

June 2008

CockburnCoast Regional framework



Network
city

Western Australian Planning Commission Statement



An exciting new place within the metropolitan region

Shaping a more sustainable and lively metropolitan region does not mean adopting standard policies and plans. The

Western Australian Planning Commission (WAPC) seeks to apply Network City principles through plans for specific places which recognise their unique qualities and create a distinctive sense of place.

The proposals for the Cockburn coast are bold and exciting. They take a significant step towards a more sustainable Perth. The WAPC congratulates the Minister for Planning and Infrastructure for providing the leadership and vision for a new Cockburn coast, and commends the Department for Planning and Infrastructure for the consultation, research and planning that lies behind this comprehensive structure plan.

The WAPC has a very specific responsibility in relation to district structure plans – to give advice on how the **wider urban region** determines the best future for an area. In this case, the Cockburn coast should deliver specific outcomes to the region, including new standards for residential diversity and support for public transport. Equally implementing the structure plan will require the active assistance of many agencies and policy makers at the regional scale, particularly in the area of transport.

These wider realities are brought together in the **regional framework** which forms a crucial component of the plans for the Cockburn coast. This document extracts the regional framework as a stand-alone guide to the regional implications of the district structure plan.

In releasing the district structure plan the WAPC is conscious of the need for further investigations into the sub-regional transport issues of this part of Perth, issues which may influence the implementation of the district structure plan. The following points indicate the substance of investigations needing to be carried out.

- While the draft plan presents a short to medium term public transport option based on a bus rapid transit system, the WAPC sees the need for a wider integrated transport strategy that includes a review of public transport modes in the south-west corridor.
- This wider review should include a more detailed consideration of the extension of local bus services, bus rapid transit, light rail and passenger rail options.
- An integrated transport strategy should address the wider road network issues including east-west and north-south links.
- The relationship between the future regional road and public transport networks will take some time to resolve. The WAPC intends to identify long term solutions, in a timely manner.
- A critical issue related to implementing the proposed bus rapid transit system, if it is adopted, will be prioritising the public transport corridor north of the project area, specifically Hampton Road from Douro Road to Rockingham Road.
- The rezoning of the area from industrial to urban will transform land values. Investment in transport services will further increase values. These benefits warrant landowner contributions towards the cost of infrastructure, particularly public transport.

In advertising the draft district structure plan for public comment, the WAPC welcomes input regarding the district structure plan itself and its relationship to the south-west corridor and the region, in particular road networks and public transport services.

A handwritten signature in dark ink, reading 'J Dawkins'.

Jeremy Dawkins

Chairman Western Australian Planning Commission



Regional framework

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Foundations of a new community

For many years the future of the dormant industrial strip book-ended by the Port Coogee and South Beach developments has been the subject of intense debate.

In 2004, the Minister for Planning and Infrastructure announced the State Government's vision for rejuvenating the Cockburn coast area into a thriving community.

In May 2005, community members were given a forum to voice their aspirations for the area through the Vision for the Cockburn coast dialogue.

"We now have the opportunity to transform this area and unlock its undoubted potential."

Hon Alannah MacTiernan, Minister for Planning and Infrastructure,
Vision for the Cockburn coast dialogue May 2005.

Drawing on the ideas put forward at the dialogue, the Minister asked the Western Australian Planning Commission (WAPC) to establish a new plan for North Coogee - a plan to help guide the creation of an exciting, mixed use beach-side community.

The WAPC has recognised that the Cockburn coast project presents a prime opportunity to demonstrate the application of the Network City principles.

It is also understood that the transformation of the Cockburn coast will not happen within a void, so the district structure plan has been carefully crafted to complement its regional context.

The district structure plan distils the high level principles outlined in Network City - the strategic framework to guide the Perth and Peel regions to a sustainable future - to create a plan for the future that is integrated, creative, forward looking and sustainable.

Activity centres bring people together

- key activity centres

Networks connect people and places

- passenger rail
- activity corridors with excellent public transport
- secondary
- transport corridors for cars, trucks and express buses
- existing/future
- existing
- proposed
- other transport corridors

Communities have a sense of place and belonging

- older areas have many opportunities to strengthen networks and centres
- areas where there are fewer opportunities for urban consolidation outside activity centres and corridors
- future communities will be designed around networks and centres

The environment sustains the city

- non-development areas
- rural and resource areas including natural vegetation
- industrial
- public services
- freight rail
- area of influence boundary



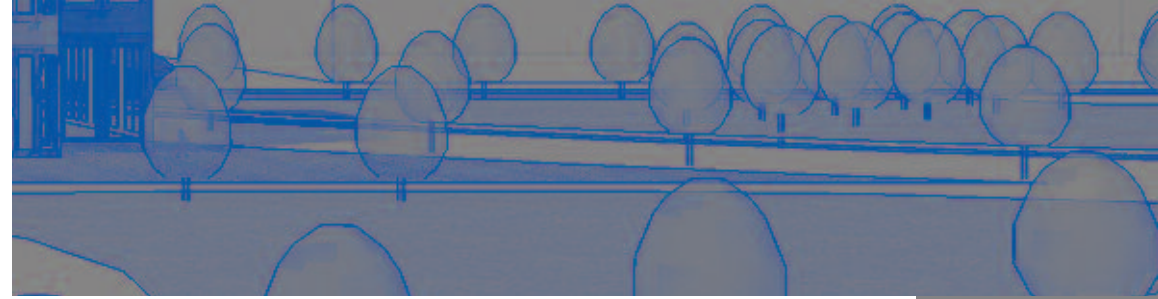
Cockburn coast district
structure plan

- ### Headlines
- manage growth by sharing responsibility between industry, communities and government
 - plan with communities
 - nurture the environment
 - make further use of urban land
 - encourage public over private transport
 - strengthen local sense of place
 - develop strategies which deliver local jobs
 - provide affordable housing

Figure 1 Regional context

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Regional perspective

The purpose of the regional framework is to establish a clear schedule of requirements and performance targets, both regional and place-based, to form the basis for policies and plans for implementation by a future redevelopment authority or, alternatively, through local planning schemes. The WAPC believes that a redevelopment authority will be the most effective agency for implementation of this project, and that the Western Australian planning system will be strengthened if the Cockburn coast project takes place within a framework of regionally derived targets and measures.

Background

The WAPC has adopted the draft State Planning Policy: Network City, which sets the vision, values and principles for the Perth and Peel regions to 2030. The eight fundamental principles capture the essence of the Network City policy, against which planning initiatives, policies and plans are to be tested.

These headline principles are to:

- 1 Manage growth by sharing responsibility between industry, communities and government.
- 2 Plan with communities.
- 3 Nurture the environment.
- 4 Make fuller use of urban land.
- 5 Encourage public over private transport.
- 6 Strengthen local sense of place.
- 7 Develop strategies which deliver local jobs.
- 8 Provide affordable housing

The regional framework captures this regional analysis and provides targets and guidance for implementation which delivers the Network City objectives.

The district structure plan deliberately reviewed the regional movement networks, and socio-economic, employment and housing trends to present a clear picture of the Cockburn coast in the context of its surrounding region and identify the key priorities for the district structure plan.

The district structure plan is a reflection of the Network City policy and has been directly influenced by the regional framework, responding by:

- developing an integrated transport and land use network;
- encouraging mixed use development, supported by higher densities, that is well served by public transport;
- acknowledging and highlighting local identity;
- promoting affordable housing;

- intensifying employment and encouraging employment self-sufficiency; and
- enhancing and reconnecting the community with the area's natural and cultural landscape.

Responding to regional and local needs

When placed within its regional context, Cockburn coast presents a number of characteristics, challenges and opportunities that need to be accommodated and delivered through the development phases of the project.

A set of high-order requirements that provide a framework to guide implementation are outlined on the following pages.

Figure 1 demonstrates the position of Cockburn coast within the regional context of Network City.

External to the project area

Interface

The Cockburn coast area needs to be established within its regional context, recognising Fremantle as the high-order activity centre and acknowledging the other local centres that provide important employment, service and recreational resources.

A key element of the Cockburn coast plan will be to enhance linkages with the surrounding regional and local activity centres and facilities. It will be particularly important to ensure integration with South Fremantle, Port Coogee and the surrounding suburbs of Hamilton Hill, Spearwood and Coogee via pedestrian, cycle and road networks.

Integrated transport strategy

The planning for the Cockburn coast has identified the immediate need for a sub regional integrated transport strategy for the south-west corridor, with a particular emphasis on public transport.

The draft district structure plan is sufficiently robust and flexible in terms of development intensity, level of activity and proposed population to accommodate the outcomes of the integrated transport strategy.

Road network

The integrated transport strategy for the south west corridor should consider the long term need for an east-west road link from Rockingham Road through to North Lake Road, generally along the alignment of the existing primary regional road reservation, with a view to downgrading its current status from a controlled access highway standard road. Consideration should also be given to the deletion of the Roe Highway (Stage 8) primary regional road reservation, in line with the current State Government position.

Regional through-traffic will be directed towards Stock Road as the primary north-south regional road and Cockburn Coast Drive (Fremantle-Rockingham controlled access highway) as a district distributor-style road. In light of this, a review of the primary regional road function of Cockburn Coast Drive from Russell Road northward is warranted.

The draft district structure plan proposes that the Hampton Road/Cockburn Road connection should be seen as an activity corridor that supports a high-frequency public transport service and a variety of land uses. This connection is not to be designed as a high-speed through-traffic route.

Public transport

Public transport links must be fostered with key activity centres. In the short to medium term, the flexibility of bus rapid transit (BRT), its ability to offer the service quality of light rail (speed, reliability and comfort) and to provide certainty through investment in infrastructure while still being cost effective, have resulted in it being the favoured approach to servicing the Cockburn coast and surrounding communities.

A BRT system will connect with Fremantle train station in the north, with possibility for the extension of the service further south or to the east in the future (potentially linking through to Rockingham or Cockburn Central, which have been identified as a major activity centres). Public transport alignment options north to Fremantle and extensions further south or to the east of the project area will be a key consideration of the integrated transport strategy.

To facilitate the BRT system, transit priority must be secured along the length of Hampton Road and Cockburn Road (through the centre of the project area). It is particularly important to extend a transit corridor along the section of this road between Douro Road and Rockingham Road. A wider road reservation in this section may be necessary to accommodate transport growth.

The draft district structure plan does not preclude the use of light or heavy rail technology along the freight rail alignment in the future should this be provided, with the built form intensity and key structuring elements of the plan compatible with future transit options in this location.

The proposed alignment of the transit corridor (along Hampton and Cockburn road) in the draft district structure plan has the capacity to facilitate light rail technology.

Freight rail

The freight rail line is a significant component of the State's import and export industries and its operation will continue in the long term. Future development needs to appropriately accommodate the freight rail infrastructure.

South Fremantle switchyard terminal

The plan calls for the relocation of the South Fremantle switchyard terminal and associated infrastructure. A comprehensive feasibility study is required to determine the ultimate future location and associated relocation cost for the switchyard terminal. It is acknowledged that relocating the switchyard terminal would come at a high cost. The likely funding source for this undertaking would be either from the sale of government land in the project area and/or from allocated government funding.

Within the project area

Sense of place

The Cockburn coast will be a high profile area; the experience of other redevelopment projects is that they attract a premium in the market place of 15-25 per cent compared with their immediate region. New development at Cockburn coast must be inclusive and offer a variety of recreation, employment and living opportunities to a wide mix of people.

To achieve social diversity, which is a key objective of the Cockburn coast project, a mix of densities, dwelling size and tenure will be required to address this issue. This will be further strengthened by policy initiatives, for example inclusionary zoning.

The rich Indigenous and European history needs to be demonstrated through the implementation of interpretive strategies, foreshore management, heritage management plans and responsive development around or within sites of significance.

Regeneration of the South Fremantle power station

The redevelopment of the South Fremantle power station is a critical component of the district structure plan. An essential element of this redevelopment will be meeting the regeneration principles, which include benchmarks for heritage treatment, public access and use, and the long-term economic sustainability of the power station building.

The redeveloped power station will be the landmark feature of the town centre. It will be a major coastal node and will therefore require uses and facilities that will accommodate the needs of the broader catchment area, including recreational, tourism and commercial uses.

Access to the beach

Access to the beach is a critical factor of the redevelopment, and opportunities to improve access across the freight rail line should be maximised. The redevelopment should strive to achieve, as a minimum, the number of access points illustrated on the district structure plan (figure 4, Cockburn coast reborn).

There will be different forms of beachfront activity ranging from a high activity beach between the northern arm of Port Coogee and the power station and more passive beachfront activities. The power station sector is seen as a regional beach node, with the O'Connor sector performing a local beach function. A range of users must be accommodated within the hierarchy of beach nodes, including the use of the beach for animal exercise.

Public transport

The district structure plan requires that the area will be serviced by a bus rapid transit system in the short-medium term, in accordance with Network City and transit oriented development principles.

Road network

Cockburn Coast Drive (referred to as Fremantle-Rockingham controlled access highway) needs to be constructed in an alignment and form that is responsive to the topography and the regional road network, providing a higher-order alternative to Cockburn Road for regional traffic. Cockburn Coast Drive will be a district distributor integrator-style road, constructed initially as a two-lane road and based on a reduced operating speed than a highway-standard road.

Employment

Employment within the structure plan area will be concentrated primarily in the Darkan, Emplacement and Power Station precincts. These precincts will offer a range of complementary employment opportunities, while enabling appropriate transitional arrangements for existing lower employment businesses.



Precincts

The project area has been divided into a number of precincts. The district structure plan provides an outline and guides land use, built form character and building height considered appropriate for each precinct. It is intended that this guiding information be followed and implemented in the detailed design of the project area, particularly at the local structure planning and development stage.

Cost contributions

The lift in land value in the North Coogee area as a result of rezoning industrial land to an urban zoning warrants cost contribution towards infrastructure, particularly public transport.

Performance targets and measures

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The WAPC is committed to delivering the Network City policy, which encompasses:

- promoting sustainable urban development through land efficiency;
- promoting transit oriented developments, with an emphasis on density and housing diversity around public transit nodes and areas of activity;
- achieving social progress which recognises the needs of everyone; and
- using natural resources prudently.

To contribute to the achievement of sustainable development at Cockburn coast, the WAPC, in reviewing the regional analysis, the Cockburn coast sustainability framework and the integration of the WAPC Network City policy, has set specific project performance targets and measures relating to regional impacts, infrastructure, broad land use, employment and densities.

Table A: Cockburn coast performance targets and measures

Society	Population	Approximately 10 800 people
	Housing stock	Approximately 5300 dwellings ¹ Minimum 3 per cent separate houses Minimum 22 per cent terrace houses Minimum 33 per cent low-rise apartments ² Minimum 31 per cent medium to high-rise apartments ^{3/4} Minimum 20 per cent affordable housing Minimum 20 per cent adaptable buildings 15 per cent of homes need to be 'family homes'
Economy	Employment profile	Estimated working population 6900
	Employment self sufficiency	Minimum 40 per cent (approximately 2800 jobs) Preferred 60 per cent (approximately 3800 jobs)
Environment	Resources recycling	20 per cent waste reduction (against per capita average) 20 per cent wastewater reuse 30 per cent reduction in scheme water consumption (against per capita average)
	Energy efficiency	75 per cent dwellings with solar orientation 75 per cent dwellings with cross flow ventilation 30 per cent reduction in greenhouse gas emissions (against per capita average)
	Alternate forms of transport	60 per cent dwellings to be within 800 metres of public transit

¹ POTENTIAL DWELLING YIELDS ASSUMES RESIDENTIAL BUILD OUT OF THE SOUTH FREMANTLE LAND FILL SITE AND THE SOUTH FREMANTLE CHALET VILLAGE.

² LOW RISE APARTMENTS – 3 TO 5 STOREYS.

³ MEDIUM RISE APARTMENTS – 6-8 STOREYS.

⁴ HIGH RISE APARTMENTS – OVER 8 STOREYS..

Figure 2 Notional Cockburn coast MRS amendment 7

Implementation requirements

To implement the district structure plan, two major issues need to be addressed:

Socio-economic

- Provide accommodation for a substantial population. The principle is to maximise population while allowing reasonable household diversity.
- Respond to population demographic change and ensure construction of appropriate housing stock.
- Provide for substantial employment self-sufficiency.
- Allow for a broadened economic base.

Physical planning

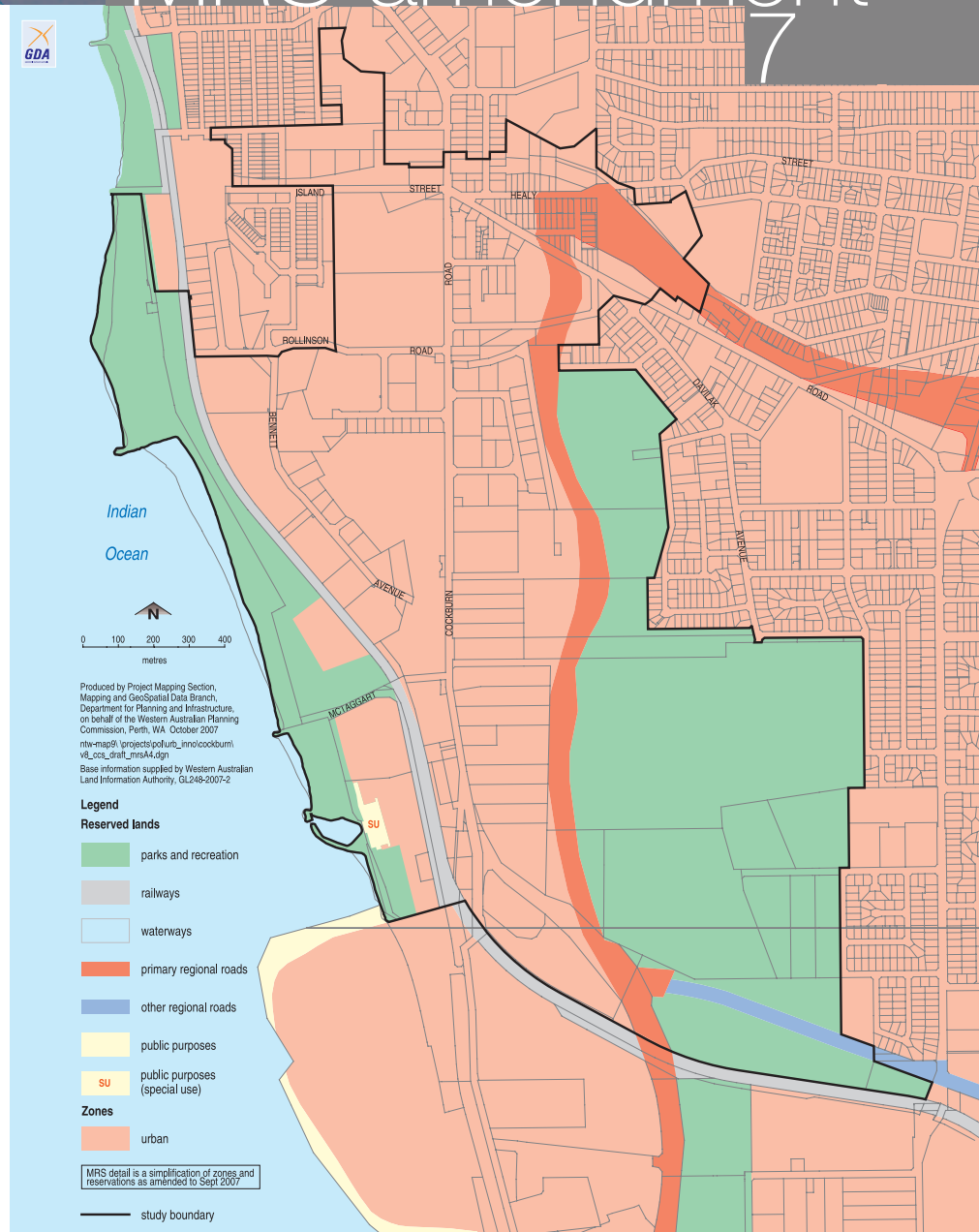
- Provide key regional road connections.
- Provide public transport linked to key destinations.

Implementation methodology

The project performance targets and measures are to be taken into account when preparing future planning strategies for the Cockburn coast and the Metropolitan Region Scheme (MRS) amendment.

The Planning and Infrastructure Minister has stated that the Cockburn coast is a key government project that would benefit from the concentrated focus of a redevelopment authority. The State Government has approved the drafting of legislation for the creation of a new land development agency, which would incorporate some of the activities of LandCorp and the East Perth and Subiaco redevelopment authorities.

Implementation of the project targets and measures is, therefore, expected to occur through the redevelopment authority, which will be required to prepare a redevelopment scheme to guide future planning and development of the Cockburn coast. Given that the district structure plan requires the endorsement of the WAPC and the Minister for Planning and Infrastructure,



it is expected that the future redevelopment scheme will reflect the district structure plan and, therefore, the performance target and measures established for the Cockburn coast project.

The redevelopment authority scheme is an interim statutory planning framework, with the MRS being the long-term governing instrument. In light of this, the MRS will need to be inclusive of the intended land uses, regional requirements and Network City principles, therefore notionally the Cockburn coast amendment to the MRS would appear as outlined in Figure 3.

In the absence of a redevelopment authority, the district structure plan, inclusive of the project performance targets and measures, will be reflected in the MRS and local planning scheme provisions.

In addition, a sustainability assessment tool has been developed which will ensure the sustainable development of Cockburn coast. The sustainability tool can measure proposals and programs through all stages of planning and development.

In the future, the redevelopment authority, government agencies and the community will also be able to assess and monitor the sustainability performance of the project and its component parts.

Monitoring requirements

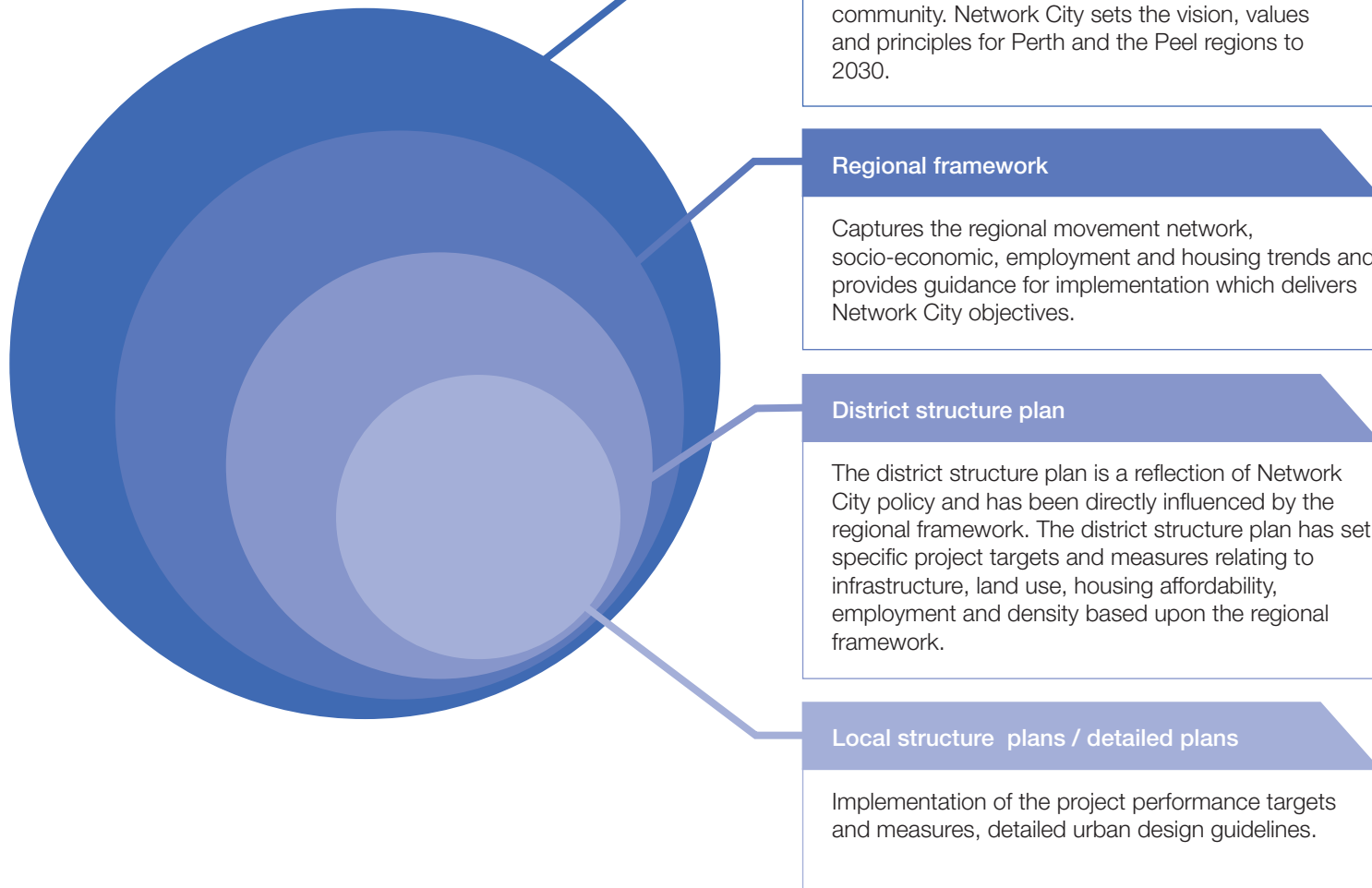
The key issues that need to be assessed and monitored through the sustainability framework are:

- **economic issues** – the economic base to support the sustainable future of Cockburn coast including self-sufficiency, self-containment, diversity, opportunities for growth, innovation and enterprise.
- **environmental issues** – the sustainability of this development and the potential impact on bushland, wetlands, scenic landscapes, natural resources, air and water quality;
- **social issues** – housing supply, housing diversity and mix, community health and development, community inclusiveness and community services;
- **infrastructure provision** – the efficiency of infrastructure use including its timely provision, cost effectiveness, opportunity for innovation, management and maintenance; and



Figure 3

Figure 3 demonstrates the application of Network City policy through the regional framework and the Cockburn coast district structure plan.



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“Network City outlines a change in direction for Perth, not only in how we develop as a city but also in how we do the planning.”

Hon Alannah MacTiernan, Minister for Planning and Infrastructure, 2004.

The Cockburn coast project is committed to promoting the Network City policy through the regional framework and sustainability initiatives in both land and built form development, resource efficiency and integration with the surrounding community.

Figure 3 (left) demonstrates the application of Network City policy through the regional framework and the Cockburn coast district structure plan.