elevation. An exception is the east façade which abuts the Exercise Yards.

**PRINCIPLE 108:** Avoid the introduction of landscaping or similar which would 'soften' the appearance of the Main Cell Block.

**PRINCIPLE 109:** Maintain the presentation of the internal space of the Main Cell Block, including that of the central atrium which reflects the external scale of the building, and provides evidence of the original planning and programme of the Main Cell Block.

**PRINCIPLE 110:** Evidence of the staged 1850s construction of the building, as reflected in the fabric, must be retained.

**PRINCIPLE 111:** Evidence of the four divisions of the Main Cell Block, in the present configuration of corridor or atrium (open from ground floor to roof structure) with stair and gallery access to the upper cells, must be retained.

**PRINCIPLE 112:** Retain evidence of the staged building program including the iron gallery railings which date from different periods of the 1850s and were manufactured locally or imported from England.

**PRINCIPLE 113:** Retain some evidence of later change and evolution in the building so that its development over time can be understood, but only where this retention does not physically or visually impact on, or otherwise detract from, the convict-era fabric.

**PRINCIPLE 114:** The reconstructed cells which simulate the original form of the convict and prison cells should be retained and conserved.

**PRINCIPLE 115:** Evidence of the Catholic Chapel as both former Association Ward and later Chapel should be retained.

**PRINCIPLE 116:** The open character of the hall/theatre and the original jarrah post and beams should be retained.

**PRINCIPLE 117:** The limestone walling of the original yard east of the kitchen and the extension to the south early in the twentieth century should be retained. The area contained within the walls may continue to be adapted as required.

**PRINCIPLE 118:** The Refractory Block offers very limited opportunity for change, given its high degree of intactness and integrity, and its significance. Its bleak character should also be retained.

**PRINCIPLE 119:** The later additions/awnings to the south, east and west sides of the Refractory Block may be retained if useful and removed if not. Prior to removal or demolition of these elements identify the works required to make good, and reinstate or reconstruct the original building form following demolition of the addition, and ensure the funds and resources are available to undertake these works.

**PRINCIPLE 120:** Interpretation of the Main Cell Block is essential to the ongoing management of the Prison, and to highlighting and transmitting the OUV of the place.

## STRUCTURES & SPACES ACTIONS

**ACTION 53:** Keep the suicide nets at first floor level in good condition and securely anchored.

**ACTION 54:** Display and interpret fabric and features which illustrate the historical confinement of the prisoners and the prisoner experience, including personal items and individual treatment of cells. These can include items that relate to more recent prison operations (up until 1991) but such items generally should not take precedence over, nor be to the detriment of, the display and interpretation of convict-era fabric and items.

**ACTION 55:** Finalise the draft individual Conservation Management Strategy for the Main Cell Block, as prepared by Fremantle Prison.

**ACTION 56:** Continue to investigate the interior fabric and decorative treatment of the Anglican Chapel. Consider restoration and reconstruction of the early decorative treatments where evidence exists.

**ACTION 57:** Consider returning the library to its original space by removing existing partitions, and retaining the open roof, jarrah flooring, and evidence of hammock frames and hammocks for interpretation purposes.

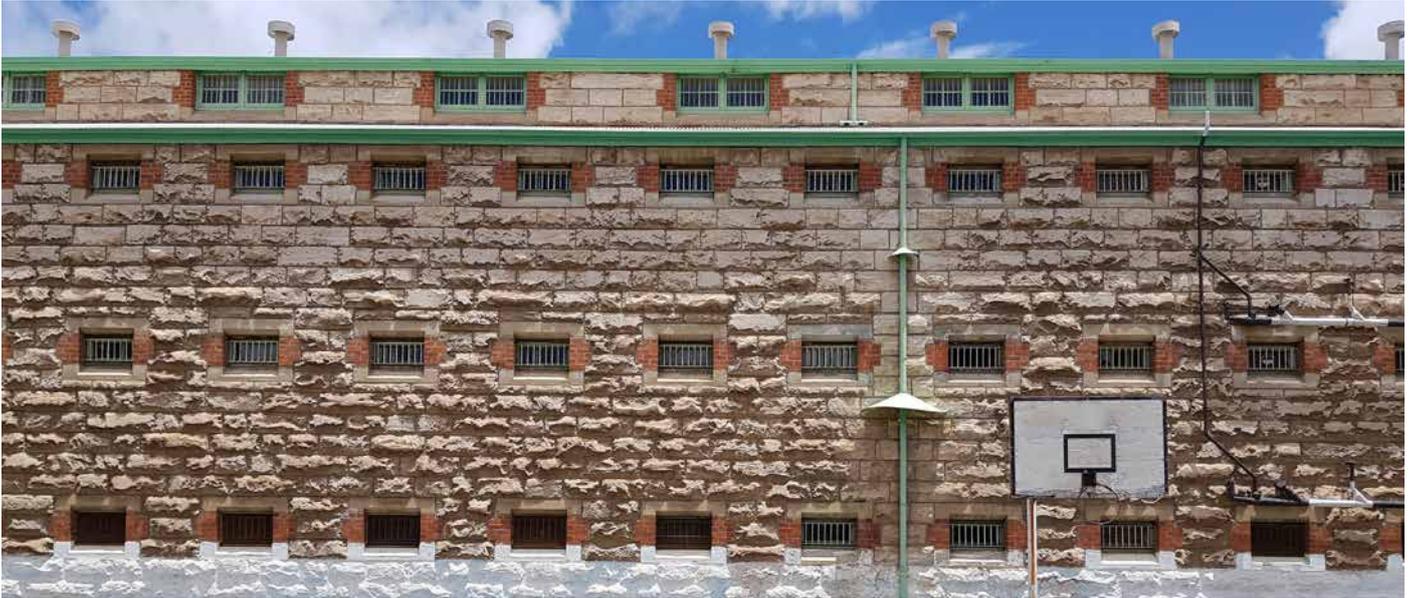
**ACTION 58:** Continue to allow supervised public access to the interior of the Main Cell Block and to maintain the high-quality interpretation program.

**ACTION 59:** Consider restoration of the Main Cell Block floors, including removal of concrete and patching of the flagstones.

**ACTION 60:** Interpretation of the original architectural aesthetic of the interior has commenced in 1 Division. However, at this stage it lacks some clarity and retains fragments of much later fabric. The treatment should be continued but with a more cohesive approach and a focus on the interpreting/highlighting the convict-era fabric.

**ACTION 61:** Regarding the Anglican Chapel, remove the bars and grilles and repair termite damage and plaster loss.

**ACTION 62:** Reinstate the original roof form of the Refractory Block if sufficient evidence, including documentary evidence, can be found.



## LOCATION



- whole of the New Division including yard and sterile zone
- archaeological remains of the radial exercise building

No parts of the New Division have been assessed as being of some significance.

Those parts of the New Division that are of little or no significance are as follows:

- shelter sheds in yard
- all other modern fabric

## SIGNIFICANCE

The New Division is a key historical development of the post-convict era Prison. It demonstrates the historical, albeit short-lived, use of the 'separate' system whereby early stage prisoners were accommodated in a different purpose-built complex, in isolation from other inmates. The radial exercise yard building, which was the quickly demolished, was also demonstrative of the (then) new approach. Architecturally and aesthetically, the L-shaped plan of the New Division building is a strong characteristic, given emphasis by the rough textured limestone walls, brick surrounds to window openings, and lantern roof over the central atrium. Similarities with the Main Cell Block, including the strong linear planning, form and detailing, continued the original cell block typology into the northern area of the Prison. While the New Division has limited presence from outside the Prison, it is a dominant building in the north-east of the site and remains a discrete complex within the Prison.

No parts of the New Division have been assessed as being of exceptional significance.

Those parts of the New Division that are of considerable significance are as follows:

## PRINCIPLES

**PRINCIPLE 121:** The New Division should be retained and conserved. It should support viable and compatible uses.

**PRINCIPLE 122:** The New Division has historically been concealed from outside the Prison, including from Knutsford Street where the north perimeter wall generally restricts views of the building. An exception is the view of the lantern-roof form at the north end of the building. While this is a limited view it is one of the very few views of prison buildings from the north outside the Prison and should be maintained, including avoiding plantings on the median strip outside the Prison which have the potential to impact on the view.

**PRINCIPLE 123:** The historic character and aesthetic significance of the New Division should be retained and conserved, including the presentation of the L-shaped plan (east and north building elevations) as seen from the enclosed yard. This view of the L-shaped building is of a highly externally intact building with a strong form and presence.

**PRINCIPLE 124:** The sterile zones on the west and south sides of the New Division afford close-up views of these elevations, which otherwise have a generally limited presence within the Prison. These should be retained.

**PRINCIPLE 125:** While the enclosed yard generally offers limited opportunity for new buildings and works, and not in the vicinity of the east and north building elevations which reveal the L-shaped plan, there is some potential for works in the north-east of the yard. The height of a new building in this location should be below that of the New Division building and of the north perimeter wall.

**PRINCIPLE 126:** Avoid the introduction of landscaping or similar, which would 'soften' the appearance of the walled yard and of the east and north building elevations to the yard. A new shade shelter to support use of the New Division could also be placed in the north-east of the yard, or on the site of the existing shelter sheds.

**PRINCIPLE 127:** Where works to the New Division are proposed, including ongoing adaptation, existing fabric which should be retained generally includes:

- original 1907 fabric including external masonry fabric, and window and door openings with their detailing
- the lantern roof form
- the overall internal plan and layout, including the general arrangement of cells accessed by galleries to the upper levels of the wings, and the central atrium with central stairs, rising through the volume to the lantern roof over

**PRINCIPLE 128:** As the existing elements of the New Division's enclosed yard (large and small shelter sheds with fixed furnishings and urinals and ablution troughs) are similar to those of the convict-era Exercise Yards to the Main Cell Block, there is less of an imperative to retain them.

**PRINCIPLE 129:** Any developments or works in New Division yard should be preceded by an archaeological investigation and recording of any remains of the radial exercise yard structure.

**PRINCIPLE 130:** Interpretation of the New Division should convey the story of the 'separateness' of the New Division from the rest of the Prison, and its subsequent uses in World War II.

## STRUCTURES & SPACES ACTIONS

**ACTION 63:** A sample of cells, including any surviving Prison-related fittings and fixtures, and prisoner decoration, should preferably be maintained. For cells and spaces which are further adapted and where internal elements are removed, ensure any remaining significant elements are recorded in situ, catalogued and stored pending possible future reinstatement or exhibition.

**ACTION 64:** Consider non-invasive archaeological investigation and recording of any remains of the radial exercise yard structure, e.g. Ground Penetrating Radar.

**ACTION 65:** Consider the preparation of an individual Conservation Management Strategy for the New Division, to provide more focused and tailored guidance and policies, and greater detail about original and later building fabric

**ACTION 66:** Continue to use and enhance the historical interpretation of the New Division.

**ACTION 67:** Where feasible continue to allow public entry to the New Division.

**ACTION 68:** The stonework of the building is currently in generally good condition. Nevertheless, implement a program of ongoing monitoring to identify and address any issues that may arise.



## LOCATION



## SIGNIFICANCE

The Parade Ground (or forecourt to the Main Cell Block) is a key historical component of the convict-era planning and development of Fremantle Prison. It has survived as a largely undeveloped and unembellished space – save for defined garden and lawn areas or beds – since the 1850s. It has also acted as the significant setting to the Main Cell Block allowing for uninterrupted views of the imposing west façade and Chapel wing. Other views of note from and within the Parade Ground include the view of South Knoll, north-south views along the length of the space, views out over the tops of the perimeter walls and Prison buildings, and the axial east-west view between the central entrance to the Chapel wing of the Main Cell Block and Wray Gates (which extends beyond the Parade Ground). Aesthetically, the overall character of the Parade Ground is one of austerity and simplicity, with the dramatic and over-scaled space first encountered after entering through the Wray Gates. Of the various paths and roadways, the largest and most prominent, and the one which is evident from the 1850s, runs from north to south, and turns east at the south end of the Main Cell Block. This has historically provided access to the East Workshops which, although important operationally, were otherwise largely isolated from the remainder of the Prison in its early decades.

Those parts of the Parade Ground that are of exceptional significance are:

- convict-era Parade Ground (forecourt to Main Cell Block)
- convict-era north-south roadway, which turns east at the south end of the Main Cell Block and provides access to the East Workshop

No parts of the Parade Ground have been assessed as being of considerable significance.

Those parts of the Parade Ground that are of some significance are as follows:

- Old Canteen
- general form and alignment of the defined lawn areas and garden beds

Those parts of the Parade Ground that are of little or no significance are as follows:

- office addition to Old Canteen
- sentry box to Old Canteen
- current surface and edging materials including bitumen, brick and concrete
- all other modern fabric

## PRINCIPLES

**PRINCIPLE 131:** The Parade Ground should be retained and conserved as the primary open space of the Prison, a key component of the original planning and layout, and the formal forecourt and setting to the Main Cell Block.

**PRINCIPLE 132:** The experience and drama of entering the large over-scaled space from the more confined Entry Complex should be maintained.

**PRINCIPLE 133:** The introduction of new buildings or structures into the Parade Ground should be avoided, other than very minor or temporary elements. Where minor or temporary structures are required, they should be freestanding and located to the edges of the Parade Ground, so as not to diminish the expanse of open space. Preferred locations are at the north or south ends of the space.

**PRINCIPLE 134:** Ensure glimpses of the expansive Parade Ground remain available from the Entry Complex and more specifically the entry court.

**PRINCIPLE 135:** No new buildings or structures, however minor, should be placed directly in front of the west façade of the Main Cell Block.

**PRINCIPLE 136:** The Wray Gates should be retained as the primary entry point to the Parade Ground; avoid introducing obstructing elements to the east (Parade Ground) side of the gate.

**PRINCIPLE 137:** The significant views within and out of the Parade Ground should be retained.

**PRINCIPLE 138:** Evidence of the paths and roads should be retained, including the historical north-south access way which turns east at the south end of the Main Cell Block and provides access to the East Workshops.

**PRINCIPLE 139:** Evidence of the defined garden beds and lawn areas should be retained.

**PRINCIPLE 140:** The Old Canteen/toilet block at the north end of the Parade Ground can be retained or demolished. A replacement building could also be considered here, where:

- This would support the ongoing viable and compatible use of the Prison, including a visitor use or attraction
- The replacement building generally does not exceed the footprint and building envelope of the demolished building, and is sympathetic and in keeping with the austere character of the Parade Ground

**PRINCIPLE 141:** In retaining evidence of the paths and roads, and of the defined garden beds and lawn areas, consider the following:

- As the formal alignment of the roads and paths has moved over time, evidence of their general alignment should be retained, rather than their specific edge treatments and dimensions.
- The raised and defining brick and concrete edges of the garden and lawn beds need not all be retained. Some select examples can be retained, but otherwise these specific edge treatments can be removed and replaced with a smoother landscape treatment.

**PRINCIPLE 142:** Interpretation of the Parade Ground is essential to conveying the history of its planning, role and use within the Prison, including its relationship to the Main Cell Block; and to highlighting and transmitting the OUV of the Prison.

## STRUCTURES & SPACES ACTIONS

**ACTION 69:** Finalise the draft individual Conservation Management Strategy for the Parade Ground, as prepared by Fremantle Prison.

**ACTION 70:** Continue to use and enhance the historical interpretation of the Parade Ground. This may include archaeological investigation.



## LOCATION



## SIGNIFICANCE

The perimeter limestone walls are a major historical convict-built component of Fremantle Prison, and give emphasis to the defining institutional aesthetic of the site. The walls mark and define the place as a prison; are a landmark in the local context; and distinguish the Prison from the urban surrounds of Fremantle. They also continue to form a barrier to the place and to emphasise the historical security requirements of, and restricted access to, the Prison. More generally, the comparative lack of external openings (windows and doors) is a direct reflection of the function of the place and the need to maintain security and control access and egress.

The walls were built with minimal excavation and therefore they also help to define the original topography of the Prison site, at least to the south, east and north. The gentle rise and fall of the walls, as they follow the topography, assists in 'reading' this aspect of the Prison's establishment.

Those parts of the perimeter walls of exceptional significance are as follows:

- convict-era limestone perimeter walls to all of Prison boundary, including early buttresses and later additional courses

No parts of the perimeter walls are of considerable significance.

Those parts of the perimeter walls of some significance are as follows:

- coping, razor wire and broken glass as added to the tops of the walls

Those parts of the perimeter walls of little or no significance are as follows:

- later repairs of cement-based fabric including render
- modern lighting, services and the like
- all other modern fabric

## PRINCIPLES

**PRINCIPLE 142:** Retain and conserve the stone perimeter walls. The retention of the walls is essential to the conservation of the place's OUV both in physical terms and as physical evidence of the function and construction of the place.

**PRINCIPLE 143:** As a general comment, the walls should be maintained and repaired using traditional materials and techniques.

**PRINCIPLE 144:** The prominence and visibility of the external perimeter walls should be maintained in the local context, and internal perimeter walls within the Prison.

**PRINCIPLE 145:** Generally, the current character of the walls should be retained including evidence of repairs, other than where the repairs are causing damage to the significant wall fabric (such as the cement-based repairs). The walls should be retained to their full existing height, including the buttresses and extra courses added in later periods. In works to the walls, including maintenance and repairs, the following should be retained where practicable and feasible:

- later stonework and additional stone courses
- historic signage, murals and graffiti
- evidence of original or early lighting, with its function interpreted
- razor wire, although a restricted sample area should suffice for retention
- broken glass embedded in some wall copings

**PRINCIPLE 146:** Should any section become unsafe, the priority is to stabilise and retain the section of wall, over dismantling and reconstructing. An integrated new strengthening system which is sensitive to the appearance of the wall, is preferred and should be explored. If this is not feasible, then the wall should be reconstructed in similar materials to the same height and dimensions as before. This also applies to later coursework.

**PRINCIPLE 147:** Evidence of the use of the walls as sites for signage and as canvases for murals and graffiti should be retained.

**PRINCIPLE 148:** As a general principle, it is preferred that only existing openings, or blocked former openings, should be considered for access through the walls. Similarly, no new windows should be pierced through the perimeter walls, however existing windows may be retained and former windows may be reopened.

**PRINCIPLE 149:** No new buildings or structures, other than very minor or temporary elements, should be built against the external or internal faces of the walls (see also 'Structures and Spaces – Sterile Zones'), to assist in retaining their current visibility.

**PRINCIPLE 150:** Lighting, to illuminate the walls at night, is encouraged and is reflective of the historical need to maintain surveillance. In contemporary terms it also serves an aesthetic/interpretation purpose, through highlighting the form, materiality and texture of the walls.

**PRINCIPLE 151:** New plantings should not be introduced which impact on the setting or obstruct views to the perimeter walls and which impede an appreciation of them.

**PRINCIPLE 152:** To help maintain the structural integrity of the walls, no plantings (other than grass) should come within 7 m of the walls.

**PRINCIPLE 153:** Interpretation of the perimeter walls can 'tell the story' of their construction, materiality, historical repairs and works, and contemporary conservation measures. The walls communicate the place's OUV. They should be regarded, in part, as a vehicle for heritage interpretation.

## STRUCTURES & SPACES ACTIONS

**ACTION 71:** Preferably remove later elements and accretions which currently conceal or impact on external and internal views of the walls, even where these impacts are minor.

**ACTION 72:** Preserve the water shedding capability of the coping and keep footings drained.

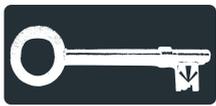
**ACTION 73:** Where feasible under state and local town planning provisions, review local development projects sited within the urban context of the Prison, including the World Heritage Listing Buffer Zone, to be cognisant of any proposals which have the potential to diminish the prominence and visibility of the walls, and make submissions accordingly.

**ACTION 74:** Discourage, and in preference progressively remove, car parking from abutting or immediately adjoining the walls.

**ACTION 75:** Consult with relevant government agencies to remove introduced or self-seeded plantings which obstruct appreciation of the walls and/or are to the physical detriment of the walls.

**ACTION 76:** Where feasible and not currently in place, introduce new lighting systems to the exterior and interior faces of the walls. The systems should be discrete and preferably set off from the wall, or at ground level to uplight the walls; and should not involve penetrations to the significant fabric.

**ACTION 77:** Continue to allow supervised and guided (but selective) public access by small groups of visitors to the walls (see also 'Structures and Spaces – Watch Towers and Walkways').



FREMANTLE PRISON  
The Convict Establishment

## REFRACTORY BLOCK



### LOCATION



### SIGNIFICANCE

The Refractory Block was constructed in 1855 using convict labour and it remains a key historical component of Fremantle Prison. The single-storey limestone building retains substantial physical evidence of its convict-era construction and use. It is the most intact and authentic convict-era punishment block (for solitary confinement) in Australia and is distinguished from the Main Cell Block by its physical form and historical functions.

The Refractory Block's internal space retains its authentic, oppressive atmosphere, which is expressed in the original punishment cells, six of which were 'dark cells' with no light. The Refractory Block retains its associated exercise yard, the first of the yards to be completed at the Prison, emphasising the need to separate the most troublesome prisoners from the other inmates even in the very early period of prison administration.

The inclusion of the double chambers to the cells, with an inner and outer door arrangement, further emphasises the punitive nature of the Refractory Block, including the prevention of human contact and communication. The Refractory Block is also associated with the central dominating feature of the site, that being the Main Cell Block. It maintains an axial relationship with the central entrance to the Main Cell Block and through this to the Parade Ground, the Wray Gates, the Gatehouse

and the Fairbairn Street Ramp. This relationship is demonstrative of the symmetrical planning of the entire complex.

The Refractory Block makes an exceptional contribution to Fremantle Prison's OUV.

The 1960 southern extension, including the adaptation of the two southern-most dark cells, plus the addition of five cells and an office, is associated with the monitoring of prisoners with mental health issues and is of some significance.

### PRINCIPLES

**PRINCIPLE 154:** Respect the intactness and integrity of the Refractory Block. It has a low tolerance for change.

**PRINCIPLE 155:** Retain and conserve the Refractory Block, observing its physical separation from the Main Cell Block and respecting its role in the axial arrangement of the Fremantle Prison complex (reflected in the relationship between the Refractory Block, the Main Cell Block, the Parade Ground, the Wray Gates, the Gatehouse and the Fairbairn Street Ramp).

**PRINCIPLE 156:** Retain and conserve the historic character and aesthetic significance of the Refractory Block, including both the exterior and interior of the building.

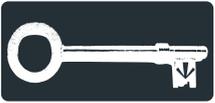
**PRINCIPLE 157:** No new or additional structures, however minor, should be built up to the external walls of the Refractory Block.

**PRINCIPLE 158:** Avoid the introduction of landscaping or built form which would 'soften' the appearance of the Refractory Block.

**PRINCIPLE 159:** The later awnings to the south, east and west sides of the Refractory Block are post-1947, as evidenced by aerial images. They do not contribute to the heritage values of the Refractory Block.

**PRINCIPLE 160:** The 1960 southern extension is associated with the monitoring of prisoners with mental health issues. Although the southern extension detracts from the historic character and aesthetic significance of the Refractory Block, it is of some historic significance.

**PRINCIPLE 161:** Maintain the internal planning and fabric of the block, and its bleak character, including the double-chambers to the cells, the 'dark cells', and the symmetrical arrangement of cells to either side of the central corridor. These provide important evidence of the original and highly punitive nature of the structure.



**PRINCIPLE 162:** Interpretation of the Refractory Block is essential to the ongoing conservation of the Prison's heritage values. It presents opportunities for communicating the convict story to the community.

## STRUCTURES & SPACES ACTIONS

**ACTION 78:** The later additions/awnings to the south, east and west sides of the Refractory Block may be retained if operationally useful but consideration should be given to their removal. If a decision is made to remove them, first identify the works that would be required to make good the convict-era fabric and form following the demolition works and ensure that the resources are available to undertake those works.

**ACTION 79:** Some consideration should be given to the removal of the 1960 southern extension. However, before such action is undertaken, a detailed assessment of its post 1960 historic significance should be undertaken and careful deliberation be made regarding the impact of its removal balanced against its current negative impact on the Refractory Block's OUV.

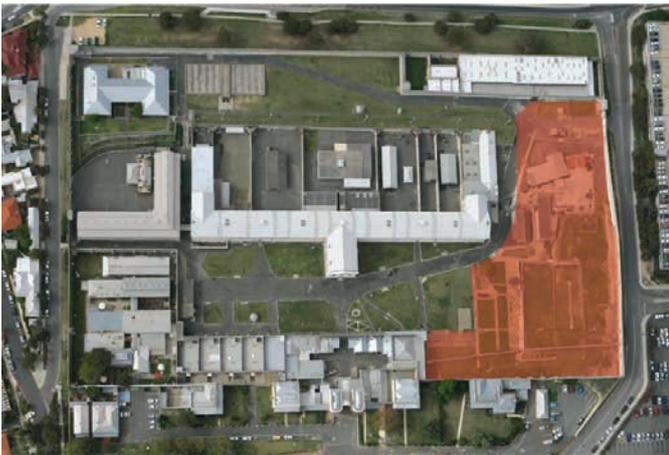
**ACTION 80:** Consider the reinstatement of the original roof form of the Refractory Block if sufficient evidence of it can be found through analysis of the structure's fabric and through historical research.

**ACTION 81:** Display and interpret fabric and features that illustrate the highly punitive confinement of the prisoners and the separate prisoner experience of the Refractory Block.

**ACTION 82:** Continue to allow supervised public access to the interior of the Refractory Block and to maintain the high-quality interpretation program.



## LOCATION



## SIGNIFICANCE

The South Knoll is a key historical component of the convict-era planning and development of Fremantle Prison. It is a remnant of the natural landform of Church Hill which was excavated as part of the construction of the Prison and later progressively terraced for use within the Prison, including for vegetable growing. The south Prison perimeter wall climbs and descends the hill, emphasising the latter's original form and profile. The Knoll is also significant as the site (on the uppermost terrace) of the brick-vaulted underground Reservoir, constructed in 1876. The broader southern area of the Prison, including the site of the Prison Industries buildings, is additionally differentiated in the context of the Prison. It is a large area of utility which has historically been used as a place where (generally modest) buildings and development have been introduced and removed over time to serve various Prison requirements and operations.

Those parts of the South Knoll and surrounds that are of exceptional significance are:

- South Knoll overall, as a remnant landform which was modified during the convict-era construction of the Prison
- brick-vaulted underground Reservoir on the uppermost terrace

- archaeological remains of early 1850s temporary barracks, associated with Prison construction

Those parts of the South Knoll and surrounds that are of considerable significance are:

- the terraces and brick retaining walls, as completed by 1896
- archaeological remains of former vegetable gardens, as introduced from the 1910s

No parts of the South Knoll and surrounds have been assessed as being of some significance.

Those parts of the South Knoll and surrounds that are of little or no significance are as follows:

- current surface materials including grass, bitumen and concrete
- Prison Industries complex of post-World War II buildings including shower block, toilets, concrete products and helmet industries Workshops/sheds, and loading bay
- archaeological remains of buildings added in post-World War II period
- tennis court and cricket pitch sites
- all other modern fabric

## PRINCIPLES

**PRINCIPLE 163:** The South Knoll should be retained and conserved as a key historical component of the convict-era planning and development of Fremantle Prison.

**PRINCIPLE 164:** The dominance of the modified landform at the south end of the Prison, and internal Prison views to the South Knoll and its terraces, should be maintained.

**PRINCIPLE 165:** The evolved utilitarian character and presentation of the South Knoll should be maintained.

**PRINCIPLE 166:** The terraced remains of Church Hill should generally remain in their existing topographical form. In any future treatment of, or works to, the Knoll the concept of terracing and, as far as possible, the actual terraces should be retained.

**PRINCIPLE 167:** No new buildings should be introduced to the terraces or upper level of the Knoll.

**PRINCIPLE 168:** The broader southern area including the site of Prison Industries, is a large area of utility which can continue to be used in this way, subject to such use not impacting on the South Knoll or the southern setting to the Main Cell Block.

**PRINCIPLE 169:** The current surfaces of the Knoll can be retained; but if replaced, the new surface treatments should draw on the palette of existing materials.

**PRINCIPLE 170:** The defined areas of the terraces, variously former garden beds, tennis court, cricket pitch and the like, have changed and evolved over time, and on that basis it is not necessary to retain the current specific delineations.

**PRINCIPLE 171:** As a place formerly used for growing vegetables, new plantings could be considered for the terraces, but they should be low scale and concentrated as per typical vegetable growing. Planting specimen trees or scattered shrubs would not be consistent with the historical character of the South Knoll terraces.

**PRINCIPLE 172:** Avoid the introduction of outdoor furniture items and the proliferation of new hard landscape elements.

**PRINCIPLE 173:** New lighting systems should be discretely located and of a consistent contemporary design. Such should also be set off from the perimeter walls and should not involve penetrations to the significant fabric.

**PRINCIPLE 174:** Any works in the area of the South Knoll should be preceded by an archaeological investigation and recording of any remains of the vegetable gardens.

**PRINCIPLE 175:** Any works in the area associated with the site of the early 1850s temporary barracks should be preceded by an archaeological investigation and recording of any remains.

**PRINCIPLE 176:** New services, where required, should preferably be located underground.

**PRINCIPLE 177:** The high wire fencing which defines the strip of land south of the Entry Complex and adjoining the west perimeter wall can be removed.

**PRINCIPLE 178:** New development could be considered for:

- The land area on the west side of the South Knoll, south of the Entry Complex and east of the perimeter wall. This was the site of temporary barracks during the construction of Fremantle Prison and the site of the long rectilinear north-south building shown in the 1965 and 1979 aerial images. A new building in this area should be contained in an envelope that does not exceed the eastern alignment of the West Workshops (north of the Entry Complex), does not exceed the height of the Prison west perimeter wall (so that it is not visible from the Terrace), and is set off from the inside face of the west perimeter wall to conserve an area of the sterile zone.
- The area south of the Main Cell Block where the shower block and Prison Industries are located, although no new structure should be constructed adjoining the south wall of the Main Cell Block or within an area which extends approximately 15 m from the south side of the Main Cell Block. This is approximate to the north face of the existing Prison Industries building in this location.

**PRINCIPLE 179:** New development should not be considered for the area extending from the above development space across to the alignment of the west façade of the Main Cell Block (not Chapel) and heading south. This will help retain the current open space character, and views of the South Knoll from the Parade Ground.

**PRINCIPLE 180:** Replacement of the buildings of little or no heritage significance in this area can be considered in the following circumstances:

- the planned replacement building would support the ongoing viable and compatible use of the Prison
- the planned replacement building is sympathetic and in keeping with the historic buildings of the Prison

**PRINCIPLE 181:** Generally, any new buildings considered for the southern part of the Prison should be low scale and freestanding, following the pattern of previous development.

**PRINCIPLE 182:** Interpretation of the South Knoll is essential to conveying the history of its role in the Prison construction and development, and to highlighting and transmitting the OUV of the Prison.

## STRUCTURES & SPACES ACTIONS

**ACTION 83:** Finalise the draft individual Conservation Management Strategy for the South Knoll and Prison Industries, as prepared by Fremantle Prison.

**ACTION 84:** Continue to use and enhance the historical interpretation of the South Knoll.

**ACTION 85:** Encourage visitors to experience the dramatic landscape qualities of the South Knoll.

**ACTION 86:** Investigate interpretive opportunities for the southern Reservoir.



## LOCATION



## SIGNIFICANCE

The sterile zones and related spaces are key historical components of Fremantle Prison planning and operations. As with the Watch Towers and Walkways, these spaces directly reflect the need for observation, surveillance and security at Fremantle Prison. While they vary in size and location, with some being narrow walled spaces between buildings and others adjacent to the perimeter wall, their open spatial character and unobstructed views are demonstrative of their original function and purpose.

Those sterile zones associated with the convict-era Prison and perimeter walls are of exceptional significance.

Those sterile zones associated with the colonial-era Prison developments are of considerable significance.

## PRINCIPLES

**PRINCIPLE 183:** The existing internal and external sterile zones of the Prison should be retained. Evidence of the different sterile zone arrangements at the Prison, such as that associated with the Female Division, should be maintained.

**PRINCIPLE 184:** Generally, the sterile zones should be maintained as free and/or open spaces, retaining end-to-end views of the zones from the ground and from the relevant Watch Tower. Retaining these free uncluttered spaces will also assist in the presentation of the perimeter walls.

**PRINCIPLE 185:** Where new shelter is required for weather protection, including for visitors, it should be located away from the perimeter walls and should not intrude into the extent of the historical sterile zones (generally 6 to 9 m).

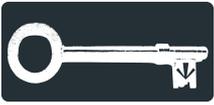
**PRINCIPLE 186:** The sterile zones should not be cluttered by (for example) storage. Generally, they should be kept free of concealing structures. Do not build over or cover the sterile zones, other than where such work is temporary, is required for operational purposes and causes no or limited physical impact on significant fabric.

**PRINCIPLE 187:** Interpretation of the sterile zones should 'tell the story' of the important role of these otherwise empty spaces, their relevance to prison operations and surveillance. It is also essential to highlighting and transmitting the OUV of the place.

## STRUCTURES & SPACES ACTIONS

**ACTION 87:** Remove later elements and accretions which currently conceal or impact on external and internal views of sterile zones.

**ACTION 88:** Continue to use and enhance historical interpretation of the sterile zones.



FREMANTLE PRISON  
The Convict Establishment



## LOCATION



## SIGNIFICANCE

The 1850s mansion residence, known as The Knowle, is a key historical convict-built component of the Fremantle Convict Establishment. It was designed and occupied by the Comptroller-General, Edmund Henderson, as his residence; and sited some distance to the south-west of the Prison. Its later history as a convict invalid depot is also of note. Architecturally, although largely surrounded by modern hospital development and impacted by later accretions to the exterior, The Knowle is still readable as an historic mansion house in terms of its scale and presence. Aesthetically, The Knowle also demonstrates the favoured building material of the Prison in its use of limestone for construction and this, in turn, helps to maintain an aesthetic (if not a visual) connection with the Prison.

The Knowle is of Exceptional significance (for Fremantle Prison associations and convict-era construction).

## PRINCIPLES

**PRINCIPLE 188:** The Knowle should be retained and conserved while encouraging sympathetic, ongoing hospital adaptation and use.

**PRINCIPLE 189:** If The Knowle is disposed of by government, and no longer required for hospital use, it should be subject to the Government Property Disposal Process.

**PRINCIPLE 190:** Where feasible given its hospital use, and where evidence is available to support such works, future management and conservation of the building should seek to reinstate or reconstruct missing elements and details.

**PRINCIPLE 191:** Any works to, or repairs of, the limestone fabric should be consistent with the conservation policies and guidance provided in this HMP.

**PRINCIPLE 192:** Links with Fremantle Prison, whether visual or otherwise, should be reinforced. This can be done in parallel with interpretation of the cottages, which is essential to conveying their history and historical association with the Prison.

**PRINCIPLE 193:** Preferably remove later accretions and additions to the building.

## STRUCTURES & SPACES ACTIONS

**ACTION 89:** Introduce interpretation which can be clearly seen and read when viewing The Knowle. The interpretation should also alert readers to the presence of the Prison and encourage further investigation of the Prison's history and connection with The Knowle.



## LOCATION



## SIGNIFICANCE

The Terrace as a land form, and its collection of buildings, are key historical convict-built components of Fremantle Prison. It is the dominant façade and main face of the Prison, as it presents on its elevated site to Fremantle. It is the most visible part of the Prison on approach from the west via the Fairbairn Street Ramp and it houses the Gatehouse and historic entry to the Prison on axis with the Ramp. Aesthetically, the Terrace gains strength from its long linear footprint, emphasised by the stone and iron fence (a reproduction of the original) which unifies the frontage; and the steep bank to the northern half which falls dramatically to the west. The individual terrace buildings with their defined lots and gardens, originally residences of the senior Prison staff providing typically direct access to the Prison, have a domestic character which contrasts with the Prison to their rear. This contrast is emphasised by the immediacy of the high perimeter wall of the Prison, with its razor wire, which remains a dominant and visible presence on the Terrace, seen between the buildings.

Historically, as can be seen from early images and renderings, development of the Terrace was largely symmetrical, with the buildings set out for the length of the Terrace in a generally balanced arrangement to either side of the Gatehouse. This symmetry is still evident in the presentation of 10–12 The Terrace and 14–16 The Terrace, which flank

the Gatehouse to the north and south respectively, but have elsewhere tended to break down with later development and extensions to the buildings. Kerr (1998) identified 10 The Terrace and 16 The Terrace as having 'mirror reverse plans' which reflected 'an army and institutional preoccupation with precinctual symmetry'.

Those parts of the Terrace of exceptional significance are as follows:

- the Terrace overall, including the original convict-era planning and layout of roadway and buildings
- convict-era buildings of the Terrace including those building at 8 The Terrace, 10 The Terrace, 12 The Terrace, 14 The Terrace, 16 The Terrace and 18 The Terrace
- convict-era stone wall bordering the north end of the Terrace, and the stone steps which lead up from Holdsworth Street

Those parts of the Terrace of considerable significance are as follows:

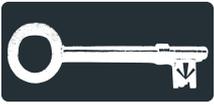
- gardens and settings to the Terrace buildings (not the individual plantings)
- 2 The Terrace, 4 The Terrace and 6 The Terrace
- stables and later addition to 18 The Terrace

Those parts of the Terrace of some significance are as follows:

- stone and iron fence which fronts the buildings for much of the length of the Terrace (reconstruction)

Those parts of the Terrace of little or no significance are as follows:

- modern fit-outs and fittings to the buildings
- all other modern fabric



## PRINCIPLES

**PRINCIPLE 194:** Maintain the prominence and visibility of the Terrace as seen on approach from the west, including the uninterrupted views from the Fairbairn Street Ramp.

**PRINCIPLE 195:** Maintain the visibility of the Terrace from Parry Street across the current car park. This does not preclude future works and potential development of the car park, but such should be designed, located and of a scale which would maintain these views.

**PRINCIPLE 196:** Manage the potential archaeological resource within the Terrace area as a critical element of its heritage values (especially the carpark area adjoining Parry Street which was originally a landscape/garden associated with the Prison from an early date).

**PRINCIPLE 197:** Retain the symmetrical presentation and 'mirror reverse' arrangement of 10–12 The Terrace and 14–16 The Terrace, which flank the Gatehouse.

**PRINCIPLE 198:** Retain and enhance the setting to the individual buildings, including maintaining the appearance of the separate lots and the stone and iron fence to the front of the properties.

**PRINCIPLE 199:** Maintain visibility of the west perimeter wall of the Prison to the rear of the Terrace buildings and gardens, to reinforce an understanding of the historical relationship between the former senior officer's residences and the Prison.

**PRINCIPLE 200:** Ensure no new or additional structures, or plantings, compromise the existing views from the Terrace of the west perimeter wall of the Prison as seen between the buildings.

**PRINCIPLE 201:** No new car parking spaces, parking facilities or extensive hard surfaces should be introduced to the Terrace or to the individual building lots.

**PRINCIPLE 202:** Desirably, remove or at least restrict car parking from the roadway of the Terrace at the north end.

**PRINCIPLE 203:** Retain and conserve the Terrace buildings and support viable and compatible uses.

**PRINCIPLE 204:** Prior to removal or demolition of later intrusive additions to buildings, the following steps should be taken:

- Undertake an assessment of the significance of the addition and of the impact of the demolition on that significance and of the subject building.
- Identify the works required to make good and reinstate or reconstruct the original building form following demolition of the addition, ensuring that the funds and resources are available to undertake these works
- Consider ongoing operational needs in terms of the use of the addition, and whether these can still be met in the absence of the addition.

**PRINCIPLE 205:** A replacement addition should:

- generally not exceed the footprint and building envelope of the existing addition
- be sympathetic and in keeping with the historic building

**PRINCIPLE 206:** Where works to individual buildings are proposed, the existing fabric that should be retained includes the following:

- external original or early fabric, such as roof forms, masonry walls, chimneys, string courses, window and door openings, and

evidence of early elements, such as rebates for shutters and verandahs

- internal original or early fabric, such as joinery, stairs and balustrading, fireplace surrounds and mantels, architraves, timber doors, multi-paned and other windows, plaster work, including surviving lath and plaster ceilings and partitions, cornices and any other original or early decorative details, and elements including locks, fasteners and bell pulls

**PRINCIPLE 207:** Interpretation of the Terrace and its buildings is essential to 'telling the story' of the significant history, use and function of this distinctive Prison-related development; and to highlighting and transmitting the OUV (as per the World Heritage listing).

## STRUCTURES & SPACES ACTIONS

**ACTION 90:** Selectively remove or prune trees that restrict views of the Terrace buildings and west perimeter wall of the Prison, while conserving significant trees.

**ACTION 91:** While pragmatically it is recognised that the more extensive car parking to the west side of the southern part of the Terrace is required to support the commercial operations of Fremantle Prison, further landscaping of this area is recommended to help soften the appearance of the car park. Parking in this area should not be extended and should not intrude further into the setting of the Terrace, meaning the current east building line of the car park should not extend further east.

**ACTION 92:** Hard surface car parking currently intrudes into the north end of the Terrace, between 4–6 The Terrace and 8 The Terrace, and at the south end of the Terrace where it impacts on the relationship between the dwelling at 18 The Terrace and its associated stables building. In preference, car parking should be removed from these areas and pulled back from the settings of the historic buildings, including the stables. Soft landscaping could also be introduced to replace the hard surface areas.

**ACTION 93:** Emphasise the early character and form of the buildings both externally and internally.

**ACTION 94:** Consider removal of later intrusive additions to the Terrace buildings, to help reinstate the original building form and historically symmetrical arrangement and presentation of development to the Terrace.

**ACTION 95:** Later additions to buildings could be replaced by modern additions, where this supports viable and compatible uses.

**ACTION 96:** Remove verandah/balustrade infills, and non-original verandah floors or slabs.

**ACTION 97:** Give consideration to preparing individual Conservation Management Strategies or Conservation Management Plans for the buildings of the Terrace, to provide more focused and tailored guidance and policies, and greater detail about original and later building fabric.

**ACTION 98:** Consider opportunities to allow greater visitor access to the terrace buildings.

**ACTION 99:** The section of stone wall which borders the north end of the Terrace (Holdsworth Street) should be conserved as a priority, as an example of the most unaltered section of convict fabric. The patching of cement to the associated stone step treads should be reversed, and the steps restored to original condition.

**ACTION 100:** Address the condition of the verandahs to the buildings, and the impact of the introduced concrete slabs.



**Figure 24.** The Terrace, viewed from the south-west.



**Figure 25.** The Terrace roadway, looking north.



**Figure 26.** The Terrace, central point.



**Figure 27.** The Terrace, north end, with number 2 at left, numbers 4 and 6 at right.



**Figure 28.** The Terrace, north of the Gatehouse, with number 8 at left and numbers 10 and 12 at right.



**Figure 29.** The Terrace, immediately north of the Gatehouse, with numbers 10 and 12 at left.



**Figure 30.** The Terrace, south of the Gatehouse, with numbers 14 and 16.



**Figure 31.** The Terrace, south end, with numbers 16 at left, number 18 at centre, and the stables to number 18 at right.



**Figure 32.** Current image of stone wall with coping to Holdsworth Street and associated stone steps.

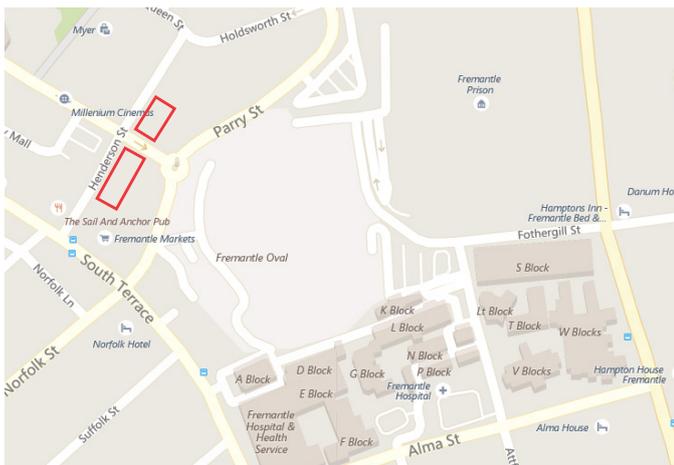


FREMANTLE PRISON  
The Convict Establishment

## WARDERS' COTTAGES



### LOCATION



### SIGNIFICANCE

The 1850s Warder's Cottages are a key historical convict-built component of the Fremantle Convict Establishment. They supported the function and operation of the Prison for most of its history, retaining their purpose-built use as warders' accommodation until 1989. They also formed the 'city frontage' of the convict grant through their location on the western edge of the grant area, and at the bottom of the Fairbairn Street Ramp. Architecturally and aesthetically, the Terrace row is substantially externally intact. In its use of limestone for construction it demonstrates the favoured building material of the Prison. This helps to maintain an aesthetic if not a visual connection with the Prison.

Those parts of the Warders' Cottages that are of Exceptional significance are:

- 19–29 Henderson Street
- 31–41 Henderson Street
- 7–17 Henderson Street

### PRINCIPLES

Note: As private property, not controlled by Fremantle Prison, the following policies and actions are provided as guidance to the owners of the cottages, who are also encouraged to give consideration to this HMP in current and future management of the cottages.

**PRINCIPLE 208:** The Warders' Cottages should be retained and conserved while sympathetic adaptation and uses is encouraged.

**PRINCIPLE 209:** Any works to, or repairs of, the limestone fabric should be consistent with the conservation policies and guidance provided in this HMP.

**PRINCIPLE 210:** A sympathetic setting to the buildings should be maintained, while views are maintained of the front of the dwellings.

**PRINCIPLE 211:** Links with Fremantle Prison, whether visual or otherwise, should be reinforced. This can be done through heritage interpretation measures which are essential to conveying the cottages' history and historical association with the Prison.

**PRINCIPLE 212:** No new structures or hard and soft landscape elements should be introduced to the setting in front of the cottages.

### STRUCTURES & SPACES ACTIONS

**ACTION 101:** Any interpretation introduced should be clearly seen and read when viewing the cottages. The interpretation should also alert readers to the presence of the Prison and encourage further investigation of the Prison history and connection with the cottages.



## LOCATION



## SIGNIFICANCE

Although the current Watch Towers and Walkways are later elements they are part of a historical continuum of having elevated viewing posts and guard positions at the Prison. Being visibly sited above the walls, the Towers are prominent and seen from some distances, and accordingly are landmarks in the local context. From the outside they also mark the site as a place of containment and surveillance. The Towers are recognisably associated with prisoner observation and control, including observation of suspicious activity immediately outside the perimeter walls, as well as inside. For the prisoners they were the ever-present symbols of being watched and monitored.

The Watch Towers additionally offer a different perspective on the Prison. They accommodated the guards and warders whose job was to keep watch and observe. These Prison staff spent considerable time in the towers and furnished or decorated the structures according to need and amenity, as with any workplace. Warder graffiti is also present in the towers. These items provide insight into the tedium of watching prisoners and the work day experience of the guards.

The Watch Towers and elevated Walkways are of some significance.

## PRINCIPLES

**PRINCIPLE 213:** While the preference is to retain all the Watchtowers, retaining and conserving a representative sample or range of the existing Watch Towers and Walkways would suffice. In determining which Watch Tower/s to retain, consider the following:

- the date of the Tower/s, with preferably an older through to a more recent example retained
- the intactness of the Tower/s and its capacity to demonstrate its original function
- the prominence and visibility of the Tower
- the views (observation area) associated with, and available from, the Tower both internally and externally to the Prison

**PRINCIPLE 214:** Representative examples of the furniture, fittings, signs and graffiti that help explain the use of the Watch Towers and the day to day experience of the warders on watch duty should be retained and conserved.

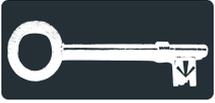
The furniture, fittings, signs and graffiti of the Watch Towers should be left intact and retained in situ in at least one Tower. In the other Towers, these items should be recorded, catalogued and stored, pending possible future reinstatement or exhibition (observing the 'Movable Heritage Overarching Policy')

**PRINCIPLE 215:** Maintain the prominence and visibility of the Watch Towers in the local context. Retain the distinctive and clearly discernible profiles of the Watch Towers, as seen atop the perimeter and other walls.

**PRINCIPLE 216:** No new structures, other than very minor or temporary elements, should be built against or adjoining the Watch Towers, which would impact on or diminish their current visibility.

**PRINCIPLE 217:** Lighting, to illuminate the Watch Towers at night, is encouraged; and also serves an aesthetic purpose through highlighting the form and materiality of the towers.

**PRINCIPLE 218:** Interpretation of the Watch Towers and Walkways is essential to conveying the experience of the Prison guards and warders, and the role and function of the Towers.



FREMANTLE PRISON  
The Convict Establishment

## WATCH TOWERS AND ELEVATED WALKWAYS

### STRUCTURES & SPACES ACTIONS

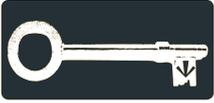
**ACTION 102:** Where feasible, and not currently in place, introduce new lighting systems to highlight the Watch Towers. The systems should be discrete and preferably set off from the subject walls, or located at ground level to uplight the Towers, and should not involve penetrations to the significant fabric.

**ACTION 103:** Finalise the draft individual Conservation Management Strategy for the Watch Towers and Walkways, as prepared by Fremantle Prison.

**ACTION 104:** Continue to use and enhance historical interpretation of the Watch Towers and Walkways.

**ACTION 105:** Continue to allow supervised and guided (but selective) public access by small groups of visitors to the towers and Walkways.

**ACTION 106:** Remove the walkway located above the Wray Gates because it impacts the location's aesthetic values and views into the Parade Ground.



FREMANTLE PRISON  
The Convict Establishment

## WEST WORKSHOPS



### LOCATION



### SIGNIFICANCE

The West Workshops are a key historical component of the post-convict era Prison. Their introduction responded to a change in the treatment of prisoners, and a desire to provide a form of employment and training inside the walls. While the west side of the building group has limited presence within the Prison, the east side is prominent to the Parade Ground and effectively presents as an enclosing wall to the north-west boundary of the open space. Although altered and diminished by the three-quarter wall treatment of brickwork covered by a painted concrete render, the Workshops still contribute to the austere character of the Parade Ground. The ramps and door openings also demonstrate the link between the Workshops and the prisoner population confined to the east side of the Workshops.

No parts of the West Workshops have been assessed as being of exceptional significance.

Those parts of the West Workshops that are of considerable significance are as follows:

- the West Workshops, including all original fabric and the sterile zone on the west side

No parts of the West Workshops have been assessed as being of some significance.

Those parts of the West Workshops that are of little or no significance are as follows:

- later repair and infill fabric
- modern fitouts and fittings to the buildings
- all other modern fabric

## PRINCIPLES

**PRINCIPLE 219:** The historic character and aesthetic significance of the West Workshops should be retained and conserved.

**PRINCIPLE 220:** The West Workshops should be retained and conserved and viable and compatible uses should be supported.

**PRINCIPLE 221:** As a general comment, maintain and repair the stone walls of the West Workshops using traditional materials and techniques.

**PRINCIPLE 222:** The east side of the Workshops has considerable presence to the Parade Ground. The repetitive form and pattern of single- and double-width doors, with ramps, also provides evidence of the historically separate internal spaces.

**PRINCIPLE 223:** The west side of the Workshops has much more limited presence within the Prison and on that basis provides some flexibility for change, albeit still limited change as previously occurred with covers to the entries.

**PRINCIPLE 224:** The original form and detailing of the east elevation of the Workshops to the Parade Ground should be maintained, including the repetitive form and pattern of openings, and the ramps.

**PRINCIPLE 225:** The introduction of new facilities, even minor visitor facilities, to the east setback to the Workshops, which would impact on the presentation of the Workshops to the Parade Ground, should be avoided.

**PRINCIPLE 226:** Where any works are proposed, the existing fabric that should be retained includes:

- generally, all original external fabric including the roof form and that of the south-facing skylights
- the original elements of the east façade, including the mono-programmed ramps, arched and detailed openings, boarded doors with swing locking bars and wrought infill to 'skylights'
- the internal masonry light and air wells including the privy walls
- the form and open space of the west sterile zone

**PRINCIPLE 227:** In any proposed adaption works, the following criteria should be considered:

- The west elevation, with its limited visibility and presence within the Prison, offers some flexibility for change, but only where this would support a viable and compatible new use.
- Preferably reinstate, at least in part, the original open spatial quality of the workshop interiors.
- Any required new partitioning should be modest in height and reversible/removable.

**PRINCIPLE 228:** Subject to further investigation and sufficient evidence being available, consider reinstatement of the original single-width doors and openings, face stonework, and brickwork quoining of the east elevation. Such works also need to be balanced against the potential for damage to the existing original fabric through the removal of the later fabric.

**PRINCIPLE 229:** Interpretation of the West Workshops should 'tell the story' of their original function and alert visitors to the presence of the Workshops behind the east façade to the Parade Ground.

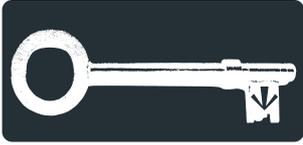
## STRUCTURES & SPACES ACTIONS

**S&S ACTION 107:** Finalise the draft individual Conservation Management Strategy for the West Workshops, as prepared by Fremantle Prison. This will assist in identifying original fabric which can then be the focus of conservation works.

**S&S ACTION 108:** Continue to use and enhance the historical interpretation of the West Workshops.

**S&S ACTION 109:** Where feasible allow public entry to the workshop spaces, and to the sterile zone on the west side.

**S&S ACTION 110:** Previous repairs and alteration to the building walls containing cement-based products appear to have had deleterious effects on the limestone. Conserve in accordance with the HMP.



FREMANTLE PRISON  
The Convict Establishment

# APPENDIX A

## RELEVANT HERITAGE LISTINGS

## WORLD HERITAGE LIST – STATEMENT OF OUTSTANDING UNIVERSAL VALUE

The World Heritage List Statement of Universal Value in relation to the Australian Convict Sites is accessible online at: <http://whc.unesco.org/en/list/1306>

The following reproduces the text only.

### BRIEF SYNTHESIS

The property consists of eleven complementary sites. It constitutes an outstanding and large-scale example of the forced migration of convicts, who were condemned to transportation to distant colonies of the British Empire; the same method was also used by other colonial states.

The sites illustrate the different types of convict settlement organized to serve the colonial development project by means of buildings, ports, infrastructure, the extraction of resources, etc. They illustrate the living conditions of the convicts, who were condemned to transportation far from their homes, deprived of freedom, and subjected to forced labour.

This transportation and associated forced labour was implemented on a large scale, both for criminals and for people convicted for relatively minor offences, as well as for expressing certain opinions or being political opponents. The penalty of transportation to Australia also applied to women and children from the age of nine. The convict stations are testimony to a legal form of punishment that dominated in the eighteenth and nineteenth centuries in the large European colonial states, at the same time as and after the abolition of slavery.

The property shows the various forms that the convict settlements took, closely reflecting the discussions and beliefs about the punishment of crime in eighteenth- and nineteenth-century Europe, both in terms of its exemplarity and the harshness of the punishment used as a deterrent, and of the aim of social rehabilitation through labour and discipline. They influenced the emergence of a penal model in Europe and America.

Within the colonial system established in Australia, the convict settlements simultaneously led to the Aboriginal population being forced back into the less fertile hinterland, and to the creation of a significant source of population of European origin.

**Criterion (iv):** The Australian convict sites constitute an outstanding example of the way in which conventional forced labour and national Prison systems were transformed, in major European nations in the eighteenth and nineteenth centuries, into a system of deportation and forced labour forming part of the British Empire's vast colonial project. They illustrate the variety of the creation of penal colonies to serve the many material needs created by the development of a new territory. They bear witness to a penitentiary system which had many objectives, ranging from severe punishment used as a deterrent to forced labour for men, women and children, and the rehabilitation of the convicts through labour and discipline.

**Criterion (vi):** The transportation of criminals, delinquents, and political prisoners to colonial lands by the great nation states between the eighteenth and twentieth centuries is an important aspect of human history, especially with regard to its penal, political and colonial dimensions. The Australian convict settlements provide a particularly complete example of this history and the associated symbolic values derived from discussions

in modern and contemporary European society. They illustrate an active phase in the occupation of colonial lands to the detriment of the Aboriginal peoples, and the process of creating a colonial population of European origin through the dialectic of punishment and transportation followed by forced labour and social rehabilitation to the eventual social integration of convicts as settlers.

### INTEGRITY AND AUTHENTICITY

The structural and landscape integrity of the property varies depending on the site, and on the type of evidence considered. It has been affected by local history, at times marked by reuse or lengthy periods of abandonment. The integrity varies between well preserved groups and others where it might be described as fragmentary. Apart from certain visual perspectives in urban settings, the level of the property's integrity is well controlled by the site management plans.

Despite the inevitable complexity of a nomination made up of a series of eleven separate sites with more than two hundred elements that convey the value of the property, the authenticity of the vast majority of them is good.

### PROTECTION AND MANAGEMENT REQUIREMENTS

All the sites forming the property are inscribed on the National Heritage List. They are also protected by the EPBC Act.

There is no direct major threat to the sites forming the serial property.

The general protection and management of the property are satisfactory. Conservation is articulated around a positive dynamic driven by the application of the conservation plans at each of the sites. The Brickendon and Woolmers Estate domains are an exception, and require ongoing assistance, both in terms of protection and conservation.

The management systems of the sites forming the property are appropriate, and they are adequately coordinated by the Strategic Management Framework for the property and its Steering Committee. For the sites involving the participation of private stakeholders for visitor reception, improved interpretation is however necessary; that includes the common objectives outlined in the Strategic Management Framework. It is also important to consider visitor reception facilities and their development in a way which respects the landscape conservation of the sites.



FREMANTLE PRISON  
The Convict Establishment



Commonwealth  
of Australia

**Gazette**

No. S142, Monday, 1 August 2005  
Published by the Commonwealth of Australia

**SPECIAL**

*Environment Protection and Biodiversity Conservation Act 1999*

INCLUSION OF A PLACE IN THE NATIONAL HERITAGE LIST

I, Ian Gordon Campbell, Minister for the Environment and Heritage, having considered, in relation to the place listed in the Schedule of this instrument -

- (a) the Australian Heritage Council's assessment whether the place meets any of the National Heritage criteria; and
- (b) the comments given to the Council under section 324G of the *Environment Protection and Biodiversity Conservation Act 1999*; and

being satisfied that the place specified in the Schedule has the National Heritage value or values specified in the Schedule include, pursuant to section 324J of the *Environment Protection and Biodiversity Conservation Act 1999*, the place listed in the Schedule in the National Heritage List.

Dated 28<sup>th</sup> day of July 2005

Ian Gordon Campbell  
Minister for the Environment  
and Heritage

---

Cat. No. S14205  
ISSN 1032-2345  
© Commonwealth of Australia 2005



**SCHEDULE**

STATE

Local Government Area

Name:

Location

Criteria / Values

**WESTERN AUSTRALIA**

**Fremantle City**

**Fremantle Prison (former):**

About 7ha, 1 The Terrace, Fremantle, being the area identified on Page 38 of the Fremantle Prison Heritage Precinct Master Plan July 2003 and comprising Zones A to N, P, Q, R and S. Included is all of Lot 24042 (Zones A to N and Q), the Fairbairn Street Ramp (Zone R), and Warders Cottages (Zone S), being 7-41 Henderson Street.

**Criterion**

(a) the place has outstanding heritage value to the nation because of the place's importance in the course, or pattern, of Australia's natural or cultural history.

**Values**

Fremantle Prison (1852-1859) is of heritage value to the nation as an outstanding example of a nineteenth century convict establishment which continued to be used as a prison until 1991. It is the most intact such complex in Australia.

Fremantle Prison is a major component of the British convict system constructed in Australia. The system is an example of a nineteenth century European colonial strategy of exporting prisoners and using their labour to establish a colonial economy. In Australia, this strategy had a significant impact on early colonial development and on the overall Australian psyche.

Fremantle Prison, in conjunction with other Australian convict sites, exemplifies a worldwide process of colonial settlement. The British colonial penal system, evident in post-1788 Australia and demonstrated to a high degree at Fremantle Prison, was significant in progressing 18th and 19th century European colonisation.

Transportation, which had ceased in the other colonies by 1853, due to increasing hostile opposition and immigration stimulated by the gold rushes, commenced in Western Australia in 1850. Fremantle Prison tells the national story of the last period of convict transportation to Australia, and the final expression of British convict migration. Its history reflects the changes in Australian and British views about the use of forced labour as a basis for empire. After the gold rushes the Australian colonies, rather than being seen as an extension of British interests, were increasingly seen as self sufficient members of the empire.

(a) continued

Fremantle Prison with its high degree of integrity clearly demonstrates in its fabric many aspects of penal design and reform that developed in Britain in the nineteenth century. It is outstanding in demonstrating to a high degree aspects of the system and the conditions in which convicts lived. The place allows the closest observation of the conditions in which many convicts served out their sentences in the nineteenth century.

Fremantle Prison, the central convict establishment in Western Australia, functioned as a public works prison, a convict distribution depot and the main Imperial convict administration and workshops. Together with Hyde Park Barracks, they best illustrate the national story of the control of convicts on public works.

Fremantle Prison contains major surviving physical evidence of an imperial convict public works establishment and of its adaptation for subsequent colonial (1886) and state use. The fabric of Main Cell Block, perimeter walls, the Henderson Street Warders' Cottages and three of the cottages on the Terrace are little altered from the imperial convict era.

New elements added to the Prison after the transfer of the establishment from imperial to colonial and later state control, include the Western Workshops (1900-01) the New Division (1907) and conversion of service building to the Female Division and addition of an eastern range (1889-1909).

The National Heritage values are expressed through the elements comprising the Fremantle Prison convict era complex including the 1859 main cell block, chapel and wards, yards and refractory cells; perimeter walls, gate house complex and prison officer residences on the Terrace; service buildings and hospital; south-eastern workshops; Fairbairn Street ramp access tramway, and the three terraces built as Warders' Cottages, 7-17, 19-29 and 31-41 Henderson Street. Other elements which express the National Heritage values include the western workshops (1900); new division (1907); and conversion of service building to the female division and the eastern range (1889-1909).



(b) the place has outstanding heritage value to the nation because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history.

Fremantle Prison has outstanding heritage value to the nation as an exceptionally intact architectural ensemble due to 133 years of continuous use as a prison. The National Heritage values are expressed through the elements comprising the Fremantle Prison convict era complex including the 1859 main cell block, chapel and wards, yards and refractory cells; perimeter walls, gate house complex and prison officer residences on the Terrace; service buildings and hospital; south-eastern workshops; Fairbairn Street ramp access tramway, and the three terraces built as Warders' Cottages, 7-17, 19-29 and 31-41 Henderson Street. Other elements which express the National Heritage values include the western workshops (1900); new division (1907); and conversion of service building to the female division and the eastern range (1889-1909).

The British colonial penal system, evident in post-1788 Australia, is demonstrated to a high degree at Fremantle Prison. London's Pentonville prison, one of the first model prisons erected between 1840 and 1842, was based on changes in British penal philosophy which advocated reform rather than punishment. The design of the Main Cell Block at Fremantle Prison was adapted from Jebb's design at Pentonville.

(c) the place has outstanding heritage value to the nation because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history.

Fremantle Prison has extensive research potential because of the place's high degree of integrity and authenticity and the ability of the material culture present to provide unique insight into the convict experience throughout the imperial, colonial and state periods. The National Heritage values are expressed through the structures comprising the Fremantle Prison complex (1852-1991), including its underground engineering heritage, archaeological subsurface remains, records and collections.

In combination, the oral tradition, documentary evidence, collections, structures, engineering relics and archaeological features at Fremantle Prison have unparalleled potential for community education.

Fremantle Prison's buildings, engineering relics and other structures contain, within their fabric, evidence of construction technology, available materials and adaptation to suit local conditions.

The Fremantle Prison records and collections, including archaeological ones, provide a substantial research resource which, in conjunction with documentary evidence, has the potential to reveal and present much of the Fremantle story.



(d) the place has outstanding heritage value to the nation because of the place's importance in demonstrating the principal characteristics of:

- (i) a class of Australia's natural or cultural places; or
- (ii) a class of Australia's natural or cultural environments.

Australia's convict sites share patterns of environmental and social colonial history including classification and segregation; dominance by authority and religion; the provision of accommodation for the convict, military and civil population; amenities for governance, punishment and healing, and the elements of place building and industry. Fremantle Prison is outstanding in demonstrating the principal characteristics of an Australian Convict Site because:

- It presents important aspects of Australia's convict system including changing attitudes to punishment, reform, education and welfare;
- The Prison in its present form demonstrates with some precision the facilities, conditions and attitudes prevailing in a major Western Australian prison – an experience rarely available to the public and made more immediate by the retention of graffiti, murals, signs, notices and recent evidence of use;
- The form and location of elements at Fremantle Prison display deliberate design and arrangement, reflecting the order and hierarchy of the place's history and function as a Prison;
- The built environment at Fremantle Prison displays a large, surviving concentration of nineteenth and early twentieth century structures characterised by a homogeneity of form, materials, textures and colour;
- Substantial parts of the site include archaeological deposits of material culture, which can be analysed to yield information about the site unavailable from documentary sources alone; and
- Fremantle Prison, its artefacts, furnishings and fittings, written and painted graffiti and records, including published material, photographs, historical, archaeological and architectural records, and databases, provide an extensive resource for a broad range of historical and social research.

The National Heritage values are expressed through the structures comprising the Fremantle Prison complex (1852-1991), its artefacts, furnishings and fittings, written and painted graffiti, its records and collections. The National Heritage values are also expressed through the archaeological subsurface remains, including the underground engineering heritage comprising the reservoirs, the pumping station and associated water system.

(g) the place has outstanding heritage value to the nation because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.

Fremantle Prison has played a significant role in the social fabric of Western Australia over many generations through its continued use as a place of incarceration until 1991. Fremantle Prison is strongly associated with particular communities in Western Australia and for Australians more generally.

Fremantle Prison is the outstanding symbol of the period in which Western Australia was developed using convict labour. For Australians broadly, particularly those of Anglo-Celtic background, Fremantle Prison is a place to reconnect with their colonial roots, real or imagined, and reflect on the meanings of the past. For some, the search for early family associations and identity has led to Fremantle Prison and the rediscovery of personal links with convictism.

The National Heritage values are expressed through the elements comprising the Fremantle Prison convict era complex including the 1859 main cell block, chapel and wards, yards and refractory cells; perimeter walls, gate house complex and prison officer residences on the Terrace; service buildings and hospital; south-eastern workshops; Fairbairn Street ramp access tramway, and the three terraces built as Warders' Cottages, 7-17, 19-29 and 31-41 Henderson Street. Other elements which express the National Heritage values include the western workshops (1900); new division (1907); and conversion of service building to the female division and the eastern range (1889-1909).

---

For a description of any references quoted above, and more information on each of the places please search the Australian Heritage Database at <http://www.deh.gov.au/cgi-bin/ahdb/search.pl> using the name of the place.



**REGISTER OF HERITAGE PLACES**  
**Permanent Entry**

HERITAGE  
COUNCIL  
OF WESTERN AUSTRALIA

1. **DATA BASE No.** 1014
2. **NAME** *Fremantle Prison* (1852-1859 +)
3. **LOCATION** The Terrace, Fremantle
4. **DESCRIPTION OF PLACE INCLUDED IN THIS ENTRY**  
Reserve 24042 being the whole of the land comprised in Fremantle Lot 1913.
5. **LOCAL GOVERNMENT AREA** City of Fremantle
6. **OWNER** Minister for Works
7. **HERITAGE LISTINGS**
  - Register of Heritage Places: Interim Entry 10/01/1992  
Permanent Entry 30/06/1995
  - National Trust Classification: 03/10/1960
  - City of Fremantle City Planning Scheme: -----
  - Register of National Estate: 21/03/1978
8. **CONSERVATION ORDER**  
-----
9. **HERITAGE AGREEMENT**  
-----
10. **STATEMENT OF SIGNIFICANCE**  
*Fremantle Prison* has exceptional cultural heritage significance for the following reasons:
  - it contains major evidence of the physical apparatus of an imperial convict public works establishment and of its adaptation for subsequent colonial use;
  - the establishment is the most intact such complex in Australia;
  - the prison is the outstanding symbol of the period in which Western Australia was developed using convict labour;
  - it is a memorial to the design and supervision of the royal engineers including Jebb (surveyor general of the [English] prisons, Henderson (comptroller general of convicts), Wray (acting comptroller general), Manning (clerk of works in the royal engineer



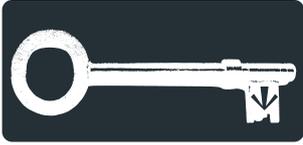
FREMANTLE PRISON  
The Convict Establishment

office) and to the work of the sappers and miners, artisan pensioners and, not least, the prisoners;

the association of the persons who left their mark in its fabric or made an impact on its discipline and reputation, in particular, the governors Fitzgerald and Hampton; and, superintendents Lefroy, Stone, George and Hann; as well as the prisoners;

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

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



FREMANTLE PRISON  
The Convict Establishment

# APPENDIX B

## CONTRIBUTORY VIEWS



FREMANTLE PRISON  
The Convict Establishment

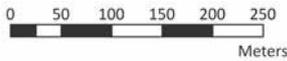
# EXTENT

HERITAGE ADVISORS  
TO AUSTRALIA AND  
THE ASIA PACIFIC  
Incorporating AHMS and Futurepast

LOVELL CHEN

-  World Heritage Site
-  Fremantle Prison Viewshed
-  World Heritage Buffer Zone (Existing)
-  Photo Number & Direction

Drawn by: Tristan Bergin  
 Checked by:  
 Date: 12 Feb 2018  
 Projection: GDA 1994 MGA Zone 50  
 Data sources: Extent, Nearmap



Aerial image of Fremantle Prison and its surrounds showing views by number.



FREMANTLE PRISON  
The Convict Establishment



**View 1** - Fremantle Prison is not visible in this view. Low contribution to the place's heritage values.



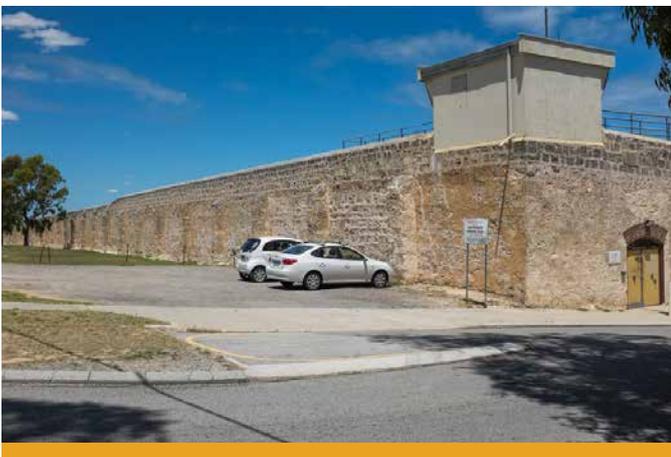
**View 2** - Views to the northeast corner of Fremantle Prison along Knutsford Street make an important contribution to the heritage values of the Prison. The view is presently compromised by street trees and electricity poles. It is appropriate for them to remain but when they come to the end of their use-life, alternatives that do not impact this view should be considered.



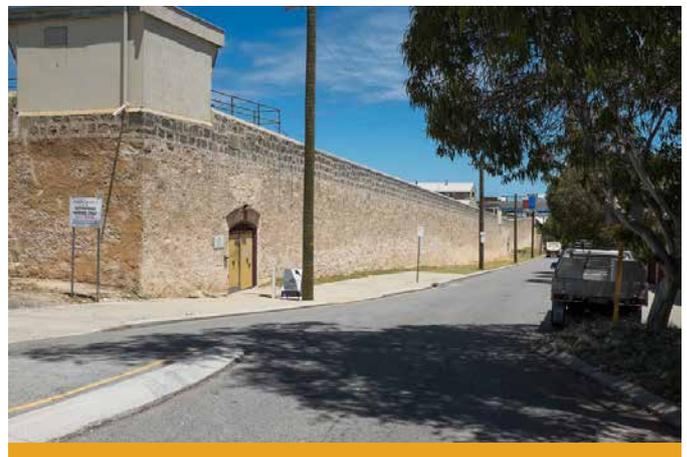
**View 3** - This view makes an exceptional contribution to the heritage values of the Prison. New development and plantings should not be introduced to compromise this view.



**View 4** - The northeast corner of Fremantle Prison is visible in long views along Ord Street. These views make a contribution to the heritage values of Fremantle Prison. New development or plantings that may impede these views should be avoided.



**View 5** - Close views to the northeast corner of Fremantle Prison make an exceptional contribution to the place's heritage values. Consideration should be given to removing the carpark. New development or plantings that may impede these views should be avoided.



**View 6** - Long views along the wall on Knutsford Street make an exceptional contribution to the heritage values of Fremantle Prison. New development and plantings should not be introduced to compromise these views. The views are presently compromised to a small degree by electricity poles. It is appropriate for them to remain but when they come to the end of their use-life, alternatives that do not impact this view should be considered.



FREMANTLE PRISON  
The Convict Establishment



**View 7** - Long views along the Hampton Road reserve make an exceptional contribution to the heritage values of Fremantle Prison. See 'Specific Elements Conservation Principles and Actions – Hampton Road Reserve' for guidance on the management of these views.



**View 8** - Views west along Fothergill Street, across Hampton Road, capture the southeast corner of Fremantle Prison. They make an exceptional contribution to the heritage values of Fremantle Prison. New development or plantings that may impede these views should be avoided. See also 'Specific Elements Conservation Principles and Actions – Hampton Road Reserve' for guidance on the management of these views.



**View 9** - Views west along Fothergill Street, across Hampton Road, capture the southeast corner of Fremantle Prison and the rise and fall of the southern wall as it passes over the natural topography. They make an exceptional contribution to the heritage values of Fremantle Prison. New development or plantings that may impede these views should be avoided. The views are presently compromised to a degree by electricity poles and street trees. It is appropriate for them to remain but when they come to the end of their use-life, alternatives that do not impact this view should be considered.



**View 10** - Views west along Fothergill Street from its eastern end just capture the southeast corner of Fremantle Prison and the rise and fall of the southern wall as it passes over the natural topography. They make a contribution to the heritage values of Fremantle Prison. New development or plantings that may impede these views should be avoided.



FREMANTLE PRISON  
The Convict Establishment



**View 11** - Views of the southwest corner of the Prison, across Fothergill Street, capture the crisp lines and austere appearance of Fremantle Prison. They make an exceptional contribution to the heritage values of Fremantle Prison. New development or plantings that may impede these views should be avoided.



**View 12** - Views of the southwest corner of the Prison, across Fothergill Street, capture the crisp lines and austere appearance of Fremantle Prison. They make an exceptional contribution to the heritage values of Fremantle Prison. These views are compromised by the presence of the carpark in this location. New development or plantings that may impede these views should be avoided. See 'Overarching Policy – Setting' and 'Specific Elements Conservation Principles and Actions – The Terrace' for guidance on the management of these views.



**View 13** - Views of the southwest corner of the Prison, across Fothergill Street, capture the crisp lines and austere appearance of Fremantle Prison. They make an exceptional contribution to the heritage values of Fremantle Prison. These views are compromised by the presence of the carpark in this location. New development or plantings that may impede these views should be avoided. See 'Overarching Policy – Setting' and 'Specific Elements Conservation Principles and Actions – The Terrace' for guidance on the management of these views.



**View 14** - Long views north along Atfield Street capture glimpses of Fremantle Prison's southern wall. They make a contribution to the heritage values of Fremantle Prison. New development or plantings that may impede these views should be avoided.



**View 15** - Short views to the southern wall of Fremantle Prison, across Fothergill Street, make an exceptional contribution to the heritage values of Fremantle Prison. These views are compromised to a degree by the presence of the carpark in this location, although it also facilitates important views. New development or plantings that may impede these views should be avoided. See 'Overarching Policy – Setting' for guidance on the management of the Prison's setting.



**View 16** - Short views to the southern wall of Fremantle Prison, across Fothergill Street, make an exceptional contribution to the heritage values of Fremantle Prison. These views are compromised to a degree by the presence of the carpark in this location, although it also facilitates important views. New development or plantings that may impede these views should be avoided. See 'Overarching Policy – Setting' for guidance on the management of the Prison's setting.



**View 17** - Short views to the southern wall of Fremantle Prison, across Fothergill Street, especially this view across its southeast corner which captures the Main Cell Block and the cranes in the distance. New development or plantings that may impede these views should be avoided. See 'Overarching Policy – Setting' for guidance on the management of the Prison's setting.



**View 18** - Long views along Hampton Road towards the southeast corner of Fremantle Prison have been compromised by street trees. The Prison is not visible. These views have the potential to make an exceptional contribution to the heritage values of Fremantle Prison. It is appropriate for the trees to remain but when they come to the end of their lives, alternatives that do not impact these views should be considered. New development or plantings that may impede these views should be avoided.



**View 19** - Views of the southwest corner of the Prison, across Fothergill Street, capture the crisp lines and austere appearance of Fremantle Prison. They make an exceptional contribution to the heritage values of Fremantle Prison. These views are compromised by the presence of the carpark in this location. New development or plantings that may impede these views should be avoided. See 'Overarching Policy – Setting' and 'Specific Elements Conservation Principles and Actions – The Terrace' for guidance on the management of these views.



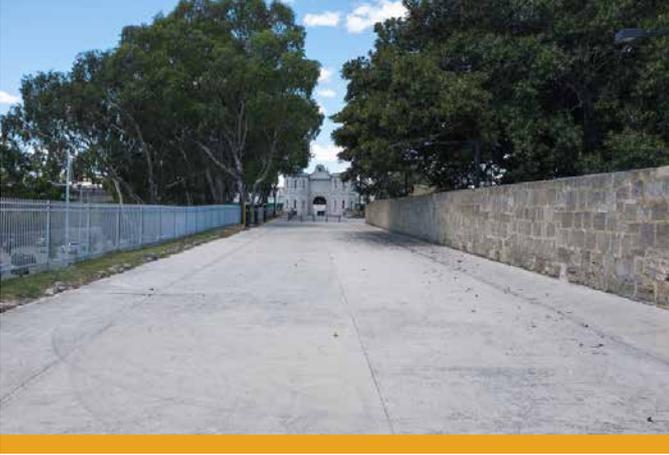
**View 20** - Views east towards Fremantle Prison from The Terrace make an exceptional contribution to the heritage values of the place. These views are compromised by the presence of the carpark in this location. New development or plantings that may impede these views should be avoided. See 'Overarching Policy – Setting' and 'Specific Elements Conservation Principles and Actions – The Terrace' for guidance on the management of these views.



**View 21** - Views northeast towards Fremantle Prison from The Terrace make an exceptional contribution to the heritage values of the place. These views are compromised by the presence of the carpark in this location. New development or plantings that may impede these views should be avoided. See 'Overarching Policy – Setting' and 'Specific Elements Conservation Principles and Actions – The Terrace' for guidance on the management of these views.



**View 22** - Views east to the Gatehouse from the top of the Fairbairn Street Ramp make an exceptional contribution to the heritage values of the place. New development or plantings that may impede these views should be avoided. See 'Overarching Policy – Setting', 'Specific Elements Conservation Principles and Actions – The Terrace' and 'Specific Elements Conservation Principles and Actions – Gatehouse and Entry Complex' for guidance on the management of these views.



**View 23** - Views east to the Gatehouse from the Fairbairn Street Ramp make an exceptional contribution to the heritage values of the place. The views have been compromised to a degree by trees along the Ramp. New development or plantings that may impede these views should be avoided. See 'Overarching Policy – Setting', 'Specific Elements Conservation Principles and Actions – The Terrace' and 'Specific Elements Conservation Principles and Actions – Fairbairn Street Ramp' for guidance on the management of these views.



**View 24** - The view across Fremantle Oval to the southeast corner of Fremantle Prison capture the crisp lines and austere appearance of Fremantle Prison. They make an exceptional contribution to the heritage values of Fremantle Prison. These views are compromised to a degree by the presence of the trees in this location but they enhance the setting of the oval which is also a heritage place. These values need to be balanced. New development or plantings that may impede these views should be avoided. See 'Overarching Policy – Setting' for guidance on the management of these views.



**View 25** - Views east along the historic alignment of the Fairbairn Street Ramp make an exceptional contribution to the heritage values of Fremantle Prison. These views are compromised by the presence of trees, carparking facilities, street signage and by Parry Street, which bisects the former Ramp alignment. New development or plantings that may impede these views should be avoided. The views should be enhanced into the future. See 'Overarching Policy – Setting' for guidance on the management of these views.



**View 26** - Views southeast towards the Fairbairn Street Ramp and Gatehouse make an exceptional contribution to the heritage values of Fremantle Prison. These views are compromised by the presence of trees, carparking facilities, street signage and by Parry Street. New development or plantings that may impede these views should be avoided. The views should be enhanced into the future. See 'Overarching Policy – Setting', 'Specific Elements Conservation Principles and Actions – The Terrace' and 'Specific Elements Conservation Principles and Actions – Fairbairn Street Ramp' for guidance on the management of these views.



**View 27** - Views southeast towards the Fairbairn Street Ramp and Gatehouse make an exceptional contribution to the heritage values of Fremantle Prison. These views are compromised by the presence of trees, carparking facilities, street signage and by Parry Street. New development or plantings that may impede these views should be avoided. The views should be enhanced into the future. See 'Overarching Policy – Setting', 'Specific Elements Conservation Principles and Actions – The Terrace' and 'Specific Elements Conservation Principles and Actions – Fairbairn Street Ramp' for guidance on the management of these views.



**View 28** - Views east towards the northwest corner of Fremantle Prison, including the original convict-built steps, make an exceptional contribution to the heritage values of Fremantle Prison. These views are compromised by the presence of trees, carparking facilities and street signage. New development or plantings that may impede these views should be avoided. The views should be enhanced into the future. See 'Overarching Policy – Setting' and 'Specific Elements Conservation Principles and Actions – The Terrace' for guidance on the management of these views.



**View 29** - Views east towards the northwest corner of Fremantle Prison, including the original convict-built steps, make an exceptional contribution to the heritage values of Fremantle Prison. These views are compromised by the presence of trees, carparking facilities and street signage. New development or plantings that may impede these views should be avoided. The views should be enhanced into the future. See 'Overarching Policy – Setting' and 'Specific Elements Conservation Principles and Actions – The Terrace' for guidance on the management of these views.



**View 30** - Views east along Knutsford Street capture the high, multi-period walls of Fremantle Prison including their austere presence in the landscape. They make an exceptional contribution to the heritage values of Fremantle Prison. These views are compromised to a degree by the presence of trees and utility poles. It is appropriate for them to remain but when they come to the end of their use-life, alternatives that do not impact this view should be considered. New development or plantings that may impede these views should be avoided. See 'Overarching Policy – Setting' for guidance on the management of these views.



FREMANTLE PRISON  
The Convict Establishment



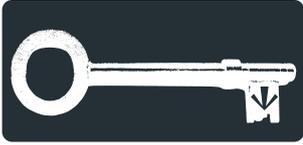
**View 31** - Views south along Holdsworth Street capture glimpses of Fremantle Prison's northwest corner. They make a contribution to the heritage values of Fremantle Prison. New development and plantings should not be introduced to compromise these views. The views are presently compromised to a degree by street trees. It is appropriate for them to remain but when they come to the end of their lives, alternatives that do not impact this view should be considered.



**View 32** - Views east along Knutsford Street capture the high, multi-period walls of Fremantle Prison including their austere presence in the landscape. They make an exceptional contribution to the heritage values of Fremantle Prison. These views are compromised to a degree by the presence of utility poles. It is appropriate for them to remain but when they come to the end of their use-life, alternatives that do not impact this view should be considered. New development or plantings that may impede these views should be avoided. See 'Overarching Policy – Setting' for guidance on the management of these views.



**View 33** - Views west along Knutsford Street from its mid-point capture the high, multi-period walls of Fremantle Prison including their austere presence in the landscape. They make an exceptional contribution to the heritage values of Fremantle Prison. These views are compromised to a degree by the presence of utility poles. It is appropriate for them to remain but when they come to the end of their use-life, alternatives that do not impact this view should be considered. New development or plantings that may impede these views should be avoided. See 'Overarching Policy – Setting' for guidance on the management of these views.



FREMANTLE PRISON  
The Convict Establishment

# APPENDIX C

## REFERENCES AND SELECT BIBLIOGRAPHY

AEC Group Ltd, 2016. *Fremantle Prison – Economic and Social Impact Assessment*, unpublished report prepared for the State Heritage Office.

*Australian Convict Sites Strategic Plan 2017–2020*.

Bavin, L. 1990. *Fremantle Prison Conservation and Future Use – Archaeological Zoning Plan of the Prison Compound*, report prepared for the WA Department of Planning and Urban Development.

Centre for Aboriginal Studies, Curtin University of Technology, 1992. *Fremantle Prison – Significance to Aboriginal People*, report prepared for the Building Management Authority.

Donegan, L (Fremantle Prison), 2007. *Fremantle Prison Interpretation Policy*, unpublished report.

Donegan, L. 2013. *Fremantle Prison Heritage Management Plan*, unpublished report.

Government of Australia, 2008. *Australian Convict Sites World Heritage Nomination*.

Government of Australia, Department of the Environment, Water, Heritage and the Arts, undated. *Australian Convict Sites Strategic Management Framework*.

Government of WA/State Heritage Office/Fremantle Prison, 2016. *Fremantle Prison Collection Policy*, unpublished report.

Heritage Conservation Branch, 2016. *Disaster Preparedness Plan*, unpublished report for Fremantle Prison.

HeritageTODAY and Fremantle Prison, 2017. *Fremantle Prison Collection Significance Assessment*, unpublished report.

Kerr, Semple James 1998. *Fremantle Prison – A Policy for its Conservation*, report prepared for the Department of Contract & Management Services for the Fremantle Prison Trust Advisory Committee.

Lockwood Advisory and Archipelago Arts, 2016. *Fremantle Prison Future Uses Project*, unpublished report.

Palassis Architects, with Godden Mackay Logan 2010. *Fremantle Prison Conservation Management Plan*, report prepared for the Department of Treasury and Finance – Building Management and Works Divisions.

Palassis Architects, 2003. *Fremantle Prison Heritage Precinct – The Convict Establishment – Master Plan*, prepared for the Western Australian Department of Housing and Works.