



City of Cockburn  
Ordinary Council Meeting  
**Agenda Paper**

For Thursday, 12 August 2021



City of Cockburn  
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### **NOTICE OF MEETING**

Pursuant to Clause 2.4 of Council's Standing Orders, an Ordinary Meeting of Council has been called for Thursday 12 August 2021. The meeting is to be conducted at 7.00PM in the City of Cockburn Council Chambers, Administration Building, Coleville Crescent, Spearwood.

The Agenda will be made available on the City's website on the Friday prior to the Council Meeting.

A handwritten signature in black ink, appearing to be 'Tony Brun', is written over the printed name and title.

Tony Brun  
**Chief Executive Officer**

## 20. Motions of Which Previous Notice Has Been Given

### 20.1 South Fremantle Power Station

**Author(s)** D Di Renzo

**Attachments** N/A

#### RECOMMENDATION

That Council writes to the Minister for Energy, the Honourable Bill Johnston, MLA, the Member for Fremantle, Simone McGurk, MLA and Western Power seeking the following outcomes in relation to the South Fremantle Power Station site:

- (1) the State Government and the City of Cockburn establish a joint steering group to:
  1. Facilitate and coordinate community and stakeholder engagement and determine overarching planning principles,
  2. Review opportunities, in conjunction with the State's preferred proponent(s), to activate the former South Fremantle Power Station building to achieve community, tourism and industry benefits,
  3. Review opportunities to relocate the Western Power Substation and major powerlines away from the coast to facilitate improved development outcomes, and
  4. Review opportunities, with the relocation of Fremantle Port Operations to Westport in Kwinana, to review the rail line and future options for public transport between Fremantle (via Port Coogee) to Cockburn Central;
- (2) the State transfers control and responsibility for the former South Fremantle Power Station and adjoining landholdings to Development WA, as part of the Cockburn Coast Planning and Development Framework; and
- (3) the State Government appropriately funds and resources this initiative.

#### Background

By email received 19 July 2021 Cr Terblanche requested the following Notice of Motion be prepared:

*That Council writes to the Minister for Energy, the Honourable Bill Johnston, MLA, the Member for Fremantle, Simone McGurk, MLA and Western Power seeking the following outcomes in relation to the South Fremantle Power Station site:*

1. *The State Government and City establish a joint steering group to:*
  - a. *Facilitate and coordinate community and stakeholder engagement and determine overarching planning principles,*

- b. Review opportunities, in conjunction with the State's preferred proponent(s), to activate the former South Fremantle Power Station building to achieve community, tourism and industry benefits,*
  - c. Review opportunities to relocate the Western Power substation and major powerlines away from the coast to facilitate improved development outcomes, and*
  - d. Review opportunities, with the relocation of Fremantle Port Operations to Westport in Kwinana, to review the rail line and future options for public transport between Fremantle (via Port Coogee) to Cockburn Central;*
- 2. The State transfers control and responsibility for the former South Fremantle Power Station and adjoining landholdings to Development WA, as part of the Cockburn Coast planning and development framework; and*
- 3. The State appropriately fund and resource this initiative.*

### Reason

The South Fremantle Power Station has been vacant since it ceased operation in 1985, with adaptive reuse and redevelopment proving challenging given various constraints and the cost to remediate the site.

On 23 June 2021 Synergy, the landowner, advertised the start of an expressions of interest process for the sale of the South Fremantle Power Station, which closed on 2 July 2021.

Subject to board approval, Synergy expects to announce the successful bidder in September 2021. They have advised that they will adopt a confidential sale process to explore sale options with developers that have the financial capacity and experience in developing heritage sites with remediation issues.

For the City of Cockburn, the South Fremantle Power Station has significant value as an iconic coastal landmark building with significant tourism potential, and a key feature of the Cockburn Coast area.

Furthermore, the successful adaptive reuse and redevelopment of the buildings and site, and relocation of the Western Power South Fremantle Terminal Substation Switchyard are critical to unlocking the potential of the surrounding land and precinct as a whole.

It is considered pertinent for the City to take a proactive approach to the future of the site and this coastal precinct.

### **Submission**

N/A

## Report

The Cockburn Coast District Structure Plan was adopted by the Western Australian Planning Commission (WAPC) in 2009 and sets out the vision for this area to become a vibrant, mixed use development, with the South Fremantle Power Station as the centrepiece and focal point.

In 2014 a Master Plan for the South Fremantle Power Station was submitted by Landcorp on behalf of Synergy (formerly Verve Energy), the landowners of Lot 2 and 3 Robb Road, North Coogee.

The Master Plan was submitted as a requirement of the WAPC, set out as part of MRS Amendment No. 1180/41 to lift the 'Urban Deferment' which has now occurred.

The purpose of the Master Plan was to demonstrate that the land was appropriate for an 'Urban' zoning, and it is not the plan that will be implemented, or that will facilitate or guide subdivision and development of the land.

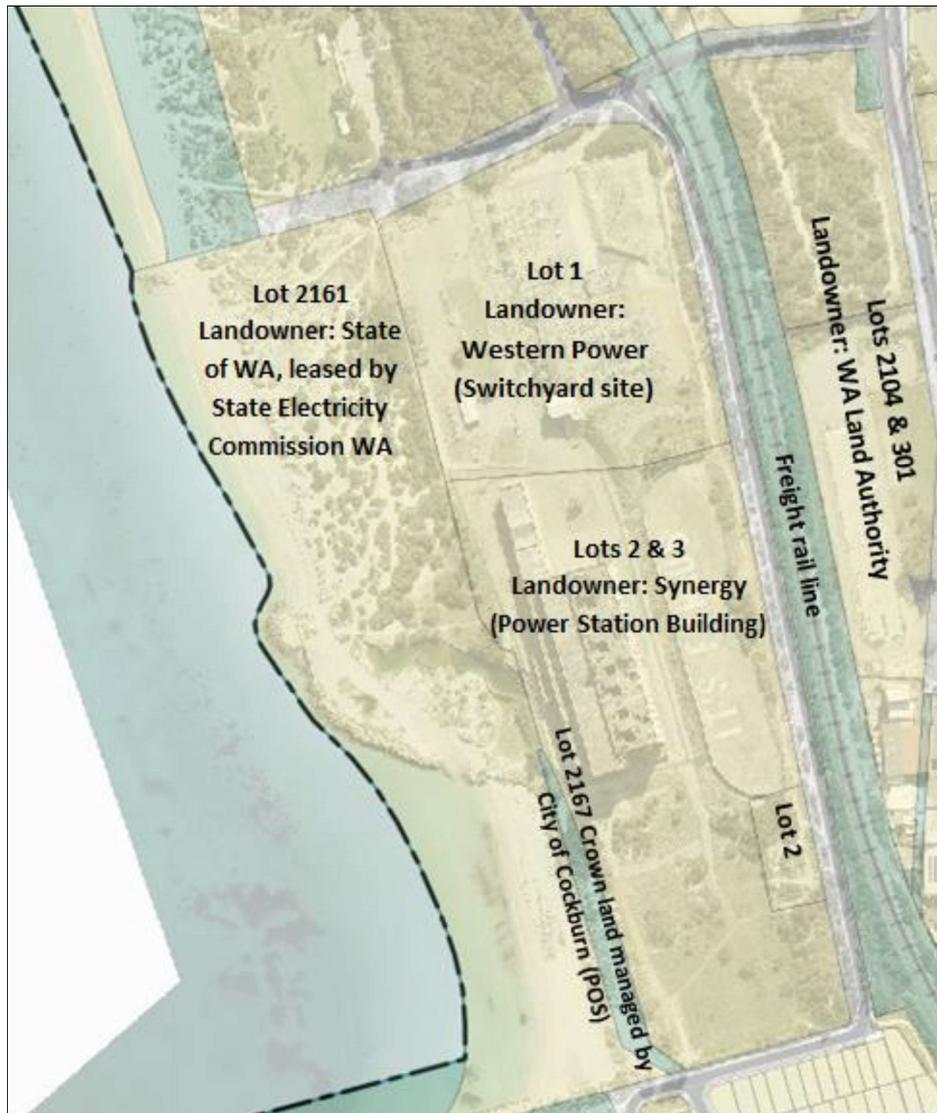
On 8 June 2021 the South Fremantle Power Station was included on the State Register of Heritage Places pursuant to the *Heritage Act 2018* on a permanent basis (after a lengthy interim listing) for its cultural heritage values. Entry in the State Register is reserved for places of State cultural heritage significance, and is the highest recognition afforded at the State level.

### Land Ownership

The map below shows landownership of the precinct. Lots 2 and 3 are currently owned by Synergy and include the Power Station building. Lot 1 is owned by Western Power and includes the switchyard which is still operational.

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 former 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.



### Proposed Steering Group

Given the significance of the project and the complexity of issues, it is considered appropriate that a joint steering group be established between the State Government and the City to address the matters outlined below.

### *Coordinating Community and Stakeholder Engagement*

It is proposed that the steering group would determine the overarching planning principles to ensure a vision is established and achieved for the project to ensure its success.

They would also facilitate and coordinate community and stakeholder engagement for the project. This is important given the importance of the South Fremantle Power Station to the community, and the range of relevant stakeholders.

### *Activation*

For Cockburn Coast there has been a longstanding vision to create a vibrant, landmark destination that is connected, integrated, diverse and accessible. Key to this vision is the adaptive reuse and activation of the South Fremantle Power Station to create a significant coastal node.

To ensure this vision is achieved it is proposed that the steering group would review opportunities, in conjunction with the State's preferred proponent(s), to activate the former South Fremantle Power Station building to achieve community, tourism and industry benefits.

It is also noted that it will take some time to undertake the require planning for the site, and given this it will be critical to have an interim maintenance plan to ensure further deterioration of the fabric does not occur which compromises the adaptive reuse opportunities for the building.

### *Switchyard relocation*

The current Western Power South Fremantle Terminal Substation Switchyard is located on 4ha of land to the north of the South Fremantle Power Station building. In order for the redevelopment of the power station to occur the switchyard must be relocated, making this a critical element of the project.

In addition to the switchyard itself, the high voltage powerlines run north east, constraining large portions of the precinct, and blighting the landscape, also negatively impacting land to the east that overlooks the area.

The Cockburn Coast District Structure Plan indicated the relocation of the switchyard to the eastern side of Cockburn Road. In 2008 a working group comprising Western Power, the then Department of Planning and Landcorp, examined a number of options for the relocation and/or upgrade of the switchyard, and it was determined that further detailed investigations are required to be undertaken to confirm an appropriate site.

These have not occurred to date, and it is considered critical that there be an investigation into opportunities to relocate the Western Power substation and major powerlines away from the coast to unlock the full potential of this precinct. This should include investigation into upgrading this infrastructure to a smart substation and mega battery. This would facilitate improved development outcomes for the precinct as a whole, including land to the east.

### *Rail line re-use opportunities*

When the Fremantle Port Operations are relocated to Westport in Kwinana, the requirements for heavy freight into Fremantle will be substantially reduced. This will open up significant opportunities for alternative uses for the freight rail line, including the potential use for passenger rail.

This means as part of this project there is a critical opportunity to review the rail line and future options for public transport between Fremantle (via Port Coogee) to Cockburn Central, in line with the aspiration of the City's Integrated Transport Plan to improve the City's movement network and provide improved active transport options.

#### *Transfer of Control to Development WA*

Development WA (formerly Landcorp) have been involved with the Cockburn Coast project since the adoption of the District Structure Plan in 2009. Development WA were responsible for the preparation and coordination of the Cockburn Coast District Structure Plan Part 2 (2012); the Robb Jetty and Emplacement local structure plans; and preparation of the Development Contribution Plan (DCA 14).

Development WA also coordinated the preparation of the South Fremantle Power Station Master Plan (2014). As a major landowner in the Robb Jetty precinct they have facilitated the majority of the development and infrastructure delivery that has occurred to date. It is a logical extension of this involvement to lead the preparation of the local structure planning and development contribution plan (DCP) for the power station precinct.

There is currently no structure plan or DCP in place for this last section of the broader development cell known as 'Cockburn Coast'.

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.

There is now an opportunity for Development WA to facilitate a coordinated approach to the project that will maximise the economic and community benefit of the redevelopment of the South Fremantle Power Station through its integration with the greater Cockburn Coast area.

For this reason, it is recommended that the State transfers control and responsibility for the former South Fremantle Power Station and adjoining landholdings to Development WA, as part of the Cockburn Coast planning and development framework.

#### Funding

The adaptive reuse and redevelopment of the South Fremantle Power Station includes a wide range of complex issues and constraints that require addressing in order to unlock the potential of the area to ensure the success of this project.

Given the significance of the project, it is considered pertinent that the State appropriately fund and resource this initiative, and it is recommended that Council include this in the request to the State Government.

This is considered critical given the development itself will also generate a significant development contribution liability towards the surrounding infrastructure needs. The development of the building would not be exempt from these requirements and this will impact any sound business case which seeks to bring this development to fruition.

### Conclusion

Given the proposed sale of the South Fremantle Power Station building it is considered to be an opportune time for Council to be proactive in requesting the following to maximise the community, tourism and industry benefits of the redevelopment:

- Establishment of a joint steering group with the State Government;
- State transfer of control and responsibility for the former South Fremantle Power Station and adjoining landholdings to Development WA;
- State Government to appropriately fund and resource this initiative.

### **Strategic Plans/Policy Implications**

#### Local Economy

A sustainable and diverse local economy that attracts increased investment and provides local employment

- Increased investment, economic growth and local employment.
- Thriving local commercial centres, local businesses and tourism industry.

#### Community, Lifestyle and Security

A vibrant healthy, safe, inclusive and connected community

- Accessible and inclusive community, recreation and cultural services and facilities that enrich our community.

#### City Growth and Moving Around

A growing City that is easy to move around and provides great places to live

- An integrated, accessible and improved transport network.

#### Listening and Leading

A community focused, sustainable, accountable and progressive organisation

- Best practice Governance, partnerships and value for money.

### **Budget/Financial Implications**

N/A

### **Legal Implications**

N/A

**Community Consultation**

There has been community consultation previously in relation to the South Fremantle Power Station Master Plan, and it is proposed that the steering group coordinate extensive community and stakeholder engagement for this project.

The details of consultation will need to be determined dependent on how the project progresses, statutory requirements etc.

**Risk Management Implications**

It is unlikely that the City will be the decision-maker with regard to redevelopment of the South Fremantle Power Station; therefore it will be critical for Council to be proactive in ensuring the City's involvement.

The establishment of a joint steering group will ensure that the City can be involved at the earliest possible stage to shape this project and ensure the greatest community, tourism and industry benefits for the City.

**Advice to Proponent(s)/Submitters**

N/A

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

Nil.