

**COCKBURN COAST REFERENCE
GROUP MEETING 5**

MEETING SUMMARY

August 2007

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1. INTRODUCTION

The fifth Cockburn Coast Reference Group meeting was held on Saturday 7 July 2007 at the Fremantle Maritime Museum. The purpose of the meeting was to:

- ♣ present information on the draft district structure plan and sustainability assessment;
- ♣ discuss the extension of the mixed business land use in Emplacement crescent; and
- ♣ outline implementation strategies

Linton Pike, meeting facilitator from Estill & Associates opened the meeting and outlined the purpose and process. Linton thanked the participants for their efforts to date and introduced Dr Mike Mouritz, chairman of the Cockburn coast steering committee.

Mike thanked the reference group members for their time and commitment in developing an innovative and collective plan for the Cockburn coast.

Finalising the district structure plan

Mike provided an update on the key steps in finalising and endorsing the district structure plan as follows:

- ♣ DPI in collaboration with the consultant team is writing the draft district structure plan report – due for finalisation in August / September 2007
- ♣ Peer review of the draft district structure plan and report - August / September 2007
- ♣ Brief the WAPC and the Cities of Cockburn & Fremantle - September / October 2007
- ♣ Finalise the district structure plan report - September / October 2007
- ♣ Brief the Minister - September / October 2007
- ♣ Public Release – October 2007
- ♣ Public Comment Period of at least 60 days

Endorsement of the district structure plan:

- ♣ DPI responsible for collating public comments and final public comment report;
- ♣ Brief the WAPC
- ♣ Amend the district structure plan report (if required)
- ♣ Present to the WAPC for endorsement
- ♣ Estimated timeframe is February / March 2008.

Mike also outlined the likely implementation models, as outlined below.

Redevelopment Authority	Development Scheme
New Act required	Rezoning under MRS to Urban (Part)
Excluded from MRS and TPS provisions	Rezoning under scheme to Development Zone
Establish authority	Referral to authorities
Redevelopment scheme	Determination by Council and WAPC
Consultation with agencies but single decision maker	Local Structure Plans
Local Structure Plans	Design requirements and guidelines
Design requirements and guidelines	

Possible MRS Amendment

The State Government preference is for a Redevelopment Authority to assume responsibility for future detailed planning implementation of the Cockburn coast project.

DPI will investigate the possibility of undertaking a Metropolitan Region Scheme (MRS) Amendment to rezone the land if there is a significant advantage for the project.

MRS Amendment is an approximately 2 year process, however a key factor in determining the length of this process is the detail and level of assessment required by the Environmental Protection Authority.

2. DRAFT DISTRICT STRUCTURE PLAN

Ray Haeren from Taylor Burrell Barnett presented the draft district structure plan and outlined key 'vision' elements of the draft district structure plan.

Land use vision

- ♣ Urban Coastal mix of business and housing
- ♣ Vibrant and complementary to Fremantle

Open space vision

- ♣ Ridgeline backdrop and Range of Coastal settings
- ♣ Linear parks and discrete urban places

Sustainability vision

- ♣ Storm water and groundwater focus
- ♣ Low energy building form
- ♣ Public transport focus
- ♣ Identity and interaction
- ♣ Place for everyone

Ray presented the key elements of the draft district plan and the planning precincts including the following key elements:

- ♣ Land uses including residential, mixed use, mixed business and commercial uses.
- ♣ Centres / nodes
- ♣ Urban Structure
- ♣ Movement network including transit, road layout and pedestrian/cycle access.
- ♣ Open Space

Planning precincts are:

- ♣ Defined by topography; land use (existing/proposed); physical barriers; and urban context
- ♣ Urban Character, Height and Form Guides to be incorporated in District structure plan report
- ♣ Intentions to be implemented at Local Structure Planning stage

Ray also pointed out changes to the draft district structure plan (from the April workshop) for reference group discussion. The changes included:

- ♣ Extending mixed business land use to the properties facing Cockburn road in Emplacement crescent precinct;

- ♣ New linear POS in the Robb Jetty precinct;
- ♣ Deletion of a Cockburn coast drive to Cockburn coast road link in the Power Station precinct;
- ♣ Amalgamation of the Power Station precinct with the former Azelia Precinct.

Ray outlined the purpose and function of each precinct within the plan.

Powerhouse Precinct

- ♣ Unique Urban Coastal Node
- ♣ Existing Landmark/Icon Building
- ♣ Development over rail line
- ♣ Key links to Beeliar Park and Port Coogee
- ♣ Industrial Character reflected in development
- ♣ Minimum ground floor commercial on Cockburn Rd
- ♣ Switchyard relocated or sleeved by development

This is the recreation/entertainment/ retail/office focus of district with activity on the ground and first floors as required. It will be a unique urban coastal node with development over rail line and key links to Port Coogee and across railway. The power station is an existing landmark/icon building and the industrial character will be reflected in the development.

The switchyard will be re-located or development sleeving; with ground floor office, recreation/ entertainment or commercial use on a Main St (minimum). The development will promote surveillance of the foreshore precinct with a clear relationship to the linear Park and northern bridge crossing.

Hilltop Precinct

- ♣ Medium/high density residential
- ♣ Office and commercial ground floor uses provided or allowed for on Cockburn Road
- ♣ Activity node at transit stop
- ♣ Hilltop linear park and valley walkway
- ♣ Relationship of built form to linear parks
- ♣ Roads and built form to respond to existing topography

This will be largely medium/high density residential with office and commercial or robust built form on Cockburn Road and retail/commercial at transit stops. There will be a hilltop linear park/valley walkway with relationship to linear parks. Roads and built form will respond to landform and will contain landmark buildings.

Robb Jetty Precinct

- ♣ High density residential
- ♣ Office or commercial opportunities on Cockburn Road
- ♣ Activity node at transit stop
- ♣ Visual and physical linkages to coast
- ♣ Interface with Darkan Precinct
- ♣ Three strong linear park east-west linkages
- ♣ School and oval co-located, to protect Robb Jetty Chimney and existing mature trees
- ♣ Coastal small scale commercial/community and passive activity node at Catherine Point

This will be high density residential with office or commercial use opportunity on Cockburn Road. There will be an activity node at transit with visual and physical linkages to coast and an interface with Darkin Precinct and a good relationship to the linear park. This precinct will also include the school and oval (Robb Jetty chimney and trees) and northern Beach node

Newmarket Precinct

- ♣ Residential and mixed use focus
- ♣ Ground floor office and commercial opportunity on Cockburn & Rockingham Roads
- ♣ Retail activity node at transit stop
- ♣ Key gateway and landmark site defining entry to Cockburn coast area
- ♣ Roads and built form to respond to landform

This will have a residential focus with ground floor office and commercial opportunity on Cockburn & Rockingham Roads, and retail opportunity at transit stops. It will build upon the Newmarket landmark/gateway with roads and built form to respond to landform.

Fremantle Village Precinct

- ♣ High Density Residential
- ♣ Office or commercial use opportunity Cockburn Road
- ♣ Activity node at transit
- ♣ Design Response to site constraints
- ♣ Interface with Darkan Precinct
- ♣ Landmark and Gateway elements

Emplacement Precinct

- ♣ Timing, staging and transitional arrangements
- ♣ Office and commercial use, focused on Cockburn Road and Cockburn Coast Drive
- ♣ Links to north, south and east
- ♣ Relationship to Cockburn Coast Drive
- ♣ Gateway/Landmark elements

This will require timing, staging and transitional arrangements and will include office and commercial use that is focused on Cockburn Road and Cockburn Coast Drive. There will be links to north, south and east with a good relationship to Cockburn Coast Drive as well as gateway/landmark elements.

Darkan Precinct

- ♣ Mixed Business
- ♣ Office and commercial focus on Cockburn Road
- ♣ Mixed Business provides for:
 - Existing business uses to stay the long term; and
 - Ability for the business uses to evolve over time into higher value business uses.
- ♣ Employment focal point
- ♣ Interface with surrounds

This will include mixed business with an office and commercial focus on Cockburn Road. It will be an employment focal point and interface with surrounding areas.

Ray reviewed the following issues regarding the development at the Cockburn coast, development timing, future infrastructure cost contribution, contaminated sites, and what the redevelopment of the Cockburn coast means for existing businesses.

Development timing

Timing can be affected by:

- ♣ Community response to the district structure plan (and subsequent planning processes)
- ♣ Political environment
- ♣ Technical issues such as soil and groundwater contamination
- ♣ Staff capacity

It was recognised the need to maintain momentum of the project it needs to be acknowledged that development is still a while away.

Future infrastructure cost contributions

Why

- ♣ Equitable cost sharing for district and local infrastructure
- ♣ Based on development potential (either per ha or per unit)

When

- ♣ Payable on subdivision/development
- ♣ Can be required on wind-up of scheme if development hasn't occurred

What

- ♣ Provide cash or works/land
- ♣ Base infrastructure includes regional roads; drainage design and infrastructure; rail crossings/bridges; school site; playing fields; public open space, and may include art; community facilities etc
- ♣ Will need to be costed based on agreed/approved standards

Contaminated sites

- ♣ As established in the *Contaminated Sites Act 2006*.
- ♣ Identify contamination, and remediate or manage.
- ♣ Lot by lot basis.
- ♣ Owners required to demonstrate that land is "fit for purpose", prior to any change in land use
- ♣ Investigation of site's history, and analysis of soil and groundwater quality, to the satisfaction of the Department of Environment and Conservation (DEC).
- ♣ DEC may require groundwater remediation to be undertaken.

What does this mean for existing businesses?

Existing use rights

- ♣ Rights to continue legitimate operations under the Scheme.
- ♣ Compensation rights apply if operation required to terminate.
- ♣ Many examples of long term co-existence in Fremantle and East Perth.

3. TRANSPORT UPDATE

Duncan Foster from Worley Parsons provided a review of the road and public transport network for the Cockburn coast area.

Principles and Objectives

The Metropolitan Transport Strategy identifies the following six principles for Perth's transport network:

- ♣ Safety
- ♣ Efficiency
- ♣ Effectiveness
- ♣ Environmental Responsibility
- ♣ Social Responsibility
- ♣ Robustness

Desired Transport Outcomes

The network must be sustainable in the context of triple bottom line principles.

1. Social
2. Environmental
3. Economic

Proposed Road Network

Cockburn Coast Drive

- ♣ Regional/through traffic
- ♣ Maintain a reserve for ultimate dual carriageway (4 lanes)

Cockburn Road

- ♣ Local/Traffic with destinations within the DSP Area
- ♣ 2 general traffic lanes
- ♣ 2 transit lanes

Internal Roads

- ♣ Highly connected, permeable network
- ♣ Dispersion

Public Transport Network

Cockburn Coast Bus Rapid Transit System

- ♣ Dedicated transit lanes located on Cockburn Road
- ♣ High frequency service, 800m station spacing
- ♣ High quality stops/stations

Public Transport Network

Regional connections

- ♣ Potential to extend existing CAT bus service south
- ♣ Does not preclude future extension of heavy passenger rail from Fremantle or alternative use of the freight rail reserve

Hampton Road Connection

Priority for Public Transit vehicles on Hampton Road is a must.

Option 1 – Widening

- ♣ Will require property acquisition and will be expensive.
- ♣ Time consuming.

Option 2 – Re-allocation

- ♣ Based on our investigations the impacts can be managed.
- ♣ Low cost for high benefits.
- ♣ Strong precedent (Hampton Road North and South Street).
- ♣ Does not preclude widening in the future.

Preferred option:

- ♣ Reallocation of the existing kerbside lanes to transit lanes in the short term future.
- ♣ Acquisition of land for additional lanes if desired in the future.

Basis for preferred option:

- ♣ If option 1 is chosen then the opportunity will likely be lost.
- ♣ Option 2 is the best way to achieve priority for transit vehicles in the short term. The impacts can be managed. It does not preclude the construction of additional capacity on Hampton Road in the future.

Pedestrian and Cyclist Network

- ♣ Regional connections to Port Coogee, South Beach and Fremantle.
- ♣ Linear Parks connecting people to the ocean and Beeliar Park and linking heritage sites.
- ♣ On street lanes.

4. QUESTION & ANSWER

- Q The following questions and concerns were raised regarding the mixed business change in Emplacement Precinct:
- ♣ The late notice of the change, affected landowners should have been consulted earlier.
 - ♣ The change limits future development potential and choice.
 - ♣ Some community members stated that they would want to see a faster rate of change in this area and mixed business land use would potentially be a disincentive for change.
- A The reason for the change was:
- ♣ To respect existing business operations and employment nodes.
 - ♣ To enable long term change to occur without forcing existing business to move.
 - ♣ The function and purpose of a district structure plan is to plan for a diverse range of land uses in the most appropriate places to reflect sound planning outcomes not necessarily to satisfy individually preferences.
 - ♣ To provide similar land use both sides of the road as good urban design practice.
- Q Has the land area for the school increased and is the adjacent POS big enough for the intended use?
- A The size of the proposed school site remains unchanged from the previous April workshop it is intended for the adjoining POS would be a shared community asset.
- Q Fremantle Village site is a contaminated site- what if it isn't economically viable to redevelop? What is the fall back position if not viable for residential use as proposed?
- A More detailed environmental and engineering assessment is required at this location along with advice from the Department for Environment and Conservation. Information from this assessment will inform the local structure planning stage for this site.
- Q Does the draft district structure plan preclude future dedicated passenger rail within the current freight rail line reserve?
- A A future dedicated passenger rail has not been discounted as a long term public transport option, but in the short term, the bus rapid transit is the best solution as it provides the greatest flexibility and has a reduced capital investment costs (in comparison to a dedicated passenger rail) whilst still providing a 'high profile' system. A bus rapid transit provides developers, landowners and the surrounding community with confidence that a high profile public transport system will continue to operate in the area in the future.
- Q Assuming the switching station doesn't move will the 132kv power lines be buried underground?
- A Yes
- Q Why is there so much mixed use zoned land along Cockburn road and the Power Station precinct?
- A Long term planning flexibility is important to create something unique and vibrant urban environment. The example provided was the walk along South Terrace, between Fremantle CBD and South Beach. There are a variety of uses, functions and services are available, ranging from single residential dwellings to apartments, local cafés and shops, immediately adjacent to service commercial and industrial developments of varying degrees. This environment is mixed use in its truest form and most complex form, and despite the tendency to segregate such uses with buffers and other barriers, South Terrace proves that such a mix can work and contribute positively to the character of South Fremantle.
- Additionally mixed use zoned land plays a significant role in meeting local employment target

for the Cockburn coast district structure plan with the development of the Power Station node with the anticipated uses including tourism, cafes and restaurants, offices and retail shopping opportunities. The other key employment node is Emplacement crescent where the mixed use zoning will allow existing businesses to evolve over time while still maintaining an employment node function.

The mixed use zone anticipates residential development as the default option, but allows flexibility for a range of land uses to be provided as determined by the market or through further detailed planning for the site. Mixed use zoning assists with the provision of locally-based employment, access to local services and activation of otherwise dormant residential areas.

Q Rockingham road section of road network has a limited reserve provision for traffic and bus lanes due to heritage buildings and current developments. Consider intent to investigate the traffic implications on Rockingham Road from Cockburn Coast Drive to Hampton Road?

A Extensive ROM analysis and Paramics modelling has been undertaken by Worley Parsons in liaison with Main Roads for the district structure plan. Based on this analysis and investigation the following transport recommendation have been made:

- ♣ Cockburn Coast Drive should be constructed initially as two lanes with reserve width for maintained for four lanes in the future. A preliminary alignment study is required to determine whether the existing reserve can be rationalised from its current width. The preliminary alignment study should be based on a reduced operating speed (60-70km/h) from that identified in the original alignment concept.
- ♣ The existing alignment of Rockingham Road between Cockburn Road and the reserve for Cockburn Coast Drive should be reviewed to determine the potential to widen this road in the future if required.
- ♣ The potential for a new road connection to the west of the existing freight railway should be maintained, however, any road constructed on this alignment should not be greater than a local access street.
- ♣ The preferred transit system for the Cockburn Coast is a Bus Rapid Transit (BRT) System with a northern terminus at Fremantle Train Station. The service will utilise Hampton Road and connect to Cockburn Road at the northern end of the DSP. At the southern end of the DSP a terminus should be provided in the Port Coogee area. Further investigations are required to develop a business case for the BRT system.
- ♣ The kerbside lanes on Hampton Road between Douro Road and Rockingham Road should be reallocated as dedicated transit lanes in the short term future (within 5 years). A project plan should be developed to identify further steps required to achieve the reallocation of these lanes.
- ♣ The preferred ultimate configuration of Cockburn Road is two general traffic lanes and two dedicated transit lanes (kerbside). Provision for on street parking should be made where appropriate.
- ♣ A noise and vibration impacts study is required to determine the potential future impacts of freight train movement through the DSP area and to determine appropriate design responses.
- ♣ Upgrade of the shared use path within the foreshore reserve will be required to facilitate pedestrian and cyclist movement to and from Fremantle.
- ♣ Further investigations are required to determine the most appropriate manner to accommodate cyclists on Cockburn Road.

Further detailed road network analysis and modelling will be required at the next phase of planning for the Cockburn coast. This next detailed analysis will involve DPI, Main Roads, and Cities of Cockburn and Fremantle.

5. REFERENCE GROUP FEEDBACK

Residential

- ♣ Residential densities should be maximised in view of housing mix and anticipated household types, the primary open space will be coastal (walking, jogging etc as well as swimming).
- ♣ Need to allow for considerable height 8-12 floors, providing maximum population numbers without the visual impact to surrounding (existing) residential areas
- ♣ Emplacement crest position on the hill should be used as a centre for higher storey buildings with ground floors business and retail
- ♣ Do not support residential west of the freight rail line apart from the power station options.

Mixed Business

- ♣ Mixed business needs further exploration. Maintaining status quo will create problems in future aesthetics, OSH, and land values.
- ♣ Mixed business area (existing) contains industrial zoning. (i.e. Cold stores, Alba Oils already impacting on residential comfort e.g. noise, smells).
- ♣ Need a transition plan to relocate and reassure current business owners
- ♣ There is too much mixed use? and should be cut back into more mixed business? and residential along Cockburn Road. Mixed business on Emplacement crescent should be changed to mixed use.
- ♣ "Mixed business" use reduces flexibility of development - preference to zone this area to mixed use. The current "mixed use" concentration may not be market viable.
- ♣ Flexibility needs to be given to residential mixed use areas to provide some flexibility to provide higher residential content. This would give developers greater flexibility to redevelop in accordance with commercial demands.
- ♣ Appreciate the concerns of landowners in mixed business area and in the long term its then the best use for this land is not business but mixed residential
- ♣ The 2 major businesses in the Darkan Precinct must have buffers (mixed business) in order to continue unrestricted operations. Impossible to co-exist with mix residential in Darkan Ave and Garston Way
- ♣ Support current allocation of mixed business and mixed use areas.
- ♣ The location and amount of mixed business is contentious and should be open to wider public debate.
- ♣ Any new planning scheme should make existing operations and permitted uses clear to all new residential subdivisions.

Mixed Use

- ♣ "Residential mixed use" must be flexible to allow residential to replace any commercial use if the market does not support commercial at the ground floor level.

- ♣ Subject to local activity nodes and employment nodes - mandatory mixed use but other mixed use areas being able to develop solely residential but with the flexibility to have a mix of uses as long as building is designed to be re-converted to residential.

Public Open Space

- ♣ Pedestrian access from POS to Manning Reserve needs to be developed in the planning design concept of Cockburn Coast Drive.

Primary School

- ♣ The school could be located within the power station and provide a unique setting
- ♣ School location suited to pedestrian access and proximity to BRT stop however query safe bike route access to school from low and medium density housing areas. Safety of children on roads would be of concern.

Other

- ♣ Suggest that one of the electricity zone substations could co-locate with Water Corp sewer pump as buffer area could be shared by both facilities.
- ♣ All proposed development adjacent to Cockburn Coast Drive and freight railway line will need to be in accordance with WAPC noise policy

Overall

- ♣ Broadly support the draft concept plan for the Cockburn coast. However, there is concern with existing uses/operations (i.e. Cold stores, Alba Oils) and the impact of noise, trucks, smells on current residents).
- ♣ Specific consideration needs to be given to the transitional arrangements given the within the Darkan and Emplacement precincts.
- ♣ Strongly disagree with mixed business on the Emplacement precinct. Would like to see it changed to mixed use.
- ♣ Support overall plan except extent of mixed business use and "mixed use" component, which must be flexible. Services and infrastructure design reserves need more confirmation (road, power reserves) before final structure plans are confirmed to establish Hampton Road access link.
- ♣ Given residential values and switchyard potential it would seem obvious that switchyard should be relocated.
- ♣ Needs to be adequate land reserve for the undergrounding of powerlines.
- ♣ The plan is good but the future planning process needs to be addressed.
- ♣ Do not support residential west of the rail line, particularly in regards to climate change and potential public liability.
- ♣ View corridors must be explored including the type and form of buildings.
- ♣ In regards to precinct Fremantle Village (i.e. tip site), there is a need to consider high rise (above 10 storey) due to high cost of remediation and geotechnical issues.

6. CONCLUDING STATEMENT

The Department for Planning and Infrastructure (DPI) and the project consultant team gave an undertaking to give further consideration and analysis to the Mixed Business/Mixed use debate specifically in regards to Emplacement crescent. DPI will meet and liaise with the affected Emplacement Crescent landowners regarding mixed business zoning prior to finalising the draft district structure planning report.

The reference group members did not seek a full meeting of this group to discuss the mixed business issue, however it was requested that DPI inform the members regarding the extent of mixed business decision.

The South Fremantle Power Station is an important element within the Cockburn coast and its final use will markedly influence planning for the area generally. DPI has undertaken a preliminary study to gain an understanding of the range of viable uses to which the power station structure could be put. The study is not meant to be exclusive or exhaustive and it is possible that market conditions, or the State government will allow other uses to be viable in the future, such as a future school site. This will need to be worked through at the next phase of detailed planning and feasibility studies.

Reference group members were informed that the public consultation process might influence key elements of the final district structure plan. Reference group members will be provided a draft district structure plan report when available for public release. Reference group members are encouraged to make comment when the plan moves to the public domain.

In the interim a peer review in late August / September 2007 will be reviewing the district structure plan. The purpose of the peer review is to ensure DPI presents a robust plan for Minister, WAPC and public review.

The meeting closed at 11:35am

7. DISCUSSIONS SUBSEQUENT TO JULY 2007 WORKSHOP

An outcome of the Reference Group July 2007 meeting, was for discussions to be held with affected landowners within the Emplacement Crescent. The key focus of these discussions was the change in land use classification from Mixed Business to Mixed Use within this area. On receiving detailed briefings from consultants and landowners, revisions were made to the land use to reflect a mixed use outcome, with the understanding that transitioning arrangements to higher order land uses would need to be carefully managed within the Precinct. A Special Development Area has been provided in the plan over the Darkan and Emplacement precincts to identify where retention of employment and staging of development will require particular consideration.

Further minor revisions were also made to the plan based on the review and input of the peer review team.

Reference Group members were advised of the alterations to the draft plan in correspondence from the project manager in August 2007 and October 2007.