HERITAGE ASSESSMENT

Introduction
The site of the proposed development is located at the corner High Street and Cliff Street in the West End of Fremantle. The West End, Fremantle is recognised as a precinct of exceptional cultural heritage significance and is included on the State Register of Heritage Places.

The guiding principle in the design of the proposed development should be that the new building must contribute to the conservation of the cultural heritage significance of the West End in general, and in its immediate context in particular. In endeavouring to achieve this goal the development design has been guided by the Burra Charter.

The Burra Charter
The Burra Charter provides guidance for the conservation and management of places of cultural significance and is based on the knowledge and experience of Australia ICOMOS members. The Charter sets a standard of practice for those who provide advice, make decisions about, or undertake works to places of cultural significance.

The Burra Charter process
For the West End, good heritage conservation should be seen as an inseparable part of good urban design. The conservation of the West End requires an integrated design approach where conservation and new development work together in order to retain and best sustain the cultural significance of the precinct in ways that will respond to opportunities to reveal or reinforce its heritage values for present and future generations.

Understanding why the West End has been identified as being of cultural heritage significance should be the first stage in any design process for new works that will have an impact on the precinct. The scope of this appraisal should be directly and proportionately related to the nature of the proposal and its potential impact on the West End. The purpose of the appraisal should be to provide the information needed to drive an analytically based design process for sustaining the heritage significance of the place, and where possible improving the quality and distinctiveness of its context within the precinct.

To fulfil its purpose, the appraisal for this proposal should describe the attributes and elements that most truthfully reflect and embody the heritage values attached to the urban character of the precinct. The intention should be to provide an understanding of the context, which will in turn guide the actions (including the constraints) necessary to conserve those values.

The point is made that responding to context neither implies nor precludes working in traditional or new ways, although a clear and coherent relationship of all the parts to the whole, as well as to the setting into which the new work is to be introduced, should be recognised as essential for achieving quality of design in new work.
Cultural heritage significance of West End

West End, Fremantle heritage precinct is that part of the City bounded by Market Street to the east, Collie Street and Marine Terrace to the south, Little High Street to the west and Phillimore Street to the north, and including the lots on the northern side of Phillimore Street between Cliff and Henry Streets.

West End, Fremantle heritage precinct is included on the State Register of Heritage Places for reasons including:

- as the location selected in 1829 as the port town of the Swan River Colony and for its development as the principal port city of Western Australia from the late nineteenth century to the present. These origins underpin its distinct character and heritage and provide the place with both a real and a symbolic cultural identity;

- as a distinct part of John Septimus Roe’s original town plan of 1833. The original urban layout, including street orientation and width, block shapes and sizes, is derived from the constraints of its peninsular location and topography, together with anticipated types of land use, and illustrates the first steps towards creating the distinctive urban character that remains evident today;

- for the exceptional aesthetic quality of its coherent, intact streetscapes, largely established during the gold rush period and consisting of buildings that share similarities of scale, form and richness of decorative treatment that display an identifiable combination of business confidence and civic pride, that provide tangible evidence of the area’s former role as a prosperous, vibrant retail and commercial centre;

- for its value due to the diversity of zones and building types that demonstrate the former mixed use character of the area and thus demonstrate a rare example of an urban area, planned and developed from the colonial period through to the end of the gold rush period, before the introduction of motor vehicles affected town planning principles;

- for the highly intact streetscape of High Street with its exceptionally high concentration of very fine late nineteenth and early twentieth century buildings in the Federation Free Classical and Federation Academic Classical styles including hotels, banks and business houses, representing the prosperity and optimism of those times;

General urban characteristics of the West End

The urban characteristics of the West End were founded in the pre-gold rush period. To a large extent, however, the urban characteristics that embody the cultural heritage significance of the West End, such as the aesthetic values of its coherent, townscape and intact streetscapes, were established in the 1890s and 1900s, after the discovery of gold at Coolgardie and Kalgoorlie. The consequent dramatic increase in population, the construction of the harbour in the Swan River and the resulting economic prosperity caused Fremantle, as the port city to the State capital, to become a focus of the metropolitan region.
The urban characteristics of the West End were established and consolidated during a period when the processing, storage and distribution of export and import commodities took place within the near vicinity of the harbour. This resulted in an urban layout that evolved in response to the functional requirements of interdependence between the West End and the harbour and which remains legible in the urban fabric of the precinct. Generally shops, banks and hotel buildings were located in High Street, warehouses predominantly occupied the area to the south of High Street and shipping company buildings were clustered around Phillimore Street.

The advent of containerisation caused profound changes, not only in the shipping industry but also in the distribution and storage of export and import commodities. These changes, and other issues such as the massive reduction in the number of people employed in the industry, have led to a wide-ranging transformation of the former interdependence between the West End and the harbour and consequently many significant buildings now no longer fulfil their original intended purposes.

**High Street: General Streetscape characteristics**

To a large extent the cultural heritage significance of the streetscape of High Street is due to the street being edged by two and three storey shops, banks, hotels and commercial offices mainly from the Federation period. These buildings are almost invariably in the Federation Free Classical style. The Federation Free Classical style\(^1\) was a reaction against the more sober and restrictive disciplines of the Federation Academic Classical style and as such it was a style well suited to expressing the ebullient confidence and prosperity of the gold rush period.

The freestyle provided the general language of classical architecture with a freedom of architectural composition and expression. In some cases it achieved a classical sense of repose and harmonious balance while in others the classical elements and proportions were distorted or used in unfamiliar ways, allowing it to cope with a greater range of functional requirements.

**High Street: shared characteristics of buildings contributed to streetscape**

Although the front façades of these buildings display a variety architectural expression, collectively they produce a streetscape with a strong sense of unity, particularly when the buildings are viewed obliquely.

The front façades of the buildings tend to be strongly modulated using architectural devices such as rendered pilasters in accordance with the general principles of classical architecture. On some front façades this effect is accentuated by the use of contrasting red brick and grey coloured render and varying textures. On others the front facade is completely rendered with lined, grey-coloured hydraulic lime-render to give the appearance of ashlar stonework. Typically the facades are enriched with stucco mouldings.

The use of concealed iron in the construction of these buildings enabled a degree of freedom of architectural expression (eg. wider intercolumniation, larger windows,

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greater heights). However the appearance of traditional load bearing construction was maintained and the design of the facades were underpinned by a degree of adherence to the geometry of the Palladian / Georgian early 19th century system of proportioning. This meant that buildings with the same number of storeys usually had similar floor-to-floor heights resulting in the buildings having the same approximate height. It also means that horizontal elements which were linked to the floor and ceiling levels: such as sills, cornices, entablatures, verandahs and awnings are roughly aligned and contribute greatly to the streetscape’s strong sense of unity particularly when the length of the street is viewed obliquely, as is usually the case.

Generally the front façades were composed to achieve a balance between the vertical elements such as the pilasters, and the horizontality created by the projecting cornices, entablatures, verandahs and awnings.

To an extent the purpose for which the building was constructed determined the design of the front façade particularly in the way it presented to the street. The ground floors of retail buildings were for active uses (such as shops and restaurants) and the upper floors accommodated either residential or commercial uses. The frontages of the shops were enlivened by large shopfront designed to maximise views into the building.

The activity and interest that these shopfronts added to public realm were complemented by these buildings having some sort of verandah or awning attached to their front façade. The large shopfronts were achieved by a hybrid, rather than traditional loadbearing form of construction. Typically a deep iron beam was set at around ceiling level of the ground floor and in narrower shop units it spanned from sidewall to sidewall, whereas in wider shops the beam was supported mid span, often with iron columns. The beams supported traditionally constructed masonry walls.

By contrast commercial buildings such as banks did not have shopfronts. Instead the ground floors of these buildings were designed to give the appearance of being the base of the building into which the windows were set. Banks did not have verandahs.

The design of the facades of these building displays a clear hierarchy of parts. Considerable attention was given to the design of a suitably imposing street frontage, whereas the minor facades, although well built, were utilitarian in appearance.

Not all the buildings in High Street are of the same height and there are, for example, single storey buildings next to buildings of three storeys. However, the constraints of traditional construction and the rules classical proportions did usually combine to set a height limit of three to four storeys. Ground floor height was usually around 4 to 5 metres.

The roofs were nearly always concealed behind a parapet or entablature that sometimes contained a pediment. The roofs had simple hipped or gabled shapes and were clad with corrugated iron sheeting.
HISTORIC DEVELOPMENT OF THE SITE

Located close to Arthur Head and Bathers Bay, 3 High Street, was one of the earliest properties to be developed following the arrival of Europeans in 1829, and underwent continuing change over the Georgian and Federation eras before being largely cleared and converted to on grade parking in the 1950s and 1960s.

3 High Street is made up of Town Lots 6, 7 and 8. Up until the 1980s, only Town Lot 6 had the street address of 3 High Street, Lots 7 and 8 were known as 21 – 29 Cliff Street. As the history of these two properties is quite separate until their amalgamation in the 1980s they will be discussed separately below.

Lot 6 / 3 High Street
In 1829, almost immediately after the arrival of the first European colonists in Western Australia, Lots 6 was assigned to Edward Barret Lennard. The Lot changed hands several times until it was purchased by W.J. Wood and Oakley in 1831. Wood and Oakley used a structure on the block as a bakery and residence but little is known about this structure or for how long it was used.

P.L.S Chauncy’s survey of Fremantle from 1844 shows an ‘L’ shaped stone house on the site occupied by the Pace Family. It also shows stone walls containing a yard facing onto High Street, a smaller yard facing Cliff Street and a large yard at the rear of the site partly contained by fences. A long rectangular stone and wooden store stands against the southern boundary with Lot 7. It is not known if the house is Wood and Oakley’s bakery/ residence.

The first photograph taken of this area in 1865 shows the Cliff Street façade of the ‘L’ shaped building. The squat, two storey stone building is designed in a simple vernacular style now referred to as the ‘Old Colonial Georgian’. The façade is symmetrically arranged with a central door flanked by windows on the ground floor and three windows on the floor above. The timber shingle roof is hipped with projecting eaves and there is a brick chimney at either end of the building. The proximity of the eaves to the window head suggests that the upper level rooms are partly built into the roof space. A second stone building can be seen further back on the High Street frontage. It is not known when this building was constructed but it is not shown in the 1844 Survey.

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2 Fremantle History Centre, notes included in Blue Property File, 3 High Street
3 Arthur Head, 1865, photograph from J. Dowson, Old Fremantle, copyright 2003, UWA Press, p90.
Round House c. 1865, Chaney (Stout), from Dowson, J., *Old Fremantle*, UWA Press 2003, p. 90.

NOTE: The ‘stone house’ on Lot 6, first shown on the 1944 survey, can be seen on the far left of the photograph. A second stone structure has been built on the High Street boundary of Lot 6.
A photograph taken from Arthur Head in 1870 shows that Lot 6 has been largely developed with yards and buildings. The rear of the ‘L’ shaped stone house (first shown in the 1844 Survey) is clearly visible along with the stone cottage facing High Street (first seen in the 1865 photograph) plus other outbuildings on the southern boundary of the property. All of these early Colonial buildings share the same vernacular style with rendered stone walls, a hipped shingle roofs with projecting eaves and brick chimneys.
During the 1880s a substantial two storey residence was constructed on the corner of High and Cliff Streets for William Fredrick Samson. The house addressed Cliff Street and was constructed in the space between the north wall of the early colonial era ‘stone house’ and the Cliff Street boundary. The front wall aligned with that of the earlier house. W. F. Samson lived in the house up to his death in 1900 and his widow Katherine Samson continued to live there afterwards.

A photograph of this house from around 1910 shows a large rendered stone building with a hip and gable roof and rendered chimneys with decorative caps. The large gable facing Cliff Street is enriched with decorative bargeboards and finials and a two storey timber verandah with decorative timber valances, brackets, capitals and lattice extends across the full width of the façade. To the left of Samson House can be seen the early colonial stone house shown on the 1841 survey. Both buildings share the same front yard with a stone boundary wall.

A PWDWA drainage plan from 1914 shows Samson’s house (c. 1881), the attached early colonial house (pre 1841) and the Fremantle Municipal Tramways building (1905). In preparation for the construction of the tramways building part of the rear of lot 6 was resumed and the structures on it demolished including, the single storey stone building on High Street (c. 1870s), as well as the rear wing of the early colonial house (pre 1841).
NOTE: the rear of W. F. Samson's house has been modified to accommodate the new Fremantle Tramways car barns.

NOTE: W.F. Samson’s house on left of photograph with the recently constructed Fremantle Tramways Building beyond on land resumed from the rear of Lot 6.
Samson’s house and the attached early colonial house are thought to have survived until approximately 1955 when they were demolished by Elders to be used for storage. An aerial photograph from 1953 shows the outline of the earlier buildings but by 1965 the site has been bituminised and is being used for storage. Photographs of 21 – 29 Cliff Street from 1967 show a steel framed, open sided shed has been built over the vacant site and an 1800mm high corrugated iron fence demarcates the street boundaries.

Lot 6, 7 and 8 and the adjacent former tramways site were all sold in 1985 and the sites redeveloped for the Marina Village Complex. The lot areas and street numbers were altered at this time. The Elders Wool Storage Shed was demolished at this time and the site has been used as a carpark since then.

Since the 1980s the bitumen carpark on Lot 6 has remained largely unaltered.
Lot 7 & 8, 21 – 29 Cliff Street
Lots 7 & 8 were assigned in 1829 almost immediately after the arrival of the first European colonists in Western Australia – Lot 7 to Robert Ausele Partridge and Lot 8 to Revett Henry Bland - but as was common at that time the properties then quickly changed hands several times until by 1831 Richard Lewis had ownership of both lots. When the formal title for the property was finally granted in 1941, Lewis’s occupation is listed as ‘storekeeper’.

The first recorded buildings on lots 7 and 8 are shown on P.L.S Chauncy’s survey of 1844, it is likely that they were erected by Lewis but their construction date is not known. On both lots the buildings are located towards the western boundary at the foot of Arthur Head leaving most of the land vacant. There are two small, adjoining, rectangular, timber structures on Lot 7 and on Lot 8 a larger rectangular stone structure with an attached timber structure. A stone wall stands on the Cliff Street boundary. The occupant is listed as ‘Rick Levis’ (sic).

In 1857 Lots 7 and 8 are transferred to Luke Samuel Leak and in 1876 the land is transferred to John Lewis, storekeeper. A panoramic photograph of the area taken in 1870 shows that most of the site is still vacant and that the buildings on Lots 7 and 8 indicated in the 1844 survey are still largely intact – only the timber structure at the rear of the stone building on Lot 8 is no longer extant.
In 1880 the lots are transferred to John Alfred Liebler and Pearse, merchants and Fredrick Mason, jeweller. Shortly after an article in a local newspaper records that

_In Cliff Street Mr. Liebler is raising a building, which he intends to let for business offices. The building is of stone with brick dressings and will be stuccoed and painted. The Adelaide and Cliff Street buildings are being erected under the care and direction of Mr. Foreman, who has been careful to see that the work has been well and faithfully done._7

Early in the following year tenants are moving into the new building ….

_Mr. John McCleery has removed from the premises he lately occupied to the new land more commodious offices which have been erected by Mr. J. A. Liebler in Cliff Street._8

Yet another article from March of that year indicates that the building is not yet complete

_I am glad to be able to chronicle something of a go-ahead principle in the buildings which are fast approaching completion in this town. The new style of buildings of Mr. Liebler’s, in Cliff Streets, cannot but attract attention._9

Liebler died in tragic circumstances in August 1881 and the Fremantle City Council ratebooks for that year record “new building not completed” for Lot 8.

The first image of the building dates from 1890 when the properties are owned by Elias Solomon and Fredrick Mason. The photograph taken from Arthur Head shows the rear of the building. It has rendered walls, shingle roofs and face brick chimneys but there is no parapet facing Cliff Street. The front section of the building has a hipped shingled roof and there is a lower pitched lean-to section at the rear. A change in roof geometry towards the center of the building suggests that the parts on Lot 7 and 8 were designed with different floor plans which would explain why part of the building could be occupied while the remainder was being completed.10

An 1895 photograph, also taken from the rear, shows an addition on the Cliff street side of the building. The new façade has a parapet with balusters and urns. It is not known when this addition was made but it is likely to have occurred when it was owned by Elias Solomon and Caroline Scott between 1891 and 1896.

It is likely that the façade was added to enhance the building’s appearance with a more fashionable design that unified the two parts and made use of the narrow setback at the front of the building. This was common practice in Gold Rush era Fremantle as earlier warehouses and offices with modest facades were clad with new more fashionable frontage that reflected the growing prosperity of the colony and the changing tastes of the period. A similar but grander example can be seen at the Moores Building in Henry Street.

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7   The Herald, 25 September 1880
8   The Herald, 1 January 1881
9   The inquirer and Commercial News, 2 March 1881
10  Fremantle History Centre Image Collection LH001382, Copyright held by Battye Library 26681P

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3 High Street Fremantle, DAP 0007/16 January 2017
After a short period of ownership by the Solomon and Samson families between 1897 and 1909, Lot 7 and 8 remain in the ownership of the Samson family for over seventy years.

The development of the site is clearly shown on the 1914 PWDWA Survey. The modest structures shown at the western end of Lots 7 and 8 in the 1841 survey no longer exist as this portion of the site was resumed in 1900 for the Fremantle Municipal Tramways car barn which was constructed in 1905. Most of the remainder of the site is covered with the 1881-1895 offices and a collection of galvanized iron, timber and brick extensions and outbuildings.

The office building on Cliff Street is divided into four tenancies, one large office (No 21- 23 Cliff Street) and a small office (25 Cliff Street) on Lot 7 and two small offices (27 and 29 Cliff Street) and a right of way on Lot 8. The extent of the c. 1895 front addition can be seen as it is built hard against the north property boundary unlike the earlier section which is set back.

“The building housed offices for a number of major Fremantle firms including Falk & Co., D. & G. Fowler, Wm. Sandover, Robert Harper & Co. as well as the Melbourne Steamship Company, the Bank of New South Wales, Ellershaw & Co. and the Bunyip Soap Company! It was last used by Lionel Samson as their agency for Reckitt & Coleman until they moved to O’Connor in 1962.”

NOTE: The north wall of the building steps in from the boundary approximately 1800mm from Cliff street. This change in plan indicates the extent of the Gold Rush era façade addition.

Northern three bays of Gold Rush facade to 21-29 Cliff Street, c. 1920s. Photograph from Fremantle, the Official Publication of the Fremantle Society Inc., August 1991
In 1967 most of the building was demolished for car parking but the facade was retained following the efforts of local residents Alec Smith and Paul Rigby to save the building. The remainder of the site was paved with bitumen.

Gold Rush era façade to 21 – 29 Cliff Street prior to the demolition of the offices behind, 1967. LH003114 Fremantle History Centre

North elevation of 21 – 29 Cliff Street prior to the demolition, 1967. LH003115 Fremantle History Centre. Note the earlier shingle roofed building behind the Gold Rush era facade.

West elevation of 21 – 29 Cliff Street during demolition, 1967. LH003116 Fremantle History Centre. The rear lean-tos and sheds have been demolished revealing the back wall of the 1880s building.

In the 1980s the southern bay of the five bay facade was demolished to provide car access to the Marina Village complex that was developed on the rear of Lots 7 and 8 and the adjacent Fremantle Municipal Tramways Building site. Parts of the rear of Lots 7 and 8 were also transferred to 1 High Street.

Since the 1980s the bitumen carpark on Lots 7 and 8 has remained largely unaltered.

Alan Kelsall
Heritage Coordinator
31 January 2017

Chief Executive Officer
City of Fremantle

Attn: Chloe Johnston

By email: chloej@fremantle.wa.gov.au

Dear Sir

WEST END, FREMANTLE
DAP Application No. DAP/007/16

Under the provisions of Section 11 of the Heritage of Western Australia Act 1990, the proposed development as described below has been referred to the Heritage Council for its advice.

Place Number P25225
Place Name West End, Fremantle
Street Address Bounded by Market Street, Collie Street, Marine Terrace, Little High Street and Phillimore Street
Referral Date 13 December 2016
Development Description University of Notre Dame, proposed new building 3 High Street, Fremantle

We received the following drawings prepared by MCDF Architects dated November 2016:

Sheet 1, ND 47 – Schools of Midwifery & Nursing, Arts & Sciences, Existing site plan, Rev. DA,
Sheet 2, ND 47 – Schools of Midwifery & Nursing, Arts & Sciences, Site & level 1 plans, Rev. DA,
Sheet 3, ND 47 – Schools of Midwifery & Nursing, Arts & Sciences, Levels 2 & 3 plans, Rev. DA,
Sheet 4, ND 47 – Schools of Midwifery & Nursing, Arts & Sciences, Levels 4 & 5 plans, Rev. DA,
Sheet 5, ND 47 – Schools of Midwifery & Nursing, Arts & Sciences, East & north elevations, Rev. DA,
Sheet 6, ND 47 – Schools of Midwifery & Nursing, Arts & Sciences, West & south elevations, Rev. DA,
Sheet 7, ND 47 – Schools of Midwifery & Nursing, Arts & Sciences, Sections A-A & B-B, Rev. DA,
Sheet 8, ND 47 – Schools of Midwifery & Nursing, Arts & Sciences, Streetscape perspective, Rev. DA,
Sheet 9, ND 47 – Schools of Midwifery & Nursing, Arts & Sciences, Details & reference images, Rev. DA,

The Development Committee resolves to advise City of Fremantle that the referral for the proposed development has been considered in the context of the identified cultural significance of West End, Fremantle and the following advice is given:

stateheritage.wa.gov.au
info@stateheritage.wa.gov.au
Findings

- 3-5 High Street, Fremantle (Liebler Building façade) Warehouse is included in the West End, Fremantle area, which has recently been included in the State Register of Heritage Places.
- **West End, Fremantle** is rare as a highly intact port city business district with buildings dating predominantly from the gold-boom era, many of which retain substantial original features and together form a cohesive precinct. It is a landmark area defining the western end of Fremantle and significant to the local community as a historic area that contributes to the sense of place. No specific mention is made of the Liebler Building is made in the documentation for the **West End, Fremantle**.
- The c.1890-95 façade contributes to the significance of the precinct through its detailing, scaling and materials, which are consistent with buildings within the precinct.
- The referral is for a revised proposal to construct a new building at 3-5 High Street. Preliminary comment on the original proposal was provided by the Development Committee in August 2016.
- The new development is on the corner of Cliff and High streets, on the closest block of the High Street approach to the Round House, which terminates High Street, and makes a strong visual statement in the West End of Fremantle. The Round House is a prominent landmark and is of exceptional significance. The High Street approach, which is centred on the Round House, is the primary vista, approaching the front of the Round House, and is of significance. Currently the view is unobstructed, particularly closer to the Round House.
- The remnant built fabric comprises a portion of the single storey Liebler Building, c.1890-95. The southernmost bay of the elevation was demolished c.1980 to make way for vehicle access, and is no longer part of the lot. The remnant wall will be retained and conserved as part of the development.
- Responding to the Committee's previous advice, the proposed performing arts theatre has been brought back into line with the boundary, and the flanking building line recessed so that the theatre projects, but within the property boundaries. The theatre will be clad in copper. Materials for the new building include glass, limestone, concrete and copper.
- Also responding to the Committee's advice, two operable steel and glass awnings have been located over the bar entries on High Street. When retracted the awning is within the boundary line. Detailed drawing, and precedent, have been provided.
- An interpretation plan, and methodology for the conservation of the historic façade have also been submitted.
Advice

The proposed development, in accordance with the plans submitted, is supported subject to the following condition(s):

1. Existing nib walls to be retained to at least 300mm, and to read as original fabric;
2. Render on existing façade to be tested, and render repaired to match existing. If façade is to be painted, selected colour and paint types are acceptable.
3. The following information is to be provided to the satisfaction of the Executive Director, State Heritage Office, prior to application for a building permit:
   a. An archaeological management strategy.

We would appreciate a copy of your Council’s determination for our records.

Should you have any queries regarding this advice please contact Janine Symons at janine.symons@stateheritage.wa.gov.au or on 6552 4167.

Yours sincerely

[Signature]

Anne Arnold
CHAIR
DEVELOPMENT COMMITTEE