

Planning Policy Manual – Part 1

Section 6.9
William Street Heritage Area Design
Guidelines



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1.0 INTRODUCTION

This policy should be read in conjunction with the City Planning Scheme No.2 (CPS2) and its associated policies, particularly the Heritage Policy.

The William Street Heritage Area Design Guidelines contain additional specific information and guidance applicable to development within the William Street Heritage Area (the Heritage Area), and is adopted as a planning policy under clause 3 of the Deemed Provisions.

2.0 AIM

The purpose of these guidelines is to ensure that development within the Heritage Area respects and enhances the identified cultural heritage significance of individual heritage buildings and the Area in general.

3.0 POLICY AREA

This policy is applicable to all development within the boundaries of the Heritage Area (Figure 1), as declared under clause 9 of the Deemed Provisions.

An inventory of places within the Heritage Area is included in Section 6.0 of this policy. If any inconsistency arises between the inventory and the boundaries as shown in Figure 1, the latter should be considered to be correct.

Where reference is made within this policy to a ‘heritage building’ this means any place listed in Section 6.0 as having ‘considerable’ or ‘some/moderate’ cultural heritage significance in the context of the Heritage Area. These buildings have been assessed as making a positive contribution to the Heritage Area.

Where reference is made to a ‘non-heritage’ building, this means the building has been assessed as having no contribution to the cultural heritage significance of the Heritage Area.



Figure 1: Map of William Street Heritage Area



4.0 BACKGROUND

4.1 History

In 1838 William Street south of the railway was known as King William Street in honour of King William IV. The unsurveyed area north of the railway was occupied by Lake Kingsford, which was subject to flooding and discouraged development in the area. The lake was drained in 1854, and by 1855 William Street had been extended and named Hutt Street.

In the mid-1880s Hutt Street remained on the periphery of the town centre with few substantial buildings, and expansion of the area was slow. The Gold Boom and increased migration to the area however changed this, and by the late 1880s intensive commercial and residential development of the area had begun. A mix of commercial and entertainment uses proliferated, with a number of trade and community organisations also having their origins in the area around this time. Hutt Street was one of the many Perth Streets that grew rapidly during this period.

In 1897 a level crossing across the railway line linked the northern and southern sections of the city and Hutt Street was renamed William Street. Well positioned near the city centre, the railway line and several government cultural and educational institutions, the area had become a thriving commercial district by the turn of the Twentieth Century. The construction of the Horseshoe Bridge in 1903 had a major impact on the role of William Street as an arterial road and secured the continued use of the area for commercial purposes.

The area became largely populated by successive waves of migrant communities including Greek, Italian, Chinese and Vietnamese communities. A number of businesses enjoyed long-term association with particular migrant families. Most of the two story buildings were commercial on ground floor and residential on the first floor.

Original ground floor uses included fish and meat merchants, fruities, confectioners, drapers, jewellers, military goods suppliers, wine saloons and tearooms, as well as boot-making, watchmaking, ironmongery and pharmaceutical dispensary services. Upper floor tenancies supported a range of activities, including professional office suites, public gathering and entertainment spaces, and some residential and hotel accommodation. Historically, the area supported a diversity of uses, which have at times included illicit, immoral or fringe activities.

Property in the area remained relatively affordable, and buildings were generally recycled and adapted for new uses, rather than redeveloped. The oldest extant building within the study area dates from 1894.

In the 1960s and 1970s nearby land reserved for a freeway led to a residential decline and changes in the commercial confidence of the area. Much of the conversion of buildings to restaurant uses occurred during this time, with the area transitioning into a burgeoning alfresco dining and entertainment district from the mid-1980s to early 1990s.

The proposed freeway did not proceed and, instead, construction of a cut-and-cover tunnel commenced in the late 1990s. Its completion in April 2000 precipitated a State Government led urban revitalisation of the area in the early 21st century under the specially established East Perth Redevelopment Authority.

The State Theatre Centre at the corner of William and Roe Street, which was completed in 2010, and the conservation and adaptation of heritage buildings within the State Registered *William Street Conservation Precinct* (on the east side of William Street), have played an important role in the ongoing cultural and commercial regeneration of the area.

4.2 Significance

The Heritage Area comprises a moderately intact streetscape of commercial buildings, the majority of which date from the 1890s Gold Rush era to the 1920s early Inter-War period. It is of heritage significance for the following reasons:

- it reflects cultural and social change and diversity in Western Australia, particularly in the nineteenth and twentieth centuries, as it was the home for successive waves of migrant communities, especially Greek, Italian, Chinese and Vietnamese migrant communities who first settled in this area;
- it reflects economic changes in Western Australia, particularly the economic booms during the late nineteenth and early twentieth centuries associated with the Gold Rush, and during the late twentieth and early twenty first centuries associated with the cultural and commercial revitalisation of area;
- it comprises a distinctive streetscape due to the cumulative effect of the form, scale, massing, materials and detailing of the buildings;
- it has landmark qualities derived from the collection of buildings and the individual Busy Bee Arcade, Brass Monkey and Britannia Hotel (fmr) buildings;
- the place reflects a history of a multiplicity of uses, particularly commercial, cultural, residential and fringe activities that shaped the character of the area and its present diversity;
- it represents a continuity of retail, commercial, residential and entertainment uses for over a century. This continuity of uses has resulted in the retention of the street's built form, and a distinctive character of the area which is exemplified by the adjacent State Registered William Street Precinct.
- it contributes to the community's sense of place as an integral part of the Northbridge entertainment district and the adjacent cultural and educational precincts.

5.0 POLICY

5.1 Conservation

Conservation within the Heritage Area should aim to:

- Preserve the existing built form, particularly to the streetscape, and maintain or enhance traditional façade proportioning, rhythm, articulation, detailing, and window patterns to heritage buildings.
- Maintain traditional re-entrant shopfront configurations and legibility of shopfront subdivision patterns to heritage buildings through appropriate conservation and/or reconstruction.
- Remove intrusive applied finishes and accretions from heritage buildings where they impact upon the streetscape and/or conceal or adversely impact significant fabric.
- Reinforce the significant character and diversity of the area which has been shaped by a multiplicity of uses, without adversely impacting the heritage significance of individual buildings or the area.

5.2 Built Form

Heritage buildings within the Heritage Area have an established style, form, scale and massing which defines the important streetscape. Therefore retention, conservation and adaptation of heritage buildings are encouraged.

Opportunities for additions to heritage buildings and for new rear development on lots containing heritage buildings exist within the Heritage Area. Such work should be located and designed in a manner that does not detract from the streetscape qualities of the Heritage Area. ‘Facadism’ (that is, the retention of the street facade only) however will not be supported.

There is also opportunity for new development within the Heritage Area on lots not containing heritage buildings. In this instance, new development should achieve design excellence and use quality materials without compromising the heritage significance of the individual heritage buildings or the Heritage Area.

The following design approaches within the Heritage Area should be considered:

- Subtle architectural style using simple forms and limited material palette;
- Distinct architectural approach that enhances the existing character of the place;
- Design principles that derive from the architectural language of the existing heritage fabric without imitation.

The Built Form policies are intended to guide new works to ensure that new development maintains and enhances the cultural heritage significance of the Heritage Area.

5.2.1 Upper Floor Additions to Heritage Buildings

Where possible additional floors to heritage buildings, including new roofs and any associated plant and/or services, should be fully contained below a view line from the street. Where additional floors and new roofs are visible from the primary street they should be setback 5 metres from the front facade of the building (Figures 2 and 3).



Figures 2 and 3: The extent of possible building envelope with 5m setback in accordance with the City Planning Scheme No. 2.

Examples illustrating design approaches for Upper Floor Additions to Heritage Buildings within the Heritage Area

Subtle architectural style using simple forms and limited material palette



32 Henry St, Fremantle WA; Architect: Spaceagency;
Photograph: Adrian Lam, Acorn Photo

Distinct architectural approach that enhances the existing character of the place



One40william, Corner William and
Murray St Mall Street, Perth WA;
Architect: HASSELL



Design principles that derive from the architectural language of the existing heritage fabric without imitation



One40william, Corner William and Murray St Mall Street, Perth WA;
Architect: HASSELL



Marine House, 9 Pakenham St, Fremantle, WA

5.2.2 Street Facades

Buildings within the Heritage Area were designed to present the public face of the building to the street. Facades were designed in a restrained formal manner with traditionally configured shop fronts and fenestration patterns, strong vertical rhythms and a balanced relationship of solids and voids. Stucco mouldings, rendered banding, and contrasting materials or pointing styles were used to emphasise certain architectural features and provide façade articulation. This resulted in an individually distinctive yet collectively cohesive streetscape. Heritage buildings generally retain their original street facades above awning level, but have been substantially compromised below awning level. In this instance the following should be considered:

- Original street facades of heritage buildings (above awning level) should be retained and conserved.



- The original form, symmetry and detailing of facades to heritage buildings should be retained and if previously altered or removed should be reinstated to accord with documentary evidence of the original.
- Where new facades are proposed, the continuity of the street should be retained.

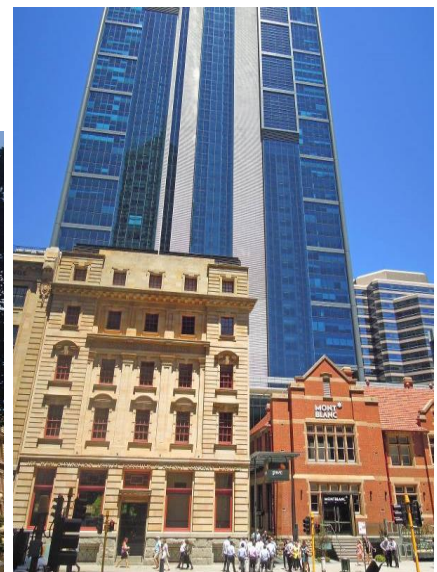
Example of restoring the original detailing of facade to heritage building



Boans Warehouse, 16 Saunders Street, East Perth, WA; Architect: Spaceagency; Photograph: Robert Frith, Acorn Photo

Examples illustrating design approaches for Street Facades within the Heritage Area

Subtle architectural style using simple forms and limited material palette



125 St Georges Terrace, Perth WA
Architect:: HASSELL and Fitzpatrick + Partners



Enex100, 100 St Georges Terrace Perth, WA ;
Architect: Hames Sharley



Lenbachhaus, Munich, Germany;
Architect: Nigel Young/ Foster + Partners

*Distinct architectural approach that
enhances the existing character of the
place*



D. & J. Fowler Ltd., 33-35
Pakenham Street, Fremantle, WA

Design principles that derive from the architectural language of the existing heritage fabric without imitation



Tannok Hall, University of Notre Dame, WA; Architect: Marcus Collins Architects



One40william, Corner William and Murray St Mall Street, Perth WA; Architect: HASSELL



61 York St, Sydney, NSW; Architect: Candalepas Associates; Photographer: Brett Boardman



5.2.3 Parapets

Most heritage buildings feature parapets with decorative detailing, which form an important unifying architectural element in the Heritage Area. A number of parapets reflect the form and detailing of parapets on the east side of William Street. This visual consistency would be strengthened through the removal of intrusive applied materials to parapets on heritage buildings.

- Extant original parapets on heritage buildings should be retained and conserved.
- Missing historical parapets on heritage buildings should be reinstated, and extant historic parapets should be returned to their original appearance, to accord with documentary evidence of the original.



5.2.4 Shop-Fronts

Many of the heritage buildings within the Heritage Area originally had traditional Federation Free Classical* re-entrant shop-fronts, some of which would have been decorated with wall tiles.

Most shop-fronts have been replaced with contemporary steel, aluminium or timber shop fronts, or substantially modified so that they are no longer intact. Much of the traditional sense of order, proportion and hierarchy of detailing (which was achieved through the consistency of materials, glazing bar grids, and solid/void relationships) has been compromised.

Where original shop fronts remain:

- Elements dating from original or early shopfronts should be retained and conserved.
- Original shop-fronts should be reinstated to accord with documentary evidence of the original.

Where new shop fronts or alterations to non-original shop fronts are proposed to heritage buildings the shop front design should consider the following approaches:

- Reconstruct original based on documentary and/or physical evidence using traditional materials;
- Architectural approach that enhances and improves the relationship between the ground floor level and the upper floor levels.

Examples illustrating design approaches for Shop Fronts within the Heritage Area

Subtle architectural style using simple forms and limited material palette



Hayborough Building, Rundle Street, Adelaide, SA;
Architect: Tectus



Enex100, 100 St Georges Terrace, Perth, WA;
Architect: Hames Sharley

* A Pictorial Guide to Identifying Australian Architecture by Richard Apperly, Robert Irving, Peter Reynolds, Angus and Robertson, 1989



Fremantle Municipal Tramways Barn, 1 High Street, Fremantle, WA

Design principles that derive from the architectural language of the existing heritage fabric without imitation



16 Queen Street, Perth, WA;
Architect: Matthews & Scavalli Architects

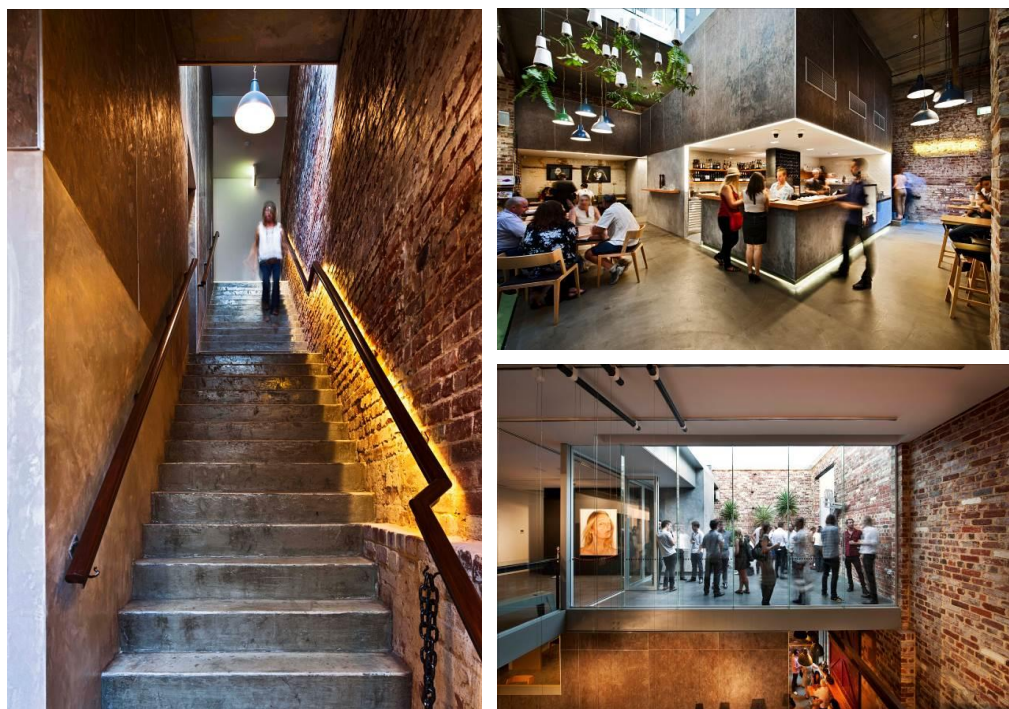


43 Pakenham St, Fremantle, WA;
Architect: Spaceagency

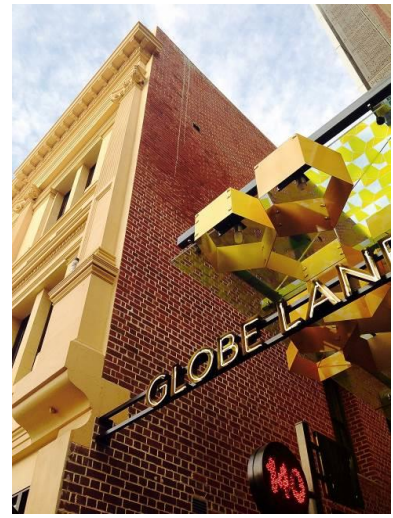
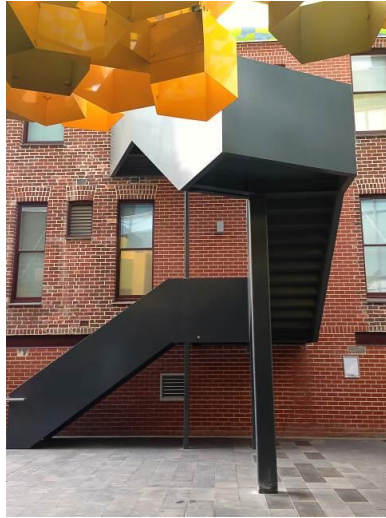
5.2.5 Materials, Finishes and Colours

The Heritage Area is characterised by a restrained palette of materials and finishes, including face brickwork, smooth rendered masonry panels, simple stucco mouldings, timber joinery, corrugated galvanised iron roofs, timber or cast iron verandahs, and timber framed glazed shop fronts. The original consistency of materials, finishes and colours has diminished through the removal of original fabric, the application of a variety of applied finishes and non-original decorative features, and the installation of contemporary shop fronts.

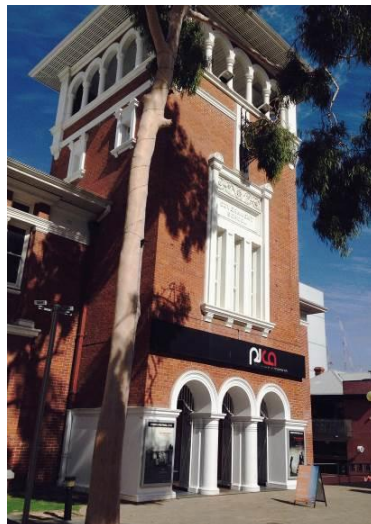
- Significant original or early materials, finishes and colours to heritage buildings should be retained and conserved, and where missing should be reinstated to accord with documentary evidence of the original.
- Intrusive finishes to heritage buildings should be removed.
- Glossy materials or finishes on heritage buildings should be avoided unless a historical precedent for their use can be demonstrated.
- Paint finishes or rendered finishes to previously unpainted or un-rendered surfaces on heritage buildings should be avoided.
- Where a contemporary paint colour scheme is proposed for a heritage building this should have regard for articulation in the façade detailing and traditional patterns of tonal contrast.
- Alternative colour schemes for heritage buildings, including corporate standard colour schemes, may be approved if they do not have a detrimental effect on the heritage significance of the individual building or the Heritage Area.
- New materials, finishes and colours to non-heritage buildings and additions should enhance the character of the existing heritage fabric without visually dominating the streetscape or adjacent heritage buildings/ heritage fabric.



16 Queen Street, Perth, WA;
Architect: Matthews & Scavalli Architects



One40william, Corner William and
Murray St Mall Street, Perth WA;
Architect: HASSELL

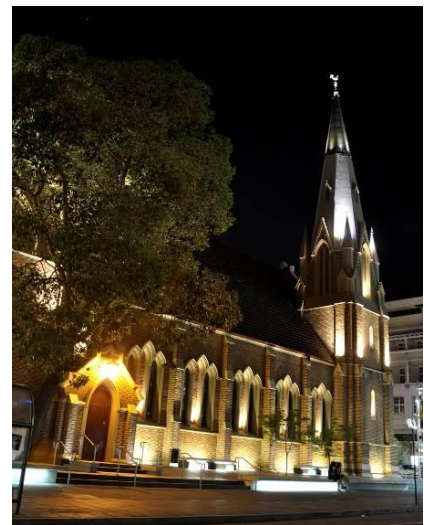


PICA, 51 James St, Northbridge, WA;
Architect: Donaldson+Warn Architects

5.3 Lighting

Whilst the external light fittings of a heritage building will generally have minimal impact on heritage significance, the right choice of accessory can assist in maintaining the special character of the Heritage Area.

- External lighting of buildings should be of a high quality design that complements the character of the Heritage Area. Use of sympathetic contemporary fixtures is preferred to period reproduction or mock heritage fixtures, particularly where no evidence of original fixtures exists.
- Uplighting of building facades is permitted, particularly above awning level, where accentuation of significant architectural features or details is encouraged.
- Light fittings should not be visually dominant.



Wesley Church, 75 William Street, Perth, WA;
Heritage Perth's Light Up the City project

6.0 INVENTORY

Places within the Heritage Area have been assessed for their relative contribution to the cultural heritage significance of the Heritage Area, based upon criteria established by the State Heritage Office. The Heritage Area boundary includes heritage and non-heritage buildings.

Heritage buildings are those that have been assessed as making a positive contribution to the Heritage Area. These are graded either as of considerable significance or as of moderate/some significance, according to their assessed relative level of significance.

Non-heritage buildings have been assessed as having no contribution to the cultural heritage significance of the Heritage Area. These places do not need to be retained, however new development on these sites should still comply with the general intent of the design guidelines so as not to detract from the overall significance of the Heritage Area.

Places of Considerable Cultural Heritage Significance in the context of the William Street Heritage Area

- 201-207 William Street Busy Bee Arcade
- 209 William Street Brass Monkey Hotel (State Registered)
- 245-265 William Street Britannia Hotel (fmr)

Places of Some/Moderate Cultural Heritage Significance in the context of the William Street Heritage Area

- 167 -181 William Street Commercial Bldg
- 185 -187 William Street Kakulas Bros.
- 189 -199 William Street Arcade 189
- 215 William Street Grapeskin
- 221 William Street Universal Bar
- 267 - 269 William Street Manchester Unity Hall (fmr)
- 279 William Street Scolaro Building

Places having no Cultural Heritage Significance in the context of the William Street Heritage Area

- 223 William Street Super 7 Star Mart
- 45 Francis Street Australian Taxation Office (incl. Bell Tower).