



1.0 BACKGROUND

1.1 INTRODUCTION

Fremantle Prison Heritage Precinct is a state government asset vested in the Minister for Works and managed and operated by the Western Australian Department of Housing and Works.

Following the decommissioning of Fremantle Prison in November 1991, the Fremantle Prison Heritage Precinct was opened as a heritage site in January 1992. An advisory body, the Fremantle Prison Trust Committee was established at this time to provide advice to the Minister in relation to conservation and interpretation, attracting visitors and compatible uses, promotion of the precinct as an educational resource and integration into Fremantle. A program of conservation and presentation was put in place and sections of the precinct leased to both private sector and government agencies for a variety of uses. Over the last ten years Fremantle Prison has become a recognised tourist destination attracting a wide range of visitors.

Fremantle Prison Heritage Precinct is a heritage icon with an exceptional level of cultural heritage significance at state, national and international levels. It remains the most intact establishment built for the British Imperial Convict system in Australia.

This Master Plan looks to the future and defines the objectives, role and function for the Fremantle Prison Heritage Precinct for the next 10 to 15 years.

1.2 ROLE OF THE FREMANTLE PRISON HERITAGE PRECINCT MASTER PLAN

The Fremantle Prison Heritage Precinct Master Plan project was initiated by the State Government in recognition of the precinct's status as a cultural heritage icon of state, national and international importance and to guide its future use.

The Master Plan has been prepared to provide an integrated framework that can be used to guide and set realistic priorities for future use and development of the precinct, including conservation, interpretation, commercial enterprise, tourism, landscape and maintenance. The consideration and analysis of key issues and opportunities for the precinct in tandem with an understanding of the physical fabric of the place has informed the strategic vision for the precinct. Guidelines for the achieving the objectives of the Master Plan have been prepared on the basis of clear and consistent zones within the precinct and recommendations for implementation and phasing presented.

The fundamental principle guiding the Master Plan is that Fremantle Prison Heritage Precinct must have a sustainable future, balancing a variety of compatible uses and realising its potential to generate revenue that can contribute to the conservation and development of the site into the future.



1.3 PLANNING HISTORY

In 1992, James Semple Kerr was commissioned by the Building Management Authority of Western Australia to prepare *Fremantle Prison – A policy for its conservation*. This document was revised in 1998 and has since formed the basis for conservation planning and use of the precinct. In 2000, Palassis Architects prepared *Fremantle Prison – Zones of significance* for the Department of Contract and Management Services. These documents, which guide the conservation and use of the place, have informed the preparation of this Master Plan.

The conservation planning for the site over the last ten years is recognised Australia wide as best practice.

1.3.1 Completed Studies used as a basis for the preparation of this Master Plan

A wealth of research and documentation dating from the mid 1970s was utilised to inform this Master Plan. The key documents and reports are listed below, while a wider range of literature used in the development of the Master Plan are listed in the Bibliography (Appendix A).

Australian Convict Sites, Nomination by the Government of Australia for Inscription on the World Heritage List (1999)

Fremantle City Centre Urban Design Strategy (1996)

Fremantle Prison Aboriginal Commemorative Memorial Project (1999)

Fremantle Prison: Access Report – Final Report (2000)

Fremantle Prison: Anglican Chapel; Getty Grant Investigation & Report (1996)

Fremantle Prison – A policy for its conservation (2nd Edition 1998)

Fremantle Prison: Conservation and Future Use; Conservation Plan (1990)

Fremantle Prison: Conservation and Future Use; Female Division (1990)

Fremantle Prison: Conservation and Future Use; Hospital (1990)

Fremantle Prison: Conservation and Future Use; Main Cell Block (1990)

Fremantle Prison: Conservation and Future Use; New Division (1990)

Fremantle Prison: Conservation and Future Use; Site: Water, Walls & Yards (1990)

Fremantle Prison: Conservation and Future Use; The Terrace Buildings (1990)

Fremantle Prison: Conservation and Future Use; Urban Integration Strategy (1991)

Fremantle Prison: Conservation and Future Use; Working Paper On Future Uses (1992)

Fremantle Prison: Conservation and Future Use; Workshops (1990)

Fremantle Prison: Draft Conservation and Management Plan (1998)

Fremantle Prison Interpretation Policy (2001)

Fremantle Prison: Landscape Conservation Policy & Development Guidelines (1996)

Fremantle Prison 'Living Museum Project': Preliminary Report on Options for the Development of Fremantle Prison (1999)

Fremantle Prison: Master Plan Study; The Terrace (1997)



- Fremantle Prison Nomenclature* (2000)
- Fremantle Prison Notes of a visit of 22-25 May 1989* (1989)
- Fremantle Prison: Strategic Maintenance Plan 2001/02 – 2006/07, Funding Requirements & Implications* (2000)
- Fremantle Prison: Zones of Significance, A Revised Assessment of Levels of Cultural Heritage Significance* (2000)
- Interpretation and Development Options for Fremantle Prison* (1999)
- Limestone Conservation Study* (1993)
- No. 8 The Terrace, Fremantle Prison: Conservation and Future Use; Report On Egress* (1997)
- Report on Historical Archaeological Investigations: Terrace House and Gardens Project, Fremantle Prison* (1998)
- Report on the Effectiveness of the 1997 Render Investigation and Façade Reconstruction at the Gatehouse, Fremantle Prison* (1999)
- The Fremantle Prison: A Report on its Past, Present & Future* (1975)
- The Stable At The Terrace: Fremantle Prison Conservation Plan* (1999)
- 4 Division Mural, Fremantle Prison: Conservation and Future Use; Proposal For Protective Canopy* (1997)
- 5 Year Strategic Plan* (1997)



Figure 1.1 View of The Terrace, 1921
(Courtesy Battye Library)



1.4 PLANNING FRAMEWORK

1.4.1 Urban Context

Fremantle Prison Heritage Precinct is located approximately 16km south-west of the Perth CBD. It is situated within the City of Fremantle, the port city of Perth and one of Perth's major regional centres. The site is in close proximity to a number of Fremantle's landmark buildings/facilities including:

- Fremantle Oval, Fremantle Markets and Fremantle Town Centre to the west
- Fremantle Hospital to the south
- Fremantle Arts Centre (the former Lunatic Asylum) to the north
- Monument Hill to the north-east.

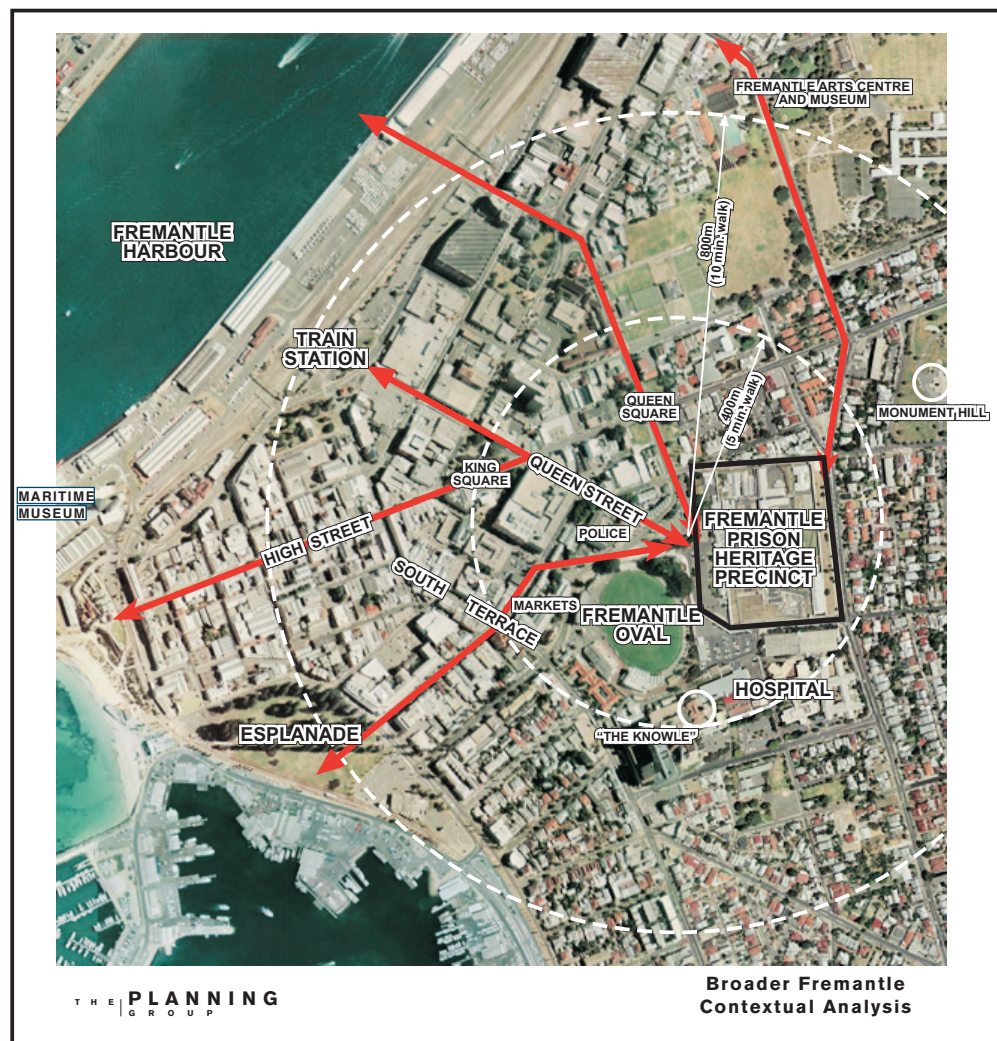


Figure 1.2 Fremantle Prison Heritage Precinct in its urban context



1.4.2 Metropolitan Planning Framework

While Fremantle Prison Heritage Precinct sits within the City of Fremantle (the City) local government area, and must therefore be considered within the context of the City's Planning Scheme and Policies, it is also reserved under the Metropolitan Region Scheme.

In accordance with City's Town Planning Scheme No.3, the Fremantle Prison Heritage Precinct is classified as 'Civic and Cultural' under the Metropolitan Region Scheme. Under the City's draft plan for the future (Fremantle in the year 2000) the desirable uses within the prison complex are: "City – within – a city" – buildings retained and used for accommodation, production, retailing and entertainment.

1.4.3 Cultural Heritage Significance

The exceptional cultural heritage significance of the Fremantle Prison Heritage Precinct has been well recognised by its inclusion in several heritage registers. These include the following registers:

- Register of the National Estate – Australian Heritage Commission (23/03/1978)
- State Register of Heritage Places – Heritage Council of Western Australia (10/01/1992)
- Classified List – The National Trust (WA) (03/10/1960)
- Municipal Inventory of Heritage Places– City of Fremantle (22/2/00).

The owners of places on the State register are required to observe the requirements of the *Heritage of Western Australia Act, 1990* (and subsequent amendments), into which the Register is incorporated. Any proposals concerning the precinct must be referred to the Heritage Council of Western Australia.



Figure 1.3 The Convict Establishment Fremantle WA (Courtesy Mitchell Library)



Statement of Significance

The following statement of significance has been provided by the Heritage Council of Western Australia from the State Register of Heritage Places (No. 1014). It is consistent with J.S. Kerr's Statement of Significance contained in *Fremantle Prison – A policy for its conservation* (1998). Fremantle Prison has exceptional cultural heritage significance for the following reasons:

it contains major evidence of the physical apparatus of an imperial convict public works establishment and of its adaptation for subsequent colonial use;

the establishment is the most intact such complex in Australia;

the prison is the outstanding symbol of the period in which Western Australia was developed using convict labour;

it is a memorial to the design and supervision of the royal engineers including Jebb (surveyor general of [English] prisons), Henderson (comptroller general of convicts), Wray (acting comptroller general), Manning (clerk of works in the royal engineer office) and to the work of the sappers and miners, artisan pensioners and, not least, the prisoners;

the association of the persons who left their mark in its fabric or made an impact on its discipline and reputation; in particular the governors, Fitzgerald and Hampton; and, superintendents Lefroy, Stone, George and Hann; as well as the prisoners;

the prison in its present form also demonstrates with some precision the facilities, conditions and attitudes prevailing in a major Western Australia prison - an experience rarely available to the public and made more immediate by the retention of graffiti, murals, signs, notices and recent evidence of use; and,

the austere and monumental quality of the longest and tallest cell range in Australia set in a precinct characterised by a homogeneity of form, materials, texture and colour make it a landmark feature of Fremantle.

J.S. Kerr (*Fremantle Prison – A policy for its conservation*, 1998) also states that the significance of the prison is reinforced by the survival of associated elements outside the walls which helps to complete a physical understanding of the early convict establishment.

1.5 AREA COVERED BY THE MASTER PLAN

The area covered by the Master Plan is shown in Figure 1.4. The site is bounded by Hampton Road to the east, Fothergill Street in the south, The Terrace to the west and Knutsford Street to the north.

It should be noted that the Fairbairn Street Ramp does not fall within the precinct boundary. However, in view of its physical and historical link to the precinct, its future use and development has been considered as part of this Master Plan.

Other elements of the convict establishment in close proximity include the former Warders Cottages in Henderson Street and The Knowle, situated in the Fremantle Hospital site. Consideration has also been given to these elements.

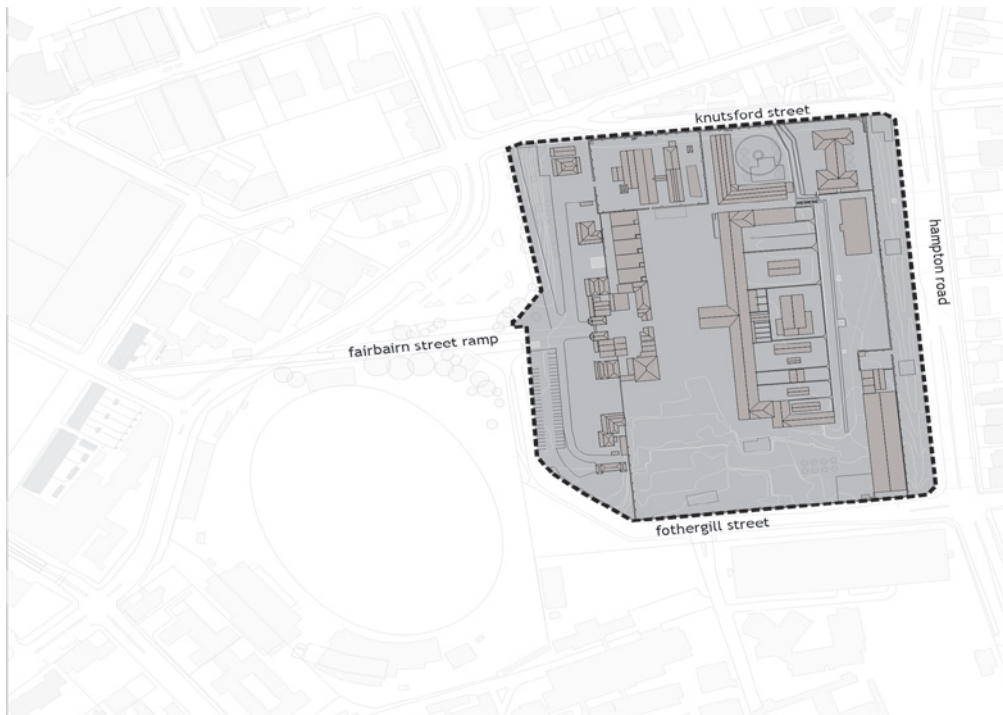


Figure 1.4 Area covered by Master Plan

1.6 METHODOLOGY

The Master Plan has been prepared according to the study brief prepared by the Department of Housing and Works and the Fremantle Prison Trust. Committee. A project steering committee was established to guide the project. The committee comprised people with specific expertise in a range of professional disciplines and business, as well as representatives from the Department of Housing and Works, the Prison Trust, the City of Fremantle and members of the local community.

While there is no established formal framework for preparation of Master Plans for heritage sites in Australia, the conservation philosophy of the *Australian ICOMOS Charter for the Conservation Of Places of Cultural Significance* (the 'Burra Charter') as revised in 1999 has been utilised as the basis for preparation of the Master Plan. The Australian Heritage Commission was consulted during the preparation process and advised that the multi-disciplinary approach of the project team, in the preparation of an integrated framework for the site, is a valuable contribution to conservation planning for large heritage sites.

The project team's master planning process was developed to include consultation with a wide range of experts, stakeholders and the community from the time of the commencement of the project in May 2002, until the finalisation of the project in 2003. This approach has resulted in the Master Plan being solidly based on expert as well as community views.



1.6.1 Consultation and Communication

An extensive consultation process was undertaken in conjunction with a communication strategy. This consultation and communication approach comprised two stages:

- To engage the community at the start of the project and seek their views on the future of the prison site – these were *initial consultations* which informed the later project development. A draft Master Plan was developed from these wide-ranging consultations and from the expert advice and findings from the literature referred to above.
- A second consultation process - draft Master Plan consultations - was utilised to seek feedback on the draft Master Plan - the content of this feedback informed the development of this draft final Master Plan.

The following sections describe in more detail the communication strategy and the two consultation stages.

Communication

An initial mailing list of over 160 people (which later expanded to almost 400 people) was developed for use in providing information about the project and inviting participation, while over 13,500 people in the Fremantle region were contacted directly via a specially developed postcard (delivered with the local community newspaper) which provided space for informal comments about the prison's future.

A larger number of people across the State were alerted to the project through advertisements placed in Fremantle community newspapers, the *West Australian* and the *Sunday Times*. These advertisements were complemented by print and radio media feature articles highlighting the consultations and opportunities to participate in focus groups held at the Prison. Comment was invited through phone, fax, internet and website access throughout the project.

Media channels

The Fremantle Prison website was used throughout the project to provide up to date information on the project, and included notes from each of the workshops held throughout the project. The Western Australian government's website on community consultation also had a link to the prison website.

The local and state print media were well briefed throughout the project and published articles on the project's progress, and the project was also reported in the print media at national level.

Television and radio reports and interviews were provided at key times such as the launch of the draft Master Plan, as well as supporting general awareness-raising.



Participants in the consultation workshops discussing the draft Master Plan



Libraries

At the draft Master Plan stage, libraries across the State were invited to showcase the project through a poster, postcards for informal comment to the project team, and in the case of the City of Fremantle, a large scale map of the proposed Master Plan and copies of the supporting documentation.

A reading room was provided on site, in the Gatehouse and Entry Complex with a similar display for interested visitors and community members to peruse the draft Master Plan and to provide feedback.

Initial consultations

Nine focus groups were held with staff, tenants, community members, experts from a range of disciplines, steering committee and Prison Trust members and ethnic community members.

Individual meetings were held with a wide number of interested people and organisations. Informal opportunities to seek information and contribute views via the project postcards were provided by the Fremantle Prison and the City of Fremantle Library and their respective staff.

Overall, a wide range of people participated by contributing their views and included:

- Community members, particularly local Fremantle residents
- Local government representatives and staff
- Experts in a wide range of professional disciplines
- Academics from wide range of disciplines
- Ex-prisoners
- Ex-staff
- Business people
- Government officers
- Members of Parliament (or their representatives)
- Ethnic community members
- Aboriginal community members
- People representing the interests of a wide number of community and professional organisations.



Discussion of issues raised by workshop participants



In total, there were over 190 instances of active participation in this initial consultation stage, and the resulting views collectively informed the development of the draft Master Plan. Offers of potential partnerships with the Prison were made from art- and culture-oriented individuals and organisations as well as from ethnic organisations. The wide range of opportunities to comment, including at an informal level, resulted in people being able to provide the project team with their concerns, which included suggestions of demolishing the site. These suggestions were in the minority, while the majority of suggestions confirmed the enthusiasm for a brighter future evident throughout the consultations.

Members of the community or organisations who contributed by providing written submissions or attending workshops were thanked in writing.

Aboriginal People

Extensive liaison work has been undertaken with members of the Fremantle and Nyoongah community, including the Metropolitan Circle of Elders. It was found that there is general resistance to participating in the project by Aboriginal groups. The feedback which was received from Aboriginal people and also from the Aboriginal and Torres Strait Islander Commission (ATSIC), referred to by Hon. Tom Stephens, is that this reluctance reflects the sad history of the Aboriginal people in the Prison.

The project team considered the consultations undertaken in the last five years in relation to an Aboriginal memorial on the Prison site, and the plans for a memorial (which resulted from these consultations) have been included in the Master Plan.

Individual people of Aboriginal background have provided their thoughts to the project. It is generally agreed that a longer time frame would be required to encourage greater participation from Aboriginal people across WA.

Copies of the draft Master Plan were provided to the City of Fremantle reconciliation committee to assist that group in developing feedback to the project team.

Note – the spelling of the Nyoongah name has been recorded as that preferred by individual Aboriginal people - as a result there are several spellings of this name in this document.

Draft Master Plan

The draft Master Plan was released on 22 September 2002, with extensive media coverage and through a communication strategy similar to that for the initial consultations, almost 400 stakeholders were contacted via email and mail.

Comments and views regarding the draft Master Plan were sought over an eight week consultation period to 17 November:

- The entire plan was available at a reading room at Fremantle Prison, at City of Fremantle Library or on the Prison's website
- Snapshot comments could be made via postcards available at local libraries throughout the State as well as at the Prison
- Advertisements seeking input were placed in Fremantle community newspapers, the *Saturday West Australian* and the *Sunday Times*
- Email, phone or written submissions were sought
- Workshops were held on 17 October
- Briefings were provided to local and professional groups with a keen interest in the project.

In total, over 130 people provided thoughts on the draft Master Plan.



Expert input

The expert focus group held in the early stages of the project involved the Steering Committee, the Fremantle Prison Trust Committee, expert colleagues, and members of the project team. This workshop, held over two days, provided a forum for in-depth discussion of issues and opportunities associated with the precinct. The invited expert colleagues contributed to the discussions, which included comparisons with national and international sites of exceptional heritage significance, as well as their insights into future possibilities for the precinct. The outcome of the workshop was an identification of the site's core essence and an appreciation of the opportunities it presented. The workshop contributed to setting the scene for future options to be explored by the project team in the preparation of the draft Master Plan.

Following feedback received during the process, a search conference was held during the draft Master Plan stage to enable further contribution by people with particular expertise in conservation and heritage. Representatives of the Heritage Council of Western Australia, The National Trust, the City of Fremantle, the Fremantle Society, the Fremantle History Society, Fremantle Community Precincts, the Fremantle Inner City Residents Association, the Department of Housing and Works: Heritage and Precinct Management, as well as individuals were invited to attend. Ten people attended the search conference and contributed in detail to the discussions on the principles of conservation and heritage in relation to the Master Plan.

Integrated analysis

The comments and ideas from all consultation sources were analysed utilising both structured and unstructured processes to identify the broad themes which were recurring throughout the consultations. These were highlighted in the draft and form the basis of this Master Plan.

The following feedback was received:

- Postcards included comments about the current site and specific ideas for future uses.
- Focus groups identified issues that should be taken into account in developing the Master Plan, as well as some future use ideas.
- Submissions reflected individual ideas on the current site, specific ideas for the future, as well as issues to be taken into account.

Written submissions, from both government and non-government organisations, in regards to the draft Master Plan provided a high level of detailed comment.



Figure 1.5 Ideas for the Precinct site from the Children's workshop



Development of draft and final Master Plan documents

The project team took on board the consultation themes; considered local and State planning frameworks; analysed a wide range of issues from conservation, heritage, tourism, economic, social, environmental perspectives; considered past reports; and added a further creative layer to identify the options for the site contained in the draft and final Master Plan.

The Master Plan has been developed from an integrated range of source information – the community, professional and business expertise, statutory frameworks, a wealth of reports, as well as an overall creative setting provided by the project team.

School of Life

I am in a school of life and skill,
Post graduate anthropology,
They put me there against my will,
There will be no apology.

Prison is a great big phoney,
The theory for it pure baloney,
Like the commercials in TV
Amazing human immaturity.

Misfits

Mist and a moth upon my wall,
Perfect camouflage for spotty wood,
Against pale green no good at all,
You are the second misfit in my cell.

The colours to protect you show up,
My superhuman efforts were also out of place,
At least you look quite pretty.
But egg is on my face.

Next morning:
The moth has gone and I'm still here,
It's error has now disappeared.
Errors that placed me in this cage,
Are still the subject of some rage.

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