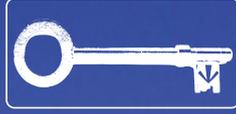




Department of Planning,  
Lands and Heritage



FREMANTLE PRISON  
The Convict Establishment

# FREMANTLE PRISON

## MASTER PLAN 2019-2029





The Department of Planning, Lands and Heritage acknowledges the Whadjuk people, the traditional custodians of Walyalup, the land on which Fremantle Prison is located. The Department pays respect to Elders past and present, and the broader Western Australian Aboriginal community.

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## **Draft Fremantle Prison Master Plan 2019-2029**

Department of Planning Lands and Heritage  
September 2019

### **Have your say**

The draft Fremantle Prison Master Plan 2019 – 2029  
will be advertised for public comment until 3 November 2019

### **You can provide feedback**

**Online at:** <https://consultation.dplh.wa.gov.au/fremantle-prison/master-plan>

**By email to:** [paula.nelson@fremantleprison.com.au](mailto:paula.nelson@fremantleprison.com.au)

**Or mail to:** Director Fremantle Prison, 1 The Terrace, Fremantle WA 6100



## MINISTERIAL FOREWORD

Fremantle Prison is one of Western Australia's most important and highly valued heritage sites with its spectacular convict and colonial-era buildings and remarkable collection of stories and objects that tell of its 136 years as a site of incarceration.

The McGowan Government recognises the potential of Fremantle Prison to contribute to Western Australia's tourism, culture and arts, heritage and education industries. Internationally, heritage and cultural tourism is a rapidly growing market with visitors seeking opportunities to make personal connections with history and communities. Fremantle Prison offers unique experiences that meet this demand.

The Fremantle Prison Master Plan includes exciting ideas for increasing and broadening visitation to the site, including world-class attractions such as an interpretive 'Sound and Light' show, an immersive 'Night in Prison' experience and genuine engagement with Aboriginal history and stories at the site. These new initiatives will put Fremantle Prison on the must-do list for visitors from around the world.

Managing and conserving the fabric of Fremantle Prison to protect the World-Heritage values of the site is a significant responsibility for the State Government. This Master Plan provides a clear understanding of the priorities and the work involved and establishes a road map to deliver this work in a timely fashion in coming years.

The Master Plan has a clear emphasis on partnerships, recognising the role of the Australian Government in maintaining Australia's World Heritage sites, and the many opportunities for the private sector, City of Fremantle and community to be more involved in activation of the Prison site. I welcome partners to join us in the important work of conserving Fremantle Prison and attracting more visitors to interact with its buildings, objects and stories.

**Hon. David Templeman MLA,**  
Minister for Local Government, Heritage,  
Culture and the Arts.

## VISION

Fremantle Prison is a celebrated Australian heritage icon - a must-do destination that attracts visitors to Perth. Management of the site demonstrates leadership and innovation in the conservation and activation of heritage places.

Fremantle Prison is the most intact complex of convict-built structures in Australia. It is a World Heritage listed site, recognised by UNESCO as an outstanding and significant example of a nineteenth century convict establishment, and is included on national and state heritage registers. As a place of incarceration since 1855, the Prison also tells important stories about the impact of deportation and imprisonment and the changing values of our society and justice system.

Since first opening for tours in 1992, Fremantle Prison has developed into a multifaceted award-winning cultural tourism attraction that now welcomes approximately 200,000 visitors each year. It offers a program of tours and activities that enable visitors to explore the historic buildings and engage with heritage interpretation programs to learn about Western Australia’s convict and modern history.

The Western Australian Government is the custodian of Fremantle Prison, with responsibility for ongoing conservation of the heritage site, its collection and stories. The Government has prepared a Heritage Management Plan (HMP) to guide management and activation of the site in accordance with its recognised heritage values. This Fremantle Prison Master Plan complements the HMP with a ten-year road map for investment at the Prison to conserve heritage values and sustain existing activities, whilst developing new world class attractions and experiences that grow visitation and demand at the Prison, and to Fremantle.

The AEC Group was commissioned to undertake an Economic and Social Impact Assessment of the proposed investment in the Prison. The AEC Group found that the combined impact of the proposed signature experiences would be in the order of 45,000 additional visitors per year, generating an additional \$2.3 million in annual revenue which will significantly increase capacity to self-fund ongoing conservation and maintenance of the site. The AEC Group also projected that the new initiatives would generate an additional growth regional product of \$5.3 million per annum in the wider Fremantle economy, supporting nearly 50 additional FTE jobs.

## CONSERVE & SUSTAIN

Invest in the protection and conservation of the World Heritage values and sustain visitor numbers with renewed interpretation and improved amenity.

Conservation of the significant fabric of Fremantle Prison, its collections of objects and its related stories are fundamental to the ongoing success of the site as a tourism destination. This Master Plan outlines a program of capital works to maintain the heritage value of the site and other important work to enhance presentation of the site and sustain current visitation levels. Initiatives to conserve and sustain the site are essential to unlock further economic and community benefits.

## ACTIVATE & GROW

Position the site as a demand-driving destination with unique, world-class experiences that grow revenue for the site and generate benefits for the State.

Fremantle Prison is a premier tourism experience with the potential to attract more visitors to stay longer in Fremantle and Perth. This Master Plan identifies innovative and unique tours and experiences that will increase and diversify the Prison’s market appeal and establish demand-driving attractions such as an iconic ‘Sound and Light’ show and an authentic ‘Night in Prison’ immersive experience.

OBJECTIVE 1

OBJECTIVE 2

# 11

The Master Plan includes **ELEVEN PRIORITY ACTIONS**  
grouped under **THREE THEMES:**



## A DISTINCTIVE DESTINATION

Present Fremantle Prison as a prominent landmark and distinct character precinct in Fremantle, creating a striking first impression and providing lasting positive memories for visitors.

### 1. CREATE A STRONG SENSE OF ARRIVAL

Establish a clear sense of arrival and a dynamic transition to the 'inside' with innovative interpretation of the perimeter walls, re-design of the Terrace arrival plaza, and restoration works along the Terrace.

### 2. CARE FOR VISITORS

Upgrade and expand visitor services and amenities to ensure a high-quality visitor experience, enable increased access, and support a wider range of activity across the site.

### 3. REINFORCE THE CHARACTER OF THE CONVICT ESTABLISHMENT

Prepare new guidelines for urban design and development for the area of the original convict grant to retain and enhance the visual prominence of the Prison and improve the character and activation of the entire Convict Establishment.



## A PREMIER EXPERIENCE

Enhance Fremantle Prison's reputation as a must-do attraction with quality conservation, innovative interpretation, and unique experiences that grow visitor numbers and drive tourism demand in WA.

### 4. CONSERVE THE HERITAGE BUILDING FABRIC

Deliver a program of essential conservation works to protect the outstanding universal values of the site and maintain safe access for staff and visitors throughout the site.

### 5. ENTHRAL WITH SPECTACULAR INTERPRETATION

Create a world-class 'Sound and Light' Show that brings the impressive prison buildings to life at night with spectacular interpretation of Western Australian stories.

### 6. SPEND A NIGHT IN PRISON

Develop an immersive 'Night in Prison' experience that offers visitors a unique and authentic perspective on prison life and site history.

### 7. INVITE PARTNERSHIPS AND INNOVATION

Encourage new proposals for activation of the site and establish a framework for evaluation and development of new initiatives and partnerships.



## A LEARNING PLACE

Build Fremantle Prison's brand as a place for learning and community engagement with a new Centre for Heritage Excellence and innovative programs to immerse learners and the community in the site's cultural and built heritage.

### **8. REFRESH AND EXPAND THE EDUCATION PROGRAMS**

Establish Fremantle Prison as an iconic classroom using contemporary technologies to deliver memorable learning experiences for schools, international and special interest groups.

### **9. GROW THE PRISON GARDEN, AND VOLUNTEER PROGRAMS**

Involve volunteers in establishing and maintaining new gardens on the site of the original prison vegetable gardens. Leverage this initiative to develop volunteering and community engagement programs.

### **10. ESTABLISH A CENTRE FOR HERITAGE EXCELLENCE**

Develop a Centre for Heritage Excellence that utilises conservation activities on site to demonstrate best practice and foster research, education and training in conservation, curation and heritage trades.

### **11. CONNECT TO ABORIGINAL EXPERIENCES AND STORIES**

Be a place for truth-telling, reflection, healing and reconciliation.

Partner with Aboriginal people, families and communities to explore new and meaningful ways for Aboriginal stories and experiences to be told and heard at the Prison.





# INTRODUCTION



Fremantle Prison is a World-Heritage listed site in Western Australia vested in the Minister for Heritage for the purpose of ‘conservation and management of historic buildings and ancillary and beneficial uses thereto.’ The Department of Planning, Lands and Heritage manages conservation, visitation and interpretive activities at the Prison on behalf of the Minister.

Management of Fremantle Prison has the primary purpose of conserving and managing the unique and globally significant heritage values of the site. The Fremantle Prison Heritage Management Plan 2019 (HMP) establishes a policy framework for effective management of Fremantle Prison’s heritage values, in particular conservation of the Outstanding Universal Value (OUV) of Fremantle Prison as a World Heritage site in accordance with Australia’s obligations under the Convention concerning the Protection of World Cultural and Natural Heritage (*1972 World Heritage Convention*) and the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act).

The HMP requires that a Master Plan be created to investigate and recommend future uses of the Prison in accordance with the State Government’s objective to position the site as a premier tourism experience and maximise opportunities for the community to engage with the site’s heritage values.

This Master Plan 2019-2029 provides a strategic framework to guide investment in the conservation, development and activation of the Prison over the next ten years. It is a companion document to the HMP. The Master Plan includes the following elements.

- History and current use
- Context analysis: site, heritage, conservation, strategic, market, social and economic, and planning considerations
- Vision, objectives and themes
- Implementation strategies
- Priority actions

The actions outlined in this Master Plan will demonstrate leadership in the management, conservation and activation of a cultural heritage site and secure a sustainable future for Fremantle Prison.

Since the State Government resumed operations of Fremantle Prison in 2002, the site has developed into a multifaceted award-winning cultural tourism destination attracting approximately 200,000 people each year to engage with the history of the Prison through a range of experiences.

The Gatehouse and entry complex provide visitors free access to permanent displays about the site history, temporary exhibitions in the Prison's three galleries and a 'behind the scenes' look at the Fremantle Prison Collection. There is also a gift shop, café and visitor amenities.

A suite of guided tours offers visitors informative, entertaining and unique

opportunities to engage with the history of the site. The Prison also offers school tours and exclusive group tours.

Unique spaces in Fremantle Prison are available for corporate and private function hire and events, ranging from intimate dinners to large concerts in the yards.

Premises are also leased to private operators under strict management agreements. Current uses include education and training, commercial space, short-term accommodation, café, catering and community uses.

The various site activities are indicated on the Figure 1 below.



**Figure 1:** Current site activation

**Pre Colonisation**

The Whadjuk people have been the custodians of Walyalup (Fremantle) for tens of thousands of years.



The earliest buildings within the current site include the Blacksmiths Workshop (1852), Perimeter Walls (1853-55), Entry Complex (1854-55) and Carpenters Workshop (1858).

The southern wing of the Main Cell Block was constructed between 1852-1855 and the first convicts moved in on 1 June 1855.

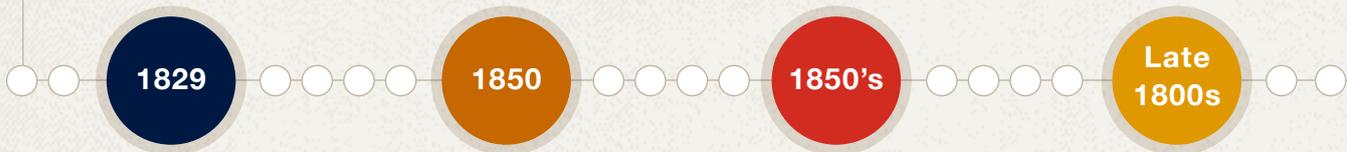
In late 1859 the project was officially completed, including the northern wing of the Main Cell Block.

**1829 Colonisation**

The Swan River Colony was founded on Whadjuk lands in 1829.

The Roundhouse was built in Fremantle in 1831 as the Colony's first prison.

**1850s Construction**



**1850 Convicts**

Following a request for convicts to be sent to assist with development of the Colony, the *Scindian* sailed into Fremantle Harbour in 1850, carrying convicts, pensioner guards and their families.

The convicts were put to work constructing the Convict Establishment, as Fremantle Prison was first known, using limestone quarried from the site.

Construction of the Warders' Cottages commenced in 1851 and works at the prison site commenced in 1852.



**Late 1800s Prison**

In 1867 the complex was renamed 'Fremantle Prison' and in 1868 the transport of convicts to Western Australia ended.

With the end of the convict system, the Prison was handed over to the Swan River Colony's Legislative Council in 1886.

The institution was modified to become the colony's primary gaol for men, women and juveniles by adding the Gallows (1888) and the Women's Division (1889).

With the population boom of the 1890s gold rush, Fremantle Prison became busy once again.



The site was developed over time, including the addition of the Tunnels System (1888-1894), West Workshops (1901-1902) and New Division (1907), and changes to improve conditions following a 1911 Royal Commission.

During the Second World War, the Australian Defence Department sequestered part of the Prison as a military detention centre for 'enemy aliens'.



Fremantle Prison was listed on the State Register of Heritage Places in 1992, national heritage listing occurred in 2005 and world heritage listing in 2010.

From 1992-2002 tours were conducted on site by private tour company 'Fremantle Prison Guardians'.

### Early 1900s Internment

### 1990s Heritage

Early 1900s

1980's

1990's

Today

### 1980s Closure

The State Government resolved to close Fremantle Prison in 1983.

In January 1988 there was a fire and riot at the Prison resulting in extensive damage to the Main Cell Block and in November 1991, the final inmates and staff were transferred to other prisons in WA.

A study on future uses for the Fremantle Prison site recommended it be conserved as a significant heritage site.



### Today Visitors

Operation of the Prison site was returned to the State Government in 2002 and a Master Plan was developed to guide development of the site.

In subsequent years, a visitor centre, museum and array of award-winning tours have been developed at the Prison. Private sector partnerships and tenancies have also been fostered to increase site utilisation and the visitor experience.



1852 – 2019





CONTEXT & ANALYSIS



**Figure 2:** Location map



**West End precinct, Fremantle**



**Warders' Cottages, Fremantle**

## SITE DETAILS

Fremantle Prison is located at 1 The Terrace, Fremantle, on the eastern edge of the commercial centre of Fremantle.

### Location

The 6.295ha site is bounded by Knutsford Street to the north, Hampton Road to the east, Fothergill Street to the south, and The Terrace to the west. It is accessible by private vehicle and public transport and is a short walk from the Fremantle Markets, the Cappuccino Strip, Esplanade Park and Fishing Boat Harbour.

The Prison is part of 16ha precinct that was originally granted for the Convict Establishment. Sites with heritage, historic and cultural value within the precinct include the Henderson Street Warders' Cottages, Fremantle Markets, Fairbairn Street Ramp and Fremantle Oval. Other sites that add to the appeal of Fremantle as a heritage destination include the Lunatic Asylum (now the Fremantle Arts Centre), the Roundhouse, the West End precinct and the Maritime Museum.

### Ownership and Governance

Fremantle Prison (Reserve No. 24042, Lot 2095 on Deposited Plan 191368) is an asset of the State of Western Australia, vested in the Minister for Heritage for the purpose of '*conservation and management of historic buildings and ancillary and beneficial uses thereto*'. The Department of Planning, Lands and Heritage manage the Prison on behalf of the Minister and the Heritage Council of Western Australia oversees governance of the operation.

### Land Use Planning

Fremantle Prison is reserved under the Metropolitan Region Scheme for the purposes of civic and cultural use and the Western Australian Planning Commission (WAPC) determines all applications for works to the Prison. In deciding an application, the WAPC consults with the City of Fremantle, Heritage Council of Western Australia and Commonwealth Department of Environment and Energy.

Fremantle Prison and the wider area of the original Convict Establishment are included in Zone 4 of the City of Fremantle's West End Conservation Area Local Planning Policy (DGF14).



## HERITAGE STATUS

### World Heritage Listing

Fremantle Prison is one of eleven Australian sites that comprise the Australian Convict Sites World Heritage Property. These sites were inscribed on the World Heritage List by UNESCO in 2010 in recognition of their significant heritage and representation of the forced migration and penal transportation of prisoners across the world. Fremantle Prison is the most intact convict establishment in Australia.

As an international signatory to the World Heritage Convention 1972, the State Government (representing the Commonwealth Government as the State Party to the Convention) has agreed to protect and conserve the heritage values of the Prison, and to present these values to the community. The Government is required to report to UNESCO every five years on progress, action and risks for the protection, conservation and presentation of these values.

Management of Fremantle Prison is also required to meet the core objectives of the *Australian Convict Sites Strategic Plan 2017-2020*, which seeks to:

- collaboratively manage the values of the nominated Australian Convict Sites

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

### State and National Heritage Listing

Fremantle Prison's heritage significance has also been recognised by its inclusion in the:

- State Register of Heritage Places – Heritage Council of Western Australia (10 January 1992), and
- National Heritage List – Australian Government (1 August 2005)

### Governing Legislation

The ongoing conservation and interpretation of Fremantle Prison's State, National and World Heritage values are governed by the statutory requirements of the *Western Australian Heritage Act 1990*, the *Federal Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act), as well as the *UNESCO 1972 World Heritage Convention*.



## CONSERVATION AND MANAGEMENT CONSIDERATIONS

The conservation of the significant fabric of the Fremantle Prison, its collections of objects and its related stories are fundamental to the success of the site. A planned and targeted program of significant conservation works is essential to protect the Prison's heritage values and its contribution to the Western Australian economy and community.

The heritage values of the site have been extensively studied and documented, and recommendations made as to works required to maintain, conserve and restore those values. Many of these studies supported the heritage listing and World Heritage nomination of the site and informed the 2003 Master Plan and the 2019 Heritage Management Plan. A full bibliography of studies is provided in the HMP.

Since the State Government resumed operations of the Fremantle Prison in 2002, it has worked to address the recommended maintenance and conservation works. These works have largely been funded through recurrent budgets and a small number of capital works grants from the State and Federal Governments.

This Master Plan outlines a program of works to address conservation priorities, supported by an ongoing planned maintenance regime. Planned investment in effective conservation of the site will sustain current visitation activity and unlock further economic and community benefits for the Western Australian community.

Without this investment, existing levels of economic and community activity on the site may be compromised by safety risks arising from deteriorating building fabric. Acting now to protect and conserve the original fabric and the collections of objects will underwrite the ongoing success and global recognition of the heritage site, and avoid future costs likely to accrue if the buildings continue to deteriorate.

# FREMANTLE PRISON PLANNING FRAMEWORK

Management of Fremantle Prison has the primary purpose of conserving and managing the unique and globally significant heritage values of the site. It is also an objective of the State Government to position the site as a premier tourism experience and maximise opportunities for the community to engage with its significant history.

## Heritage Management Plan 2019

The Master Plan 2019-2029 is a companion document to the Fremantle Prison Heritage Management Plan 2019 (HMP). Conservation of Fremantle Prison, including its collection of objects and stories, is fundamental to its ongoing success, accordingly the conservation considerations outlined in the HMP will always take priority in the event of conflict between future use and conservation.

As the overarching management document for Fremantle Prison, the HMP establishes a policy framework for effective management of Fremantle Prison's heritage values, particularly conservation of the Outstanding Universal Value (OUV) of Fremantle Prison as a World Heritage site in accordance with Australia's obligations under the *1972 World Heritage Convention* and the requirements of the EPBC Act.

Policy 6 of the HMP requires that a Master Plan be created to investigate and recommend future uses of the site. The HMP notes that the Master Plan process shall be 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'.

## 2003 Fremantle Prison Master Plan

The 2003 Master Plan has guided conservation and activation of the Prison site for the past fifteen years. It has informed key conservation projects and the development of the range of tour options and site uses that have positioned the Prison as a renowned destination. New developments implemented in the first five years of the plan include Tunnel Tours (2005), gift shop (2006) and café (2008), resulting in a 38% increase in visitors and 118% increase in revenue over that period.

The intended life of this plan has now come to an end.

The Master Plan 2019 – 2029 builds on the directions set in the 2003 Master Plan and establishes a framework to guide conservation, activation and commercial development over the next ten years.



Figure 3: Fremantle Prison Planning Framework

## STRATEGIC CONTEXT

### Our Priorities: Our Shared Prosperity

The State Government has identified six priority areas and 12 targets to tackle Western Australia's biggest challenges. This Master Plan is aligned with the priorities as follows.

- *A strong economy:* boost visitation and tourism spend at the Prison and in the Fremantle area
- *A bright future:* innovative learning activities on site to support improved learning outcomes for young people
- *Aboriginal wellbeing:* partner with Aboriginal people to find opportunities to utilise the site for tourism, learning and community development

### State Planning Strategy 2050

The State Planning Strategy 2050 establishes an overarching framework for development of the State, with a vision of *sustained growth and prosperity*. Development of a range of tourism experiences that are unique to Western Australia is a strategic direction of the State Planning Strategy, including improved cultural infrastructure and diversified visitor experiences. Protection and development of the potential of Fremantle Prison is aligned with this Strategy.

### Tourism WA Two Year Action Plan

The Tourism WA Two Year Action Plan has been developed to increase visitation to Western Australia and increase market share for leisure and business events. The Plan includes the following actions that are relevant to the Fremantle Prison Master Plan.

- *Grow the cruise market:* Fremantle Prison can benefit from increased market share of shore-based tourism for cruise boats
- *Business Events:* Fremantle Prison offers unique night-time and partner experiences that can be marketed in association with other business event facilities in Perth

- *Authentic demand-driving visitor experiences:* the focus of this Master Plan is to provide new unique experiences to establish the Prison as a must-do destination

### Australian Heritage Strategy 2015

The Australian Heritage Strategy has a vision that heritage places are valued, protected and cared for. This Master Plan aligns with the three key outcomes of the Heritage Strategy as summarised below.

- *National leadership:* support Australia's iconic World Heritage properties
- *Strong partnerships:* develop heritage partnerships between government and other sectors; explore innovative funding, resource sharing and creative partnerships; foster greater collaboration between the heritage and tourism sectors
- *Engaged communities:* promote greater awareness, knowledge and engagement with our national heritage; best practice standards for heritage management and conservation.

### Heritage Council Strategic Plan 2019-23

The strategic focus of the Heritage Council is to ensure that Western Australia's heritage places are conserved through sound heritage practice and harmonious development, and that the potential community and economic value of heritage places is realised. The Heritage Council oversees conservation and interpretation of the heritage values of places under its management to promote a sustainable future for the asset. The Master Plan supports the Heritage Council's Strategic Plan.

## MARKET CONTEXT

Fremantle Prison is the most visited paid attraction in Fremantle with annual visitation of approximately 200,000 people. The Prison is consistently rated highly by visitors and travel advisory services, however there has been limited growth in visitor numbers in recent years, and the type and origin of visitors has also remained relatively consistent.

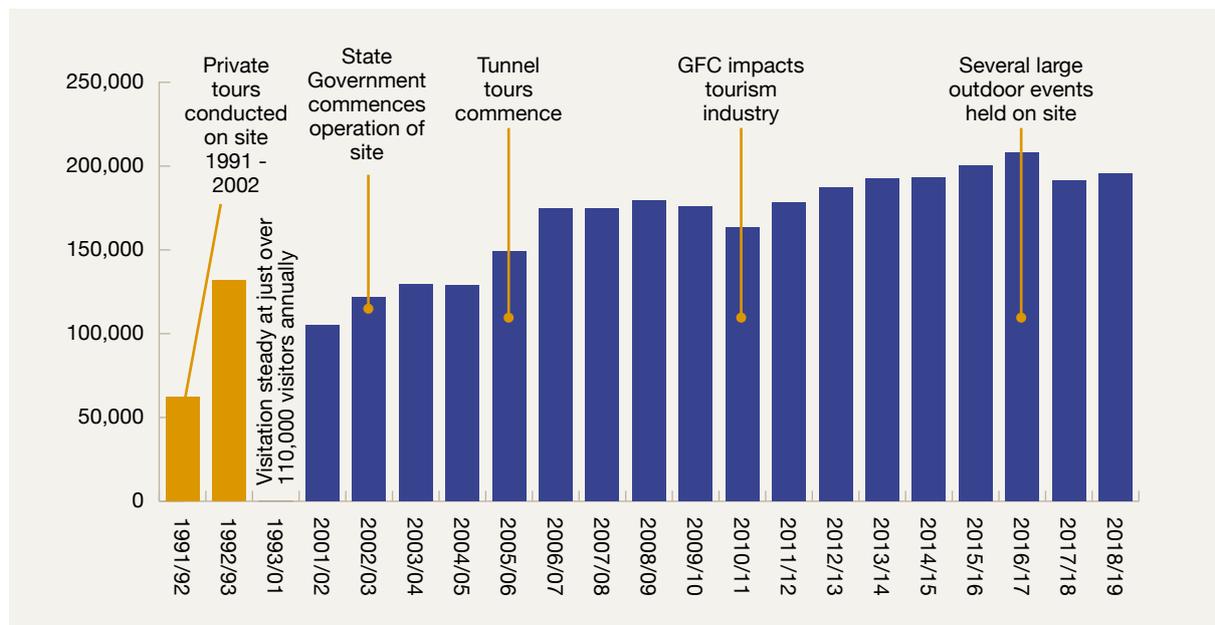
In 2018, 22.7 million intra-state day trips were taken within Western Australia and 11.9 million overnight (domestic and international) visitors came to, or travelled within, the State. This represents a 15.8% increase in the number of visitors (overnight and day trip) in comparison to the previous year, including a 20.3% increase in the holiday market. Together, these visitors spent \$10.4 billion in the State, with 55% of expenditure occurring in Perth and 45% in Regional WA. Total visitor expenditure in the State in 2018 increased by 8.7% from the previous year.<sup>1</sup>

Globally, heritage tourism has become one of the largest and fastest growing tourism sectors with the United Nations World Tourism Organisation estimating that

more than 50% of tourists worldwide are now motivated by a desire to experience a country's culture and heritage.

In Australia, cultural and heritage segments have grown at 7.5% and 11.2% respectively over the past four years: 43% of international visitors to Australia in 2017 participated in a cultural activity; and 33.9% in a heritage activity. The National Trust has found that heritage tourism activities contribute to longer stays, as well as attracting new visitor markets to regional Australia. Research also indicates that visitors to heritage-based activities are more likely to seek high value experiences and deliver a higher spend than nature-based activities.<sup>2, 3</sup>

There is significant evidence that visitors are attracted to destinations that offer unforgettable and inspiring experiences that create an emotional connection with places, people and cultures.<sup>4</sup> Accordingly this Fremantle Prison Master Plan prioritises the development of unique experiences at the Fremantle Prison that will attract the growing global demand for heritage tourism experiences.



**Figure 4:** Annual Visitor Numbers

### Sources

1. Tourism Research Australia's (TRA) International Visitor Surveys (IVS) Factsheet
2. National Heritage Tourism Summit Discussion Paper, National Trust, 2018
3. Tourism & Transport Forum Australia, Built Heritage and the Visitor Economy- The case for adaptive re-use of heritage assets (2017)
4. Tropical Tablelands Tourism, Hero Experiences Guidebook (2015)

## SOCIAL AND ECONOMIC BENEFITS

The AEC Group was commissioned to prepare an Economic and Social Impact Assessment of a range of options for increased use and activation of the Fremantle Prison site. The study included an assessment of the social and economic benefits delivered by the Prison at that time.

The AEC group found that the Prison made a direct contribution of \$19.1 million to the regional economy in the 2017/18 period, including 122 FTE jobs through direct operations and induced visitation. Further, it was estimated that the Prison supported regional activity with a Gross Regional Product of \$21.7 million annually (including direct and flow-on impacts) and creating approximately 200 jobs, equating to \$12.3 million in wages and salaries.

**Table i: Economic Impact of Fremantle Prison Operations (2017/18)**

Impact	Output (\$M)	Gross Regional Product (\$M)	Incomes (\$M)	Employment (FTEs)
Direct	\$19.1	\$9.7	\$6.2	122
Type I Flow-On	\$7.5	\$3.6	\$2.0	25
Type II Flow-On	\$14.8	\$8.4	\$4.1	58
<b>Total</b>	<b>\$41.4</b>	<b>\$21.7</b>	<b>\$12.3</b>	<b>205</b>

Note: Totals may not sum due to rounding.

Source: AEC

The Economic and Social Impact Assessment also found that the Prison contributed many social and community benefits (refer table ii). This finding is supported by community consultation undertaken for the Master Plan process which found that respondents were generally supportive of products offered at Fremantle Prison. Many recognised that the economic success is translated into conservation efforts and some expressed the view that the community shares in the social and economic benefits generated by the Prison.

**Table ii: Fremantle Prison social benefits**

<b>Jobs Creation:</b>	Fremantle Prison, as a tourism asset, contributes to the local community by providing jobs and incomes; both directly through the operation of the Prison and indirectly through the attraction of visitors and visitor spend within the community.
<b>Enhanced Community Pride:</b>	The cultural and heritage values of the Prison provide an important link to Fremantle's past for the local community, contributing to the community's sense of place. As a tourism asset, the Prison also increases awareness of Fremantle in broader society, showcasing the city and attracting visitors to the region.
<b>Amenity Benefits for Users/ Visitors:</b>	Fremantle Prison attracted almost 200,000 visitors in 2017/18, with a range of tourism offerings available. The Prison provides visitors with an opportunity to recreate and learn about the cultural heritage and history of Fremantle and the Prison, and thereby provides an important amenity benefit for visitors to the facility.
<b>Enhanced Education Outcomes:</b>	Fremantle Prison is a rich resource for researchers, archaeologists and the education sector. These programs provide important opportunities to teach visitors about the cultural and historic significance of the Prison, its place in Fremantle's history, and the way of life for inmates of the past. Programs offered to school groups play an important role in supporting the National Curriculum.

# COMMUNITY AND STAKEHOLDER ENGAGEMENT

Fremantle Prison is a key element of the local landscape and history. It contributes to a sense of place and carries significant meaning, both positive and negative, for many in the Fremantle community and for those families with a connection to the site. Accordingly, the ongoing success of the Prison as a sustainable cultural heritage site requires sensitive consideration of community and stakeholder views regarding conservation activities, and activation and funding strategies. Providing opportunities for public engagement is an identified action of the HMP.

Several activities have been overtaken over the past three years to ensure this Master Plan is informed by community and stakeholder views. These are briefly summarised below.

## Community Consultation: Future Uses

In 2016 Lockwood Advisory undertook one-on-one interviews and group forums with stakeholders to consider potential future uses of the Fremantle Prison site. Consultation included State and Federal heritage representatives, relevant community and business groups, and staff. The outcomes of the consultation were presented in the *Fremantle Prison Future Uses – Final Report*.

The consultation identified broad stakeholder support for the development of compatible uses that contribute to the overall preservation of the site.

### Identified uses

- Festivals, events, food and beverage
- On-site dining/wine bar
- Arts exhibitions, theatrical performances, outdoor cinema
- Creative industries
- Place making and interpretation
- Enhance visitor experiences with sound, lighting & projections
- Community gathering spaces / community participation
- Expanded education and learning programs
- Accommodation

## Visitor Input

Visitor surveys provide ideas for improvement from the customer perspective. While many responses suggest improved amenities, the majority support the maintenance of the existing products, activities and experiences.

## Direct Stakeholder Engagement

Staff are actively engaged with several community, industry and heritage groups to ensure future proposals meet stakeholder expectations and align with other strategic plans. Examples include the World Heritage Australian Convict Sites Steering Committee, Fremantle Oval Redevelopment Reference Group, Fremantle Destination Marketing Working Group and Hampton Road Community Reference Group.

## Review of Draft Master Plan

The draft Fremantle Prison Master Plan 2019-2029 will be advertised for public comment. Feedback on the draft will inform the final Master Plan.

# MASTER PLAN 2019-2029

## VISION

Fremantle Prison is a celebrated Australian heritage icon - a must-do destination that attracts visitors to Perth. Management of the site demonstrates leadership and innovation in the conservation and activation of heritage places.



# OBJECTIVES

## CONSERVE & SUSTAIN

Invest in the protection and conservation of the World Heritage values and sustain visitor numbers with renewed interpretation and improved amenity.

## ACTIVATE & GROW

Position the site as a demand-driving destination with unique, world-class experiences that grow revenue for the site and generate benefits for the State.

MASTER PLAN  
2019-2029





## A DISTINCTIVE DESTINATION

Present Fremantle Prison as a prominent landmark and distinct character precinct in Fremantle, creating a striking first impression and lasting positive memories for visitors.

### CONSERVE & SUSTAIN

1

#### Create a strong sense of arrival

Establish a clear sense of arrival and a dynamic transition to the 'inside' with innovative interpretation of the perimeter walls, re-design of the Terrace arrival plaza, and restoration works along the Terrace.

State and local government partnership

2

#### Care for visitors

Upgrade and expand visitor services and amenities to ensure a high-quality visitor experience, enable increased access, and support a wider range of activity across the site.

State Government

### ACTIVATE & GROW

3

#### Reinforce the character of the Convict Establishment

Prepare new guidelines for urban design and development for the area of the original convict grant to retain and enhance the visual prominence of the Prison and improve the character and activation of the entire Convict Establishment.

State and local government partnership in consultation with land owners.

Further detail about the 11 Priority Actions is provided in Section 5 on page 35.

## A PREMIER EXPERIENCE

Enhance Fremantle Prison's reputation as a must-do attraction with quality conservation, innovative interpretation, and unique experiences that grow visitor numbers and drive tourism demand in WA.



## CONSERVE & SUSTAIN

4

### Conserve the heritage building fabric

Deliver a program of essential conservation works to protect the outstanding universal values of the site, and maintain safe access for staff and visitors throughout the site.

State  
Government

## ACTIVATE & GROW

5

### Enthral with spectacular interpretation

Create a world-class 'Sound and Light' show that brings the impressive prison buildings to life at night with spectacular interpretation of Western Australian stories.

State  
Government or  
public – private  
partnership

6

### Spend a night in prison

Develop an immersive 'Night in Prison' experience that offers visitors a unique and authentic perspective on prison life and site history.

State  
Government or  
public – private  
partnership

7

### Invite partnerships and innovation

Encourage new proposals for activation of the site and establish a framework for evaluation and development of new initiatives and partnerships

Private enterprise  
or public-private  
partnerships



## A LEARNING PLACE

Build Fremantle Prison's brand as a place for learning and community engagement with a new Centre for Heritage Excellence and innovative programs to immerse learners and the community in the site's cultural and built heritage.

### CONSERVE & SUSTAIN

8

#### Refresh and expand the education programs

Establish Fremantle Prison as an iconic classroom using contemporary technologies to deliver memorable learning experiences for schools, international and special interest groups.

State Government, industry and community partnership

9

#### Grow the Prison garden, and volunteer programs

Involve volunteers in establishing and maintaining new gardens on the site of the original prison vegetable gardens. Leverage this initiative to develop volunteering and community engagement programs.

Government and community partnership

### ACTIVATE & GROW

10

#### Establish a Centre for Heritage Excellence

Develop a 'Centre for Heritage Excellence' that utilises conservation activities on site to demonstrate best practice and foster research, education and training in conservation, curation and heritage trades.

State and Federal Governments

Tertiary institution

11

#### Connect to Aboriginal experiences and stories

Be a place for truth-telling, reflection, healing and reconciliation. Partner with Aboriginal people, families and communities to explore new and meaningful ways for Aboriginal stories and experiences to be told and heard at the Prison.

State and local Government and community partnership



IMPLEMENTATION



## BUSINESS CASE

The Master Plan has an estimated cost of \$27.58 million over ten years, equating to an average annual spend of approximately \$2.76 million. This important investment will enable:

- essential conservation works to protect the site's World Heritage values and enhance the visitor experience
- unique, demand-driving attractions that directly benefit the broader tourism sector and Fremantle economy
- increased revenue from tours, experiences and commercial activity on site to improve long term self-sufficiency
- the fostering of heritage and curatorial skills and knowledge to maintain Western Australia's heritage places into the future
- an active and attractive precinct that supports a vibrant local community.

The Social and Economic Impact Study undertaken by AEC Group in 2016 found that the combined impact of the proposed 'Sound and Light' show and 'Night in Prison' experience would be in the order of 45,000 additional visitors per year, an increase of 22% on current visitor rates. The study projected that these activities, costed at \$2.7 million to establish, could generate an

additional \$2.3 million in annual revenue for the Prison, equating to a 50% increase in revenue and representing an 85% return on investment within the first year. The additional revenue generated by these initiatives will support ongoing conservation of the site.

In terms of broader economic impact for Fremantle, the AEC Group projected that the new initiatives would generate an additional \$5.3 million in Gross Regional Product including direct and flow-on impacts, supporting over 50 FTE jobs per annum and paying \$2.9 million in wages and salaries.

AEC Group found that investment in the existing prison assets would *"play a timely and key role in raising the profile of Fremantle as a competitive tourist destination."*

The report also noted that some of the proposed activation initiatives would not have a direct associated revenue benefit but offer intangible social and community benefits, for example the Prison Gardens and the Centre for Heritage Excellence. The report found that these initiatives would add tangible value to the overall site and that *"without them the revenue potential of other developments could be stifled"*.

## Budget

An indicative ten-year investment program is set out below.

	Immediate (Year 1) \$M	Short term (Year 2-4) \$M	Medium (Year 5-6) \$M	Long term (Year 7-10) \$M
1. Create a strong sense of arrival	0.50	2.60		
2. Care for visitors	0.10	1.00		
3. Reinforce the character of the Convict Grant precinct		0.10		
4. Conserve the heritage building fabric	3.50	3.57	2.51	
5. 'Light and Sound' show		2.00		
6. 'Night in Prison' experience			0.70	
7. Invite partnerships and innovation				
8. Refresh and expand the education programs				
9. Grow the Prison gardens, and volunteer program			0.20	
10. Establish a Centre for Heritage Excellence			1.00	9.50
11. Connect to Aboriginal experiences and stories		0.30		
<b>Sub-totals</b>	<b>\$4.1</b>	<b>\$9.57</b>	<b>\$4.41</b>	<b>\$9.50</b>

## FUNDING AND PARTNERSHIP MODELS

The Master Plan budget relies on State and Federal Government funding to undertake conservation works and establish the Centre for Excellence. The plan also includes opportunities to invite private partners on site to invest in activation, tourism and ongoing site maintenance, thereby increasing self-sufficiency over time.



## PROGRAM MANAGEMENT

Delivery of the Master Plan will require a delivery team that is able to focus on the capital works conservation program and business development initiatives independently of the day-to-day operational requirements which are the responsibility of current staff.

A senior manager and project assistant will be engaged to oversee delivery of the Master Plan with support from contract staff and/or consultants as warranted by the program, and drawing on expertise of the DPLH for specific matters. The delivery team will require skills in project management and stakeholder engagement, as well as conservation and heritage expertise.

## RISK MANAGEMENT

Compatible future uses can contribute to the ongoing conservation of Fremantle Prison and will assist in establishing the site as a demand driving destination. However future uses that are not properly considered may put the heritage values at risk. To this end, the HMP requires a case-by-case assessment of any proposed activities on the site to ensure they would not adversely impact heritage values and will deliver economic and/or social value to the site.

This includes consideration of the potential impact of proposed uses on the existing visitor experience, other site users and surrounding residents and land uses. The Priority Actions in this Master Plan have undergone preliminary assessment against the HMP. Ongoing compliance with the HMP will be monitored as the detail is developed.

The Master Plan is guided by the following risk management principles to protect the heritage values and reputation of the site, and the safety of staff, contractors and visitors.

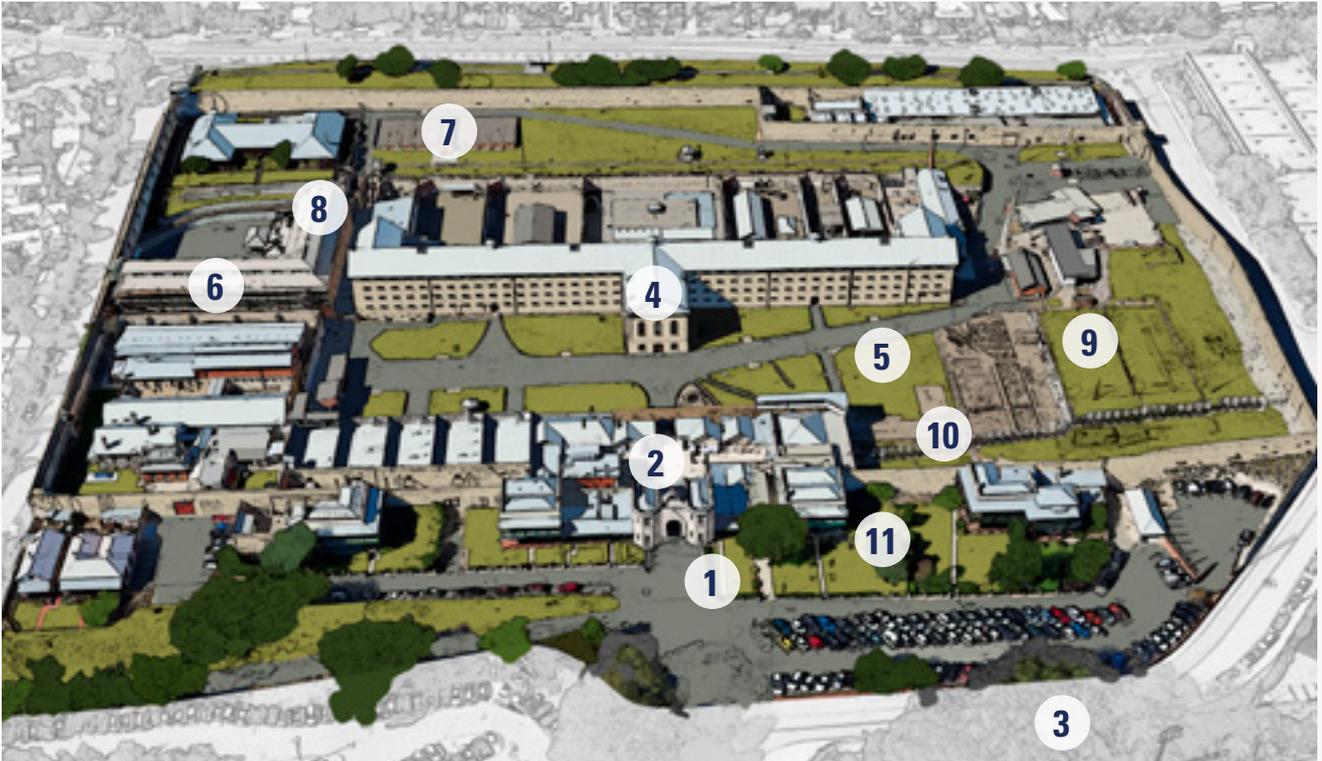
- Regular risk assessment will be undertaken to identify and manage potential negative impacts on heritage values and reputation of the site.
- Risk management plans will be prepared and implemented for any activity that carries a risk of negatively impacting significant heritage fabric or the reputation of the place, where that risk can be managed.
- Activities that involve external parties will require effective management controls such as access agreements and use conditions to manage risk of harm.
- Activities that are considered incompatible, or with risks that cannot be managed, will not be supported.



# PRIORITY ACTIONS

# ELEVEN PRIORITY ACTIONS TO CONSERVE & SUSTAIN, ACTIVATE & GROW:

# 11



- |   |   |
|---|---|
| <b>1</b> Create a strong sense of arrival                     | <b>7</b> Invite partnerships and innovation             |
| <b>2</b> Care for visitors                                    | <b>8</b> Refresh and expand the education programs      |
| <b>3</b> Reinforce the character of the Convict Establishment | <b>9</b> Grow the prison garden, and volunteer programs |
| <b>4</b> Conserve the heritage building fabric                | <b>10</b> Establish a Centre for Heritage Excellence    |
| <b>5</b> Enthral with spectacular interpretation              | <b>11</b> Connect to Aboriginal experiences and stories |
| <b>6</b> Spend a night in prison                              |   |

**Figure 5:** Site map indicating location of priority actions



## A DISTINCT DESTINATION

### 1. Create a strong sense of arrival

Establish a clear sense of arrival and a dynamic transition to the 'inside' with innovative interpretation of the perimeter walls, re-design of the Terrace arrival plaza and restoration works along the Terrace.

#### Background

Fremantle Prison's imposing perimeter walls and striking Gatehouse are highly visible elements on approach to the Prison and from several key viewsheds in the precinct; evoking a brooding presence, particularly on Hampton Road, Fothergill Street and Knutsford Street. Their stark appearance has significant heritage value and contributes to the interpretation of the site.

However, there is potential to better utilise the perimeter walls and Hampton Road reserve to define and interpret the Prison from Hampton Road and to improve amenity and access for pedestrians and residents, such as establishing an interpretive walk around the perimeter of the site. Hampton Road residents have requested treatments that would improve the visual amenity of the Hampton Road walls. Whilst this must be carefully managed to mitigate any impacts on the heritage values of the walls, possible solutions require some consideration.

Visitors arrive at the Prison via one of three routes: the primary Fairbairn Street ramp; the Holdsworth Street ramp or adjacent stairs from the Terrace carpark; or by vehicle on Fothergill Street. Sightlines along these access routes are increasingly being obscured by trees on the Fairbairn Street ramp, Terrace carpark and Fremantle Oval.

All three entries meet in front of the Gatehouse at an arrival plaza, which is a popular photo opportunity for all visitors. However, the plaza is a poorly planned 'shared zone' in which visitors must contend with vehicles, buses and cyclists. The challenges of negotiating this busy environment detracts from the overall arrival experience, particularly the dramatic impact of the Gatehouse and entry to the Prison.

The Terrace land form and its collection of convict-era, colonial buildings add to the attractive and striking face of the Prison. Unfortunately, these buildings are not well activated and have poor access due to design of the carpark.



**Above:** Images indicate possible styles and approaches for interpretation and improved amenity on the Prison perimeter. They are not design proposals.

## Description of Works

### The Terrace

The collection of buildings and landscaped gardens along the Terrace have exceptional and considerable heritage significance and provide a striking contrast to the austere architecture of the Prison. Restoration work and activation of the streetscape will significantly enhance the visitor experience.

The proposed works include:

- high quality entry and interpretive signage, way-finding signage and sculptural elements
- reconstruction of historic elements on the Terrace such as the convict-era bell post and cannon
- repairs to building facades, authentic roof treatments and development of historic gardens
- activation with tenancies complimentary to a vibrant location and the precinct character, such as restaurants, cafes, bars and galleries
- additional lighting of walls and pedestrian paths.

### Terrace arrival plaza

The arrival experience for visitors will be improved by designating a pedestrian plaza immediately in front of the Gatehouse, providing arriving visitors, including large groups of school children and coach tours, with a safe space to gather, photograph and appreciate the historic building before entering the site. A reconfigured carpark will include parking for people with disabilities, a dedicated pick-up area and coach parking.



### Hampton Road reserve

The Hampton Road reserve can be used to enhance the arrival experience. Works will include way-finding signage, ground level interpretative elements as well as tree removal to reinforce the austere character of this space.

### Perimeter walls and watch towers

The perimeter walls and watch towers can be used more effectively to provide an interpretive canvas for the Prison, whilst achieving improved amenity for neighbouring residents. Works might include selected up-lighting of the walls and/or interpretive installations. These works would enhance the arrival experience, and could entice visitors to walk around the perimeter with the opportunity to learn more about the Convict Establishment. Notwithstanding the above, maintaining the heritage values of the walls is a major consideration and will determine the final scope of works.

### Heritage Impact and Regulatory Compliance

This action will enhance the heritage authenticity of the site. Reduced vehicle circulation in the arrival plaza will also improve the historic presentation of this area.

These proposed works align with the 2019 HMP as follows:

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

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.

POLICY 69: Fremantle Prison will be managed to ensure that its landmark status is retained and its monumental presence in the landscape is enhanced.

POLICY 72: The exterior of Fremantle Prison will be managed to retain its austere institutional appearance.

The project will improve compliance with safety and access requirements through re-design of the arrival plaza, vehicle access and parking areas.



## Interpretive Potential

This project will support the interpretation of the Prison and its perimeter features through:

- Restoring elements of the Gatehouse and Terrace buildings to their convict-era presentation
- Allowing pedestrians to view and appreciate the buildings and gardens safely
- Redeveloping interpretive signage that explains the significance of the Terrace buildings
- Emphasising the World Heritage significance of Fremantle Prison.

Landscaping, lighting and sculptural elements can begin to tell the story of the Prison by enhancing the thematic ideas of security, incarceration, separation and observation that the walls and towers symbolise. For example, a sculpture of convicts escaping over the Hampton Road perimeter wall will identify the historic events of prisoner escapes from the east workshops and entice visitors to come inside and see more of the Prison. Similarly, a sculpture on the number 3 guard tower walkway above Fothergill Street will reinforce the idea that the Prison was a place of security and observation.

## Community Benefit

A well-designed and safer arrival at Fremantle Prison will facilitate positive community engagement with the site and reduce the risks to public safety arising from the current configuration. A reconfigured carpark will also offer broader benefits to patrons at Fremantle Oval, including the provision of coach parking. The proposed works to the perimeter walls will also improve visual amenity for neighbouring properties.

## Financial Analysis

Direct financial benefit is anticipated through increased rental potential from buildings on the Terrace, due to increased visitation and amenity of the area. Indirect financial benefit to both the Prison and wider Fremantle area will accrue from increased visitation to the area.





## 2 Care for visitors

Upgrade and expand visitor services and amenities to ensure a high-quality visitor experience, enable increased access, and support a wider range of activity across the site.

### Background

A high standard, and adequate number, of visitor amenities and services is important to the success of any destination. While it is not the purpose of the visit, poor amenities can detract significantly from the visitor experience and lead to unfavourable reviews, which over time decreases visitation and erodes sustainability efforts.

The *Economic and Social Values Review* prepared by AEC in 2019 indicated that visitors valued the World Heritage status and the quality of the staff at the Prison. Other strengths valued by visitors included good parking, value for money and proximity to other attractions.

However, visitor feedback indicates that the lack of modern, universally accessible public toilets and standard of other amenities and services has a negative impact on the visitor experience at Fremantle Prison. Ironically, it was the lack of decent toilets that led to closure of the Prison in 1991.

The quantity of services and amenities available can also restrict the activities conducted on site by restricting the number of guests able to attend a function or activity due to an inadequate number, or limited access to, facilities.

Increased accessibility across the site is also a visitor expectation. While there are constraints to providing universal access to all areas of a heritage site, there is a general expectation, and obligation, to facilitate access to the extent possible.

## Description of Works

It is proposed to provide a complete suite of contemporary visitor amenities to accommodate increased visitation at the site.

### Visitor reception, way-finding and services

- Improved ticket office and ticketing facilities
- Introduction of improved technologies, such as public wi-fi and language translations for non-English speakers
- Improved café and dining facilities
- Meeting facilities
- Refit of vacant or under-utilised space to accommodate new uses
- Upgrade of existing spaces, such as the gift shop

### Toilets and personal amenities

Upgrades are required to the accessible toilets, parent's room and first aid room to meet visitor expectations. A new cloak room with locker storage is also required. There is also a requirement for upgrades to toilets across the site and new/additional toilets to accommodate increased activation.

There are several locations that could be adapted to accommodate these facilities, as listed below. It is anticipated one or more of these sites will be selected subject to detailed assessment of heritage impacts.

- The existing 1970s Prisoner Shower Block – linking to the Main Parade Ground
- The current storage facility adjacent to Prisoner Reception – linking directly to the Gatehouse forecourt
- The West Workshops following relocation of the Visible Collection Store – linking directly to the Gatehouse forecourt
- A new build on the footprint of the original 1930s Prisoner Shower Block – linking directly to the Gatehouse forecourt and the Main Parade Ground
- Within the proposed new Centre for Heritage Excellence



## Heritage Impact and Regulatory Compliance

The proposed works will be sited and designed such that they do not have a detrimental impact on parts of the site with exceptional or considerable heritage significance. Provision for ongoing sustainable visitation is consistent with the intent to provide the community with the opportunity to experience heritage places.

These proposed works align with the 2019 HMP as follows.

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; and
- interfere or impact on the visual and functional relationships of the historic entry court buildings and inner and outer gates.

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.

Improved accessibility of the site will ensure better alignment with the intent of the *Disability Discrimination Act 1992*.

## Interpretive Potential

While the purpose of these works is to improve the visitor amenity, design should consider the potential for interpretive outcomes where practical.

## Community Benefit

Improved amenities and services will provide a more positive experience for visitors to the Prison, which will reflect on the reputation of the wider tourism industry. Better provision of amenities and services can also broaden the range of activities that occur at the site, providing more opportunities for community visitation and engagement on the site.

## Financial Analysis

This activity is essential to sustain and expand visitation levels. It will deliver indirect financial benefit by enabling the growth of visitation numbers and associated income.

### 3. Reinforce the character of the Convict Establishment

Prepare new guidelines for urban design and development for the area of the original convict grant to retain and enhance the visual prominence of the Prison and improve the character and activation of the entire Convict Establishment.

#### Background

The 16ha grant allocated for development of the Convict Establishment and associated buildings, including Fremantle Prison is depicted at Figure 8 below. Today the Fremantle Prison occupies 6.3ha of the original grant and is a prominent element in the precinct.

Other development and land uses within the original site include the Fairbairn Street ramp, Fremantle Oval Henderson Street, Warder's Cottages, Fremantle Markets, the old courts and police station and parts of the Fremantle Hospital.



**Figure 6:** The Convict Establishment, with the current prison site outlined at the top.

Development has been proposed in and around the Fremantle Oval and the old courts and police station, and further development of the precinct is likely in future years to meet growth targets for the area. There is therefore a pressing need for a planning policy and guidance to maintain the character of the area, reinforce heritage interpretation of convict and colonial-era buildings and protect key sightlines and viewsheds to the Prison. Well-planned development also presents an opportunity to increase and extend activation of the overall precinct including utilisation of the Prison site.

The City of Fremantle has a suite of policies that provide design guidelines for individual precincts across the City. The Fremantle Prison and Convict Establishment are currently included in *Design Guide F14: Fremantle West End Conservation Area Policy*, dated 1992. This policy focuses on the protection of heritage values of the Prison site. It does not contemplate the type of development now proposed in the Convict Establishment and does not establish clear urban design principles for the precinct.

The recent inclusion of the West End Heritage Area on the State Heritage Register necessitates different management and policy arrangements for those parts of the wider area covered by DGF14. This provides an opportunity to develop a Precinct Master Plan with policy and design guidelines for development activity in the Convict Establishment.

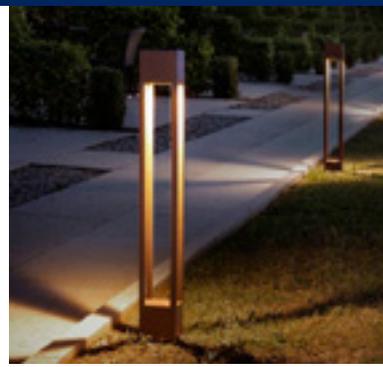
## Description of Works

Partner with City of Fremantle to develop a new master plan and design guidance for the Convict Establishment, including conservation principles, precinct objectives, development controls and a design code for land use and development within the precinct. The policy should also include urban design and interpretive elements throughout the Convict Establishment to increase understanding and appreciation of the precinct's history and enhance the heritage values of the Prison.

By way of example

- The 2003 Master Plan recommended interpretation of Fairbairn Ramp in its original form, including the base of the ramp on the western side of Parry Street with the inclusion of wayfinding and public art to interpret this zone. Development of the Fremantle Oval site presents an opportunity to realise this outcome. Conversely if adequate design guidance and controls are not provided this importance physical and visual link may be further diminished.
- Trees on Hampton Road, the Fairbairn Street ramp, Terrace Carpark and Fremantle Oval are encroaching on key sightlines of the Prison walls and Gatehouse, particularly from Parry Street and the markets and are causing damage to the convict era ramp. Strategies are required throughout the precinct to achieve a better balance between streetscape amenity and conservation of heritage fabric, key sightlines and the visual austerity which form part of the Prison's heritage values and character of the precinct.

This project would be undertaken as a partnership of the Department of Planning, Lands and Heritage and the City of Fremantle and will involve engagement with affected landholders, the community and other stakeholders.



### **Heritage Impact and Regulatory Compliance**

These proposed works align with the 2019 HMP as follows.

POLICY 80: 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 89: 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 Rottnest 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).

Improved legibility of the original Convict Establishment will strengthen heritage values by placing Fremantle Prison in an appropriate historical context and provide opportunities to interpret convict-era buildings external to the perimeter walls.

### **Community Benefit**

Fremantle is renowned for its varied places to explore, including Fishing Boat Harbour, the historic West End, the Port and the famous Cappuccino Strip. The Convict Establishment with its convict history and co-location of significant historic buildings and community uses is one of Fremantle's significant precincts and requires appropriate recognition and protection in the planning framework.

### **Financial Analysis**

Indirect financial benefit will be experienced by businesses in and around the Convict Establishment, including the Prison, as well as the broader tourism industry through enhanced destination appeal and new activation opportunities.



## A PREMIER EXPERIENCE

### 4. Conserve the heritage building fabric

Deliver a program of essential conservation works to protect the outstanding universal values of the site and maintain safe access for staff and visitors throughout the site.

#### Background

Fremantle Prison requires conservation works to stabilise deterioration and conserve key heritage values. The budgeted cost of these works is \$13.08 million over the next six years. \$3.5 million of this has been provided by State Government with works in progress. It is anticipated that after this time the majority of maintenance works will be sustained by increasing operational revenue.

While all conservation works identified are essential, the required works have been programmed over several years according to ranked assessment of the following factors:

- the significance of each building, fabric, space and/or element (as detailed in the HMP),
- the current condition of the element and risks of delaying works,
- the impact on safety, visitation and activation at the site if works are not carried out.

Highest priority is given to:

- essential conservation works to protect the values of elements with exceptional significance and the World Heritage status of the site, and
- essential works to protect the safety of staff and visitors on site and meet the regulatory obligations of the Minister as owner of the site.

<b>Exceptional significance</b>	These areas relate to the convict era and the identified OUV that led to the site's World Heritage listing. This significant historic era extends from 1851 when the earliest convict related works commenced through to 1886 when the Convict System ended, and management of Fremantle Prison passed to the Swan River Colony's Legislative Council.
<b>Considerable significance</b>	These areas are predominately associated with the early years of State administration from 1886 to 1918 and reflect the transition of the Prison from a convict facility to a modern prison.
<b>Some significance</b>	These areas include some pre-World War II and post-World War II elements, items associated with the Prison experience and elements added through the twentieth century.
<b>Intrusive works</b>	Some modern elements that are intrusive.

### Description of Works

The works involve the following key conservation activities:

- rectify site drainage to minimise ongoing rising damp and salt attack in walls
- repair windows and window sills to keep the buildings weathertight
- stabilise and repair deterioration in limestone foundations and walls across the site (perimeter and external walls to buildings and internal division yard walls.)
- replace asbestos roofs and repair other roofs on site,
- upgrade or replace corroding steel in walkways, stairs, handrails and other site elements
- repair walls, ceilings and floors in cells in the Main Cell Block and New Division
- upgrade ground surface treatments to remove trip hazards and reinstate or interpret original materials
- restore under-utilised buildings to meet conservation outcomes and enable activation or adaptive reuse

Many of the works will require specialist conservation trades which impacts scheduling of works. Works must also be planned to minimise impact on visitor operations.

## Heritage Impact and Regulatory Compliance

These proposed works align with many policies and actions of the 2019 HMP. The following particularly apply.

**POLICY 22:** All decisions at Fremantle Prison will be made having regard to the HMP. The paramount consideration in any decision-making process will be the conservation of Fremantle Prison's heritage values, especially its OUV.

**ACTION 16:** Continue to prepare specific conservation management strategies that are consistent with the HMP and which identify short-term and long-term capital works projects.

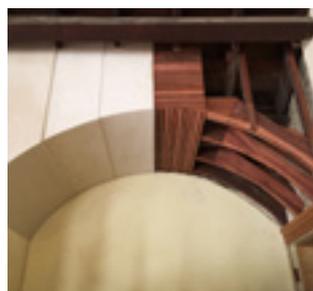
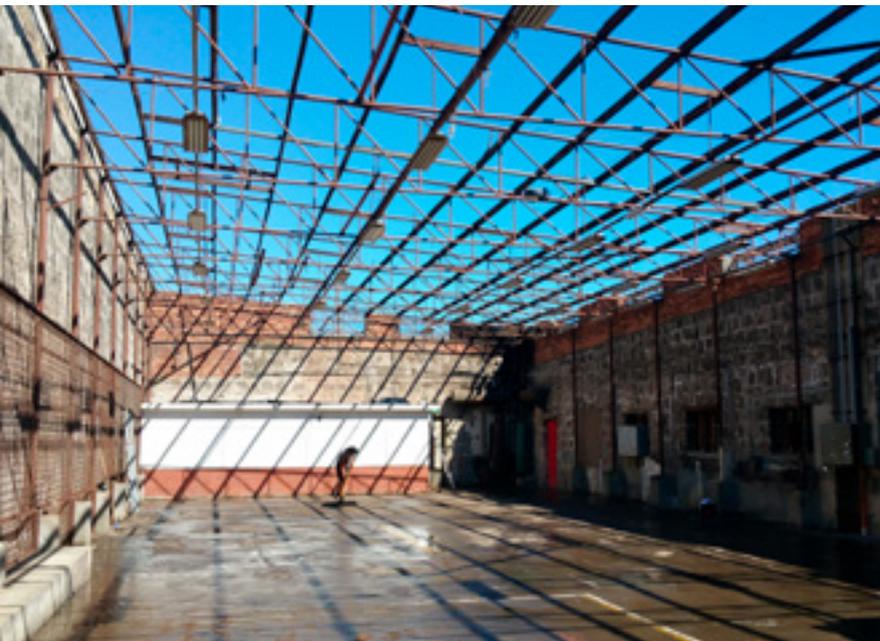
**POLICY 65:** Fremantle Prison will continue to maintain a cyclical and regular monitoring and maintenance program. The physical condition of the site will be assessed at least every three years through a Building Condition Assessment prepared by Building Management and Works (WA Department of Finance). Based on the results of the Building

Condition Assessment, the Schedule of Conservation Works maintained by Fremantle Prison will be regularly updated and the relevant data will inform existing and future zone-by-zone Conservation Management Strategies.

**POLICY 66:** To ensure the timely and cyclical implementation of necessary conservation work, Fremantle Prison's Schedule of Conservation Works and its zone-by-zone Conservation Management Strategies will include Implementation Plans. These will provide clear time frames for the completion of specific conservation works.

## Cost Benefit Analysis

Investment in conservation of the Fremantle Prison is essential to maintain the intrinsic value of the site and the financial benefit that can be leveraged from increased visitation and activation at the site.



## 5. Enthral with spectacular interpretation

Create a world-class 'Sound and Light' show that brings the impressive Prison buildings to life at night with spectacular interpretation of Western Australian stories.

### Background

Fremantle Prison, Perth's only World Heritage attraction, has excellent potential to develop unique experiences that further raise Western Australia's visitor profile and offerings.

One example is the development of a 'Sound and Light' show in the Main Parade Ground. Known internationally as a 'son et lumiere' this spectacular interpretation style brings history to life through immersive displays of imagery, narrative and sound set against iconic architecture or landscapes. The popularity of this interpretive technique is evident through events such as the hugely popular Boorna Waaginy in Kings Park commissioned by Perth Festival, which attracted 110,000 people in 2017 and 230,000 when it returned in 2019.

A high calibre experience would create a new demand-driving tourism attraction in Western Australia, strengthen Fremantle Prison's ability to create commercially viable, commissionable wholesale tour options and generate a high-return commercial income stream that can support broader conservation efforts at the site. Over time, a calendar of shows could be developed to attract return visitation and interpret different aspects of Western Australian heritage, environment and culture.

Augmented reality, virtual reality, photogrammetry and videogrammetry offer new ways of interpreting heritage sites, objects, research and stories. enabling visitors to interact with history in new and exciting ways. Adoption of these cutting-edge technologies will increase visitor interaction with the Fremantle Prison collection of objects and augment and enhance existing tour products and education experiences.

## Description of Works

Works for the development of a ‘Sound and Light’ show and wider use of emerging technologies across the site include:

- Story production, including research, photography, computer modelling and rendering
- Installation of projection equipment and lighting
- Audio hardware and software.

The installation of technology must comply with the HMP and not be detrimental to the heritage values of the site.

Works will also be required to the Main Parade Ground to improve safety and accessibility for visitors and events. Given that drainage issues are accelerating deterioration of the Main Cell Block due to damp and salt attack, works to the Main Parade Ground could assist with conservation of these buildings. Expert design input is required to find a well-considered solution that facilitates higher visitation and rectifies the drainage issues, whilst conserving the heritage values of the Parade Ground.

## Heritage Impact and Regulatory Compliance

As highlighted in the previous section these works must be carefully managed to balance the potential benefits in terms of conservation of the Main Cell Block and interpretation and activation of the site, with mitigation of risks to the heritage fabric and values of the Main Parade Ground.

These proposed works are aligned with the 2019 HMP, particularly:

POLICY 83: 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.

However these works have the potential to conflict with other aspects of the 2019 HMP. Proposed solutions will therefore require detailed heritage assessment.



**Above:** Visualisation of a potential projection at Fremantle Prison inspired by the 1988 fire and riot, and an actual projection on the Main Cell Block.

## Interpretive Potential

Sound and light shows offer a breadth of interpretation opportunities that were not previously possible. Well-designed narratives about the history of the Prison and its impact on the development of the State of Western Australia can achieve the strategic objective of Fremantle Prison and the Australian Convict Sites to 'present and interpret the Property's Outstanding Universal Value' to the community.

## Community Benefit

All product enhancements, and new interpretive experiences provided by new technology will:

- provide an entertaining and interpretive experience to the community that enhances their understanding and appreciation of the Western Australian stories through the eyes of Fremantle Prison
- enhance community pride because of the raised national and international profile of the Prison
- create flow on social and economic benefits to the local community by attracting more visitors to Fremantle.

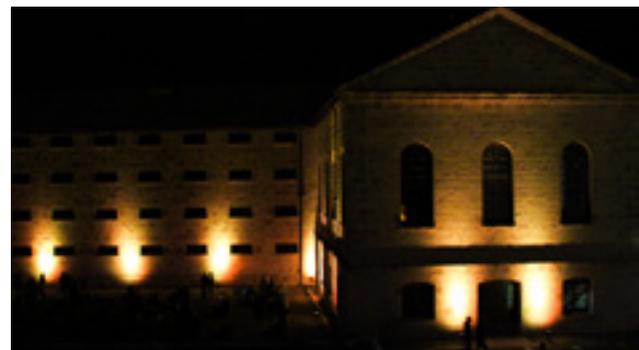
## Financial Analysis

All product enhancements support the ongoing viability of the site as a contemporary visitor attraction. This unique night time experience has the capability to attract high visitor numbers, including visitors that may not attend more conventional tour offerings at the Prison.

The proposed 'Sound and Light' show was analysed by AEC Group in the 2019 Economic and Social Impact Assessment. AEC estimated that after three years, 31,200 tickets would be purchased annually, generating a projected annual revenue of \$932,100.

Indirect benefits of establishing a new world class visitor drawcard at the Prison include:

- increasing activation in Fremantle during the evening driving increased patronage at restaurants and more overnight stays
- providing a vehicle to connect visitors to regional WA through the stories of the Prison
- enabling the Prison to better deliver commissionable product.



**Clockwise from top left:** Projections used to tell historic stories; light projections on the Main Cell Block; the Boorna Waaginy sound and light experience in Kings Park; lighting on the Gatehouse.



## 6. Spend a night in Prison

Develop an immersive ‘Night in Prison’ experience that offers visitors a unique overnight stay and authentic perspective on prison life and site history.

### Background

The Prison-hotel conversion model has proved popular around the world, with numerous notorious jails in the U.S., Britain and the Netherlands being transformed into boutique hotels. Most of these hotels offer a novel but high quality overnight stay (such as Charles Street Jail, Boston, Massachusetts, Oxford Prison, UK). There are very few prisons that offer an authentic prison experience.

The ‘Night in Prison’ experience is not a tour and is not an accommodation product, but a guided overnight performance where guests become part of the act. Guides will lead participants through a series of activities typical to prison life, before their ‘release’ in the morning. Different experiences could be developed to suit the requirements of specific audiences, such as school camps, team building activities and fund-raising events.

It is proposed to adapt the New Division prison block (built in 1907) to provide an authentic location for the experience complemented by other unique locations across the site.

## Description of Works

Works will include:

- Conservation works to New Division
- Fit out of cells with authentic, functional furniture
- Adaptive works to provide amenities to acceptable standards
- Development of a program of experiences

## Heritage Impact and Regulatory Compliance

These proposed works align with the 2019 HMP, particularly:

POLICY 83: 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.

## Interpretive Potential

The 'Night in Prison' experience has the potential to be one of the most immersive and authentic experiences a visitor can have at the Prison. On a general tour the tour guide is the primary interpretive agent, transferring information to the visitor. While a tour can be an enriching experience, the visitor remains at a distance from the reality of what it would have been like to be a prisoner.

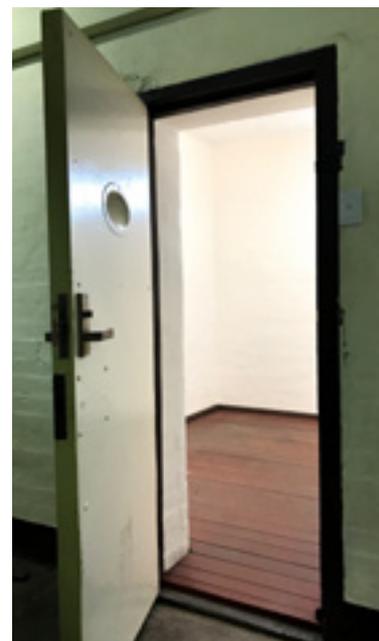
The 'Night in Prison' immersive experience enables the visitor to become the interpretive agent as they experience first-hand through sight, sound, touch and smell what it is like to be locked up in a prison, to wear a prisoner uniform, to sleep in a cell, to eat prison food; to feel like a prisoner.

## Community Benefit

This project provides the community with the opportunity to interact with the site in an authentic and immersive manner.

## Financial Analysis

A preliminary evaluation of this product at Fremantle Prison, undertaken by the AEC Group in 2019, indicated potential demand of 13,590 people annually, generating approximately \$1.4 million per annum.



**Above:** Participants in a charity Prison Experience and images from the proposed location for the experience.



## 7. Welcome partnerships and innovation

- Encourage new proposals for activation of the site and establish a framework for evaluation and development of new initiatives and partnerships

### Background

There are several unique, atmospheric spaces within the Prison that can be utilised and activated in novel ways without compromising the significance of the site or harming the original fabric. While some of these spaces form part of the guided tours, and/or are used for functions, events or private leases, others are not yet utilised.

As buildings become vacant, or are conserved to a standard that suits regular use, opportunities arise for new uses that are compatible with the objectives of the Prison, meet the requirements of the HMP and strengthen the overall appeal of the site as a visitor destination. Proposed uses do not need to be permanent – they may occur on a seasonal or temporary basis, or outside the hours of the regular tour program.

This initiative will establish an unsolicited bids process for proponents to present innovative activations proposals for consideration against a clear evaluation framework.

### Description of Works

As spaces become available, information will be prepared regarding potential activities, desired outcomes and principles for use of the site to inform evaluation of proposals. The over-arching objectives and principles for activation are summarised in the preliminary evaluation framework for partnerships and innovative activation. All proposals will be assessed against the HMP first and foremost, as well as the evaluation framework.

## Preliminary evaluation framework for partnerships and innovative activation

 <b>Tours and interpretation</b>	<p>Expand the range of tours and experiences to provide more options for visitors to interact with, and learn about, the heritage site</p>
 <b>Events, exhibitions and performances</b>	<p>Increase use of the site's unique and iconic spaces for events, exhibitions, performances and community activities to grow activation of the site and revenue for conservation.</p>
 <b>Hospitality, retail and accommodation</b>	<p>Activate the precinct and extend visitor stays with hospitality, retail and accommodation uses in the heritage buildings on the Terrace.</p>
 <b>Research, education, training, office and professional services</b>	<p>Grow the profile of the site as a learning place by attracting complementary research, education and training activities on site, and allied consultancy and professional services.</p>
 <b>Creative industries and heritage trades</b>	<p>Enrich the visitor experience and generate new interpretation of the site through interactions with working artists and artisans on site</p>

## Mandatory Requirements

- All site activities and uses will meet the requirements of the HMP and not harm or detract from heritage values of the site and its buildings, collections and stories
- Adaptive reuse of spaces must be consistent with the HMP and new works shall be read as new with minimal impact on heritage values of the site
- Tours and visitor experiences will be innovative and diverse to drive demand, broaden the potential audience, and generate return or extended visits
- All interpretation must be accurate and balanced and not misrepresent the site's history
- Well-managed, high-quality products and services must complement and enhance the core business, brand and reputation of Fremantle Prison

## Priority will be given to proposals that:

- Strengthen the site as a demand-driving destination with innovative products
- Generate income to assist with the ongoing viability of the site
- Demonstrate experience in service delivery to a standard appropriate to a World Heritage site
- Offer services and choice for visitors that will increase activation of the precinct
- Boost the Prison's role in the life of the community

## Heritage Impact and Regulatory Compliance

These proposed works align with the 2019 HMP, particularly:

- 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 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.

## Interpretive Outcomes

All site activation shall include strategies to increase and broaden interpretation of the site's values.

## Community Benefit

Diversified use of the site will increase community access to, and understanding of, the site. Additional uses also provide new employment opportunities, and provide flow-on benefits for the Fremantle economy.

## Financial Analysis

The generation of leasing or licensing fees and/or profit-share from joint ventures will contribute to the long term financial independence and viability of the site.



## EAST RESERVOIR

The Reservoir on the East Bank is an extraordinary, and unused, space. The undulating form of rendered brick vaulting to the top of the Reservoir and unique interior character could house a truly iconic restaurant, bar or performance space.

This is just one of several spaces on the site that present great potential for private enterprise.



## A LEARNING PLACE

### 8. Refresh and expand the education programs

Establish Fremantle Prison as an iconic classroom using contemporary technologies to deliver memorable learning experiences for schools, international and special interest groups.

#### Background

Community education to build knowledge and understanding of the site's history, stories and significance is fundamental to the conservation of heritage values at Fremantle Prison. This is highlighted in the National Heritage Listing, which notes:

*the oral tradition, documentary evidence, collections, structures, engineering relics and archaeological features at Fremantle Prison have unparalleled potential for community education. (Commonwealth of Australia Gazette no. S142, August 2015).*

Some twenty-thousand Western Australian school children attend tours of Fremantle Prison each year. The format of the school tours has remained relatively unchanged over the past twenty years. There is a need to refresh the tours to reflect current curriculum frameworks, technologies and learning practices, and to better respond to the needs of both local and international students. Investment in updating and expanding the education program will enhance learning outcomes and sustain revenue associated with education programs.

#### School programs

Fremantle Prison offers unique insights into numerous subjects examined in school education programs, including:

- the history of convictism and the early years of the colony
- incarceration and its impact on groups in society including Aboriginal people, women, juveniles and the mentally ill
- punishment, justice, crime and the law.

An expanded educational program could offer activities for students from Kindergarten to year 12 in a dedicated learning space. Aligned to the curriculum framework, this suite of educational experiences will encourage school groups to extend the current one-hour tour into a half-day or day excursion, and could even be combined with a 'Night in Prison', 'Sound and Light' show, or Torchlight Tour.

### International students

Perth is rapidly growing the international student market, attracting students to English language courses and tertiary studies. The Prison provides an iconic learning environment in which international students can learn about Australia's convict history and the history of Western Australia through the eyes of Fremantle Prison, as well as offering novel lessons on prison vocabulary, the Australian vernacular and other unique experiences specifically designed for international students.

### Special interest groups

Fremantle Prison will continue to support and develop special interest programs. These generate a wide variety of benefit from community engagement, to specific subject matter knowledge.

### Tertiary programs & advanced research

While the site is highly relevant to students from diverse areas such as tourism and marketing, to architecture, archaeology and planning, restricted staff resources combined with immediate business demands limit/prohibit the delivery of a broad range of practical learning experiences at a tertiary level. The ability to deliver niche, behind the scenes experiences for tertiary students could be achieved with a dedicated education team.

### Description of Works

Physical works to enable educational activities are minimal. Investment is required to develop and deliver programs, including spaces for learning and tools and equipment to support educational activities. There are suitable spaces within New Division.

### Heritage Impact and Regulatory Compliance

These proposed works will be managed in accordance with the 2019 HMP, particularly:

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.

### Interpretive Potential

Education programs can greatly extend interpretive programs by providing participants with a deeper understanding of the site, its objects and stories in a manner that supports these and other learning objectives.

### Community Benefit

Education is noted as a key benefit to the community in the AEC Report.

This proposal will support the tourism industry and education sector through the development of valued educational experiences to strengthen WA's appeal as a destination for learning.

### Financial Analysis

Educational experiences are delivered on a commercial basis and contribute to the overall economic sustainability of the site. Based on an estimated 70% take-up of new experiences by existing educational groups only, a comprehensive education program would return almost \$300,000 per annum which will generate sound profits after wages and costs.





## 9. Grow the Prison gardens, and volunteer programs

Involve volunteers in establishing and maintaining new gardens on the site of the original prison vegetable gardens. Leverage this initiative to develop volunteering and community engagement programs.

### Background

The Fremantle Prison vegetable gardens were created in 1911 along the elevated southern bank of the Parade Ground. Prison records show that in the following year 21,687 pounds of vegetables were produced. The reinstatement of these gardens can give visitors a visual understanding of what this area looked like while the Prison was in operation, and how prisoners were engaged during their time.

This project also includes re-commissioning of a 191kl underground reservoir that was excavated from the limestone on the south knoll beside the southern perimeter wall in 1876, and filled with runoff from the roof of the Main Cell Block. This reservoir provided gravity fed water to boats in Fremantle Harbour. Today, the water could be used to sustain the proposed vegetable gardens. Reconnecting the Main Cell Block storm-water to the reservoir can also assist in managing some of the impacts of storm-water run-off on the building fabric.

It is proposed that the gardens be established, operated and maintained with community involvement, for example in partnership with volunteer organisations, community group, local schools, or volunteering options for visitors. Produce from the gardens could be used by the Convict Café or for a social enterprise in Fremantle.

This initiative will provide a catalyst for the development of other options for volunteers to participate in conservation activities at the Prison, such as paid volunteering-tourism where visitors gain skills and unique experience, or groups of skilled and semi-skilled community volunteers regularly commit time to projects at the Prison.

The HMP identified the long-term potential for a philanthropic structure to contribute to conservation works on site. Building community relationships and engagement is a necessary first step towards the larger goal of attracting community investment in the site.

## Description of Works

Works will include:

- Repairs to and restoration of South Knoll gardens spaces, paths and retaining walls
- Installation of reticulation and new soil
- Planting and on-going maintenance
- Restoration of the south reservoir and storm water connections to Main Cell Block
- Employment of volunteer coordinator

## Heritage Impact and Regulatory Compliance

The restoration of the south reservoir and the South Knoll gardens, paths, retaining walls and other features will have a positive conservation outcome and associated positive heritage impact. The use of gardens is consistent with how these spaces were used during prison times and so adds to the authenticity of the site.

These proposed works align with the 2019 HMP:

PRINCIPLE 172: As a place formerly used for growing vegetables, new plantings could be considered for the terraces, but they should be of a scale and concentrated as per typical vegetable growing.

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.

ACTION 86: Investigate interpretive opportunities for the southern Reservoir.

ACTION 87: Consider the reinstatement of the vegetable gardens on the South Knoll.

## Interpretive Potential

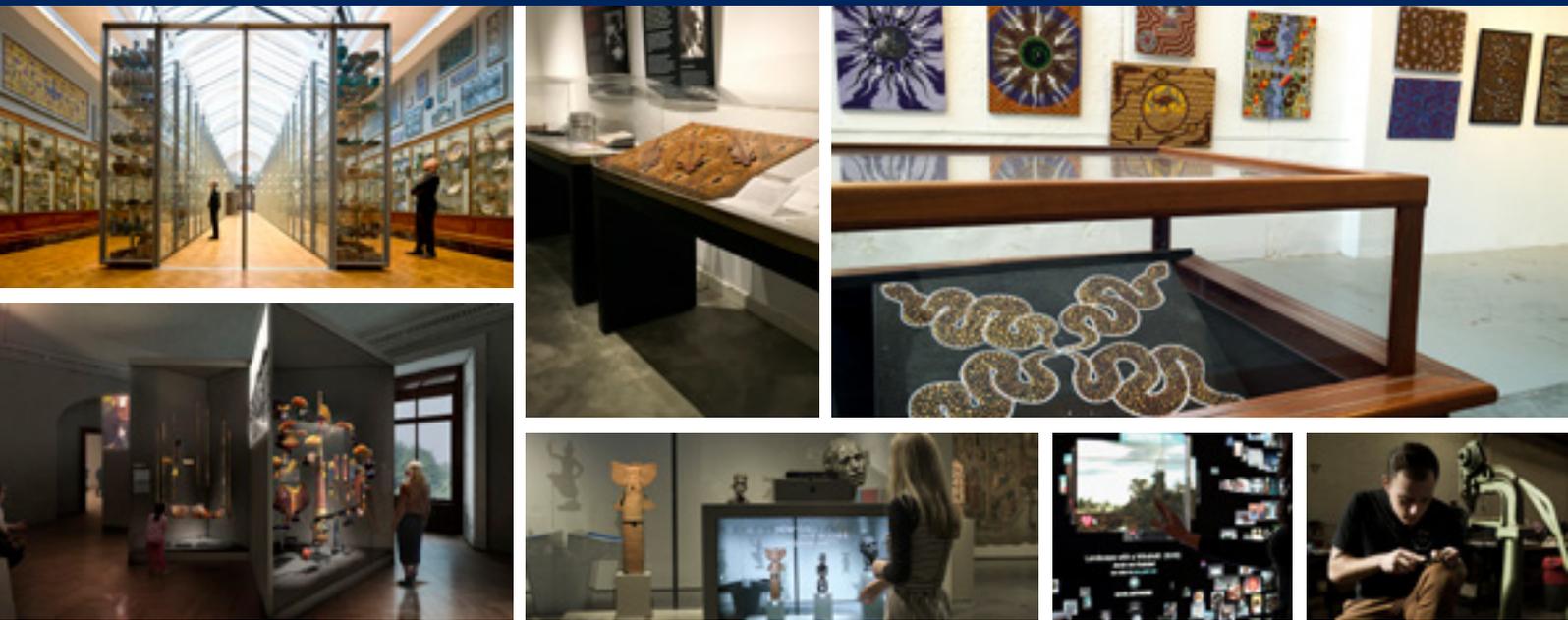
The restored reservoir, plumbed to the Main Cell Block to collect rainwater, will help to interpret the original use of the South reservoir and harvesting of resources on site. The gardens will interpret the way outdoor spaces were used by prisoners and the role of gardening in keeping prisoners occupied, developing skills and supplying food.

## Community Benefit

This project will strengthen long-term community engagement with, and connection to, the site.

## Financial Analysis

Whilst there is limited direct financial benefit from this activity, the provision of opportunities for the local community to engage with the site is central to its long-term sustainable success as a community asset.



**Above:** Examples of high quality storage and exhibition spaces

## 10. Establish a Centre for Heritage Excellence

Develop a 'Centre for Heritage Excellence' that leverages conservation activities on site to demonstrate best practice and foster research, education and training in conservation, curation and heritage trades.

### Background

As a World Heritage site, Fremantle Prison has a unique opportunity to showcase to stakeholders, visitors and the community best practice in heritage management and conservation of historic buildings and significant collections. There is also an opportunity to provide training in traditional building trades and skills, including conservation works, which is not currently available in Western Australia, and to host tertiary level research activity.

It is therefore proposed to establish a Centre for Heritage Excellence at Fremantle Prison, serving two key purposes.

1. Provision of appropriate, climatically controlled storage conditions for better protection to the Prison collection and improved public viewing of collection storage and conservation areas to develop more awareness of how the such collections are managed and conserved.
2. Delivery of conservation specific education and training, including heritage planning, professional services and traditional building trades and skills in a hands-on learning environment.

The proposed project will provide prison staff with the tools, spaces and specialist skills needed to ensure the ongoing preservation, conservation and interpretation of the site's exceptionally significant heritage buildings and collection.

A review will be conducted on the availability and suitability of existing buildings for this purpose. If a purpose-built facility is considered the best option, relocation of the collection and operational activities will free up heritage buildings that could be suited to accommodation, hospitality, education or other commercial uses.

### Collection Store and Public Viewing Facility

The Prison is a State collecting institution with a collection of 15,000 objects that require best practice storage and conservation in purpose-built facilities. Currently this collection is stored in heritage buildings. These are difficult to modify to ensure climatic conditions meet long-term preservation needs, without jeopardising heritage values. The nature of these buildings, and related limitations on storage and display areas, currently restrict opportunities for the public to engage with the Collection.

The HMP notes the following risks relevant to the site's moveable heritage:

- loss of or damage to objects in the Fremantle Prison Collection due to under-resourced or below-standard storage, physical conservation or exhibition facilities;
- the collection of objects at Fremantle Prison 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.

Dedicated storage and display areas within a Centre for Heritage Excellence will address these risks, affording greater protection to the collection and greatly enhancing the interpretive and education capacity of the site.

### Conservation Skills Training

Conservation of the original building fabric requires traditional skills and techniques that are being lost in Western Australia and there is limited training available to accredit new tradespeople in these skills. There is substantial ongoing demand for these skills to maintain the heritage buildings in Fremantle and Rottnest Island, as well as other significant buildings and site around the State.

Fremantle Prison is the perfect venue to provide heritage trade training, including observation of traditionally skilled artisans, practical and to hands-on training in traditional construction techniques and related conservation skills. Hands-on training has the added benefit of completing urgent and priority conservation works under appropriate supervision, and increasing the skill-base available for future conservation works.

### Description of Works

Deliver a Centre for Heritage Excellence including:

- climate controlled collection stores to house the entire collection to current museum standards
- conservation laboratories to enable conservation of all object types on site
- a public viewing area
- exhibition galleries
- research facilities including a library
- trade training workshops for traditional heritage trades
- office space for Heritage Management staff as well as volunteers, and visiting museum, architecture and heritage management interns.

An appropriate site for any new development is directly south of the Gatehouse on the footprint of a now demolished building.

The project could provide an opportunity to demonstrate best practice design principles for new construction within a heritage precinct or alternatively adaptive reuse of existing buildings.



## Heritage Impact and Regulatory Compliance

These proposed works align with the 2019 HMP, which notes the following actions in relation to moveable heritage:

**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.

The 2019 HMP also includes comprehensive considerations and approvals for any proposed new development:

**POLICY 50:** 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 51:** 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.

## Interpretive Potential

The safekeeping of these significant artefacts is fundamental to achieving interpretive benefit for future generations. The inclusion of public viewing facilities also provides more opportunity for the public to interact with, and better understand, the scale of the collection held at the Prison.

## Community Benefit

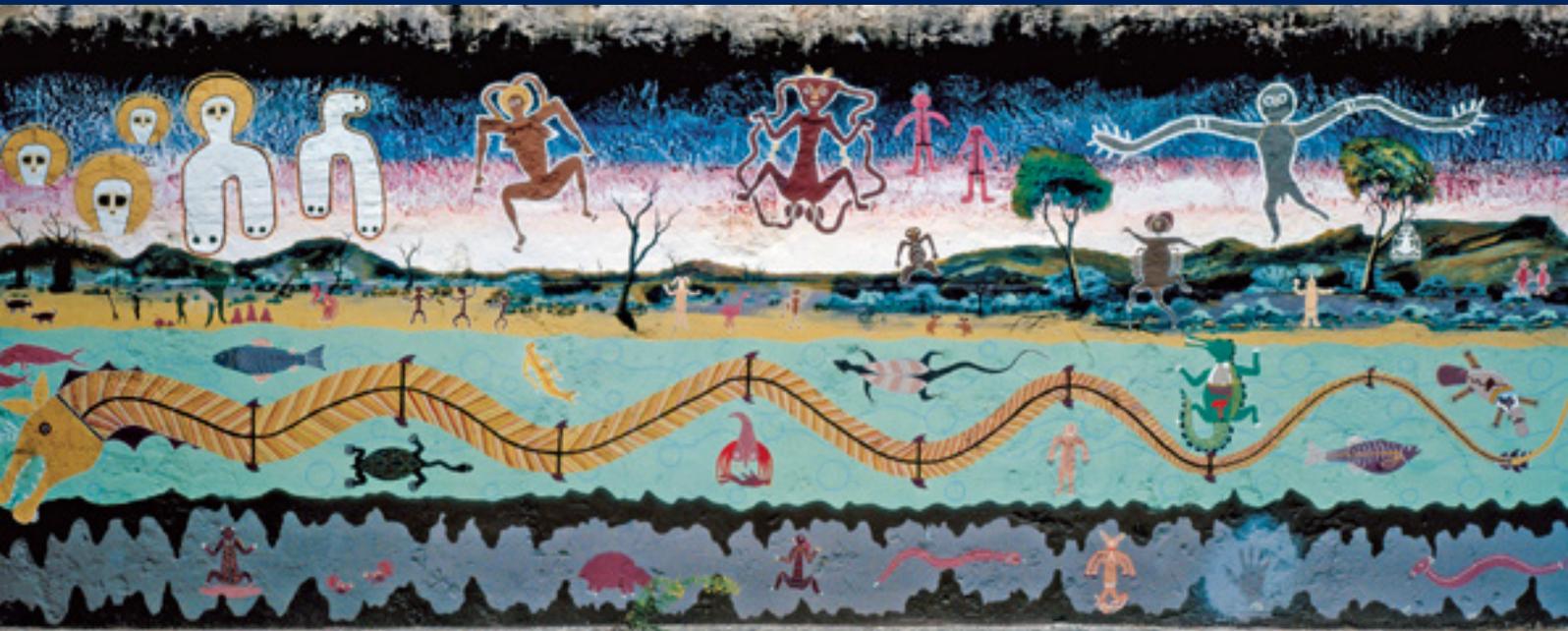
A Centre for Heritage Excellence will offer new resources, skills and opportunities not currently available in the community, including new learning and employment opportunities, as well as new ways to engage with the Prison and its collection and expertise.

The promotion of heritage trades and professional learnings will have a widespread positive impact of the planning, maintenance and conservation of all heritage buildings and objects in Western Australia.

## Financial Analysis

The provision of adequate storage facilities for the Fremantle Prison Collection is critical for optimum conservation of these important artefacts. These objects are used for interpretive purposes and support commercial operations that generate over \$4.5 million in revenue each year. A dedicated public viewing facility would further support the commercial aspects of the wider business.

The provision of a dedicated conservation work facility would enable the reactivation of Terrace Houses Numbers 10 and 12 that are currently used for object storage and staff offices. As these buildings front both the Gatehouse and the Terrace, additional rent of \$70,000 per annum is likely.



## 11. Connect to Aboriginal experiences and stories

Be a place for truth-telling, reflection, healing and reconciliation.

Partner with Aboriginal people, families and communities to explore new and meaningful ways for Aboriginal stories and experiences to be told and heard at the Prison.

### Background

Since the 1850s, the Fremantle Prison site has represented sadness, loss and oppression for Aboriginal people. The World Heritage listing of the Australian Convict Sites notes that Fremantle Prison *'illustrates an active phase in the occupation of colonial lands to the detriment of Aboriginal people'*. In 1903, the Prison became the main place of incarceration for Aboriginal prisoners following the closure of Rottnest Island Gaol. Aboriginal prisoners faced unique hardships and were segregated from other prisoners until the 1960s. Many Western Australian Aboriginal families still carry a burden of suffering and hurt from the impact of imprisonment, and the loss of those family members who died in custody.

Nationally, it has been acknowledged that the history of Australia's Indigenous peoples is under-represented and poorly told at many heritage sites. Cultural mapping and ethnographic surveys, stakeholder

engagement and interpretive and public programs have been initiated to bridge this gap. An ethnographic survey has been completed for Fremantle Prison and consultation undertaken with Aboriginal stakeholders. The Australian Convict Sites Steering Committee is also documenting stories of first contact and the impact of colonisation on the first peoples.

This history cannot be truly told, understood and acknowledged without the voices and stories of Aboriginal people. Fremantle Prison will engage with Aboriginal businesses, community organisations, families and individuals to explore opportunities to have their stories heard and acknowledged. It is hoped that the telling and hearing of Aboriginal stories on the Fremantle Prison site can contribute to processes of reconciliation and healing.

## Description of Works

Primarily this activity involves engaging with Aboriginal people to identify ways in which Aboriginal stories can be better represented and told on site, and collaboratively designing experiences so that Aboriginal people have control of the story-telling and interpretive activities.

Other potential actions are listed below, subject to further consultation.

- Establish a stakeholder reference group and identify actions relevant to Fremantle Prison for inclusion in the Department of Planning, Lands and Heritage's Reconciliation Action Plan
- Engage with Aboriginal people to undertake further research and documentation of the history and experiences of Aboriginal people at the site of Fremantle Prison, including a comprehensive set of interviews and oral histories
- Redevelop the John Pat Memorial in consultation with family, elders and the Deaths in Custody Watch Committee
- Explore potential for a 'Sound and Light' show that provides interpretation of Aboriginal stories
- Continue to develop the Prison as a place for truth-telling, reflection, healing and reconciliation.

## Heritage Impact and Regulatory Compliance

Better interpretation and telling of Aboriginal history and stories about the site will reinforce the World Heritage values of the site which reference the displacement of Aboriginal peoples.

These proposed works align with the 2019 HMP as follows:

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.

ACTION 4: Prepare a Reconciliation Action Plan (RAP) in consultation with relevant Aboriginal persons. Consultation will include Whadjuk 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.



## Interpretive Potential

The evidence of Aboriginal incarceration is strongly represented at the site through numerous artworks and murals painted by Aboriginal prisoners on the cell and exercise yard walls, as well as artworks in the Fremantle Prison Collection. The site of Aboriginal segregation in 2 Division and 2 Division yards is intact, as is the Parade Ground lawns and garden beds where Aboriginal prisoners worked on the garden party. These works and spaces offer a foundation for new products to interpret and tell Aboriginal histories, experiences and stories.

## Community Benefit

The history of Aboriginal incarceration at Fremantle Prison, which includes the displacement of people, over-representation of Aboriginal people, and deaths in custody, is challenging and difficult to discuss. However, reconciliation between Aboriginal and non-Aboriginal people cannot be achieved without open discussion and acknowledgment of the past. Fremantle Prison, as the nexus of much social injustice

towards Aboriginal people, is well placed to facilitate that discussion; revealing histories and telling hidden stories that can assist in building greater empathy and understanding in the community, and lead to healing and reconciliation.

## Financial Analysis

Many overseas visitors are seeking authentic cultural tourism experiences and this initiative has the potential to develop new products that meet this demand in the Perth metropolitan area. This would flow on to increase visitation and spend at the Prison.

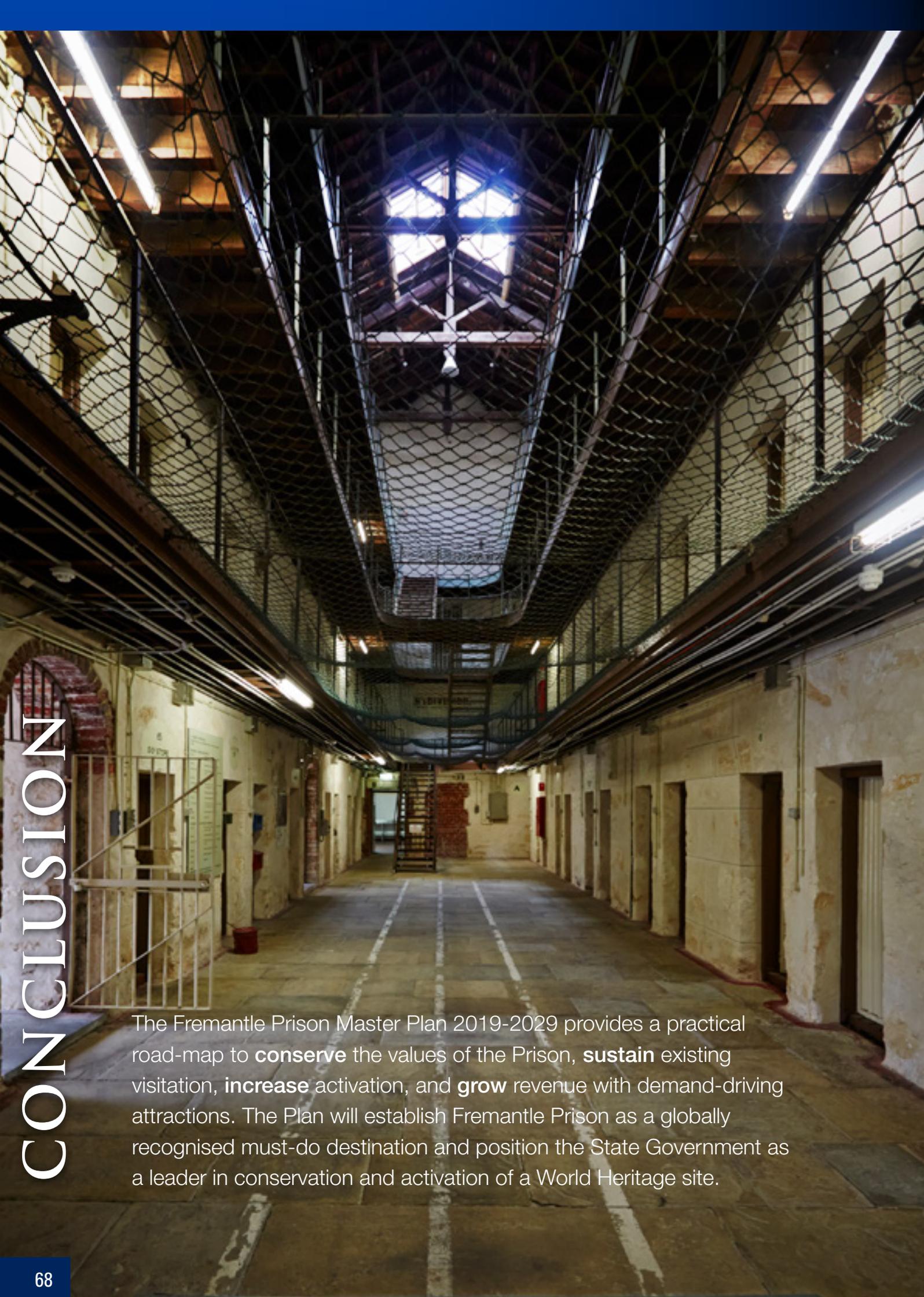
The initiative may also assist Aboriginal people to establish businesses or find employment in tourism and heritage.



## JOHN PAT MEMORIAL

The John Pat Memorial on the Terrace provokes reflection on the deaths of people whilst held in custody. It is a meeting place for those affected by deaths in custody and a place of remembrance for John Pat and his family.

The design of the memorial area does not safeguard the sanctity of the memorial, nor does it adequately convey the story and significance to visitors. Improvements to this area are proposed, in collaboration with family members and the Deaths in Custody Watch Committee WA.

A long, narrow prison corridor with multiple levels of metal cages and a central skylight. The corridor is illuminated by overhead lights, and the floor has white lines. The walls are made of concrete and have several doors. The ceiling is high and features a large, central skylight with a metal frame. The overall atmosphere is institutional and somewhat somber.

# CONCLUSION

The Fremantle Prison Master Plan 2019-2029 provides a practical road-map to **conserve** the values of the Prison, **sustain** existing visitation, **increase** activation, and **grow** revenue with demand-driving attractions. The Plan will establish Fremantle Prison as a globally recognised must-do destination and position the State Government as a leader in conservation and activation of a World Heritage site.

The Master Plan includes eleven priority actions to be implemented over ten years.

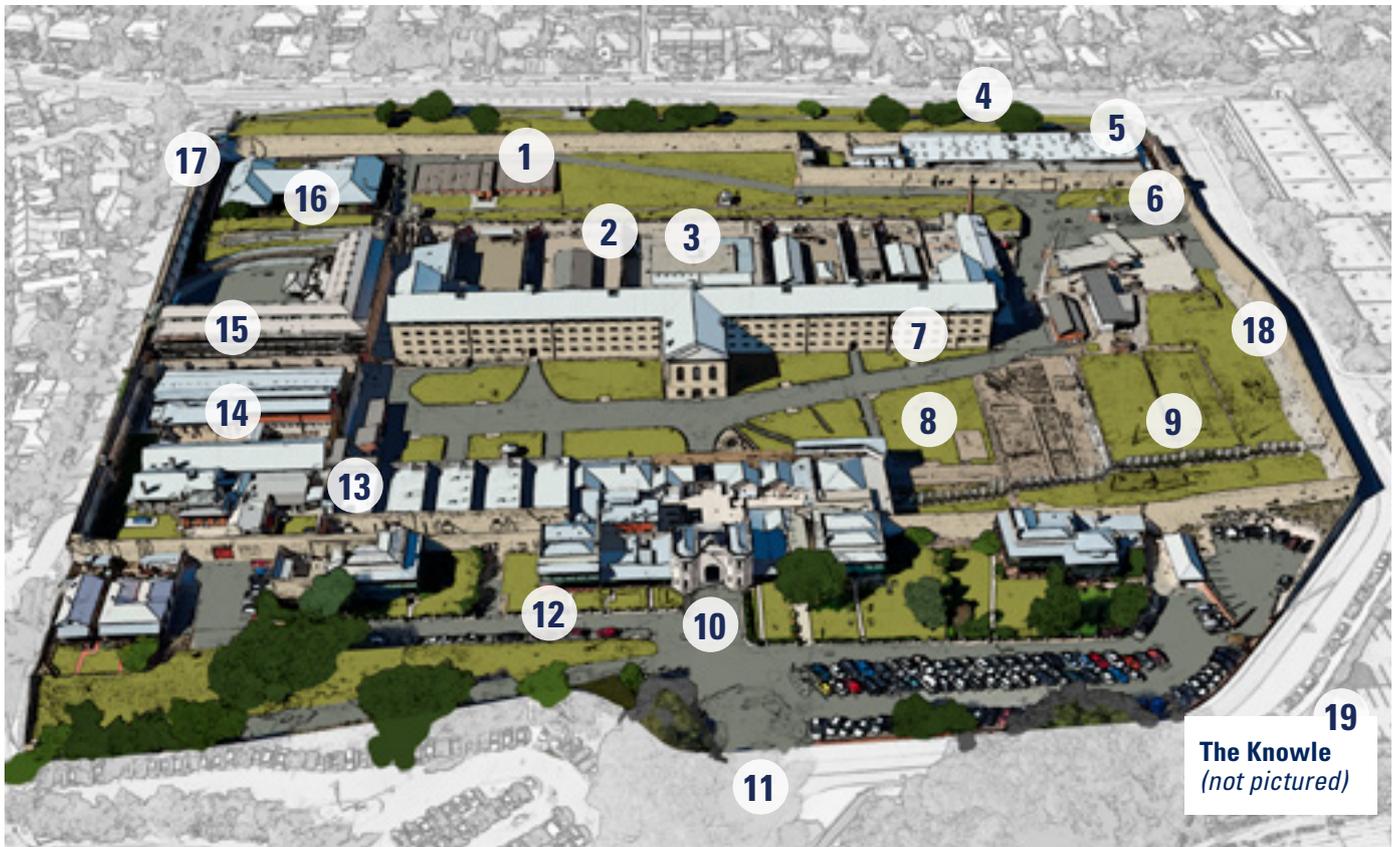
- Four signature actions will deliver high quality experiences to significantly grow visitor demand and revenue – the proposed ‘Sound and Light’ show, ‘Night in Prison’ immersive experience, Centre for Heritage Excellence and connection with Aboriginal stories.
- Four priority actions comprise works that will realise the potential benefits of the signature initiatives, protect heritage values and sustain visitation – conserve the heritage building fabric, create a strong sense of arrival, care for visitors and welcome partnerships and innovation.
- The remaining three priority actions will generate community benefits that enhance and sustain activities at the site – reinforce the character of the original Convict Establishment, refresh and expand the education programs and grow the Prison gardens and volunteer programs.

Investment in the Master Plan will deliver economic benefits for the site and region, including increased revenue and longer-term self-sufficiency of the site and additional output and jobs in the wider Fremantle economy. The Master Plan will also deliver social benefits including connection to our past, reconciliation, education and enhanced community identity.

Delivery of the Master Plan will realise the potential of Fremantle Prison as a demand-driving attraction for Fremantle and Perth, whilst fulfilling Government responsibilities to maintain the World Heritage values of the site.



## HERITAGE BUILDINGS AND ZONES



- |          |   |           |   |
|----------|---|-----------|---|
| <b>1</b> | <b>East Terrace, Reservoir, Tunnels &amp; Pumping Station</b> | <b>10</b> | <b>The Gatehouse &amp; Entry Complex</b>    |
| <b>2</b> | <b>Exercise Yards</b>   | <b>11</b> | <b>Fairbairn Street Ramp</b>                |
| <b>3</b> | <b>Refractory Block</b>                                       | <b>12</b> | <b>The Terrace</b>                          |
| <b>4</b> | <b>Hampton Road Reserve</b>                                   | <b>13</b> | <b>West Workshops</b>                       |
| <b>5</b> | <b>East Workshops</b>   | <b>14</b> | <b>Female Division</b>                      |
| <b>6</b> | <b>Sterile Zones</b>  | <b>15</b> | <b>New Division</b>                         |
| <b>7</b> | <b>Main Cell Block</b>  | <b>16</b> | <b>Hospital</b>                             |
| <b>8</b> | <b>Main Parade Ground</b>                                     | <b>17</b> | <b>Watch Towers &amp; Elevated Walkways</b> |
| <b>9</b> | <b>South Knoll, Prison Industries &amp; Southern Area</b>     | <b>18</b> | <b>Perimeter Walls</b>                      |
|          |   | <b>19</b> | <b>The Knowle<br/>(not pictured)</b>        |



	East Terrace, Reservoir, Tunnels & Pumping Station	Exercise Yards	Refractory Block
<b>Exceptional significance</b>	Convict era terrace and remains of 1850s bath house	Size, form and layout of yards and all convict built elements	Convict built Refractory Block (punishment block)
<b>Considerable significance</b>	Post-convict era reservoir and pumping station	Post-convict era divisions, gallows and ablution facilities	Nil
<b>Conserve &amp; Sustain</b>	Maintain safe tour access to pump station, tunnels and East terrace	Selected conservation works to demonstrate different phases of use of the yards	Retain and conserve heritage significance of building, maintain access for guided tours, and quality interpretation
<b>Activate &amp; Grow</b>	Continue guided tours; Explore adaptive reuse of reservoir for hospitality, exhibitions and/or performances	Continue supervised public access and interpretation	Activate access to full block



	Hampton Road Reserve	East Workshops	Sterile Zones
<b>Exceptional significance</b>	The entire reserve as a sterile zone and remains of convict-era warder's cottages	Convict built blacksmiths and carpenters workshops	Sterile zones associated with convict era prison
<b>Considerable significance</b>	Shafts, drives and bores associated with the tunnels and located beneath the reserve	NA	Sterile zones associated with colonial era prison
<b>Conserve &amp; Sustain</b>	Maintain walls and other built fabric	Conserve building, maintain safe access for functions and tours	Maintain sterile zones and interpretation
<b>Activate &amp; Grow</b>	Footpath, interpretive sculptures and signage, limited endemic landscaping	Adaptive reuse for creative industries or conservation trades, or as function space	Nil new activity



7



8



9

	Main Cell Block	Main Parade Ground	South Knoll, Prison Industries & Southern Area
<b>Exceptional significance</b>	Convict-built 4-storey cell block, Anglican chapel, original north and south Association wards, Catholic Chapel	Convict-era Parade Ground and road alignment	Remnant landform as modified during the convict-era constructions; brick vaulted underground reservoir
<b>Considerable significance</b>	Post 1898 divisions to building and widening of cells, Recreation Hall, library, cookhouse	Old canteen	1896 terraces and brick walls, remains of prison vegetables gardens from the 1910s
<b>Conserve &amp; Sustain</b>	Maintain as dominating feature of prison and in original condition; display fabric and features of prison life; conserve and/or restore ceilings, walls and floors in the Main Cell Block; restore the chapels and library	Modify drainage to mitigate storm-water impacts on buildings, replace inappropriate and unsafe ground surfaces, maintain austere aesthetic	Retain and conserve landform
<b>Activate &amp; Grow</b>	Ongoing tours and use for functions	Sound and light show, events and performances	Reinstate prison garden and reservoir, add interpretive elements



10



11



12

	The Gatehouse & Entry Complex	Fairbairn Street Ramp	The Terrace
<b>Exceptional significance</b>	Convict built gatehouse, guard houses, entry court and Wray Gates	Convict built ramp	Overall landform and layout of the Terrace, convict era buildings (# 8, 10, 12, 14, 16 and 18) and convict era walls and steps
<b>Considerable significance</b>	NA	NA	Gardens and settings to the Terrace (#2, #4 and #6) and additions to #18
<b>Conserve &amp; Sustain</b>	Remove incompatible additions, conserve deteriorated limestone, make good poor repairs	Select pruning of trees to reinstate sightline along ramp and protect battered bank	Conserve the buildings, remodel car-parking and vehicle circulation areas
<b>Activate &amp; Grow</b>	Re-design forecourt and visitor arrival area to improve presentation of the Gatehouse and functionality of the entry complex	Interpretive elements and art installations	Facilitate adaptive re-use for complementary hospitality, accommodation, education and commercial activities



	West Workshops	Female Division	New Division
<b>Exceptional significance</b>	Nil	Convict era bakehouse, cookhouse and laundry	Nil
<b>Considerable significance</b>	All post-convict era original fabric and the sterile zone	Entire construction and yards as at completion in 1910	Whole of New Division including yard, sterile zone and archaeological remains of exercise building
<b>Conserve &amp; Sustain</b>	Retain and conserve the workshops	Ongoing maintenance	Retain and conserve; maintain a sample of cells for interpretation; continue tour access
<b>Activate &amp; Grow</b>	Facilitate appropriate adaptive re-use	Continue existing accommodation and tour use	Adaptive reuse for 'Night in Prison' experience and education activities



	Hospital	Watch Towers & Elevated Walkways	Perimeter Walls
<b>Exceptional significance</b>	Free standing convict-built hospital, terraced gardens and stone walls	Nil	Convict-era limestone perimeter walls to entire boundary
<b>Considerable significance</b>	Stone and concrete steps, stone piers and timber rails	The watchtowers are later elements and have some significance as part of the historical continuum of the Prison	Nil
<b>Conserve &amp; Sustain</b>	Reinstate timber floor and conservation works to remedy rising damp and salt attack	Retain some or all watchtowers and walkways and maintain access for a viewpoint of the Prison and historical interpretation	Retain and conserve the perimeter walls, guided public access
<b>Activate &amp; Grow</b>	Compatible commercial, educational or community uses	Continue access for tours and facilitate 'Sound and Light' show	New lighting and interpretive elements where possible

**19** (not pictured)

	The Knowle
<b>Exceptional significance</b>	Convict-era building, the Knowle
<b>Conserve &amp; Sustain</b>	Retain and conserve, allow ongoing adaptive re-use

