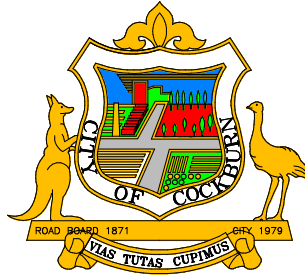


CITY OF COCKBURN



ORDINARY COUNCIL

AGENDA PAPER

FOR

THURSDAY, 13 NOVEMBER 2014

**14.5 (OCM 13/11/2014) - POWER STATION MASTER PLAN -
CONSIDERATION OF REQUEST FOR LIFTING OF URBAN
DEFERMENT (108/003) (D DI RENZO) (ATTACH)**

RECOMMENDATION

That Council

- (1) advise the Western Australian Planning Commission (“WAPC”) that the request for the lifting of urban deferment for Lot 2 Robb Road and portion of Lot 3 Robb Road, North Coogee is supported subject to the following modifications being undertaken to the Master Plan:
 1. The three residential buildings shown to the south of the Power Station located on ‘Parks and Recreation’ reserve being removed from the Master Plan, and throughout all plans in the document.
 2. The public car park in Figure 1.2 being shown in the correct location to the east of the rail line shown in all other maps in the Master Plan.
- (2) in accordance with Section 126 of the *Planning and Development Act 2005*, request the WAPC to concurrently zone the extent of the urban deferment land to ‘Development’ under City of Cockburn Town Planning Scheme No. 3.

COUNCIL DECISION

Background

For a number of years the State Government has been working toward realising the vision for the Cockburn Coast development. The project is intended to see the redevelopment of the former Robb Jetty industrial area and the South Fremantle Power Station.

The Cockburn Coast District Structure Plan 2009 ("CCDSP 2009") was prepared to guide future land use and transport initiatives within the area stretching between South Beach and the Port Coogee marina.

In 2012, this was supplemented and in part refined by the Cockburn Coast District Structure Plan Part 2 ("CCDSP Part 2") prepared on behalf of LandCorp.

The Metropolitan Region Scheme ("MRS") Amendment No. 1180/41 was made effective on 16 August 2011 to rezone the majority of the Cockburn Coast industrial area from 'Industry' to 'Urban' to reflect the outcomes of the CCDSP Part 2. The South Fremantle Power Station site was rezoned to 'Urban Deferred'.

The Western Australian Planning Commission ("WAPC") identified that this site has a number of unique characteristics that would require further consideration prior to being rezoned to 'Urban'. The WAPC identified that for the Urban Deferment to be lifted a detailed Master Plan would need to be prepared for Lots 2, 3 and 2167 Robb Road, North Coogee.

To progress the planning for the Power Station site Landcorp have engaged HASSELL to prepare a Master Plan on behalf of Synergy, the landowners of Lot 2 and 3 Robb Road, North Coogee.

The Master Plan has been submitted to the City of Cockburn seeking Council's support for the lifting or 'Urban Deferment' prior to lodging the request with the WAPC. This is recommended to Council, subject to important modifications however. This is further explained in the report following.

Submission

The South Fremantle Power Station Master Plan has been submitted by Landcorp on behalf of Synergy (formerly Verve Energy), the landowners of Lot 2 and 3 Robb Road, North Coogee.

In the context of the Cockburn Coast project, a memorandum of understanding between Verve Energy (2011) and LandCorp, was signed with a view to investigating the redevelopment potential of the Power Station.

The Master Plan has also been advertised by the City of Cockburn for public comment for a period of 30 days.

Report

The purpose of this report is for Council to consider the proposed lifting or Urban Deferment for Lots 2 and 3 Robb Road, North Coogee, and to provide a recommendation to the WAPC accordingly.

Land Ownership

The Master Plan comprises Lots 1, 2, 3 and 2167 Robb Road, North Coogee, Lot 2161 McTaggart Cove, North Coogee and McTaggart Cove and Robb Road reserves, with a number of landowners.

Lot 1 is owned by Western Power and includes the switchyard which is still operational. The ultimate success of the Power Station Master Plan relies on the relocation of the switchyard. Western Power will in the future need to upgrade the terminal switchyard to accommodate demand. The intent is to facilitate a coordinated approach to the relocation of the switchyard and the development of the Power Station.

Lots 2 and 3 are owned by Synergy and include the Power Station structure.

Lot 2161 is the foreshore to the west of the Power Station, and it is owned by the State of Western Australia and leased by The State Electricity Commission of Western Australia. The cooling pond and groyne associated with the Power Station are located within this lot.

Lot 2167 is a public open space reserve owned by the Crown, and managed by the City of Cockburn.

Role of the Master Plan

It is important to note that the purpose of the Master Plan is to demonstrate that the land is appropriate for an 'Urban' zoning under the MRS. The Master Plan itself is not the plan that will be implemented, or that will facilitate or guide subdivision and development of the land. The future process for that to occur is via the integration of a Development zone on the land, which will also be located within a Development Area. These two aspects involve amendment to City of Cockburn Town Planning Scheme No. 3. Once this is done a Proposed Structure Plan will be prepared, which will be the statutory mechanism by which to guide subdivision and development.

The Master Plan has been submitted as a requirement of WAPC, set out as part of MRS Amendment No. 1180/41.

Power Station Structure

The Power Station is proposed to be adapted to provide for a mix of land uses. It is proposed to be the key destination within the Power Station Activity Centre.

The Turbine Hall is a vast open space designed in a cathedral architectural style. It is proposed to be a publically accessible area to accommodate a diverse number of activities. It includes an 'Urban Park' with retail, commercial and civic land uses.

The Boiler House has two structural elements. The first is proposed to be converted into an internal street 10m wide allowing the public to move through the Power Station. The second is proposed to be converted into residential apartments.

It is proposed that additional residential apartments will be added to the eastern portion of the Power Station to the height of the original chimney stacks, thus reflecting the existing structure and ensuring the Power Station remains the focal point of the Master Plan area.

In total there are 147 residential apartments proposed in and over the Power Station building.

The proposed maximum height of the residential development is to be less than the existing Power Station Structure and the height of the original chimney stacks. A local structure plan and associated design guidelines will provide guidance in this regard, and will be subject to community consultation and Council adoption.

There is approximately 6,970m² of retail/commercial floor space proposed within the Power Station.

Residential Land Uses

The Master Plan identifies over 900 potential residential dwellings, including the 147 residential apartments over the Power Station building.

Access and Car Parking

A proposed ramped bridge provides for pedestrian and vehicular access. The bridge has been designed to a 30km/hr speed environment. Currently the Master Plan does not provide for at grade access to the Power Station area from the east.

The Master Plan includes the following:

- * Pedestrian paths connecting the Master Plan to the surrounding areas.
- * Pedestrian bridge connecting multi storey car parking area with the Power Station.
- * Rapid Bus Transit (RBT) is located to the east of the railway line at the intersection of the pedestrian bridge and Cockburn Road.

Open Space

The Master Plan includes a 'Power Station Piazza' located to the north-east of the Power Station building that will be a focal point for the community to gather. The space can facilitate farmers markets on the weekends; a program of events during the year and cafes, eateries and restaurants.

The area to the west of the Power Station structure will form the basis of a water feature showcasing the function of the cooling ponds and other heritage features, including outdoor pools.

Boardwalks are proposed to be constructed over the existing groynes to enhance the public enjoyment of the existing cooling ponds and outdoor pools.

The existing ship wrecks are proposed to be interpreted in the landscaping, ensuring terraced open space areas do not impact on the wrecks.

The Master Plan includes:

- * Timber boardwalk beach access along the heritage break water.
- * Grass terraces for picnics and outdoor events.
- * Dunal system and native dunal vegetation.
- * The Promenade is the length of the Master Plan area facilitating pedestrian and cycle movements. The Promenade will also provide a space for alfresco areas.
- * Family park with shelters, BBQ and seating.
- * Family beach.

Future proposed rezoning of 'Parks and Recreation' to 'Urban'

One of the most critical issues is that the Master Plan includes a portion of 'Parks and Recreation' reserve being shown as urban development, to be the subject of a future MRS Amendment (from 'Parks and Recreation' reserve to 'Urban'). That is, the Master Plan suggests that a part of the public foreshore reserve be made available for private residential development. This is not supported by the City of Cockburn.

The Master Plan shows this portion of land containing three residential apartment buildings of approximately 4-5 storeys in height, totally approximately 100 residential dwellings, as shown in Attachment 4.

This reduces this portion of 'Parks and Recreation' reserve by a width of approximately 30m from 65-70m in width, to approximately 35-40m in width.

This portion of land has always been shown as 'Parks and Recreation' in both the CCDSP (2009) and CCDSP (Part 2). The CCDSP (2009) annotated this area as a 'high amenity beach and foreshore improvements'. The suggestion to now make this available for private development is in contrast to the higher order planning that has occurred for the project. This high order planning noted that retention of the public foreshore reserve was important to:

1. Provide access to recreation space adjacent the beach; and
2. Provide a buffer between the Port Coogee residential development and what was then derelict, contaminated former industrial land and buildings to the north. Given the unknown future land-uses and redevelopment time frames for the Cockburn Coast Redevelopment Area, the buffer would provide separation between non-compatible adjacent developments.

Landcorp now assert that this area is not required because:

- * The parks and recreation reserve is not required as a buffer to derelict or contaminated land.
- * The functions of the parks and recreation reserve are accommodated in an alternative configuration within the revised plan.
- * The parks and recreation reserve did not serve or provide for any special purpose or activity in that location.
- * Parks and recreation opportunities for all users, including regional visitors are better provided for in the master plan than by the MRS Parks and Recreation reserve.
- * The master plan better uses open space areas to support heritage enhancement and public realm integration.
- * Pedestrian and cyclist movement is enhanced to and through the site and surrounding areas in the master plan (no loss of movement or amenity).
- * The proposed open space areas are better integrated into a comprehensive urban renewal outcome rather than in the absence of a surrounding plan.
- * The revised plan supports and is supported by a Place making Strategy for the Power Station as the leisure, entertainment and recreational destination of the Cockburn Coast with “summer and winter spaces for year round activation.”
- * Allowing the development of the MRS reserve area will enable the provision of funding to enhance and reinterpret the former cooling ponds and limestone revetments as a high-amenity regional open beach-front environment for regional visitors. The landscape area will include boardwalks, grassed terraces, a possible protected swimming lagoon, public art and heritage interpretation.

The City does not support these assertions. The City’s position, on behalf of the community, is that rationalisation of the portion of foreshore reserve in the manner proposed by the Master Plan has not been a consideration of the higher order planning that has occurred. In respect of a coastal location like Cockburn Coast, arguably the most critical issue to secure and agree on early would be how public accessibility of the foreshore reserve is managed in conjunction with the pressure to provide for urban development either adjoining or within parts of the reserve. The public sentiment towards such an issue has

been shown in recent memory through the experiences of the Leighton beach redevelopment, and the Fremantle Harbours Master Plan.

The extent of foreshore reserve that has been secured as part of the early planning for Cockburn Coast is considered the minimum component that needs to remain. In terms of the foreshore reserve in question, rationalisation as proposed by the Master Plan would deleteriously impact on the ability to provide a useable recreation space adjoining the beach – something that the community value as part of the Cockburn Sound Foreshore Environment. Examples of Coogee Beach, Poore Grove and Woodman Point are testament to this.

It is therefore not considered appropriate for the Master Plan to foreshadow future possible changes to the MRS. Rather it is considered appropriate that the Master Plan reflect the current MRS zonings, and focus on addressing the issues relating to the lifting of 'Urban Deferment'.

Retention of this portion of land as 'Parks and Recreation' is considered essential to provide an important area of foreshore reserve available for recreation.

This portion of 'Parks and Recreation' is an expansive area of foreshore reserve that is not 'beach focused' or 'water-focused', providing the potential for a different foreshore recreational experience. It is considered important to retain flexibility in the foreshore reserve to explore a range of different beach experiences within the Power Station area, and to ensure that there is adequate space to accommodate infrastructure and facilities to make this a regionally significant coastal node.

For example, the reduced area of foreshore reserve proposed in this location is not considered adequate to accommodate a regional playground, whereas the existing area would be large enough for such a facility. At its full width this area of 'Parks and Recreation' could also provide the potential for events to be held, such as triathlons or volleyball tournaments. However the smaller area proposed would limit such potential.

The DSP Part 2 also had this portion of 'Parks and Recreation' separated from residential development by a road. This meant that the area was very 'public' in its function. The Master Plan shows the development of three residential apartment buildings directly adjacent to the reduced area of 'Parks and Recreation'. While the overlooking of this area by the residential buildings is positive from a Crime Prevention Through Environmental Design ("CPTED") perspective (by providing passive surveillance and creating a sense of ownership of the

space), this may serve to give a perception of 'privatisation' of a portion of this space, particularly directly abutting the buildings. This will further reduce the actual useable area for recreation by and for visitors. It also has the potential to reduce the range of recreational uses and events that could be held there given the impact of such events on residential amenity.

Importantly the loss of this portion of 'Parks and Recreation' would remove arguably the most important and accessible vista of the Power Station, where visitors can appreciate its scale, grandeur and prominence.

These points can be demonstrated through the CCDSP Part 2 which featured views of this foreshore reserve (see Attachment 4).

It is also noted that MRS Amendment 1180/41 rezoned 2.3 ha of 'Parks and Recreation' north of McTaggart Cove to 'Urban' to 'provide critical mass to the redevelopment of the Power Station'. However, this was subsequently incorporated into the Robb Jetty Structure Plan area. It is not considered appropriate to now rezone further areas of 'Parks and Recreation' for the same reason. This would ultimately serve to reduce the available area of foreshore reserve for the community.

It is therefore recommended that the lifting of 'Urban Deferment' be subject to removal of urban development on land reserved for 'Parks and Recreation' in the Master Plan.

Community Consultation Outcomes

The Master Plan was advertised for a period of 30 days, ending on 2 September 2014, and this included an Information Evening.

There were a total of 32 submissions received, with 19 submissions of support, 10 objections (including submissions raising concerns regarding the Master Plan), and three submissions making comments on the Master Plan.

All submissions are included and addressed at Attachment 2.

The objections that were received all related to elements of the Master Plan, rather than being objections to the lifting of 'urban deferment' itself. There were no objections received to the lifting of 'urban deferment'.

There were two objections to the proposed development shown on a portion of 'Parks and Recreation'. Notwithstanding some level of public objection, the position of technical officers provided in this report is that the rationalisation of public foreshore reserve is something that should

not be supported, irrespective of whether the public were specifically aware of the proposal or not.

Amendment to City of Cockburn Town Planning Scheme No. 3

The role of the Master Plan will be to secure the lifting of urban deferment for the subject land. In doing this however, there are still a number of steps in which to appropriately arrange the City's Town Planning Scheme No. 3 following the lifting taking place. These include:

- A Scheme amendment to secure a Development Zone over the land.
- A Scheme amendment to extend Development Area 33 over the land.
- A Scheme amendment to extend a Development Contribution Area over the land.
- A Structure Plan in order to guide land use and development.

There is the opportunity under Section 126 of the Planning and Development Act 2005 to request the WAPC to concurrently amend the City's Scheme to include the subject land within a Development Zone. This will effectively remove one of the four steps that still need to occur before realisation of land use and development potential on the subject site.

In the interest of expediency for the broader Cockburn Coast project, it is recommended that Council seek a concurrent amendment to its Town Planning Scheme No. 3.

Conclusion

It is recommended that the lifting of 'Urban Deferment' for Lot 2 Robb Road and portion of Lot 3 Robb Road, North Coogee be supported subject to the Master Plan being amended to remove urban development shown on land reserved for 'Parks and Recreation' under the MRS. It is also recommended that Council seek the concurrent amendment under the Local Planning Scheme.

Strategic Plan/Policy Implications

Growing City

- To grow our City in a sustainable way by: using land efficiently, protecting the natural environment and conserving biodiversity.

Infrastructure

- Community facilities that meet the diverse needs of the community now and into the future.

- Facilities that promote the identity of Cockburn and its communities.

Community & Lifestyle

- Communities that take pride and aspire to a greater sense of community.

Budget/Financial Implications

N/A

Legal Implications

N/A

Community Consultation

The South Fremantle Power Station Master Plan was advertised for public comment for a period of 30 days, ending on 2 September 2014. This included letters to nearby landowners, advertisements in the Cockburn Gazette, and notices in City of Cockburn libraries and the administration centre. An Information Evening was also held on 4 August 2014.

Attachment(s)

1. South Fremantle Power Station Master Plan
2. Landcorp's supporting information for 'Parks and Recreation' area
3. 'Parks and Recreation' area information/maps
4. Schedule of Submissions

Advice to Proponent(s)/Submissioners

The Proponent(s) and those who lodged a submission on the proposal have been advised that this matter is to be considered at the 13 November 2014 Council Meeting.

Implications of Section 3.18(3) Local Government Act, 1995

Nil.