



# Phoenix Central Revitalisation Strategy and Activity Plan

Final Report May 2009

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# Phoenix Central Revitalisation Strategy

## Executive Summary

The Phoenix Central Revitalisation Strategy provides a strategic framework for improvements to the Phoenix town centre and parts of the suburbs of Spearwood and Hamilton Hill for the next ten years. The study area covers an approximately 800m walkable catchment from the Phoenix town centre.

The aim of the strategy is to develop the centre according to the principles outlined in *Network City*, the Western Australian Planning Commission's community planning strategy for Perth and Peel.

Preparation of the strategy included a comprehensive community consultation program, which began in October 2007 with a visioning phase. The following is a brief summary of the consultation undertaken during that phase and some of the key community ideas:

- **A landowner survey** – This showed that 89% of Spearwood respondents and 83% of Hamilton Hill respondents were supportive of zoning changes.
- **A survey of retail traders** – Retailers said they wanted beautification of the area, including streetscape improvements, improved traffic and pedestrian safety, and more opportunities for family restaurants, cafés, fresh food and alternative food options, clothing stores and boutiques.
- **A Community Vision Forum** – Some of the main

themes for the town centre included: improving pedestrian access on Rockingham Road, creating community gathering places such as a piazza, a community centre/senior citizens' centre, more specialty shops, entertainment and night time activity and beautification. For the residential areas, the community indicated that they wanted: the area to be rezoned to allow for mixed densities, improvements to streetscapes (especially Rockingham Road), maximum greenness, the beautification of parks, and more activities for different generations including a piazza, a culture and entertainment hub and night time activity.

After the visioning phase, the City held an Enquiry by Design workshop in November 2007 to prepare draft plans and explore ideas for how the area could be improved. The information obtained during the vision phase was presented to a multi-disciplined workshop team of City staff and relevant consultants who then prepared draft plans.

Following the Enquiry by Design workshop, the plans were further refined and presented to the wider community for comment, during May–June 2008. At this time, the City sent a brochure to all landowners in the study area outlining some of the key ideas and proposals. The release of the draft plans was also advertised to the wider community through local newspapers, the Council's website and at the Phoenix Shopping Centre. In addition, letters were written to individual landowners directly

affected by some of the transport ideas. The full draft report was available on the City's website, at the City's offices and at the Spearwood library.

During the community consultation period, the City held two community forums which were attended by approximately 160 people. The City also attached a reply paid comment sheet at the end of the brochure. Four hundred comment sheets were returned.

The remainder of this executive summary includes:

- a summary of key ideas presented to the community during May/June 2008;
- a summary of the feedback the community gave at two community forums and with comment sheets; and
- the City's response in preparation of this strategy.

## Proposed Zoning Plan

### Draft plan released for community comment

This plan involved changes to the zoning of the area, such as:

- expanding the district centre zone to include the City's administration site;
- extending the 'Mixed Business' zone along Rockingham Road to south of Kent Street;
- increasing residential densities from R20 to R40 in the 400m walkable catchment of the Phoenix town centre and around local centres, parks and along major public transport routes;
- changing the residential density from R20 to R30 within the walkable catchment of 400 metres to approximately 800m;
- proposing special design areas to encourage passive visual surveillance of parks and cycleways; and
- rezoning a portion of MacFaull Park to accommodate aged-person housing.

The plan also recommended that:

- the northwest portion of the study area be subject to a separate Hamilton Hill study, as part of revitalising the local shopping centre at the intersection of Carrington Street and Rockingham Road; and
- land around the Watsons Foods be reviewed separately once the buffer-definition study has been finalised.

### Summary of community feedback

- majority supportive of the opportunity to develop/subdivide in the future;
- concerns about high rise or mixed-business development causing overlooking;
- suggestions for height limits and design guidelines;
- density radiating from the centre was supported; and
- need to improve/maintain/increase public open spaces.

### City's response in preparation of the final strategy

The City has prepared a revised zoning plan that reflects both the original intentions of the zoning plan and the majority of the community's feedback. It maintains the radiating density plan, with an R40 zoning within the 400m walkable catchment. Subsequent to advertising the area between the 400m to 800 metre walkable catchment was proposed to be reduced to R25 from the R30 coding initially proposed. This was as a direct result of the community feedback concerning the impact of possible traffic increases on local streets (discussed in the ideas for improving movement and mobility). Further consultation was undertaken with the community regarding this proposed change, and taking into consideration the outcomes of the community consultation and further examination of the differences between an R25 and R30 coding for this area, the final proposed zoning plan proposes a coding of R30 for the outer residential area.

Another significant change is that the proposed 'Mixed Business' zone along Rockingham Road has been changed to a 'Business' zone with design guidelines. This will help to ensure appropriate heights and uses to avoid overlooking and any potential conflicts with existing residential uses.

Design guidelines will also be required to be prepared for the R60 zone and the 'District Centre' zone, to again ensure appropriate heights, and also address concerns regarding overlooking. Another significant change is that it is no longer proposed to create a retirement housing site on MacFaul Park (chapter 9).

The list of individual recommendations for the zoning plan are included at the end of this executive summary.

## Ideas for a New Community Hub

### Ideas released for community comment

One of the priorities identified by the community was the idea for a new community hub or gathering place. People expressed the view that there were currently few entertainment options, alfresco eating areas or public areas to sit and meet. The Council had already committed to a new senior citizen's centre on the City's administration site. This provided an opportunity to explore the development of a new community hub directly adjacent to the Phoenix Shopping Centre on the City's land. Four options were developed, all included a town square/piazza, a new life learning centre (incorporating a redeveloped library and new senior citizens' centre), a new café street, new residential housing and a town park.

The idea behind the life learning centre was to create a centrally located and integrated community facility that included: a seniors' centre, larger redeveloped library, early years and family centre, youth activities spaces, community computer training rooms and meeting rooms, café, bookshop and new community hall. The new residential development was proposed with three apartment buildings up to eight storeys to help generate more activity, sense of community as well as providing people with housing options for living in close proximity to services, facilities and public transport. The residential development would also help fund some of the proposed community infrastructure.

The proposed café street and town square were located on Coleville Crescent, at the southern side of the existing Phoenix Shopping Centre, to try to maximise the possible vibrancy of this new area.

Some options involved the realignment of Coleville Crescent to help create a two-sided mixed-use café street. Two of the options involved the demolition of the existing dental clinic to facilitate such a realignment.

### Summary of community feedback

- majority support for the idea of creating a new community hub on the City's administration site;
- majority support for the new mixed-use café street creating more restaurants and lifestyle opportunities;
- generally supportive of new life learning centre;
- generally supportive of creating a town park and town square and the idea of creating a central meeting and community place;
- concerns about demolition of the dental clinic to enable a realignment of Coleville Crescent;
- concerns about ensuring that there is sufficient parking;
- objections and/or concerns about high-rise development causing social, traffic and overlooking problems;
- suggestions that the City ensure safety/security in design and disability access; and
- suggestions for aged-person housing on the bowling club site.

### City's response in preparation of the final strategy

The City has prepared a new concept plan for the City's administration site that is combination of the previous options and community feedback. The new concept plan realigns Coleville Crescent slightly southwards to link with Goffe Street, to form a new mixed-use café street, but does not require the relocation of the existing dental clinic.

The concept plan includes a town square or piazza, a new life learning centre, a town park including some form of lake/water feature and residential housing. A draft plan, to demonstrate where the

underground car park is proposed for the site, has also been prepared.

The new concept plan proposes height limits for the proposed residential buildings. Opposite the existing residential area along Coleville Crescent a height limit of three storeys is proposed. Opposite the existing primary school a four-storey height limit is proposed. The larger eight-storey apartments are located away from existing residential use. All the residential buildings on the City's administration site will be subject to design guidelines to address concerns about overlooking, traffic, potential social problems, safety/security and disability access.

Building high-rise apartments on at least some of the site is still considered to be important for maximising housing choices in the area. It is considered that there is an increasing number of people who want to make a housing choice to live in apartments within close walking distance to services and facilities, including public transport. This is especially important for people who cannot drive, the elderly and people with disabilities. The City will continue to explore the possible location of aged housing on the site.

Locating higher density near public transport, services and amenity is also part of a strategy to reducing automobile use and therefore carbon emissions which lead to climate change. It is considered that the advantages of locating high-density residential development in the Phoenix town centre outweigh the possible community fears of traffic, social and overlooking problems. The City believes that these concerns can be addressed through appropriate design guidelines. The list of individual recommendations for the new community hub are included at the end of this executive summary.

## Ideas for Movement and Mobility (Including Rockingham Road)

### Ideas released for community comment

The community indicated that improvements to the visual and pedestrian amenity of Rockingham Road in the town centre are a key priority. Rockingham Road has proved to be one of the most difficult aspects of the revitalisation project given its status

in the regional road network and other physical constraints. The City presented some ideas to the community that involved:

- seeking funding to underground the power;
- creating a bus lane;
- enlarging the median strips to increase pedestrian safety;
- creation of a new pedestrian crossing near Kent Street;
- working with landowners to place new street trees between the existing footpaths and the existing car parks due to the constraint of the existing road reserve; and
- improving signage.

Much of the improvements to Rockingham Road, especially the bus lane, required that traffic growth resulting from rezoning to a higher density be minimised particularly in the outer area where there is greater dependency on the car. One option was to create new road linkages to provide alternatives for getting to the Phoenix Town Centre and to improve walkability to the centre. These road linkages would have ultimately required the purchasing or resumption of private properties.

The City also presented ideas for generally improving residential streets and pedestrian and cycle routes to help encourage walking and cycling in the area, therefore minimising traffic impact occurring as a result of rezoning. This was also part of strategy to green and beautify the area.

### Summary of community feedback

- strong objections to any new road linkages, where properties may be resumed;
- general concerns about traffic increasing on residential streets;
- concerns about traffic increasing on Gerald Street and its impact on the primary school;
- concerns about the bus lane on Rockingham Road;
- the need to improve the pedestrian crossings across Rockingham Road;

- supportive of plans to improve footpaths, lighting and landscaping on key streets to encourage walking, cycling and use of public transport including for the aged, people with disabilities and mothers with prams; and
- ideas for a CAT (Central Area Transport Service) bus servicing the study area and other centres and better public transport generally.

### City's response in preparation of the final strategy

In direct response to the community's feedback, the Council made the following decision at its June 2008 Council Meeting:

*"Not to support the compulsory acquisition of any residential property within the Phoenix Central project area for the purpose of creating new road links and the road links going through homes being deleted;" and*

*"Not to support the inclusion of a busway or transit way in Rockingham Road."*

The proposal to undertake streetscape improvements to key residential streets in the study area, to help encourage walking and create new cycle routes, has been retained. The strategy also outlines possible options for landscape improvements to Rockingham Road, including improved pedestrian crossings.

At the moment, the study areas do not have the density to justify a CAT bus service, but as the population increases such a service might become more viable.

The list of individual recommendations for improving movement and mobility are included at the end of this executive summary.

### Ideas for Improving the Northern End of the Centre

#### Ideas released for community

The community expressed concern about the general appearance, pedestrian amenity and traffic movements in the northern end of the town centre. This area however, is privately owned and it is therefore difficult for the City to do anything to it

without cooperation. Some of the ideas the City presented to the community and to the landowners in the northern end of the centre included more shade, wider footpaths, narrow road pavements, and raised pedestrian crossings.

#### Summary of community feedback

There was very little feedback on these ideas from landowners, traders or the community, but the few people who did respond, responded positively.

### City's response in preparation of the final strategy

As all of this land is in private ownership it is difficult to improve this area without the cooperation of landowners. In the short term, the City will look at streetscape improvements to Lancaster Street within the town centre. Design guidelines will also be prepared for the area so that any future developments will help to improve the amenity of the area. The list of individual recommendations for improving the northern end of the centre are listed at the end of this executive summary.

### Ideas for Improving Parks

#### Ideas released for community comment

The community wanted the area to stay green and beautified. Ideas have been prepared for greening and beautifying most of the parks in the study area. Another key idea was building retirement housing on a portion of MacFaul Park. This was to help meet the future needs of the aging population in the area. Another idea included the redevelopment of the facilities at Beale Park and the creation of a link between Watson Oval and Edwardes Park by buying a portion of some existing school grounds.

#### Summary of community feedback

- strong objections to the idea of allowing retirement housing to be built on a portion of MacFaul Park;
- generally supportive of the ideas for upgrading facilities and parks;
- support for the redevelopment of Beale Park; and
- suggestions for better lighting, seating, barbecue areas, security, play equipment and trees.

### City's response in preparation of the final strategy

In response to the community's feedback, the Council already made the following decision in its June 2008 Council Meeting:

*“Not to proceed with the development of aged-person development on MacFaull Park.”*

The proposal to link Watson Oval with Edwardes Park through the local school grounds has also been deleted. The list of individual recommendations for improving the parks of the centre are included at the end of this executive summary.



# Phoenix Central Revitalisation Strategy

## Summary of Strategy Recommendations

### Recommendations for Zoning Changes to the Area (from chapter 5)

#### 5.2 Recommendations

- A. Strategic Planning Services to prepare a Scheme amendment to District Centre Zone as per figure 13.
- B. Strategic Planning Services to engage consultant(s) to:
  - Prepare design guidelines for the District Centre Zone (Precinct 1).
  - To work with existing landowners to explore possible development opportunities, and for improving the streetscape of this precinct.

#### 5.3 Recommendations

- A. Strategic Planning Services to prepare a Scheme amendment to change zoning of the City's administration site from 'Public Purposes' to 'District Centre' zone and R160 as per figure 13.
- B. Strategic Planning Services to engage Architect/Urban Designer to prepare a master plan, design guidelines and a joint pedestrian, cyclist, traffic and car parking strategy for the City's administration site based on recommendations in Chapter 6.

#### 5.4 Recommendations

- A. Strategic Planning Services to prepare a Scheme amendment for the existing residential area west of Rockingham Road; and between Phoenix Road and Kent Street to change to 'Business' zone as per figure 13.
- B. Strategic Planning Services to prepare a Scheme amendment to allow appropriate residential uses, including grouped and multiple dwellings and other uses compatible with residential development in the 'Business' zone.
- C. Strategic Planning Services to prepare a Scheme amendment to change the zoning of properties in close proximity to the intersection of Spearwood Avenue and Rockingham Road to Business as per figure 13.
- D. Strategic Planning Services to engage consultant(s) to prepare an access strategy and design guidelines for the areas proposed to change to the 'Business' zone along Rockingham Road.

#### 5.5 Recommendations

- A. Strategic Planning Services to prepare Scheme amendments for the inner residential precinct as per figure 13.
- B. Strategic and Statutory Planning Services to prepare design guidelines for the inner residential precinct to encourage good development to minimise overlooking,

incorporation of sustainability initiatives and encourage frontage to public open space. These guidelines are in addition to the R-Codes.

### 5.6 Recommendations

- A. Strategic Planning Services to prepare Scheme amendments for the outer residential precinct as per figure 13.
- B. Strategic and Statutory Planning Services to prepare design guidelines for the outer residential precinct to encourage good development, minimise overlooking, and encourage frontage to public open space. These guidelines are in addition to the R-Codes.

### 5.7 Recommendation

- A. Strategic Planning Services to prepare a Scheme amendment covering the Watson's Study Area and develop an associated Structure Plan to determine future land use of the area.

### 5.8 Recommendation

- A. Strategic Planning Services to prepare the Hamilton Hill Structure Plan to determine future land use of the area.

### 5.9 Recommendations

- A. Strategic Planning Services to continue to liaise with servicing authorities.
- B. Strategic Planning Services to advise Water Corporation of the capacity of the eastern section.

## Recommendations for the New Community Hub on the City's Administration Site (from chapter 6)

### 6.3 Recommendations

- A. The City adopts figure 14 (Concept Plan) to provide future guidance on the layout and uses for the development of the City's administration site.
- B. The City employs relevant consultant(s) to

prepare a Master Plan and Design Guidelines for the administration site incorporating the recommendations included in 6.4 to 6.12.

### 6.4 Recommendations

- A. Investigate the realignment of Coleville Crescent slightly south to create a sleeve of retail/mixed use south of the Phoenix Shopping Centre as per figure 14.
- B. Investigate the realignment of Coleville Crescent to join with Goffe Street as per figure 14.
- C. Liaise with the Phoenix Shopping Centre owners and the City regarding the use and form of the sleeve of buildings to be located south of the Phoenix Park Shopping Centre.
- D. Liaise with the Phoenix Shopping Centre owners and the City to determine appropriate entrance points to the mixed café street and a design that will maximise integration and access between the two sites.
- E. Determine the most appropriate location for the town square on the new mixed-use café street to maximise the synergies between the new community hub and the Phoenix Shopping centre.
- F. Determine the appropriate height of the buildings along the mixed use café street taking into consideration commercial viability, appropriate mix, residential amenity, safety and security (visual surveillance) and traffic issues.
- G. Determine the appropriate use of buildings along the mixed use café street taking into consideration commercial viability, community needs and feedback. Figure 15 provides guidance on the general location of uses on the mixed use café street.
- H. Determine parking requirements generated from the mixed use café street and the possibility for underground parking below Coleville Crescent and the development sites including how this would be accessed.

- I. Determine the appropriate width and configuration of the new mixed use café street including the width of the carriageways, footpaths, verges and the location of street trees, street lights, and car parking etc.
- J. Provide a framework for the possible location of public art.

### 6.5 Recommendation

- A. In determining the location and configuration of the town square any proposal will take into consideration the principles outlined in section 6.4 to help ensure the creation of a vibrant and viable town centre.

### 6.6 Recommendations

- A. Investigate the future design of the Life learning Centre including senior citizen's centre, redeveloped library and other community activity spaces to meet the existing and future needs of City of Cockburn residents.
- B. Determine how the future Life Learning Centre will be staged with the demolition of the existing library and Civic Hall and ensuring the continual provision of services.

### 6.7 Recommendation

- A. Determine whether an attractive parkland feature such as a lake or water feature is viable and the best possible location.

## Recommendations for Improving Movement and Mobility in the Study Area (from chapter 8)

### 8.2 Recommendations

- A. Engineering Services undertake traffic counts on major roads within the study area to establish the baseline data and every five years thereafter to determine growth in traffic volumes.
- B. Engineering Services undertake a traffic assessment five years after the proposed zoning plan has been adopted by the

WAPC to establish whether the SKM traffic modelling is correct or whether some alternative measures will be required to cope with potential increases in traffic that result from rezoning.

### 8.3 Recommendations

- A. Engineering Services engage relevant consultant(s) to prepare a detailed concept plan for improving Rockingham Road through the Phoenix Town Centre Precinct taking into consideration recommendations 8.3 (B to M).
  - Bus facilities
  - Number of lanes
  - Improving pedestrian linkages
  - Improvements to public transport stops
  - Street lights
  - Undergrounding power
  - Street trees
  - Footpaths
  - Median strip
  - Access to businesses—service road
- B. Engineering Services examine options to minimise possible future delays to buses along Rockingham Road.
- C. Rockingham Road remain a four lane road between Spearwood Avenue and Phoenix Road.
- D. Engineering Servicing to liaise with Main Roads in respect to the installation of new traffic lights at the intersection of Coleville Crescent and Rockingham Road which will also create a new pedestrian crossing.
- E. A new puffin pedestrian crossing north of Kent Street (already on the budget) and in the process of being implemented.
- F. Engineering Services determine possible improvements to all bus stops on

Rockingham Road including the possible creation of a new transit area on the eastern side of Rockingham Road outside of the Phoenix Shopping Centre.

- G. Engineering Services determine the best location and configuration for street lights and recommend possible designs.
- H. Engineering Services determine the feasibility of undergrounding the power in Rockingham Road and again seek state government funding to help with the costs of this project.
- I. Engineering Services determine the best location of street trees and appropriate species, and liaise with adjacent landowners where necessary.
- J. Engineering Services determine the appropriate location and treatment of footpath(s) along Rockingham Road and feeder roads and liaise with adjacent land owners where necessary.
- K. Due to the narrowness of the median strip and the need to keep Rockingham Road as a four-lane road, the median strip should not be used for street lights or street trees.
- L. Engineering Services determine appropriate low-shrub planting to improve the visual amenity of the median strip.
- M. Strategic Planning Services prepare an access strategy for the new 'Business' zone and investigate whether the service roads along other parts of Rockingham Road could be improved.
- N. Statutory Planning Services liaise with existing landowners to see if signage can be improved in the area in accordance with a visual management plan.
- O. Statutory Planning Services to prepare a new signage policy for Rockingham Road in the Phoenix Town Centre precinct.

#### 8.4 Recommendation

- A. Engineering Services engage a landscape architect to look at streetscape improvements

including footpath improvements, street trees and lighting for Lancaster Street which is consistent with Rockingham Road Town Centre improvements.

#### 8.5 Recommendation

- B. Strategic Planning Services and Engineering Services engage relevant consultant(s) to prepare an integrated parking strategy for the town centre to help rationalise car parking.

#### 8.6 Recommendations

- A. Engineering Services to develop and adopt a public realm refurbishment program for residential streets in the Phoenix Central project area based on recommendations B to F.
- B. Engineering Services to implement streetscape improvements between Hotspur Road and Freeth Road utilising the Bolingbroke Pedestrian Access Way (PAW), Lancaster Street and MacMorris Way. This includes pathway construction and associated landscaping for the purpose of encouraging pedestrian amenity to and from the town centre.
- C. Engineering Services to implement streetscape improvements along Kent Street, Coleville Crescent and Goffe Street. This includes pathway construction and associated landscaping for the purpose of encouraging pedestrian amenity to and from the town centre.
- D. Engineering Services to implement streetscape improvements to Orleans Street, Gerald Reserve and Pomfret Road for the purpose of improving pedestrian amenity.
- E. Engineering Services to implement improvements to the PAW between Kent Street and Bushy Road.
- F. Engineering Services to implement streetscape improvements for other streets as per figure 16 as the area is redeveloped.

## 8.7 Recommendations

- A. Engineering Services to develop and adopt a public realm refurbishment program for cycleways in the Phoenix Central study area based on recommendations B to F.
- B. Strategic Planning Services to reach an agreement with BP to construct a dual-use path and lighting within the oil pipeline reserve adjacent to Bullfinch Street.
- C. Subject to B above, Engineering Services to construct a new cycleway along the existing oil-pipeline reserve adjacent to Bullfinch Street. This would include tree planting, minor earthworks and irrigation.
- D. Engineering Services to construct a new cycleway from Goodchild Park to Rockingham Road.
- E. Engineering Services to construct a new cycleway from Angus Avenue and Greenslade Reserve to Rockingham Road.
- F. Engineering Services to construct a new cycleway along Rockingham Road to Hamilton Road, Cockburn Coast and Beeliar Regional Park. The cycleway would include landscaping and lighting.
- E. Engineering Services to improve Greenslade Reserve (irrigation, hard and soft landscaping).
- F. Engineering Services to improve Gerald Reserve through the use of artworks and creation of a boardwalk (community consultation, design competition, artworks and interpretive signs).
- G. Engineering Services and Community Services to commence the Beale Park study (community consultation, relocation of State Emergency Services, expansions of sports grounds, redevelopment of clubroom facilities).
- H. Engineering Services and Community Services to commence the MacFaull Park study (community consultation, demolition of Joe Cooper Recreation Centre, improvements to park).
- I. Strategic Planning Services and Community Services to explore the possibility of Sam's Place community garden project (community market garden, interpretation plan for heritage site, community facilities and equipment, community consultation).
- J. Engineering Services to improve Dubove Park (irrigation and landscape upgrade, compaction of old tip site, electrics and in-field irrigation, turf improvement and soft landscaping treatment to northern bank).
- K. Engineering Services to improve Goodchild Park (clubrooms and facilities).
- L. Engineering Services to improve Edwardes Park and Watson Oval (hard and soft landscaping, car parking and improve passive and sport use).

## Recommendations for Improving Parks in the Study Area (from chapter 9)

### 9.0 Recommendations

- A. Engineering Services to develop and adopt a public-realm refurbishment program for upgrading public open space in the Phoenix Central project area based on recommendations B to K. This should reflect a needs analysis of the future community and the appropriate role of each park in meeting the needs.
- B. Engineering Services to make improvements to Bavich Park (irrigation replacement and soft landscaping).
- C. Engineering Services to make improvements to Edwardes Park (play equipment upgrade and replacement and soft landscaping).
- D. Engineering Services to make biodiversity improvements to MacFaull Park (community planting day and consultation).

## Recommendations for Implementation (from chapter 10)

### 10.0 Recommendation

- A. The City conduct a financial study of the impact of the Phoenix Central Revitalisation Strategy including operating and capital income and expenditure arising from the implementation of the strategy over a given period of ten years.





# Phoenix Central Revitalisation Strategy

## 1.0 Introduction

### 1.1 Background

The Phoenix commercial centre is the City of Cockburn's second largest centre with 28,000m<sup>2</sup> of retail and many other associated commercial uses. This centre is the only district level centre within the City of Cockburn, with Cockburn Gateway being the regional centre.

Rather than allowing the Phoenix area to develop in a piecemeal manner, it is proposed that the City prepares a comprehensive Revitalisation Plan for the Phoenix centre and the surrounding residential area. The preparation of this plan was endorsed at an ordinary Council Meeting on 9 August 2007.

### 1.2 Why is the City Undertaking This Project?

- Infill sewerage will be completed in the next couple of years and the City is aware that a large majority of residents are interested in subdividing their properties.
- The community has expressed the need for a new senior citizens building and other community and civic facilities/services on Council's six hectare site south of the Phoenix Shopping Centre.
- The Phoenix shopping centre is currently planning on expanding to increase its retail floor space.

- The State Government has a new policy called *Network City* which sets out strategic direction for centres such as Phoenix to evolve into what it calls 'Activity Centres'. Activity Centres are more than just shopping centres; they should include a range of employment, office, retail, living and entertainment, cultural and civic activities and are to be supported by better public transport.
- In keeping with the intent of the Sustainability Policy that Council adopted in June 2006, the City seeks to better include good sustainability principles and practices into all its activities and services.

### 1.3 What is an Activity Centre?

From a planning perspective the Revitalisation Plan is really an Activity Centre Plan. The concept of an activity centre comes from the Western Australian Planning Commission's new community planning strategy for Perth called *Network City* and the *Liveable Neighbourhoods* operational policy. *Network City* describes activity centres as:

*"Locations where a range of activities are encouraged. Employment, retail, living, entertainment, higher education, high level or specialised medical services are just a few such activities"*.

Some of the key recommendations of Network City that are applicable to a future Phoenix Central Revitalisation Plan include:

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

## 1.4 Scope of the Project

**Figure 1** shows the study area for the project. While the regional and sub-regional context will be considered in the plan, the actual study area broadly represents an 800m walkable catchment including the Phoenix commercial precinct and the City's land located to the south of it.

The study area has been derived from *Liveable Neighbourhoods* (WAPC October 2007) which identifies a distance of up to 800 metres as the strategic area for major centres. An 800m walkable catchment generally equates to around a 10 minute walk and therefore the area of pedestrian access to the centre. The outer boundary has been extended in some cases, to the natural constraints such as Stock Road to the east, the Roe Highway Stage 8 Metropolitan Regional Scheme Reserve to the north and Manning Lake to the west.

The inner boundary shown in red on the map is the 400m area of highest walkability. *Liveable Neighbourhoods* suggests that people will walk up to 400m to meet their daily transport, shopping and/or recreation.

## 1.5 Purpose of the Strategy

- Help the community to understand how the area is likely to change in the future and provide

guidance in terms of zoning changes.

- Help existing business owners to have greater certainty and appreciation regarding the future direction of the centre at large and to see future opportunities for improving their businesses and business surroundings.
- Help developers to understand the development opportunities that exist and the matters that will be taken into account by the City of Cockburn in assessing development proposals.
- Help government agencies coordinate infrastructure improvements such as the Public Transport Authority, Main Roads and servicing authorities.
- Help the City of Cockburn guide the following:
  - › Land use, zoning, subdivision and development throughout the centre, to be implemented through the statutory planning system, including amendments to the City's Town Planning Scheme;
  - › Future capital works to meet increased future activity levels within the centre;
  - › The provision of community services and facilities;
  - › The development of Council land; and
  - › Non-statutory initiatives, arrangements or partnerships to assist in realising potential future opportunities within the centre.
- Determine possible locations for the Senior Citizens' Centre.

## 1.6 Process for Preparing the Plans

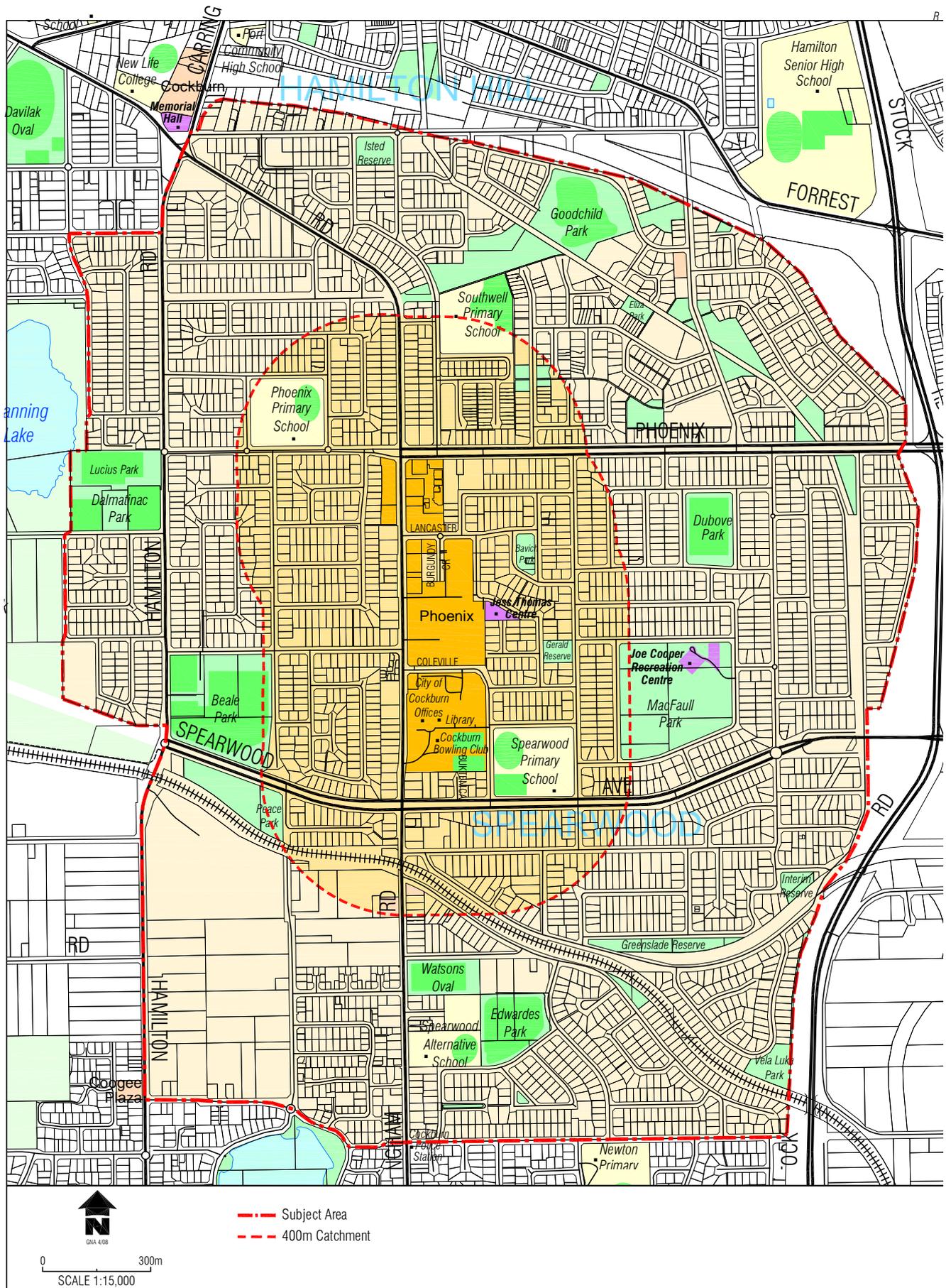
**Figure 2** shows the process the City used for preparing the plans. The process was broadly broken up into the following phases:

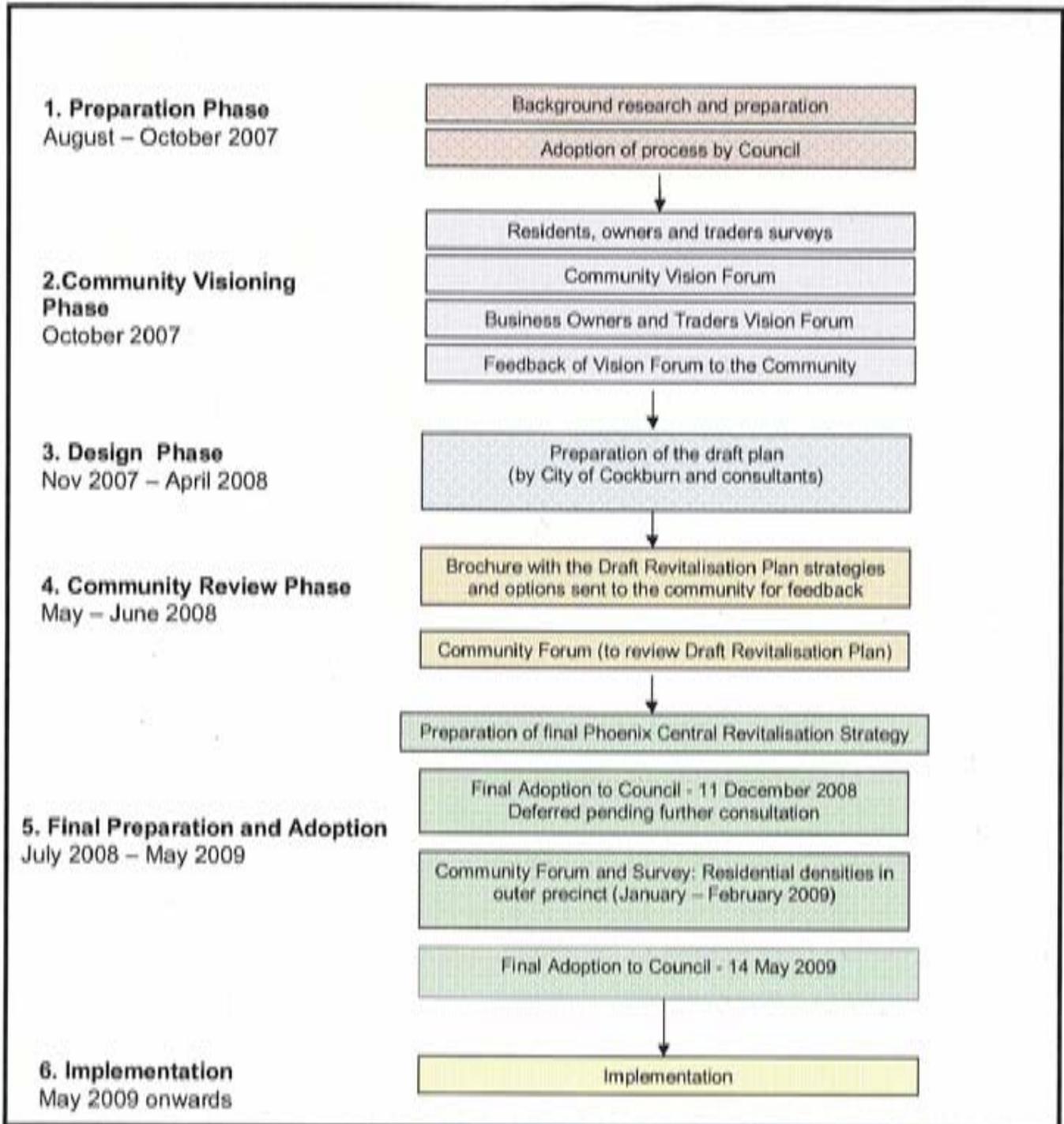
### Preparation Phase

During this phase, the City established the scope of the project and determined an appropriate process for undertaking it. The City also reviewed existing state government and City of Cockburn strategic documents that are guidelines for how the centre

# Study Area

Figure 1





should be developed in the future. Chapter 2 provides a summary of all the background research undertaken for the project.

### Community Vision Phase

Before preparing any plans, the City went to the community for their ideas and input. The City conducted a survey of landowners in the study area, a survey of retailers and traders in the Phoenix commercial centre and hosted a Community Vision Forum, attended by 150 people from the community. Chapter 3 provides a summary of the key ideas and input from the community during this phase.

All of the input provided by the community was available for the community to review via the internet. Landowners in the study area were also sent a summary of the community input. All of the community engagement undertaken during the Visioning Phase of the project was then reviewed at the beginning of the next phase of the project.

### Design Phase

Information gathered in both of the previous phases helped the City to start preparing draft plans for the project. The process the City chose to use for preparing the draft plans was an Enquiry by Design Workshop. An Enquiry by Design Workshop is a non-binding consensus-building approach to planning complex projects. Designers, planners, engineers, representatives of regulatory agencies, and community representatives were invited to work together to establish principles and draw plans as part of an investigative process as to how future development may occur in the area.

The Enquiry by Design Workshop was held at the City of Cockburn Function Centre over three days from the 19 - 21 November 2007. The workshop was facilitated by Malcolm McKay of Mackay Urban Design and attended by various consultants, City of Cockburn staff, councillors and stakeholders (see acknowledgement page at the end of report for comprehensive list).

After the Enquiry by Design Workshop the City further refined the plans and prepared a brochure which summarised the main proposals and ideas for improving the Phoenix Central study area, and

a draft report which provided more detail about the ideas and proposals.

### Community Review Phase

In May 2008, the City sent a brochure to all landowners in the study area. This brochure advertised two Community Forums and also had a reply paid comment sheet to be returned to the City. The City also advertised to the wider community that the brochure and draft report had been released via the City's website, a display at the Phoenix Shopping Centre and through the Cockburn Gazette community newspaper. The full report was available on the City's website, the City's administration office and at the Spearwood Library.

The two Community Forums held in May attracted approximately 160 people. The City also received approximately 400 comment sheets from the community. A summary of the feedback provided by the community during this phase is provided in Chapter 3.

### Final Preparation Phase

After the City had finished reviewing all of the community feedback, the City began the final preparation of the strategy to be presented to Council for adoption.

Council deferred a decision to adopt the strategy at its meeting in December 2008, subject to further consultation on the proposed changes to the residential density in the outer residential area. This consultation was undertaken in February 2009 and included a survey to all residents, and a community workshop. After the City reviewed this feedback it was presented to Council for final adoption in May 2009.

## 1.7 This Strategy

This Strategy is a revised version of the draft report released for community comment during May-June 2008 via the internet and available at the Spearwood Library and City's administration site.

This Strategy includes the following information:

- Project Background;
- Community Consultation;
- Summary of key principles and objectives for the project;

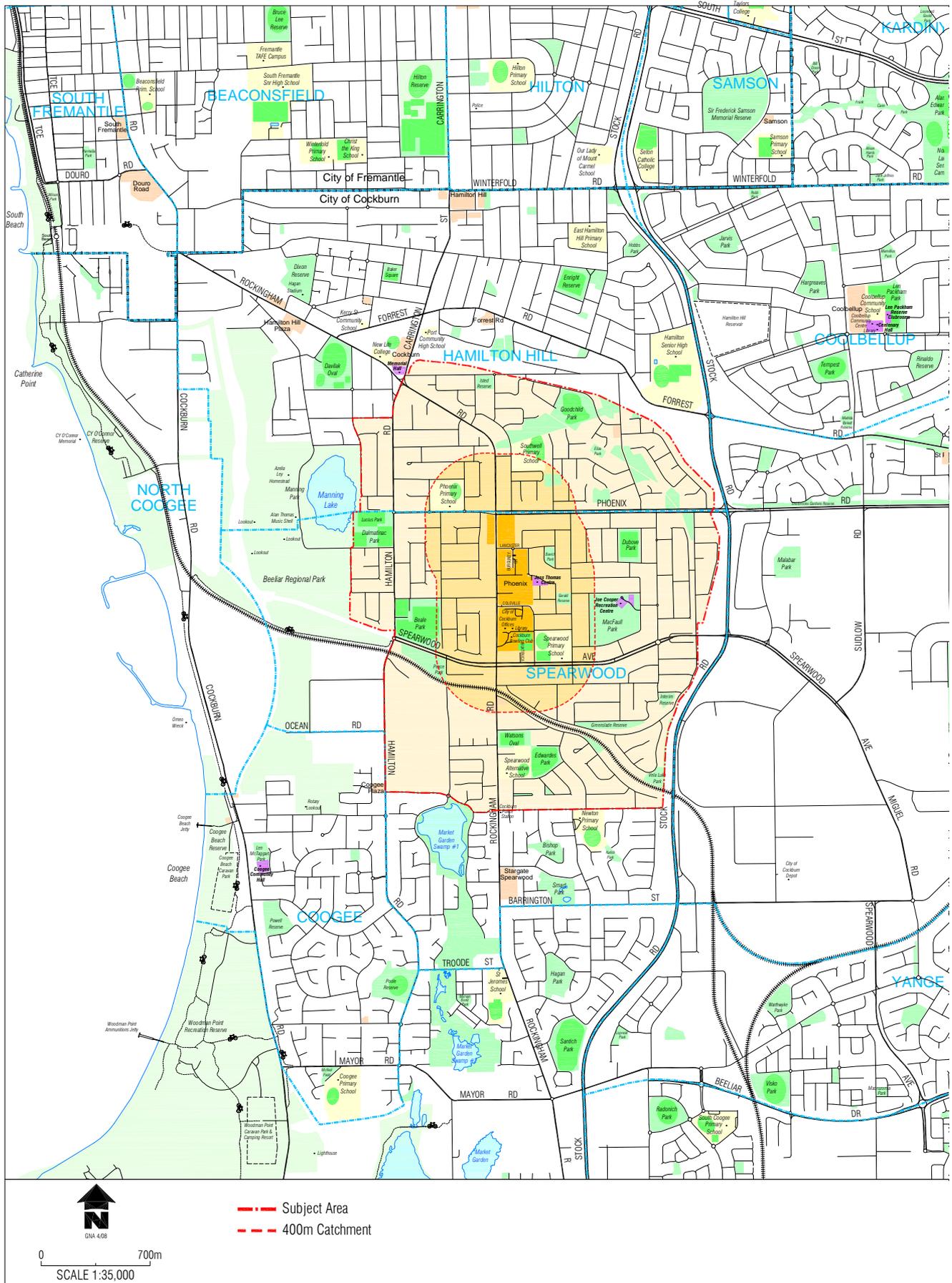
- Proposed zoning changes and services;
- Ideas for a new community hub;
- Ideas for improving the northern end of the commercial centre;
- Improving movement and mobility;
- Ideas for improving parks; and
- Implementation.

Changes to the May 2008 draft report include:

- New information from the outcomes of the community consultation during May/June 2008 (see chapter 3);
- A revised zoning plan and changes to this chapter based on the outcomes of the community consultation period (see chapter 5);
- A revised option for a new community hub on the City's administration site based on the outcomes of the community consultation period (see chapter 6);
- Significant changes to the movement and mobility chapter as a result of the May/June consultation, including the removal of original proposals for new road linkages and more comprehensive direction for improvements to Rockingham Road (see chapter 8);
- Changes to how some of the parks as a result of community consultation such as the removal of the idea for retirement housing on a portion of MacFaul Park (see chapter 9); and
- An implementation chapter (see chapter 10).

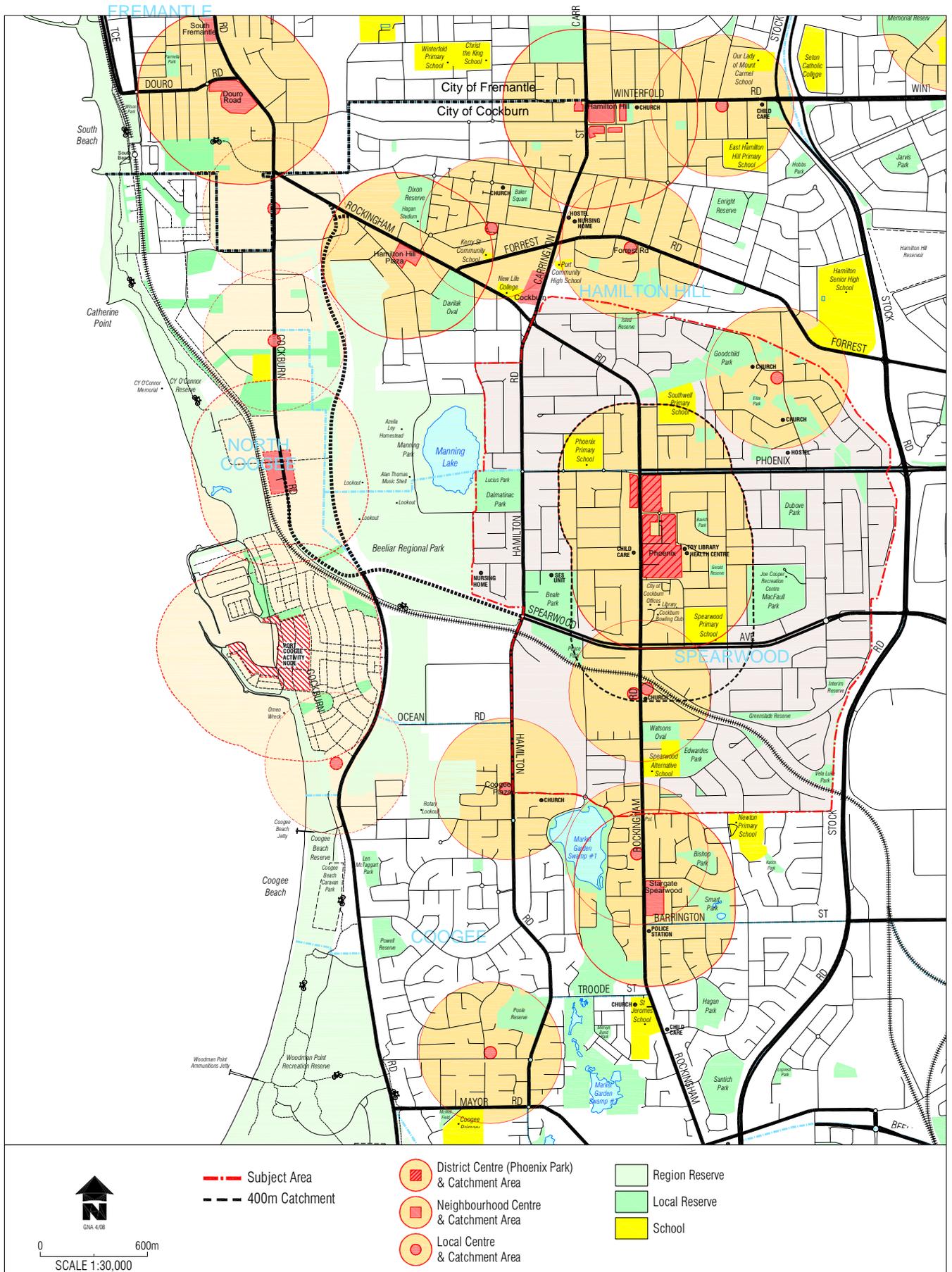
# Location Map

Figure 3



# Context Analysis

Figure 4





# Phoenix Central Revitalisation Strategy

## 2.0 Project Background

### 2.1 Introduction

Information for this strategy was largely gathered during the preparation phase of the Phoenix Central Revitalisation project. The purpose of this phase was to undertake the following background research:

- site location and context;
- relevant strategic and statutory context;
- existing non-residential land uses;
- demographic snapshot;
- employment;
- movement network;
- existing residential zoning;
- housing stock; and
- sewer infill works.

### 2.2 Site Location and Context

The study area is located in the western half of the City of Cockburn, in the suburbs of Spearwood and Hamilton Hill ([figure 3](#)).

[Figure 4](#) shows how the Phoenix district centre is located in relation to other neighbourhood centres. The Phoenix commercial centre is the City of Cockburn's second largest commercial centre

with an approval for 28,000m<sup>2</sup> of retail. Proposed neighbourhood centres are shown in a lighter colour to indicate that they have not been completed.

The new developments of Port Coogee and Cockburn Coast represent significant developments to the west of the study area, which will only serve to strengthen the Phoenix Centre's role as a district centre.

There are also many local centres to the north of the study area, some of which are also in need of revitalisation. The area north of the study area comprising mostly of the suburb of Hamilton Hill will be subject to another study after the completion of the Phoenix Central Revitalisation project.

### 2.3 Relevant Strategic and Statutory Context

#### Network City

*Network City: Community Planning Strategy for Perth and Peel* is a planning strategy prepared by the Western Australian Planning Commission (WAPC) to guide development for Perth until the year 2030. The preparation of this strategy evolved from the Dialogue with the City process which included extensive community consultation and input.

Some of the key recommendations of *Network City* that are applicable to the Phoenix Central Revitalisation project include:

- Using land resources efficiently, make fuller use of existing urban land by supporting additional residential development within existing urban areas, so that 60 per cent of all new dwellings are constructed in this area as soon as possible. The remaining 40 per cent of dwellings are to be in new growth areas. This will help to reduce urban sprawl and the resulting environmental impact on the fringe.
- Encouraging the evolution of existing urban centres to become activity centres. Activity centres are:
 

*“locations where a range of activities are encouraged. Employment, retail, living, entertainment, higher education, high-level or specialised medical services are just a few such activities.”*
- Encouraging mixed-use development in activity centres, including higher density residential developments and employment generators, especially where centres are well served by public transport and have high amenity, walkable catchments.
- Promoting and facilitating increased housing diversity to match the changing housing needs of the Perth population, in locations that provide equitable access and lifestyle opportunities.
- Revitalising existing suburbs by enhancing their amenity and attractiveness, their economic, social and cultural vitality, and their safety and security.
- Ensuring that revitalisation projects contribute to the upgrading of existing infrastructure and services, respect the character of existing places and acknowledge the values of existing communities.
- Town centres should be developed to help create a sense of community and with strong local identity and sense of place.
- Facilitate mixed urban development which provides for a wide range of living, employment and leisure opportunities, capable of adapting over time as the community changes and which reflects appropriate community standards of health, safety and amenity.
- Facilitate new development which supports the efficiency of public transport systems where available, and provide safe, direct access to the system for residents.
- Encourage active street and land use interfaces, with building frontages to streets to improve personal safety through increased surveillance and activity.
- Provide a variety of lot sizes and housing types to cater for the diverse housing needs of the community at a density that can ultimately support the provision of local services.
- Ensure cost-effective and resource-efficient development to promote affordable housing.
- Ensure land potential is maximised wherever possible.

### Metropolitan Centres Policy Statement

The *Metropolitan Centre's Policy Statement, Planning Policy No. 9 (2000)* provides a broad regional framework for the location and development of retail and commercial activities in the metropolitan region. The policy also seeks to achieve a balanced distribution of employment throughout the region.

The following are some of the objectives of the policy:

- Promote the development of a hierarchy of activity centres.
- Encourage activity centres to be developed as the focus of the community and employment activities comprising a range of appropriate commercial and community uses.
- Ensure that centres are highly accessible, of

### Liveable Neighbourhoods

*Liveable Neighbourhoods* is a WAPC operational policy for the design and assessment of new development areas and large urban infill sites. Its objectives equally apply to large revitalisation strategies such as this one.

The following aims of *Liveable Neighbourhoods* should be taken into consideration:

a high urban design standard and developed with due regard to the residential amenity of the locality.

The following are some of the principles for centre development:

- Centres should be concentrations of activities such as retail, office, commercial, entertainment, recreational and community facilities.
- Centres should be accessible by a range of transport modes and be easily accessible for people with disabilities.
- Centres should be attractive community focal points with a range of uses (including residential where appropriate) and be attractive community spaces.
- Centres should provide a range of employment opportunities to improve access to jobs.
- Public transport access should be encouraged by the location of centres near public transport.
- Centres should be developed with a main-street focus, long streets with activities on street frontages and a mixture of uses.

Under this policy, the Phoenix Centre is classified as a district centre and provides the focus for the western portion of the City of Cockburn.

District centres should be promoted as centres which serve the weekly shopping and service needs of the population. The major retail attractors for these centres should be minor discount department stores, supermarkets and speciality stores. District centres should also contain district-level offices such as professional, sales and service offices.

### City of Cockburn Town Planning Scheme No. 3

Under the City of Cockburn Town Planning Scheme No. 3, the Phoenix commercial centre is under a 'District Centre' zone.

The aim of the 'District Centre' zone is:

*"To provide for weekly shopping needs, local offices, health, welfare and community facilities, consistent with the district-serving role of the centre."*

Table 1 of Town Planning Scheme No. 3 sets out a comprehensive list of the uses permitted in the district centre zone.

The City of Cockburn's Town Planning Scheme also lists the objective of the residential zone as:

*"To provide for residential development at a range of densities with a variety of housing to meet the needs of different household types through the application of the Residential Design Codes."*

### City of Cockburn Local Planning Strategy

The WAPC Model Scheme Text provides for a local planning strategy to be incorporated into each new town planning scheme. The strategy was prepared as part of Town Planning Scheme No. 3 and provides the rationale and vision that underlies the regulatory provisions of the scheme. The strategy lists the following actions which are relevant:

- Promote higher density and mixed land-use developments to reduce car use and promote cycling, walking and public transport.
- Ensure that there is an appropriate housing and density mix to fulfil existing and potential demand for aged people, Aboriginal people, people with disabilities, non-traditional families and different ethnic groups.
- Promote medium and high-density housing in and near regional and district centres and near public transport facilities.
- Provide a range of housing opportunities.
- Promote mixed uses of land in communities, especially through the location of housing in commercial centres.

### City of Cockburn Local Commercial Strategy

The main purpose of the City of Cockburn Local Commercial Strategy is to guide the future development of commercial centres within the City of Cockburn. The strategy outlines areas of the Phoenix commercial centre that should remain classified as a district centre.

In 2002 the size of the centre was, according to the commercial strategy, 19,900m<sup>2</sup>. The strategy

suggested that the retail floor space of the centre could expand to 28,000m<sup>2</sup>. The strategy recommended the following:

- Any such addition should not include a supermarket.
- Improvements should be made to improve the appearance and function of the Phoenix Shopping Centre complex, particularly the relationship between the Phoenix Shopping Centre and the 'Business' zoned area to its north.

### City of Cockburn Sustainability Policy

Council adopted its Sustainability Policy in June 2006. A subsequent Sustainability Strategy which guides the implementation of the policy was launched in May 2007.

The Sustainability Policy seeks to incorporate sustainability principles into all City of Cockburn activities and services. Specifically the Sustainability Policy requires Council to ensure that:

- the City is managed, planned and developed in accordance with sustainability principles and practices;
- the City's activities and operations support sustainability; and
- the City actively promotes and encourages sustainability principles and practices in the community.

The Phoenix Central Revitalisation project has sustainability principles and practices right at the forefront by combining environmentally sensitive and socially inclusive design with the potential for encouraging more employment in the local area to enhance the local economy.

## 2.4 Existing Non-Residential Land Uses

**Figure 5:** the mix of land uses in the study area.

**Figure 6:** the zoning for the whole study area.

This section will discuss the following key land uses in the study area:

- town centre;
- community facilities;

- parks; and
- education facilities.

### Town centre

**Figure 7** provides a detailed map of existing uses in the town centre and shows the following main areas of the town centre:

- Phoenix Shopping Centre;
- City of Cockburn administration site;
- northern commercial end; and
- Rockingham Road.

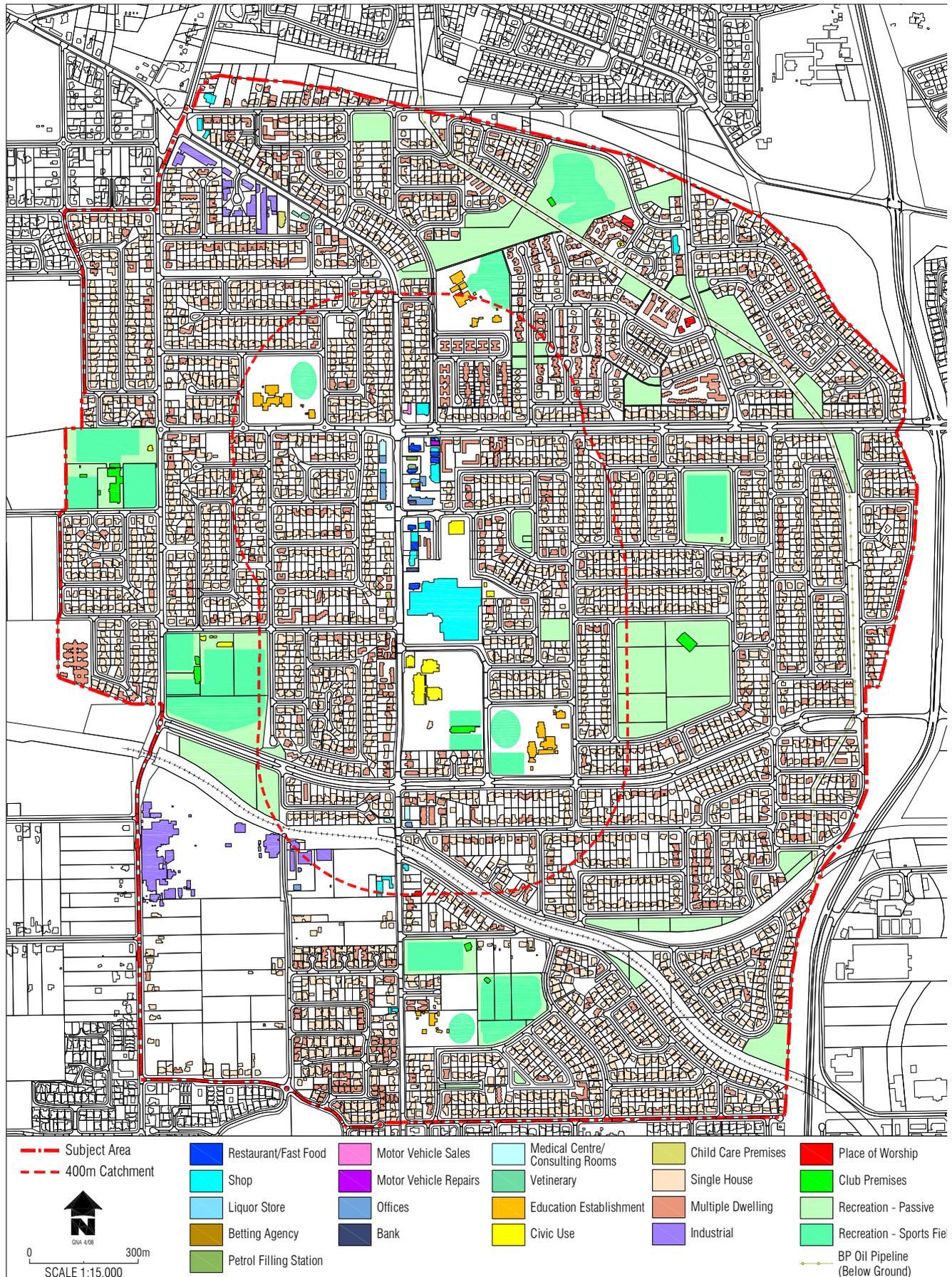
### Phoenix Shopping Centre

This area includes the Phoenix Shopping Centre, some residential apartments, and small shops.

The Phoenix Shopping Centre currently has Development Approval (1911/2004) to expand its retail floor space. The approval is for the shopping centre to expand northward over the existing car park. The shopping centre's architects are currently working on these expansion plans. The plans have not yet been finalised and have not been shown to the City. This project will, however, help to guide and inform the preparation of the plans for the shopping centre and the future development of this precinct.

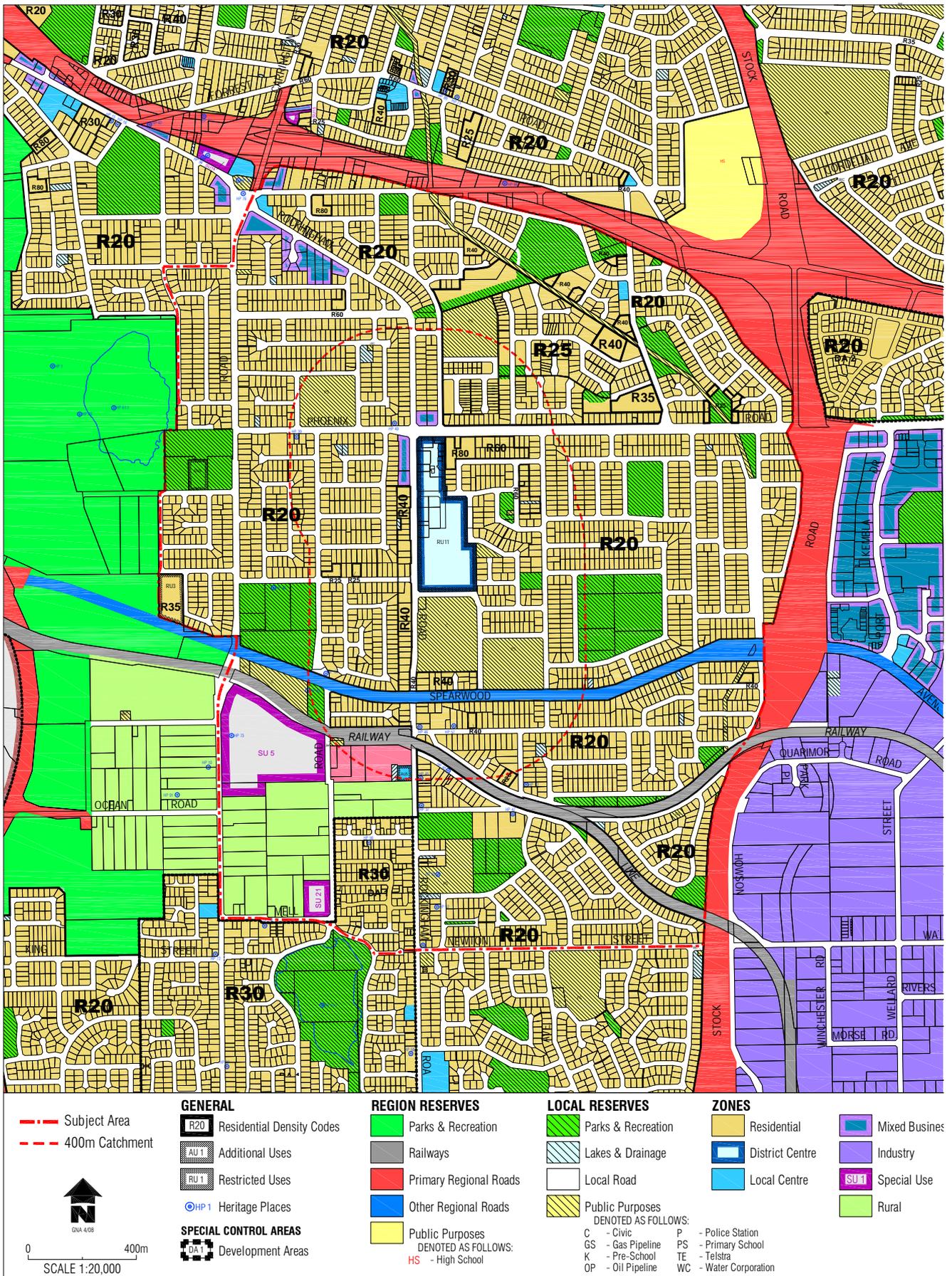


*Photo of the current Phoenix Shopping Centre car park area, where the shopping centre plans to expand.*



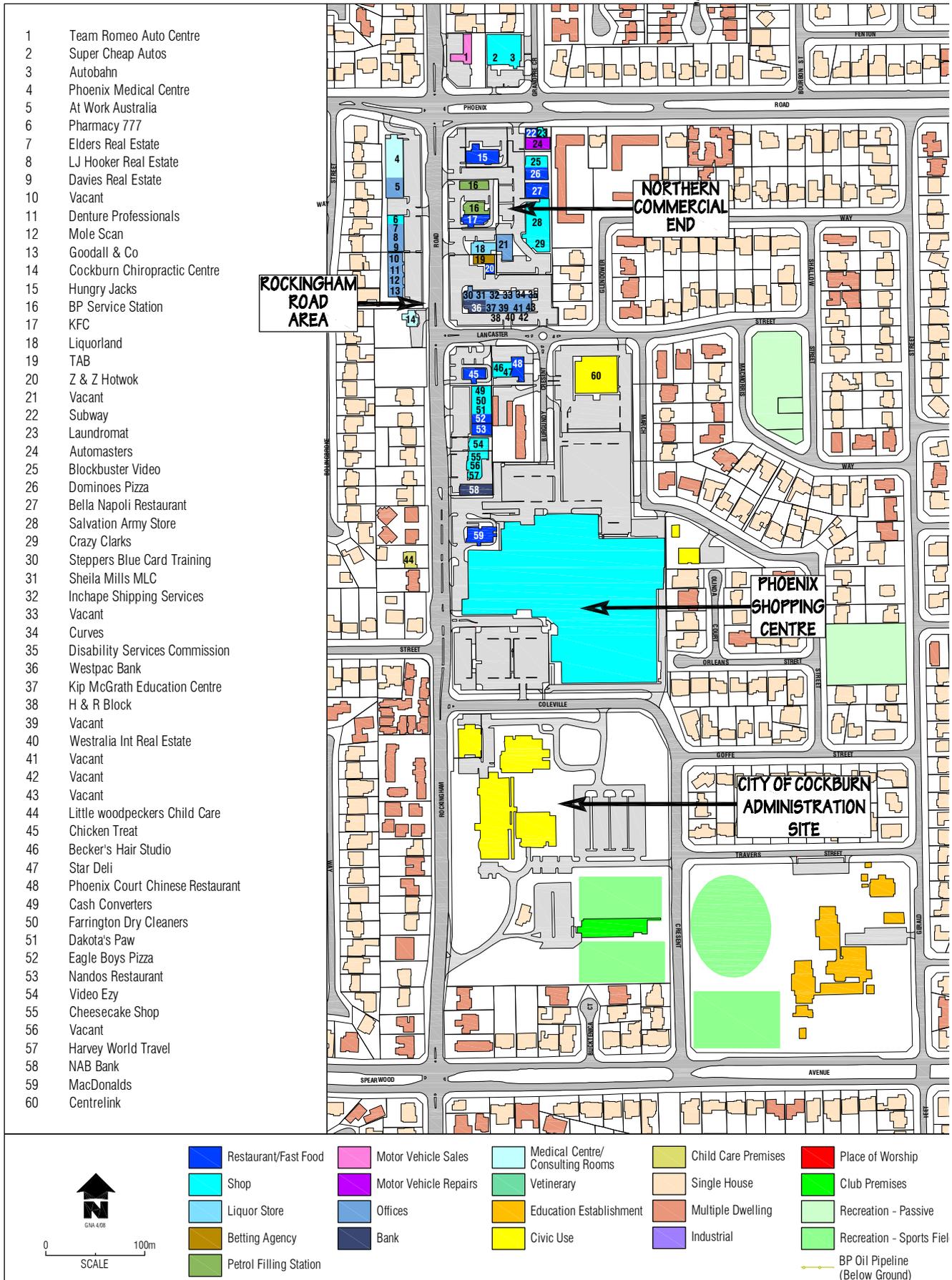
# Town Planning Scheme No. 3

Figure 6



# Town Centre Land Use

Figure 7



- 1 Team Romeo Auto Centre
- 2 Super Cheap Autos
- 3 Autobahn
- 4 Phoenix Medical Centre
- 5 At Work Australia
- 6 Pharmacy 777
- 7 Elders Real Estate
- 8 LJ Hooker Real Estate
- 9 Davies Real Estate
- 10 Vacant
- 11 Denture Professionals
- 12 Mole Scan
- 13 Goodall & Co
- 14 Cockburn Chiropractic Centre
- 15 Hungry Jacks
- 16 BP Service Station
- 17 KFC
- 18 Liquorland
- 19 TAB
- 20 Z & Z Hotwok
- 21 Vacant
- 22 Subway
- 23 Laundromat
- 24 Automasters
- 25 Blockbuster Video
- 26 Dominoes Pizza
- 27 Bella Napoli Restaurant
- 28 Salvation Army Store
- 29 Crazy Clarks
- 30 Steppers Blue Card Training
- 31 Sheila Mills MLC
- 32 Inchape Shipping Services
- 33 Vacant
- 34 Curves
- 35 Disability Services Commission
- 36 Westpac Bank
- 37 Kip McGrath Education Centre
- 38 H & R Block
- 39 Vacant
- 40 Westralia Int Real Estate
- 41 Vacant
- 42 Vacant
- 43 Vacant
- 44 Little woodpeckers Child Care
- 45 Chicken Treat
- 46 Becker's Hair Studio
- 47 Star Deli
- 48 Phoenix Court Chinese Restaurant
- 49 Cash Converters
- 50 Farrington Dry Cleaners
- 51 Dakota's Paw
- 52 Eagle Boys Pizza
- 53 Nandos Restaurant
- 54 Video Ezy
- 55 Cheesecake Shop
- 56 Vacant
- 57 Harvey World Travel
- 58 NAB Bank
- 59 MacDonaldis
- 60 Centrelink



The City of Cockburn administration building

### City of Cockburn administration site

This precinct is mostly in the ownership of the City of Cockburn and is located directly south of the Phoenix Shopping Centre. The Department of Health owns a small site in the northwest corner where a dental clinic is located.

Figure 8 shows the existing buildings located on this site. The site currently includes the City of Cockburn administration building, the Spearwood Library, dental clinic, Civic Centre Hall and Cockburn Bowling and Recreation Club.

The Council is proposing to relocate the bowling club to Visko Park, and has also made a commitment to build a new senior citizens' building on this site.

This site represents a significant opportunity for the evolution of the Phoenix district centre into more of a mixed-use activity centre, according to Network City principles.

### Northern commercial end

This precinct, including the internal streets, is made up of numerous landowners. The land uses in this area range from take-away restaurants, the BP service station to small shops like a pizza shop, Subway and dry cleaners (see [figure 7](#)). The fragmented ownership of this area makes it rather difficult to redevelop without the support of the existing landowners.

### Rockingham Road

A major part of the Phoenix centre is Rockingham Road and the land uses located adjacent to this road. [Figure 7](#) shows the current land uses adjacent to Rockingham Road. The western side of the Rockingham Road currently has residential opposite the Phoenix Shopping Centre. There is opportunity for a limited extension of the mixed business zone already fronting the northern end of Rockingham Road.

### Current mixture of land uses in the centre

The Land Use and Employment Surveys undertaken by the Department for Planning and Infrastructure in 2004 found the following breakdown of uses in the centre. This table is only relevant to precincts 1, 3 and 4.

Table 1: Land-use breakdown for Phoenix

Land-use category	m <sup>2</sup>
Shop/retail	21,742
Other retail	150
Office/business	5,605
Health welfare/community services	368
Entertainment/recreation/culture	49
Utilities/communication	284
Storage/distribution	430
Vacant	2,956
Total	32,110

Source: Land Use and Employment Surveys, Department for Planning and Infrastructure, 2004.

The above table shows the domination of the centre by shop or retail floor space. There has been an increase in the floor space of office/business from 1994m<sup>2</sup> in 1990 to 5605m<sup>2</sup> in 2004, but a substantial decline in entertainment/recreation/culture floor space within the centre from 595m<sup>2</sup> in 1990 to only 49m<sup>2</sup> in 2004. The above survey does not count current community facilities located outside the centre such as those on the City's administration site.

In line with the principles of *Network City, Liveable Neighbourhoods*, and the *Metropolitan Centre's*

*Policy Statement*, it would be highly desirable to increase the non-retail uses of the centre, particularly entertainment, culture, office, business, health and welfare and community services, along with integrated residential development to create a vibrant and safe town centre.

### Community facilities

**Figure 4** shows some of the key community facilities in the study area. Some of these facilities are also shown in **figure 7**. The key community facilities in the study area are:

- Cockburn Dental Clinic;
- Centrelink;
- Disability Services Commission;
- Jess Thomas Child Health Centre;
- Spearwood Out of School Care;
- Cockburn Volunteer Emergency Services;
- Cockburn Bowling and Recreation Club;
- Joe Cooper Recreation Centre;
- Civic Centre;
- Beale Park Recreation Facilities;
- Southwell Community Centre; and
- Spearwood Library.

The following buildings are considered to be in need of refurbishment, redevelopment or relocation:

1. The Southwell Community Centre is small and poorly located and needs to be demolished and a new expanded Goodchild Reserve Recreation and Community Facility created.
2. Joe Cooper Recreation Centre building is poorly located and in poor condition. The services provided at Joe Cooper could be provided at a refurbished and upgraded Beale Park Recreation and Community Facility.
3. The Civic Centre Hall is underutilised as it does not meet current needs or requirements. There is an opportunity to integrate a range of facilities into the one building and create a state-of-the-art community hub.

4. The Cockburn Bowling and Recreation Club is keen to move from their current old facilities to a new centrally located facility on Visko Park.
5. It is proposed that the Cockburn Volunteer Emergency Services be relocated to new more central facilities on Parkes Street in Yangebup.
6. The Strategic Plan for the City's Library and Information Service identified the need for the Spearwood library to be upgraded and enlarged.

The City's Department of Community Services and Department of Human Services also reviewed the needs of the community and suggested the following:

- a new early years and family centre;
- a new youth activities space;
- computer training rooms; and
- other community meeting rooms.

The Council has also made a commitment to build a new senior citizens' building on the City's administration site.

### Recreation facilities

The following parks are in the study area:

- MacFaul Park;
- Dubove Park;
- Beale Park;
- Lucius and Dalmatinac Parks; and
- Goodchild Park.

Several of these parks have the potential for improved visual appearance and usage.

There are also a number of smaller reserves and easements such as the oil-pipeline reserve in the locality of Southwell, the railway reserve in the southern part of the study area and Greenslade Reserve. These reserves and easements present opportunities to create cycle and walking trails through the study area.

## Education facilities

The following primary schools are in the area:

- Phoenix Primary School;
- Southwell Primary School;
- Spearwood Alternative School; and
- Spearwood Primary School.

The Department of Education and Training has not advised of any plans to consolidate or relocate any of these schools.

## 2.5 Demographic Snapshot

Most of the statistics used in this snapshot are from the Australian Bureau of Statistics 2006 Census. This demographic snapshot also includes comparison between the Phoenix Central study area and the City of Cockburn. In some instances, Hamilton Hill, Spearwood and the Perth data are compared. The Phoenix Central study area has been taken from Australian Bureau of Statistics 2006 collector district data.

### Population

At the time of the 2006 Census, there were 74,472 people with the City of Cockburn as their place of usual residence. The Phoenix Central study area has a population of 9,292.

### Age

The Phoenix Central area has a higher proportion of residents over 65 than the average for the City of Cockburn. In the Phoenix Central study area 16.8% of the population is over the age of 65. In the City of Cockburn, only 10.1% of the population is over 65.

### Place of birth and languages

In Hamilton Hill, 60.4% of residents said they were Australian born. In Spearwood, 58.8% said they were Australian born.

Of those born overseas, the five main countries of birth are England, Italy, Portugal, Croatia and New Zealand. Italian, Croatian and Portuguese also represent common languages spoken at home, other than English. This is similar to the rest of the City of Cockburn.

## Sample family characteristics

This table shows there are less married couples and more couples without children and single-parent families in the Phoenix Central study area compared with the City of Cockburn.

**Table 2: Sample family characteristics**

	Married	Couple families (no dependants)	Single-parents families
Phoenix Central study area	45.8%	38.6%	21.4%
City of Cockburn	51.2%	33.8%	16.2%

## Household types

The table below shows there are more single-person households in the study area.

**Table 3: Household types**

	Family household	Single-person household	Group household
Phoenix Central study area	60.4%	34.3%	2.9%
City of Cockburn	72.7%	19.8%	2.8%

## 2.6 Employment

In 2004, the Phoenix district centre employed 1,020 people according to the Land Use and Employment Survey (2004). This survey does not count the people employed at the City's of Cockburn's administration site. The ABS 2006 Census indicated that there were 36,602 people employed in the City of Cockburn. In overall terms, whilst the Phoenix precinct is the second-largest centre in Cockburn, it is currently not a major employment destination for the City. Strengthening the employment opportunities that the Phoenix centre offers would be highly desirable.

## 2.7 Movement Network

**Figure 4** shows the existing transport infrastructure. Rockingham Road is the district road that runs north south through the study area. Uloth and Associates prepared a district traffic study for the City in 2006. According to this study, Rockingham Road (between Phoenix Road and Spearwood Avenue) had 18,990 vehicles per day in 2004 and by 2031 was forecast to have 19,560 vehicles per day. These forecasts were made before the new Cockburn Coast development and intensification of land use in the study area were proposed.

Stock Road, located east of the structure plan area, is the primary regional road in the locality and provides access to the study area via Winterfold Road, Phoenix Road, Spearwood Avenue and Barrington Street.

A cycle plan for the whole City is currently being completed and has been reviewed as part of the preparation of the Phoenix Central Revitalisation draft plans.

The Public Transport Authority has suggested that the high-frequency bus service located on Rockingham Road that links Fremantle to Rockingham via Cockburn and Kwinana should ultimately be a dedicated bus way or light rail route. A dedicated bus lane has already been provided on Hamilton Road in the City of Fremantle. The City is, therefore, exploring ways to continue this bus lane on Rockingham Road and also intensify land use around the stops on this route to maximise population catchments for this bus service. This route is an activity corridor according to Network City principles.

## 2.8 Existing Residential Zoning

Figure 6 shows existing zoning for the study area. The residential coding within the study area ranges from R20 to R80, with the majority being R20. The R20 coding was introduced as part of the review of Town Planning Scheme No. 2 which changed the minimum coding, from R12.5 and R15, to R20.

Other aspects of the zoning include the following:

- A large section of the Southwell area is coded R25. Town Planning Scheme Amendment No. 38,

which was gazetted in June 2007, rezoned surplus areas of public open space within Southwell to residential R40.

- An R40 coding along the section of the western side of Rockingham Road and an area to the south of the Cockburn Bowling club.
- A number of individual sites zoned R25 R80 which relate to developments that were generally approved in the 1960s or 1970s.
- Two large R35 sites at Rodd Place Hamilton Hill and Gorham Way Spearwood which accommodate housing for aged persons.
- A special-use (SU21) site located on the corner of Mell Road which allows for a residential high-dependency aged care facility.
- The land surrounding Watson's meat processing facility is zoned rural. The buffer associated with this activity is under review and a detailed assessment of this land will be undertaken as part of a separate process if the buffer is reduced.
- Located to the east and south of the above rural properties, Development Area 1 (Packham) is zoned R30. In 2005 the City initiated a Scheme Amendment to rezone the area from Residential R30 to R20. The Scheme Amendment has recommended for final approval by Council and was forwarded to the Western Australian Planning Commission in April 2006 for the Minister's final endorsement. The Commission has recently requested Council to review its decision to down code the area.
- The 'Local Centre', 'District Centre' And 'Mixed-Business' zones currently allow for residential development to a density of R60. Inclusion of residential is dependent on resolving land-use conflicts.

## 2.9 Housing Stock

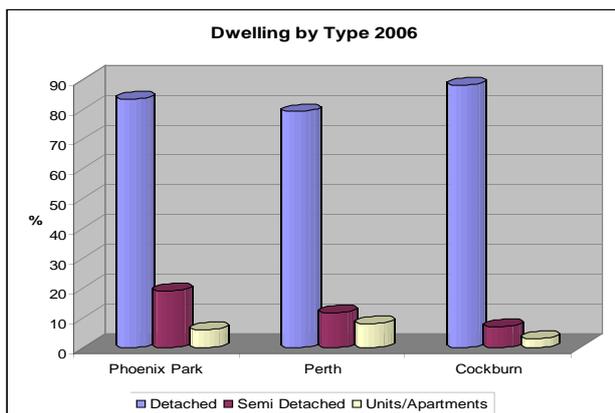
### Existing dwelling types

The Phoenix study area consists of 83.3% single detached dwellings which is slightly above the Perth average of 79.1%. The total percentage of single detached dwellings within the entire City of Cockburn is slightly higher at 87.9%.

The proportion of semi-detached dwellings within the study area is 19% which is higher than Perth (11.9%) and the Cockburn area (7%). Units/apartments within the study area comprise 6.1% which is less than the Perth area of 8% and greater than the Cockburn area of 3%.

The highest concentration of units/apartments is found along Phoenix Road immediately east of the Phoenix commercial precinct. The highest concentration of semi-detached units is found immediately south and east of the Southwell Primary School.

Overall, the percentage breakdown of dwellings types within the study area is generally similar to the Perth area. As experienced with the broader Perth area, the changing demographics towards declining household sizes is affecting, and will continue to affect, the suitability and sustainability



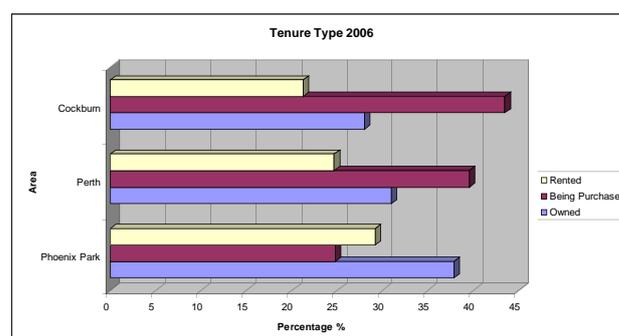
of the dominance of single detached dwellings. To accommodate this trend towards smaller household sizes and composition, more attention needs to be given to providing a greater variety of houses and, in particular, housing which is more suitable for accommodating sole occupant or two-person households such as grouped and multiple dwellings. Increasing densities in key locations can encourage a range of housing types to accommodate household changes.

### Tenure type/ownership

The Phoenix study area has a higher rate of fully owned dwellings, 37.9% compared to 31% for Perth and 28% for Cockburn. Conversely, the study area has a lower rate of homes being purchased with 24.8%, compared with 39.6% for Perth and

43.5% for Cockburn. This most likely contributed to the higher proportion of people in the higher age brackets living within the study area, and the correlation with homeownership (homes paid off) increasing with age.

The study area also has a higher than average rental population with 29.2%, compared with 21.3% for Cockburn and 24.7% for Perth. The high proportion of rentals could be contributed to the inclusion of Southwell within the study area. Southwell was developed as a State Housing Commission area



during the 1970s and the percentage of Homewest properties within the areas was in excess of 30%. This area is currently undergoing an urban renewal process known as Phoenix Rise which will reduce the presence of Homewest housing to approximately 10%.

### Dwelling age and condition

An examination of aerial photographs and deposited plans for subdivisions were used to determine the approximate age of housing. The majority of the study area was developed during the 1970s with some smaller pockets developed during the mid-to late 1960s. Isolated parts of Southwell and a pocket of Spearwood around Leonard Way were developed within the early 1980s.

An area within the south-western section of the study area (Development Area 1 – Packham) contains dwellings which were developed in the early 2000s.

Although the housing condition varies considerably within the study area, the housing condition can best be described as average to good condition. There are isolated pockets which are considered

to be in poor condition, such as parts of Southwell and other areas which contain walk-up flats. Most dwellings within the study area are brick construction and most are likely to be structurally sound for a number of years.

There are no designated Heritage Areas within the study area however Council’s Municipal Heritage Inventory does list a number of residential buildings and churches which have heritage value.

The majority of the study area was used for market gardening purposes in the past mainly by European migrants from places such as Italy and Yugoslavia. The legacy of these migrants is still evident today with the European influences clearly noticeable in some of the housing styles within the study area. These styles of housing are found sporadically throughout the study area and do not represent the typical housing stock.

Most housing was developed between the mid-1960s to the early 1980s and represent typical modest housing styles of this era. Concentrations of State Housing Commission dwellings occur within Southwell and in the 1970s style walk-up flats dispersed throughout the district.

Some older style housing is evident which is associated with the original market gardens. The housing styles are quite diverse and generally do not have a distinct or unique character.

### Lot sizes

Figure 9 shows the sizes of lots in the residential area. The following summarises the percentage breakdown of the lots sizes:

- Less and than 600m<sup>2</sup>: 3.5%
- Between 600–700m<sup>2</sup>: 3.6%
- Between 700–900m<sup>2</sup>: 67%
- Between 900–1050m<sup>2</sup>: 9.4%
- Greater than 1050m<sup>2</sup>: 5.6%
- Other strata-title lots: 10.8%

The majority of the study area is zoned R20 which allows for an average lot size of 500m<sup>2</sup>. However the majority of the land zoned R20 have existing

lot sizes between 700–900m<sup>2</sup> or greater which represents a net developed density of around R12.5–R15 which reflects the original density coding of most of this area under TPS No. 2.

The reasons for the low built density are due to the unavailability of sewers in many areas in the past and the current R20 zoning. Therefore even with the introduction of sewers into the area, most lots zoned R20 do not have development potential.

R-Code	Average lot size per dwellings (m <sup>2</sup> )	Min. lot size for two dwellings (m <sup>2</sup> )	Min. lot size for three dwellings (m <sup>2</sup> )	Min Lot size for four dwellings (m <sup>2</sup> )
20	500	1000	1500	2000
25	350	700	1050	1400
30	300	600	900	1200
35	260	520	780	1040
	285 (MD)	570	855	1140
40	220	440	660	880
	250 (MD)	500	750	1000
60	180	360	540	720
	166 (MD)	332	498	664
80	125 (MD only)	250	375	500
160	62.5 (MD only)	125	187.5	250

*Notes: The above figures are based on the average lot size requirements under the R-Codes and Town Planning Scheme No. 3. The figures do not recognise possible variations to average lot sizes and possible design constraints associated with achieving minimum lot sizes and battleaxe lots. All figures relate to single houses or grouped dwellings, except those marked MD which relate to multiple dwelling. All standards for grouped dwellings and single houses within R80–R160 areas are as per the R60 Code (180m<sup>2</sup> average). The 500m<sup>2</sup> average lot size requirement for R20 reflects the amendment to the R-Codes which will take effect on 30 April 2009 and the proposed changes to Clause 5.4.1 of Town Planning Scheme No. 3 to reflect the R-Codes.*

### Dwelling location on lots and street frontage

An analysis of current aerial photographs was used to assess the location of dwellings on lots. The location of dwellings varies considerably within the study area and this will affect whether existing dwellings can be retained when redeveloped. Apart from corner lots, to retain an existing dwelling there must be sufficient side access and rear yard to develop a dwelling. In many cases, dwellings either occupy the majority of the lot width or are located so that the rear yard is too small. In these cases, there will need to be some modification to the existing dwelling to enable it to be retained whilst building behind, or alternatively it will need to be demolished. Higher density lots which can contain more than two dwellings will make it more difficult to retain dwellings.

Street frontage is an important issue to consider when considering the resultant built form on redeveloped lots. The majority of single house lots within the study area range from 18m to 20.3m in width. The minimum width applying to the R20 zone (most of the study area) is 10m. If the land is rezoned to a higher coding of R25 a minimum frontage of 8m applies and for higher coding there is no minimum frontage. This therefore means that most lots could contain two street-frontage lots at higher coding, although it is recognised that the resultant lots could be quite narrow and additional design guidelines may be required to achieve good urban design and streetscape outcomes.

### 2.10 Sewer Infill Works

Any application to subdivide or construct two or more grouped dwellings on a site requires connection to mains sewers. The Water Corporation advised in May 2009 that the State's Infill Sewerage Program has been deferred until further notice due to current global financial circumstances. Remaining work will be reconsidered once the current financial environment improves. In terms of Spearwood and (south) Hamilton Hill suburbs, five areas have been deferred, the most substantial of which is Spearwood 28A. This area includes existing residential properties generally south of Phoenix Road/Derinton Way, west of Rockingham Road and north of the railway.

The City will continue to progress redevelopment plans consistent with the Strategy. In accordance with the strategy, the City will be progressing rezonings to facilitate higher residential densities across the Spearwood area. While Scheme requirements will prevent new subdivision or multi-dwelling development taking place on unsewered lots, by implementing higher density zonings under the Scheme landowners will be positioned to undertake subdivision or multi-dwelling development once the Infill Sewerage Program recommences.

# Phoenix Central Revitalisation Strategy

## 3.0 Ideas and Input from the Community

### 3.1 Introduction

Before preparing any draft plans, the City first went to the community for their ideas and input. The City conducted the following:

- landowner surveys (see section 3.2);
- retailer and traders' survey (see section 3.3); and
- a Community Vision Forum (see section 3.4).

This chapter provides a summary of community input. These were available for the community to review via the internet. Landowners in the study area were also sent a summary of the community input.

After the vision forums and initial surveys, the City then held an Enquiry by Design workshop to prepare the draft plans. These plans and ideas were then refined by the City and consultants and released to the community in May for comment via the following means:

- comment sheets for landowners and residents to return (see section 3.5); and
- two community forums (see section 3.6).

### 3.2 Landowner Surveys

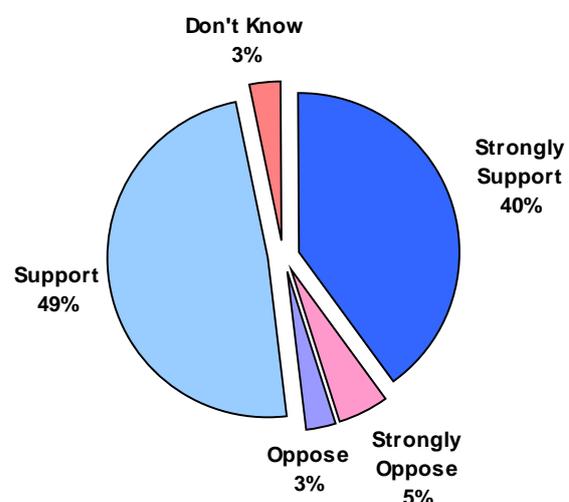
This survey was jointly prepared by the Spearwood Community Association and the City of Cockburn in October 2007.

The purpose of the survey was to provide the City with a direction from the community regarding rezoning of properties for the Phoenix Central Revitalisation project.

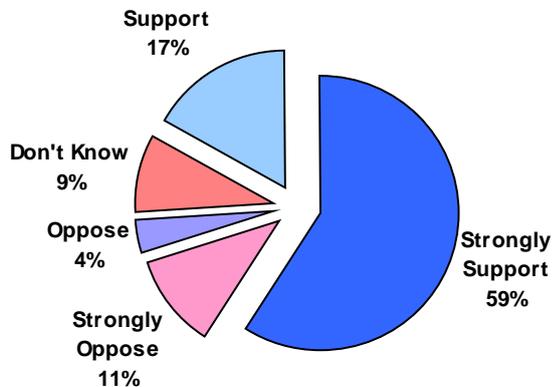
The survey was sent to 4,268 landowners in the study area. The following are the results of the survey questions for Spearwood and Hamilton Hill.

#### Spearwood

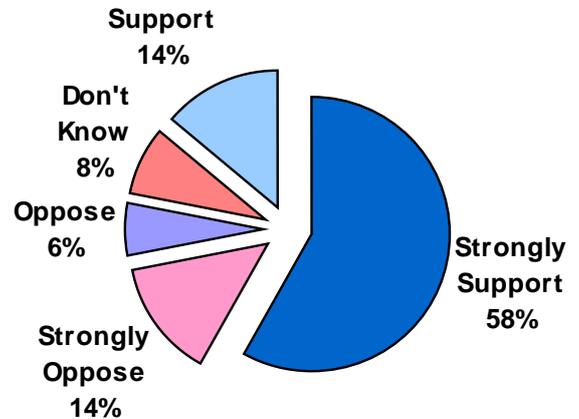
1. Are you supportive of zoning changes in the Spearwood area to allow for further subdivision and redevelopment?



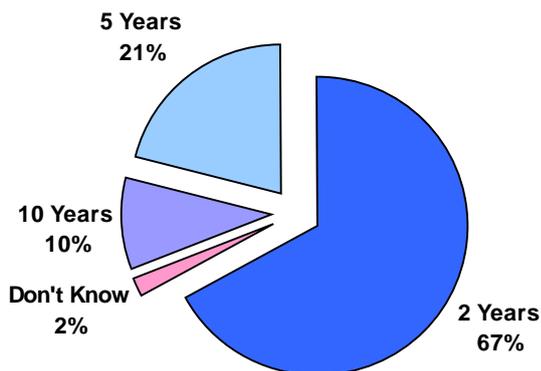
2. Are you interested in rezoning your property to allow for further subdivision and redevelopment?



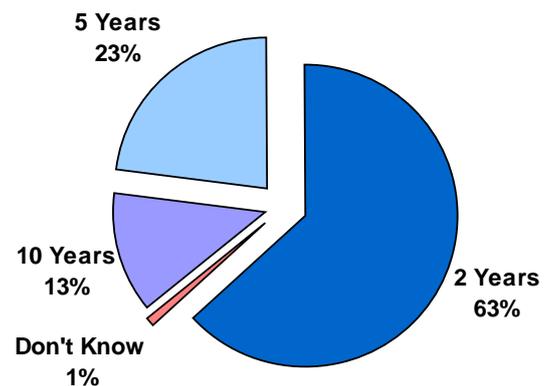
2. Are you interested in rezoning your property to allow for further subdivision and redevelopment?



3. If supportive of rezoning, when would you like to subdivide or redevelop your property?

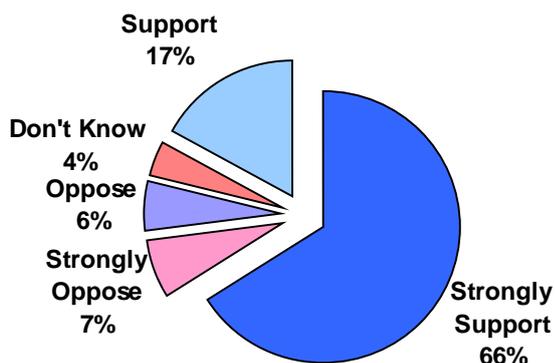


3. If supportive of rezoning, when would you like to subdivide or redevelop your property?



### Hamilton Hill

1. Are you supportive of zoning changes in the Hamilton Hill area to allow for further subdivision and redevelopment?



### Summary

The survey results show that 89% of Spearwood and 83% Hamilton Hill respondents were supportive of the City of Cockburn initiating zoning changes to the study area.

Rezoning would give residents the option to redevelop their properties where appropriate. The survey results showed that the majority of the community would like to redevelop in the short term.

### 3.3 Survey of Retail Traders

Fifty traders were surveyed during the last two weeks of October 2007 by consultants Village Well as part of the visioning phase of the Phoenix Central Revitalisation project.

Of those surveyed, 17 were owners of a business, 16 were managers of a business and 17 were staff members of a business.

Seventy-two per cent of those surveyed identified local people as their main customers. The wider Cockburn catchment area, and passers-by from Fremantle and Rockingham, made up the remaining customers.

The following are the outcomes of this survey as documented by Village Well for the City of Cockburn:

#### What do you like about the area?

1. Good position with main road access and exposure.
2. Availability of parking.
3. Proximity to other businesses.

#### What don't you like about the area?

1. Traffic problems including speed, danger of entry and exit to main road, poor traffic flow (this included a concern for customer safety).
2. Vandalism.
3. Loitering.

#### What would you do to make the place better?

1. Beautify the area, improve the streetscape.
2. Green the area with trees, parks, attractive verges, etc.
3. Provide safe places and activities for people, with an emphasis on young people.

#### What are one or two things Council could do to make the place better?

1. Support the beautification of the area and streetscape improvements.
2. Improve traffic and pedestrian safety.

3. Maintain the area better e.g. rubbish and recycling.

#### What types of businesses are missing from the area?

1. Family restaurants and cafés (particularly night-time entertainment).
2. Fresh and alternative food options.
3. Clothing and boutiques.



### 3.4 Feedback from the Initial Community Vision Forum

A Community Vision Forum was held on Saturday, 27 October 2007, with approximately 150 people attending. These were, in the main, local residents and ratepayers, with a small number of investors and traders present.

Participants spent a major part of the workshop in small groups, exploring ideas, issues and opportunities, for both the commercial and residential aspects of the project, as well as some future visioning for the area.

The following are the most frequent responses in priority order to the questions asked during the Community Vision Forum. This information was collated by consultants Village Well.

## Community vision: town centre commercial area

### What is special about the Phoenix shopping precinct?

1. Ample free parking.
2. Convenience to the residential area.
3. Shops which meet daily living needs.
4. A meeting place for this multicultural community.
5. Good access by public transport.
6. A range of amenities and services other than retail.

### What is not working about the Phoenix shopping precinct?

1. Poor aesthetics and no sense of place.
2. Traffic flow and pedestrian access, within centre and Rockingham Road.
3. Limited range and number of specialty shops.
4. No entertainment options, particularly after hours.
5. Safety and security.
6. Lack of public areas to meet and sit.

### What do you think could be improved about the Phoenix shopping precinct?

1. Traffic calming to Rockingham Road and improved pedestrian access between areas.
2. Community gathering places e.g. gardens, seating and a piazza, cultural/community centre, integrated senior citizens' centre.
3. Specialty shops e.g. boutiques, gourmet deli, alfresco dining, café, fresh fish, and lifestyle options.
4. Entertainment, including night-time activity e.g. a cinema, tavern, cultural activities.
5. Replace bland grey feeling with landscaping, better architecture and beautification.

6. Walkways and over/underpasses to connect commercial areas with shade and seating.

## Community vision: residential areas

### Why do you live here?

1. Access to the coast and beaches.
2. Proximity to Fremantle and adjoining suburbs.
3. Convenience to amenities and services.
4. Affordability.
5. Family connections/migrant history.
6. Easy access and availability of public transport.

### What do you want to keep the same about the residential area?

1. Green open space, parks, recreation and wetlands.
2. Residential aspects, maintain some single dwellings with medium-density housing.
3. Multicultural mix of population.
4. Maintain recognition of history such as market gardening and heritage.
5. Peace and quiet, and quality of life in an established suburb.
6. Friendly community atmosphere.

### What would you like to change about the residential area?

1. Rezone to allow for mixed densities.
2. Improve roads, particularly Rockingham Road.
3. Maximise greenness, and beautify parks and recreational facilities.
4. More activities for different generations including a piazza, culture and entertainment hub, and night time activity.
5. Streetscape with verge planting, greenways, walkways and street lighting.
6. More frequent public transport.

### Hot spots for change

Participants used maps to highlight where they think change should begin first. Priority areas for change were:

#### Roads and public transport

Creating traffic calming and safe pedestrian access along Rockingham Road, Lancaster Street and Coleville Crescent.

#### The Phoenix Shopping Centre

Beautifying and landscaping the centre and its car park. Including better quality food, boutiques and places for the community to meet and spend time.

#### Council land

Providing facilities and open space for community use and the proposed seniors' centre.

#### Small traders/businesses

Improving the look and connectivity of small traders and businesses near the corner of Phoenix and Rockingham roads. Increasing family-friendly night-time activity.

#### The beginning of a common vision

Participants were asked to respond to the question: "What do you think Phoenix Central will be like in the year 2020?". This was an opportunity to begin to create some vision statements that could be further developed with the community and stakeholders into a common vision and place essence story.

The four key themes which arose are presented here as vision statements:

1. An integrated and connected, vibrant and sustainable lifestyle, which has balanced access through walking, cycling, public transport and motor vehicle use.
2. A green and beautiful precinct with civic spaces and public art that reflects the natural environment and has aesthetically pleasing high standards of architecture and housing types.
3. A strong sense of community which is safe,

values its cultural diversity and builds on its place heritage by including stories about Indigenous people, migrants, past events, market gardens and the ocean.

4. A balance of retail, recreational, social and cultural activity with options that maximise the health and wellbeing of all community members.

These statements have become the overall goals for the Phoenix Revitalisation project.



### 3.5 Community Vision Forums

The City sent a brochure to all landowners in the study area in early May 2008, outlining the draft proposals and inviting them to attend two community forums. The forums were held on Saturday, 17 May 2008, and Tuesday, 20 May 2008, with approximately 160 people attending. The purpose of the two community forums was to receive feedback concerning the draft proposals and plans from the community. Participants were mostly local residents and ratepayers, with a significant number there to raise concerns about some of the ideas for new road linkages.

The following are the most frequent responses to the questions asked during the community forums. The ten most frequent responses made by more than one group are included here.

## Top group responses to the ideas for the new community hub

### What do you like about the ideas for a new community hub?

1. Life Learning Centre (8)
2. Entertainment and lifestyle opportunities (7)
3. Restaurants and cafés/café strip (6)
4. Central meeting and community place (5)
5. Town park (4)
6. Town square (3)

### What do you not like about the ideas for the new community hub?

1. Concerned about high rise (12)
2. Better connected to shops and surrounding areas (2)

### What could be improved?

1. Ensure safety/security in design (4)
2. Needs to accommodate youth (3)
3. Disability access (2)
4. Crossing on Rockingham Road (2)
5. Better integration with shopping centre (2).
6. Addition of good quality tavern/food places (2)

## Top individual responses to the ideas for the new community hub

### What do you like about the ideas for a new community hub?

1. Generally support/like proposal (24)
2. Café strip (19)
3. Improvement of shopping centre (18)
4. Recreation and entertainment facilities at our doorstep (14)
5. Central meeting and community place (14)
6. Life Long Learning Centre (11)

7. Town square (8)
8. Increase in aged housing in a central location (8)
9. Town park (7)
10. Water feature (7)

### What do you not like about the ideas for the new community hub?

1. High-rise/high-density (36)
2. Generally oppose/dislike (16)
3. Concern for increase in crime/young people (9)
4. High-rise and apartments overlooking people's yards/lack of privacy (8)
5. Loss of bowling club (7)
6. Surrounding streets get busy (7)
7. Creation of new roads (4)
8. Concerns about loss of green space (4)
9. Impact on surrounding properties (3)
10. Loss of dental clinic (3)
11. Security (3)
12. Through road to Goffe Street (3)
13. Placed aged residential units in the plan (4)
14. Should be dominated by pedestrians not cars (3)

### What could be improved?

1. Create better linkages between the community hub and shopping centre (10)
2. Better consultation (9)
3. Improve pedestrian ways and crossings, especially Rockingham Road (8)
4. Traffic calming for Rockingham Road in the vicinity of the hub (7)
5. Address safety and security issues (6)
6. Include facilities for young people (5)

7. Parking underground (5)
8. Shopping centre beautified and improved (4)

### Top group responses to the ideas for improving mobility and movement

**What are your views about the idea of traffic calming Rockingham Road (to enable streetscape improvements and a bus lane) by making new street linkages and placing traffic lights at Gerald Street?**

1. No bus lane (6)
2. Pedestrian overpass or underpass of Rockingham Road (6)
3. Concerned about more traffic on residential streets (6)
4. Do not agree with plans for Gerald Street (5)
5. May create short cuts (2)
6. Needs to be more pedestrian friendly (2)

**What are your views about the idea of encouraging people to walk, cycle and catch public transport, by improving the footpaths and landscaping of certain key streets into the centre, along public transport routes, and by creating new cycle routes?**

1. Generally happy (6)
2. Concerned about people in wheelchairs and mothers with prams (2)

**What other suggestions do you have that could encourage people to reduce their personal use of the car and therefore minimise potential traffic increases both on Rockingham Road and residential streets that occurs as a result of increasing density?**

1. CAT bus servicing study area and other centres (9)
2. Improve public transport in the area (4)
3. More well-lit walkways and cycleways (3)
4. Cycle lanes on roads (3)
5. Increase bike safety/places to store bikes (2)

### Top individual responses to the ideas for improving mobility and movement

**What are your views about the idea of traffic calming Rockingham Road (to enable streetscape improvements and a bus lane) by making new street linkages and placing traffic lights at Gerald Street?**

1. Improve pedestrian crossings on Rockingham Road (e.g. overpass, underpass, traffic lights) (14)
2. Oppose demolishing people's homes (13)
3. Disagree with increasing traffic on residential streets (11)
4. Traffic calming is a good idea/essential (10)
5. Generally happy/supportive (9)
6. Oppose bus lane (10)
7. Bus lane is good (6)
8. Unsupportive/do nothing (6)
9. Support installation of traffic lights on Gerald Street (6)
10. Oppose installation of traffic lights on Gerald Street (5)

**What are your views about the idea of encouraging people to walk, cycle and catch public transport, by improving the footpaths and landscaping of certain key streets into the centre, along public transport routes, and by creating new cycle routes?**

1. Generally happy (35)
2. It will not get people out of their cars if they don't want to be (also consider aging population) (15)
3. How will people take their shopping home (4)
4. New cycleways are good (2)
5. Has potential for the young and fit (2)
6. Sufficient entry to shopping centre (2)

**What other suggestions do you have that could encourage people to reduce their personal use**

**of the car and therefore minimise potential traffic increases both on Rockingham Road and residential streets that occurs as a result of increasing density?**

1. CAT bus servicing study area and other centres (25)
2. Improve public transport in the area (12)
3. Build more walkways and cycle paths (6)
4. Improve existing walkways and cycle paths (5)
5. Light rail on existing train line (5)
6. Better security for the area (3)
7. People like or need their cars (3)
8. Increase bike security (2)
9. Dial a ride for the elderly (2)
10. Improve lighting (2)

### **Top group responses to the proposed zoning plan**

**What do you like about the proposed zoning plan?**

1. Opportunity to develop/subdivide in the future (8)
2. Generally happy/supportive (5)
3. Density radiating from the centre is good (2)

**What do you not like about the proposed zoning plan?**

1. Lack of public open spaces (3)
2. Unsupportive (3)
3. High-rise over two stories (2)
4. High-density causing overlooking (2)

**What do you think could be improved about the plan?**

1. Height restrictions for residential areas (3)
2. Design guidelines (2)

3. Underground power (2)
4. No retirement village on MacFaull Park (2)

### **Top individual responses to the proposed zoning plan**

**What do you like about the proposed zoning plan?**

1. Generally happy/supportive (19)
2. Opportunity to develop/subdivide in the future (18)
3. Increasing density (5)
4. Creates opportunity for developers/investors (3)
5. Increases value of existing property (2)
6. Rejuvenation of the area (2)
7. Increase of people creates a better atmosphere (2)
8. More choice for people rather than just flats (2)

**What do you not like about the proposed zoning plan?**

1. Increase in traffic it will bring to residential streets (10)
2. Generally unhappy/unsupportive (10)
3. Lack of green spaces (8)
4. Houses being demolished (7)
5. Increase in density (6)
6. Potential overlooking in backyards from new houses (5)
7. Potential to resume land or force landowners out by increasing rates (4)
8. People might build too high (3)
9. That it only improves the zoning area (3)
10. High-density around parks (3)

**What do you think could be improved about the plan?**

1. Complete infill sewerage (8). (Please note: that is the state government's responsibility)
2. Retirement village closer to community hub (MacFauld Park too far away from amenities) (6)
3. Don't do it (5)
4. Introduce height restrictions/no high-rise (5)
5. Better consultation (4)
6. Underground power (4)
7. Make sure new facilities will be able to cope with the population growth (3)
8. Ridiculous to change zoning halfway down streets (2)
9. Increase zoning now for properties with deep sewerage (2)
10. Limit zoning to R30 (2)

### Group responses to the ideas for improving parks

#### What do you like about the ideas for improving parks?

1. Upgrade of facilities and parks (6)
2. Redevelopment of Beale Park (4)
3. Supportive (4)
4. Retirement village on MacFauld Park (2)

#### What do you not like about the ideas for improving parks?

1. Loss of part of MacFauld Park to retirement housing (8)
2. Concerned about loss of recreation facilities (3)

#### What do you think could be improved?

1. Lighting (6)
2. Seating (6)
3. More barbecue areas (5)
4. Security (5)

5. Plant more trees (3)
6. Upgrade/more play equipment (2)

### Top individual responses to the ideas for improving parks

#### What do you like about the ideas for improving parks?

1. Supportive/agree (27)
2. Upgrading facilities of Beale Park (12)
3. Retirement village on MacFauld Park (5)
4. Moving and upgrading of Cockburn Volunteer Emergency Services' facilities (3)
5. Supportive except for MacFauld Park (2)
6. Improve facilities (2)
7. Removal of Joe Cooper (2)

#### What do you not like about the ideas for improving parks?

1. Loss of part of MacFauld Park to retirement housing (22)
2. Unsupportive – leave them as they are (3)
3. Concerned about loss of public open space (7)
4. Loss of Joe Cooper (2)
5. Not enough thought has gone into this (2)
6. Nothing (2)

#### What do you think could be improved?

1. Lighting (11)
2. Joe Cooper to be upgraded (8)
3. Security (7)
4. Improve existing footpaths (5)
5. More native trees (6)
6. More trees/general beautification (6)
7. Better maintenance/upkeep (4)
8. More seating (4)

9. More barbecue areas (3)
10. MacFaul Park to be left alone (3)

### 3.5 Brochure Comment Sheets

The City sent a brochure in early May 2008 outlining the draft proposals to all landowners in the study area (4268 properties) and invited landowners to return the attached comment sheet on the last page of the brochure. Four hundred submissions were received. The following are the most frequent responses made on the comment sheets. Responses made by more than one individual are included here.

#### Most frequent comments overall

1. Object to retirement housing on MacFaul Park (95)
2. Objections to proposed road linkages/increased traffic for Gerald Street (69)
3. Objections to proposed road linkages for Bolingbroke Street/Leaside Way/Kent Street (50)
4. Supportive of the whole project with no objecting comments (47)
5. Objections to new road linkages/acquisition of properties generally (44)
6. Support the idea of a new community hub (44)
7. Supportive of zoning plan (40)
8. Object to bus lane (38)
9. Objecting to the whole project with no supporting comments (38)
10. Object to high-rise/apartments (26)

#### General comments

1. Supportive of the whole project with no objecting comments (47)
2. Objecting to the whole project with no supporting comments (38)

#### Comments about the proposed zoning plan

1. Supportive of zoning plan (40)
2. Object to zoning plan (10)
3. Want higher zoning (8)
4. Objections to high-rise in residential areas (6)
5. No special design areas without explaining what they are for (5)

#### Comments about the ideas for a new community hub

1. Support the whole idea (44)
2. Object to high-rise/apartments (26)
3. Support café street/restaurants/entertainment (22)
4. Support option 3 (24)
5. Object to apartments because of concerns about social problems (16)
6. Do support café strip (15)
7. Aged persons home on bowling green (10)
8. Concerned about lack of parking (8)
9. Object to the whole idea (8)
10. Object to the demolition of dental clinic (7)
11. Support town square (6)
12. Like Lifelong Learning Centre (6)
13. Object to apartments over 4–5 storeys (6)
14. Object to apartments due to concerns about traffic (6)
15. Objections to apartments as concerned about overlooking (5)
16. Support water feature (5)
17. Against Council's land being privatised (5)
18. Support town park (4)
19. Support option 1 (4)
20. Support option 2 (4)
21. Support option 4 (4)

22. Library to be retained on its current site (3)
23. Like amphitheatre (3)
24. More people-friendly areas (2)
25. Support realignment of Coleville Crescent/Goffe Street (2)
26. Don't support water feature (2)
27. Don't want trees in NE corner to be removed (2)
28. Do not want state housing (2)
29. Support residential apartments (2)
30. Keep bowling club (2)
31. Do not like Lifelong Learning Centre (2)
32. Concerned about town square bringing social problems/homeless people (2)

#### Comments about the ideas for improving Rockingham Road

1. Object to bus lane (38)
2. Keep Rockingham Road as the main road (22)
3. Support improving Rockingham Road (16)
4. Need to improve pedestrian crossings on Rockingham Road (e.g. traffic lights, overpass, underpass) (11)
5. Like trees on Rockingham Road (6)
6. Do not support traffic-calming Rockingham Road (3)
7. Support removal of ugly signs on Rockingham Road (3)
8. Support undergrounding the power (2)
9. Need crossing from Kent Street side to Phoenix Shops (2)
10. Suggest more space for bus stops (2)
11. Put Rockingham Road in a tunnel (2)

#### Comments about the ideas for improving the movement network

1. Objections to proposed road linkages/increased

traffic for Gerald Street (69)

2. Objections to proposed road linkages for Bolingbroke Street/Leaside Way/Kent Street proposals (50)
3. Objections to new road linkages/acquisition of properties generally (44)
4. Concerned about increases in traffic on Gerald Street affecting primary school/safety (27)
5. Concerns about increased traffic generally (24)
6. Sussex Street should be opened up to Spearwood Avenue (10)
7. Objections to proposed Olinda Court/Orleans Street road changes (10)
8. Do not open up Buktenica Court (4)
9. Maintain and modify existing walkways (3)
10. Traffic lights / roundabout at Rockingham Road/ Coleville Crescent (2)
11. Suggest creating a road link via Glendower Way (2)
12. Support the ideas (2)
13. Construct the Roe Highway Stage 8 (2)

#### Comments about the ideas for improving the northern end

1. Support the idea (5)
2. Object to the idea (1)
3. Improve Lancaster Street (1)

#### Comments about the ideas for improving parks

1. Object to retirement housing on part of MacFaull Park (95)
2. Fix up Joe Cooper/not demolish (13)
3. Support all of the ideas (3)
4. Want MacFaull Park to be redeveloped/improved (3)
5. More seating, lighting and pathways (perimeter) in MacFaull Park (3)

6. More family activities for MacFaul Park such as BBQs and picnics (3)
7. Support retirement housing on MacFaul Park (20)

### Comments about the ideas for improving residential streets and pedestrian/cycle routes

1. Support all of the ideas (7)
2. More trees/landscaping (4)
3. Support pedestrian and bicycle pathways (2)

### 3.6 Community Consultation on Proposed Residential Density Change for Outer Residential Area

The revised zoning plan that was presented to Council on 11 December 2008 recommended a reduction in residential density from R30 to R25 for the area between the 400m and 800m walkable catchments of the Phoenix Town Centre. This change was proposed in response to community concerns raised in relation to increased traffic on residential streets. It was considered that an R25 coding would still allow the majority of people to develop/subdivide in the future, while limiting the potential for increased traffic in the outer area.

In considering this recommendation, Council resolved at its meeting held on 11 December 2008 to defer its determination of the strategy, so as to ascertain further feedback from the community on this issue. In undertaking this further feedback, a survey was sent to all landowners within the study area in order to ascertain quantitative feedback regarding the proposed reduction in residential density. Complementing this, members of the community were also invited to attend a public forum at the City on 21 February 2009. The results of this were that 403 surveys were submitted, and 42 landowners attended the public forum.

With regard to the public forum, the following key issues were raised:

- Increased traffic under R30 was not likely to be considerably more than under R25.
- R30 coding provided more flexibility to retain dwellings and subdivide.
- Greater concern regarding increased traffic around Council site, rather than the outer residential areas.

With regard to the surveys, a total of 403 were received from the community, with the results as follows:

- 51.6% supported a change in residential density from R30 to R25;
- 48% objected to a change in residential density from R30 to R25;
- 0.3% unsure/undecided.

The most frequent reasons provided by respondents for supporting a change in residential density were as follows:

- Minimising likely traffic increases on residential streets.
- To protect residential amenity (such as privacy, reducing noise, and facilitating larger lot sizes).

The most frequent reasons provided by respondents for objecting to a change in residential density from R30 to R25 were as follows:

- Support higher density to revitalise the area (e.g. increase activity, facilitate aging in place).
- Traffic increases under R25 not likely to be significant compared with those anticipated under an R30 coding.
- Loss of subdivision potential, or reduced subdivision potential.

Of the respondents who provided their address and whose properties were located in the outer residential area, 56.6% objected to a change from R30 to R25, and 43.3% indicated supported.



# Phoenix Central Revitalisation Strategy

## 4.0 Summary of Key Principles and Objectives for the Project

### 4.1 Introduction

The following is a summary of the key principles and objectives for the project, as developed during the preparation and vision phases of the project. The preparation phase of the project included the relevant background research and the vision phase included the input provided by the community.

### 4.2 Sustainability Principles

Sustainability should be incorporated into every facet of the project. In particular this plan integrates the following sustainability practices and principles:

#### Social sustainability

- Providing new community facilities and better access to services and facilities;
- Creating new connecting places for the community through the provision of new public spaces, a new main street, new community facilities and meeting places;
- Improving access for the community through improved public transport, walking and cycle facilities especially for those people without cars; and
- Improving safety in the area through better visual surveillance and more eyes on the street;

#### Environmental sustainability

- Reducing greenhouse gas emissions through better designed communities (less car focus, more walking, cycling and public transport options);
- Improving the biodiversity in parks and along streetscapes; and
- Reducing water consumption through the improved design of parks.

#### The following issues will need to be addressed at the more detailed design stage:

- Solar efficiency through passive solar design; and
- Promoting the sustainable use of water and waste management.

#### Economic sustainability

- Providing more job opportunities in the area;
- Facilitating new business and retail opportunities; and
- Co-locating civic, residential and commercial activities which allows for cross-subsidisation of public infrastructure and services.

### 4.3 Key Design Principles

The following represent some of the key design principles for the project:

## Place making

Place making is based on an authentic interpretation and synthesis of the culture, environment, economy and the community of a place. The process reveals the intrinsic story of the place, respects community values, and encourages equality, diversity and sustainable behaviours.

Village Well (Place Making Consultants) were employed during the initial vision phase of the project which involved significant community consultation. The following are some of the place-making principles as they apply to the whole project:

- designing places that enhance the ‘sense of place’ and ‘sense of community’ for residents and community members;
- encouraging a sense of ownership of public spaces;
- providing sufficient detail to make places more interesting;
- ensuring the appropriate built form and scale, especially of public spaces;
- designing the spaces between the buildings as well as the buildings;
- appropriate use of community art and landscaping;
- creating places to sit and play;
- encouraging buildings to have active frontages (avoiding blank walls); and
- encouraging certain uses that are major attractors to generate activity especially in outdoor community spaces.

Much of the above will be addressed at more detailed level of planning and design rather than in the remainder of this strategy. They are however, considered essential in helping to revitalise Phoenix Central.

## Integration, appropriateness and variety

This involves ensuring that all the components of the place work together as a whole. The project should also explore new ways of integrating community facilities with commercial and residential

development to create positive synergies for the community. Creating buildings that look as if they do what they are expected to do, and are compatible with their surroundings, is also important. The project should also increase the choice of activities (living, working, shopping, learning and playing) for people to do in any given place.

## Robustness

New development needs to be flexible enough to respond to future changes in use, lifestyle, demography and community needs.

Car parking requires flexibility so as to not dominate the landscape and ruin the potential for a sense of place and community.

## Crime Prevention Through Environmental Design

Crime prevention through environmental design (CPTED) is based on the idea that people’s behavior within the environment, particularly an individual’s possibility of offending, as well as perceptions about personal safety, is influenced by the design of that environment. Basically, that design can reduce opportunities for offending and improve feelings of safety. The City has produced a policy on this to help ensure future developments are designed to create safer communities.

## 4.4 Key Objectives

The following is a summary of key objectives for the project. Each objective relates to a chapter in the remainder of this report.

### 1. Proposed zoning changes and services (chapter 5)

- Increase residential density coding to allow for redevelopment.
- Encourage the highest densities in the 400m walkable catchment of the town centre, adjacent to major public transport routes and opposite parks. This will encourage more people to walk, cycle and use public transport and reduce car dependency. Promote a range of new housing choices within and around the centre, resulting in an increase in the number of people living in the centre, which offers a high standard of amenity.

## 2. Ideas for a new community hub (chapter 6)

- Create a new community hub on the City's administration site adjacent to the Phoenix Shopping Centre.
- Ideas for the new community hub include a new Life Learning Centre and a senior citizens' facility, a town square and café street with alfresco dining and more opportunities for nighttime entertainment.
- The new community hub will also include high-density residential development to create housing choices for people wanting to live in very close proximity to the town centre and public transport, and add to the vibrancy and safety of the centre.
- The new community hub will help to generate employment opportunities for the centre.
- Strengthen the role of the centre as an activity centre by increasing the amount of office, entertainment, civic and community activities in the centre and therefore also increase employment numbers for the centre.

## 3. Ideas for improving the northern end of the centre (chapter 7)

- Work with existing landowners in the northern end of the centre to improve the appearance and accessibility.

## 4. Ideas for improving movement and mobility (chapter 8)

- Improve Rockingham Road through the town centre by traffic calming, improving pedestrian access and landscaping.
- Explore ways to improve public transport for the centre by the creation of a bus priority lane on Rockingham Road.
- Improve accessibility for all forms of transport within the centre, with pedestrians, cyclists and public transport users as the priority.
- Manage impacts of local vehicles and through-vehicle traffic on the pedestrian environment in the centre.

- Increase cyclist accessibility to and through the centre.
- Manage traffic in local streets associated with increased activity in the centre.
- Create, where possible, new pedestrian links to improve accessibility and make existing pedestrian links safe and attractive.
- Streetscape improvements to Rockingham Road.

## 5. Improvements to parks (chapter 9)

- Improve connectivity with the public open space, create new frontages for development and encourage increased usage of parklands.





# Phoenix Central Revitalisation Strategy

## 5.0 Proposed Zoning Changes and Services

### 5.1 Introduction

*Network City* promotes “Activity Centres” which are locations where a range of activities are encouraged, for example employment, retail, living, entertainment, higher education, and specialised medical services.

The Phoenix commercial area is identified as a district level activity centre and is the second largest activity centre within the City of Cockburn, with Cockburn Central being a regional centre and therefore larger. To ensure the study area functions as a vibrant activity centre it is highly desirable to increase the amount of commercial/mixed use zoned land and encourage a range of activities and uses to operate within it, including residential uses.

The centre is well serviced with two high-frequency bus services along Rockingham Road, however the walkable catchment of the centre is mainly low density residential. The State Government’s *Network City* and *Liveable Neighbourhoods* encourage higher densities within the 800m, and particularly the 400m, walkable catchment of district activity/town centres to encourage walking, cycling and public transport use. The desire to achieve a vibrant activity centre surrounded by a greater variety of housing choices was one of the key elements which emerged from the residents’ survey results and community vision forum.

[Figure 6](#) in Part A – Project Background showed the existing zoning for the study area. For the purposes

of comparison, this plan has been redrawn (see [figure 12](#)) in order to compare with the proposed zoning plan [figure 13](#)). This proposed plan has been changed since the plan released in the May 2008 draft as a result of community consultation. These changes will be discussed in this report.

The proposed zoning changes will significantly increase the number of dwellings and commercial floor space within the study area. Preliminary estimates indicate that the number of residential dwellings could be increased by almost 190% and the commercial floor space by 160%. It should be noted that these estimates are optimistic and rely on landowners developing jointly to maximise the potential of the land. Realistically the projected growth will be less than this and is likely to take over 20 years.

To achieve a truly diverse activity centre supported by a catchment area containing a diverse range of housing options for the changing population, changes are proposed in the following precincts:

**PRECINCT 1** – Existing Phoenix Town Centre

**PRECINCT 2** – City’s Administration Site

**PRECINCT 3** – New Business Areas

**PRECINCT 4** - Inner Residential

**PRECINCT 5** - Outer Residential

**PRECINCT 6** - Watson’s Study Area

**PRECINCT 7** - Hamilton Hill Study Area

See [figure 13](#) for the locations of each precinct.

## 5.2 Precinct 1 – Zoning Changes to the Existing Phoenix Town Centre

The existing Phoenix town centre includes the existing commercial development along Rockingham Road, including the Phoenix Shopping Centre. The ‘District Centre’ zoning over this precinct will remain the same.

The proposed zoning changes released for community comment in May suggested that lots on the west side of Glendowner Way also be included in the ‘District Centre’ zone. However, locating commercial uses opposite residential uses is not considered appropriate; hence it is proposed to rezone these lots from ‘Residential R20’ to ‘Residential R80’. Number 75 Phoenix Road, which is a block of units, has also retained its existing residential zoning of R80.

Lot 507 Glendowner Way is proposed to be changed from a ‘Residential’ zone to the ‘District Centre’ zone (as proposed in the zoning plan May 2008). This lot is situated opposite Centrelink. Rezoning this lot has potential to strengthen the vibrancy and activity along Lancaster Street. Any future development of this corner lot will require commercial use to front Lancaster Street with residential use to face Glendowner Way.

Residential development at a density of R60 is currently permitted within the ‘District Centre’ zone subject to there being no land use conflicts, however to date this has not occurred. To encourage a vibrant activity centre which includes mixed use development it is proposed to apply a density code of R80. R80 should provide more incentive for landowners to explore redevelopment options that include residential above.

Design guidelines will be prepared to help ensure a better built outcome over the whole ‘District Centre’ zone. One of the key design principles will be that future development should achieve a minimum of 80% of the new coding.

### 5.2 Recommendations

A. Strategic Planning Services to prepare a Scheme amendment to the ‘District Centre’

zone as per figure 13.

B. Strategic Planning Services to engage consultant(s) to:

- Prepare new design guidelines for the ‘District Centre’ zone (Precinct 1).
- To work with existing landowners to explore possible development opportunities, and for improving the streetscape of this precinct.

## 5.3 Precinct 2 – Zoning Changes to the City’s Administration Site

The ‘District Centre’ zone, which includes the commercial area and Phoenix Shopping Centre, is to be extended to include the City of Cockburn’s administration site. Currently this site is reserved ‘Public Purpose’. The new zone will provide land for mixed-used development including a new community hub and a ‘mixed-use café street’. The ‘District Centre’ zone allows for a range of uses which is necessary for an active town centre to evolve into a more mixed use activity centre in accordance with *Network City* principles. Chapter 6 provides a detailed overview of the design principles and recommendations for this site as well as the City’s response to some of the concerns raised by the community.

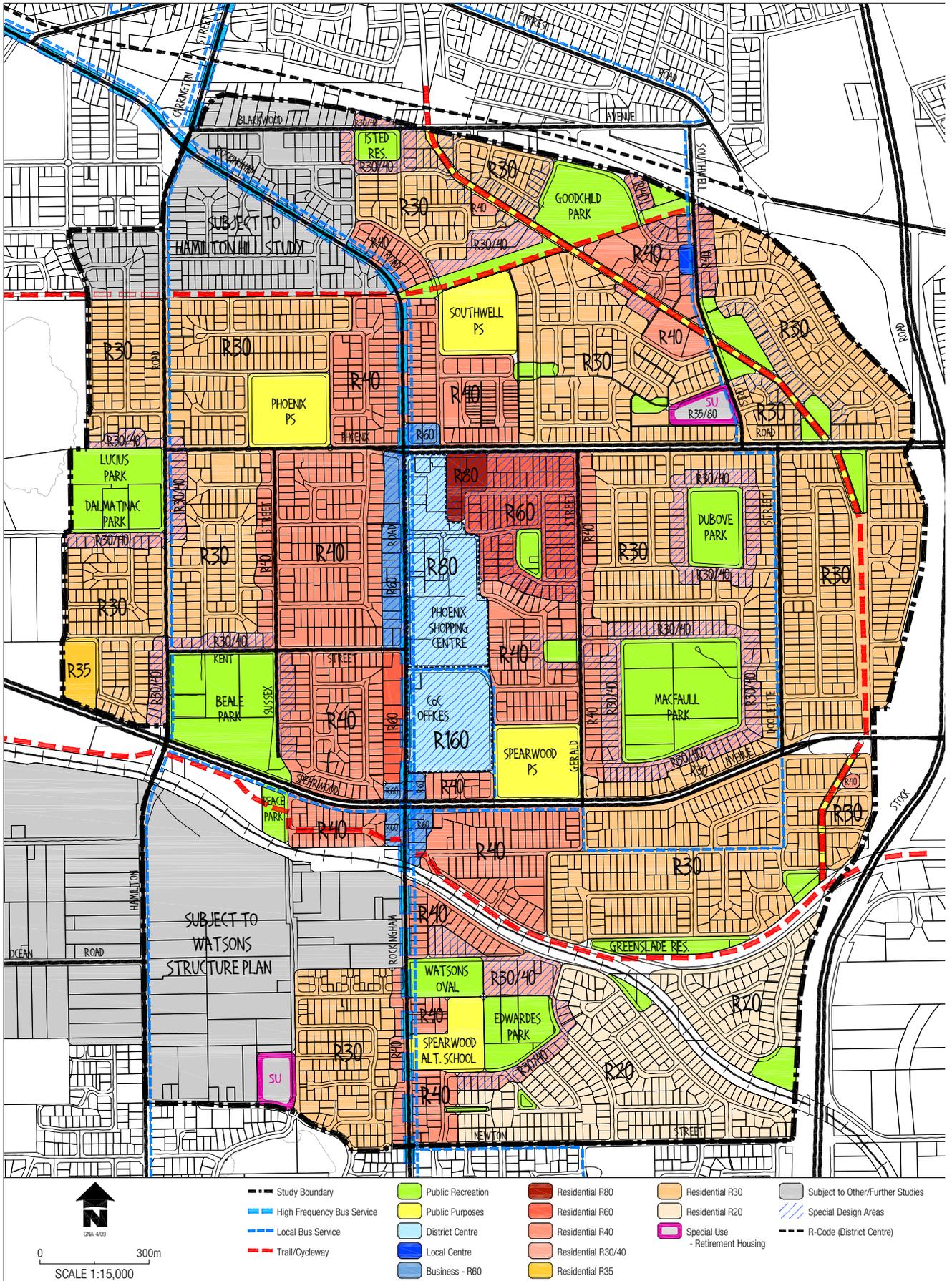
In the original proposed zoning plan advertised for community comment in May 2008, the land between the City’s administration office and Spearwood Avenue was also included in the ‘District Centre’ zone. Based on community feedback provided by some residents on Butkenica Court (land south of the City’s administration site), the properties on Butkenica will now retain their existing zoning of ‘Residential R40’. Some residents on Butkenica Court strongly objected to the opening of Butkenica Court to the City’s administration site. Council made a decision at its June 2008 meeting that no land would be resumed for the purpose of creating new road linkages. This means that Butkenica Court will remain a cul-de-sac.

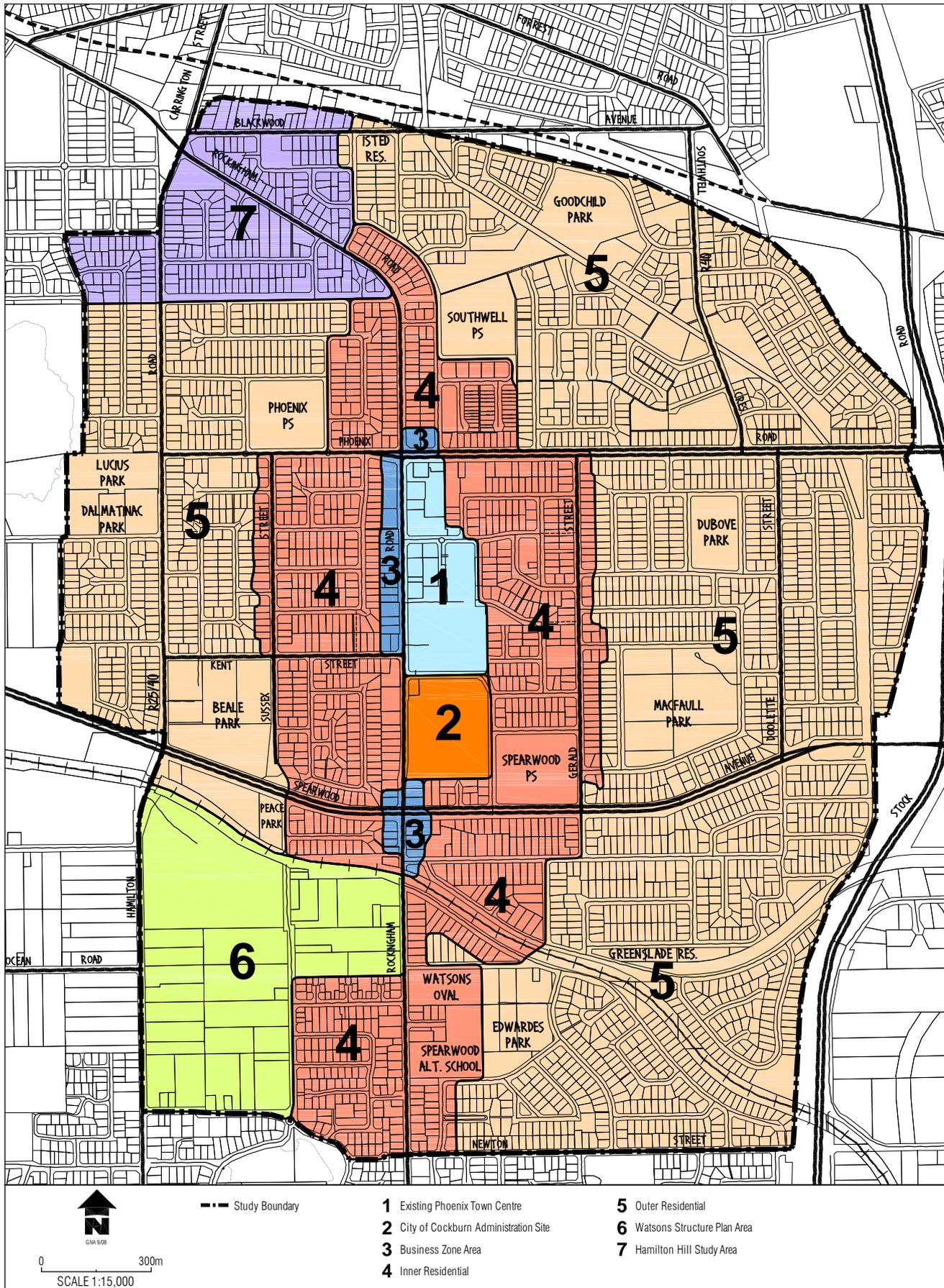
The City may consider reviewing the proposed coding should the residents in Butkenica Court see the value in their land being changed to ‘District



# Proposed Zoning

Figure 12





Centre' zone in the future and being linked to the administration site. Numbers 178 and 180 Spearwood Avenue will also retain their existing zoning of 'Residential R40'.

Numbers 304, 306 and 308 Rockingham Road are proposed to change to 'Mixed Business'. Originally these lots were proposed to be 'District Centre' zone. 'Mixed Business' is the zoning at the other three corners of the Rockingham Road and Spearwood Avenue intersection.

To encourage a vibrant activity centre which includes mixed use development, it is proposed to apply a density code of R160 on the City's administration site. This site's higher level of amenity (such as elevated position and areas of parkland and greenery) means that it is more suitable for higher density residential development than the other areas within the town centre. The site is also the only area that allows for such a comprehensive development next to the "core" of the town centre. The next chapter describes the design principles for the site that includes locating only 3 storey buildings opposite existing residential on Coleville Crescent.

### 5.3 Recommendations

A. Strategic Planning Services to prepare a Scheme amendment to change zoning of the City's administration site from 'Public Purposes' to 'District Centre' zone and R160 as per figure 13.

B. Strategic Planning Services to engage an Architect/Urban Designer to prepare a master plan, design guidelines and a joint pedestrian, cyclist, traffic and car parking strategy for the City's administration site based on recommendations in chapter 6.

### 5.4 Precinct 3 – Zoning Changes to Create New Business Areas

Chapter 8 addresses in detail the issues surrounding improvements to the Rockingham Road environment.

In the proposed zoning plan released for community comment during the May/June 2008

Consultation Phase, the City showed the land west of Rockingham Road, between Phoenix Road and Spearwood Avenue, as 'Mixed Business'. The land between Phoenix Road and Lancaster Street is already zoned 'Mixed Business' and it was proposed to change the land between Lancaster Street and Kent Street to 'Mixed Business'. This will provide a more consistent land use pattern and streetscape along this section of Rockingham Road as there are already business uses on the opposite side of Rockingham Road.

The land at the Rockingham Road and Spearwood Avenue intersection was also proposed to change to 'Mixed Business' to capitalise on passing trade and increased accessibility resulting from the Spearwood Avenue extension to Cockburn Road.

A 'Mixed Business' zone allows uses such as: motor vehicle repair, warehouse, service industry, light industry, a variety of transport uses such as motor vehicle wash, and a variety of commercial uses such as showroom. The use of this zone along Rockingham Road has been reviewed following the May/June community consultation and these uses are no longer considered to be appropriate within the Phoenix Town Centre, largely because of their potential conflict with existing residential uses. The City of Cockburn also already has numerous areas for mixed business such as at the corner of Phoenix Road and Stock Road. However, some form of business is still considered appropriate along Rockingham Road. For this reason, the new zoning plan proposes that the areas originally shown as 'Mixed Business' to change to a 'Business' zone.

A 'Business' zone is far more restrictive and permits only uses such as banks, offices, consulting rooms and medical centres which are compatible with residential uses. It does not allow any industrial uses, transport uses or showrooms. However, the current 'Business' zone does not allow for multiple dwelling or grouped residential under the City of Cockburn Town Planning Scheme No. 3. It is proposed to amend the Scheme to allow for residential development in the business zone, particularly to encourage residential apartments above office or consulting rooms. These uses are considered appropriate subject to the area having design guidelines prepared to address some of the

community concerns raised during May/June 2008 consultation period.

Some residents on Bolingbrook Street were especially concerned about potential overlooking of their properties and these issues will need to be addressed through design guidelines to ensure adequate privacy is maintained. There were also some residents who objected to this zoning change to 'Business' zone and a few believed that this would result in them being forced to relocate. The City never had, nor does it have, any proposals to force any landowners to develop their land according to the new zoning or be forced to relocate.

There also needs to be an access strategy prepared for this land to rationalise future cross-over points along Rockingham Road (including the new 'Business' zone) by linking properties via a right of carriageway system through car park access aisles and restricting crossovers to strategic locations. This is common practice for commercial properties fronting major roads and the City has recently implemented a similar scenario for the commercial properties fronting North Lake Road within Cockburn Central.

The option of extending this zone for the entire section of Rockingham Road (west side) between Kent Street and Spearwood Avenue was explored, but was not considered desirable given the number of existing and new developments, approved development, and the topography of this area. It would be difficult to achieve coordinated development with good access to Rockingham Road and is generally not opposite commercial development.

## 5.4 Recommendations

A. Strategic Planning Services to prepare a Scheme amendment for the existing residential area west of Rockingham Road; and between Phoenix Road and Kent Street to change to a 'Business' zone as per figure 13.

B. Strategic Planning Services to prepare a Scheme amendment to allow grouped and multiple dwellings in the 'Business' zone.

C. Strategic Planning Services to prepare a Scheme amendment to change the zoning of properties in close proximity to the intersection of Spearwood Avenue and Rockingham Road to 'Business' as per figure 13.

D. Strategic Planning Services to engage consultant(s) to prepare an access strategy and design guidelines for the new areas proposed to change to the 'Business' zone along Rockingham Road.

## 5.5 Precinct 4 – Zoning Changes to Inner Residential Precinct (approximately the 400m walkable catchment)

It is proposed to increase the residential density to R40 generally within 400m (approximately 5 minute walk) of the Phoenix commercial area, areas along the Rockingham Road high frequency bus route (activity corridor), the local centres on Southwell Crescent and Rockingham Road.

Some residents are concerned about overlooking and height of future buildings. Design guidelines will be prepared to address these concerns.

A section around Glendowner Way and Shallow Street, on the east side of the Town Centre, is currently zoned R60. This R60 zone was originally based on the location of the sewer and does not follow a logical pattern. The R60 zone is proposed to be expanded to create a more consistent land use pattern centred generally around the public open space (POS) on Shallow Street.

The residential area between Mell Rd and Rockingham Rd is the subject of Scheme Amendment No. 31 which proposed to down-code the area from R30 to R20. Accordingly it is shown on the zoning map as R30 pending the outcome of Amendment No. 31. Notwithstanding this, it is proposed to designate the land along Rockingham Road as R40 given its location along the high frequency bus route.

All other areas which are currently zoned 'Mixed Business', 'Local Centre', or which contain Restricted/Additional/Special Uses are proposed to

be retained. There are several properties containing multiple/grouped dwellings which currently have a higher zoning than what is proposed under this study. It is proposed that the current zoning of these properties be retained.

## 5.5 Recommendations

A. Strategic Planning Services to prepare Scheme amendments for the inner residential precinct as per figure 13.

B. Strategic and Statutory Planning Services to prepare design guidelines for the inner residential precinct to encourage good development to minimise overlooking and encourage frontage of Public Open Space. These guidelines are in addition to the R-Codes.

## 5.6 Precinct 5 – Zoning Changes to the Outer Residential Precinct (approximately the 400–1000m walkable catchment)

It is proposed to increase the residential density to R30 for the outer residential precinct, which approximately represents the ten minute walkable catchment. The majority of this area is serviced with local bus services. Subsequent to advertising of the strategy this area was proposed to be reduced to R25 from R30 initially proposed as a direct result of the community feedback concerning the impact of possible traffic increases on local streets. Further consultation was undertaken with the community regarding this proposed change, including a landowner survey and a workshop.

In comparison with R25, a coding of R30 could increase the total potential number of lots or dwellings within the whole study area by 267. It is not considered that this potential increase in lot yield is substantial, and the potential increase in residential traffic would not come close to exceeding the capacity of the roads. An R30 coding would provide more flexibility for existing dwellings to be retained, should landowners chose to subdivide their property. As recognised by attendees at the community workshop, this is considered to be a benefit of an R30 coding, given that much of the housing stock in the area is

in good condition. Taking into consideration the outcomes of the community consultation and further examination of the differences between an R25 and R30 coding for this area, the final proposed zoning plan proposes a coding of R30 for the outer residential area.

The areas around public open space have now been given a dual coding of R30/R40. R40 will only be permitted with properties that amalgamate to achieve a better built form outcome. Design Guidelines will be prepared to help ensure that only be permitted with properties that amalgamate to achieve a better built form outcome. Design Guidelines will be prepared to help ensure that properties fronting public open space are also encouraged to overlook it according to “Crime Prevention Through Environmental Design Principles” (CPTED)

The table below illustrates the lot sizes needed to subdivide at the various density codes:

**Table 1. Density and lot size requirements for subdivision.**

R-Code	Ave lot size per dwelling (m <sup>2</sup> )	Min lot size for 2 dwellings (m <sup>2</sup> )	Min lot size for 3 dwellings (m <sup>2</sup> )	Min lot size for 4 dwellings (m <sup>2</sup> )
20	500	1000	1500	2000
25	350	700	1050	1400
30	300	600	900	1200
35	260	520	780	1040
	285 (MD)	570	855	1140
40	220	440	660	880
	250 (MD)	500	750	1000
60	180	360	540	720
	166 (MD)	332	498	664
80	125 (MD only)	250	375	500
160	62.5 (MD only)	125	187.5	250

*Notes: The above figures are based on the average lot size requirements under the R-Codes and Town Planning Scheme No. 3. The figures do not recognise possible variations to average lot sizes and possible design constraints associated with achieving minimum lot sizes and battleaxe lots. All figures relate to single houses or grouped dwellings, except those marked MD*

which relate to Multiple Dwelling. All standards for grouped dwellings and single houses within R80-R160 areas are as per the R60 Code (180m<sup>2</sup> average). The 500m<sup>2</sup> average lot size requirement for R20 reflects the amendment to the R-Codes which will take effect on 30 April 2009 and the proposed changes to Clause 5.4.1 of Town Planning Scheme No. 3 to reflect the R-Codes.

There is a need to provide aged persons housing within the study area to accommodate the ageing population. The original proposed zoning plan released for community comment in May/June 2008 proposed aged persons housing on MacFaul Park. This idea received strong objections from the community. As a result the City made a decision at its June 2007 meeting not to proceed with this idea.

An existing retirement village located at 1 Rodd Street Hamilton Hill put in a submission to redevelop the existing retirement village at R80. This request has been supported as part of meeting the future needs of retirees in the area. This site will have special conditions in place to ensure that it will be developed for retirement housing and that a concept plan and design guidelines will need to be prepared.

The following are some design principles that will need to be incorporated into future Design Guidelines for residential areas:

- Limit the number of crossovers on development sites. This could include restricting the number of crossover on development sites fronting high volume roads and/or where there is insufficient street frontage. This will mean that less street verge is taken for crossovers hence providing more room for street trees and on-street parking.
- Examine the opportunity to apply a minimum street frontage for new lots over and above the normal provisions of the R-Codes to avoid streets dominated by garages/carports and crossovers.
- Encourage development that has an attractive and active streetscape.
- Where visitor parking is required for a residential development, explore options for providing parking within the street verge via parking embayment.

- Introduce special design areas for locations near public open space to ensure good design fronts the public domain and encourage passive surveillance of parks (eyes on the parks).

The existing 'Residential R20' area which is located within the south-eastern section of the study is proposed to be retained. This is due to the area's isolated location in relation to the town centre (more than 10 minute walk) together with the distance to the high frequency bus service stops along Rockingham Road. The existing zoning will assist in providing a diverse range of housing options for the area.

All other areas currently zoned 'Mixed Business' or 'Local Centre', or which contain Restricted/Additional/Special Uses are proposed to be retained. There are several properties containing multiple/grouped dwellings which currently have a higher zoning than that proposed by this study. It is proposed that the current zoning of these properties be retained.

## 5.6 Recommendations

A. Strategic Planning Services to prepare Scheme amendments for the outer residential precinct as per figure 13.

B. Strategic and Statutory Planning Services to prepare design guidelines for the outer residential precinct to encourage good development, minimise overlooking, and encourage frontage of Public Open Space. These guidelines are in addition to the R-Codes.

## 5.7 Precinct 6 – Zoning Changes to the Watson's Study Area

The land surrounding Watsonia meat processing facility is currently zoned rural. With the Watsonia facility now closing, the zoning of this land is now subject to a detailed study and zoning proposals.

### 5.7 Recommendation

A. Strategic Planning Services to prepare a Scheme amendment covering the Watson's Study Area and develop an associated Structure Plan to determine future land use of the area.

## 5.8 Precinct 7 – Zoning Changes to Hamilton Hill Study Area

The north-western corner of the study area will be examined under the Hamilton Hill study which will be carried out once this study is complete. This is due to the density changes for this area being influenced by the revitalisation of the local centre at the intersection of Carrington and Rockingham Road which falls within that study area.

### 5.8 Recommendation

A. Strategic Planning Services to prepare the Hamilton Hill Structure Plan to determine future land use of the area.

## 5.9 Servicing

As mentioned previously, the proposed zoning changes will, over the long term, significantly increase the number of dwellings and commercial floor space within the study area. Given this potential growth it is important to consider the impact this has on the existing and planned servicing infrastructure such as water, sewer, power, gas and telecommunications. The service authorities responsible for these services have been given the opportunity to comment on the projected growth to gauge how it impacts on their services and forward planning.

### Western Power

Western Power has indicated that given the almost tripling of development within the study area it is highly unlikely that the existing network will be able to cope if all the anticipated development comes to fruition. Western Power expects that some kind of upgrade will be required to accommodate the ultimate growth (load). However, as the details of the proposed developments are very preliminary at this stage, Western Power indicates that it is hard to provide a more definite answer to the upgrades that may be required. This may or may not include new feeders from surrounding zone substations or upgrades to the existing network.

More information on the timing and actual load requirements will be required for Western Power

to make a more comprehensive assessment. This will also require a formal application to Western Power to assess what will be required to provide connection to the network.

The network generally operates on a first come-first served basis, hence capacity that is available now may not be available in the future. Western Power does take into account some natural load growth in its planning of the network. As much of the residential growth will be due to small lots being subdivided into two or three smaller lots, this growth will more than likely be captured as part of the natural load growth of the area assuming this will also occur over quite a long time period. However, this will need to be determined on a case by case basis as there may be special cases which have not been considered.

The load required by future commercial development is likely to involve larger loads in a concentrated area. These loads will need to be assessed on a case by case basis to determine what will be required.

With regard to who pays for infrastructure upgrades, Western Power will upgrade its network using its planning criteria and should take into account the natural load growth of the network. Such upgrades will be funded by Western Power. However, some of the loads (possibly parts of the commercial precinct) may require a customer contribution to connect to the network. This will need to be determined when a formal customer application is lodged.

### Water Corporation

The Water Corporation indicated that although the existing reticulated water system should be able to cope with the projected growth, a further detailed planning review is required to confirm this. Should this review indicate that the supply is not adequate, the corporation will program upgrades to the headworks size mains, those 300mm and over, to meet the Operating Licence standards. These upgrades may be required to be prefunded by developers if they are in advance of the Water Corporation's funding program. Any required upgrades to local reticulation mains will be funded by developers.

The existing and proposed infill sewer areas should cope with the proposed increase.

The proposed pump station for the eastern section of the study area near Spearwood Avenue requires design modification to accommodate the proposed increase and can be accommodated as part of the infill sewer program.

### **Telstra and Alinta Gas**

Telstra has advised that their network infrastructure has the ability to provide adequate services to the subject area. Additional upgrades will be required as demand increases but these will not be provided until proven demand exists. The cost of network infrastructure upgrades is normally funded internally, except where specific clients require exceptional telecommunications enhancements (commercial broadband etc). Most developers are unlikely to incur additional costs other than normal connection fees.

Alinta Gas has provided no concerns with the proposed plan.

## **5.9 Recommendations**

A. Strategic Planning Services to continue to liaise with servicing authorities.

B. Strategic Planning Services to advise Water Corporation of the capacity of the eastern section.



## Key Features

1. Coleville Crescent moves slightly southward to create a new "Café Street" with new shops and cafés built at the southern side of the Phoenix Shopping Centre. Coleville Crescent is also realigned to join with Goffe Street.
2. The new Town Square is located on the new "Café Street" and is fronted by cafés, restaurants and small shops.
3. Car parking is located underneath Coleville Crescent and the Town Square is the same level as the existing Phoenix Shopping Centre upper level car park.
4. The new Life Learning Centre fronts the square, but has small shops/cafés and possibly a "bistro" on the ground floor. The Life Learning Centre has residential apartments above it to help fund its construction.
5. There is a smaller Square to the south located outside the City of Cockburn offices and the Life Learning Centre.
6. The City of Cockburn offices are expanded southwards.
7. There is a water feature in the Town Park.

 Landmark Buildings



# Phoenix Central Revitalisation Strategy

## 6.0 Ideas for a New Community Hub

### 6.1 Introduction

One of the priorities first identified by the community at the October 2007 Vision Forum was a new community hub or gathering place, with people expressing the view that there were few entertainment options, alfresco eating areas or public spaces to meet and sit.

During the Enquiry by Design workshop, options for an appropriate location were explored. The obvious solution was to use the City's administration site. (See precinct 2 on [figure 13](#) in chapter 5.) All other land in the Phoenix centre is in multiple private ownership, making it difficult to create a new community hub.

The Council has also made a commitment to build a new senior citizens' centre on the City's administration site. This commitment provided an opportunity for the City to explore how it might also meet other future community needs on this site.

The administration site is directly south of the Phoenix Shopping Centre, providing a great opportunity for developing a small "main street" or café street, turning the area into a mixed use activity centre, in accordance with Network City principles, by providing for office spaces, community infrastructure and residential housing.

### 6.2 History of the Administration Site

In 1963 the Spearwood Fruitgrowers' and Market Gardeners' Association transferred an area of land

to the then shire and were paid 500 pounds. The shire committed to building a hall on the land within three years of the transfer. A second agreement was made for the shire to lease an area of land on which the bowling club now exists. In 1969 Council purchased an area of land to the northern end of the current site.

By agreement with the Spearwood Fruitgrowers' & Market Gardeners' Association, Council constructed club facilities on Beale Park which was then leased to the fruitgrowers who changed their name to the Cockburn United Soccer Club.

The total area of land is 5.9ha, and is held by the Council in fee simple, zoned for Council purposes.

### 6.3 Precinct Concept Layout

The City created four options for the development of this site with the assistance of consultants Mackay Urban Design, Holton Connor Architects and Hames Sharley Architects acting on behalf of the Phoenix Shopping Centre owners.

All four options involve the relocation of the bowling club to Visko Park, the redevelopment of the Spearwood Library and Civic Hall, and the removal of the current caretaker's house. (See [figure 8](#).) They also include:

- new mixed-use café street;
- new town square;

- new Life Learning Centre;
- new town park;
- new residential housing; and
- expansion of the City's office building.

During the May/June 2008 consultation the community was asked to provide comment on the ideas for a new community hub. There was majority support for the creation of a new community hub and for the idea of a café street/restaurants and new entertainment precinct. There was also some support for the idea of a town square, town park and Life Learning Centre. Option three, which included a water feature, was the most popular option.

The main community concerns were regarding high rise apartments. Some landowners and residents were concerned about the apartments causing traffic, social problems and privacy issues. There was also some concern about the removal of the dental clinic. Residents of Buktenica Court were concerned about their road connecting to the administration site. As outlined in chapter 5, the resumption of properties to facilitate road connections is no longer being considered. See chapter 3 for a more comprehensive summary of community feedback.

The following describes the current concept plan for City's administration site which is a mixture of options 2 and 3. (See [figure 14](#): Concept Plan.)

The rest of this chapter provides the overall guiding principles and recommendations for how the City administration site should be developed.

### 6.3 Recommendations

A. The City adopts figure 14 (Concept Plan) to provide future guidance on the layout and uses for the development of the City's administration site.

B. The City employs relevant consultant(s) to prepare a Master Plan and Design Guidelines for the administration site incorporating the recommendations included in 6.4 to 6.12.

### 6.4 New Mixed-Use Café Street

During the Vision Phase in October 2007, the community indicated that there was a lack of entertainment areas, including restaurants and alfresco eating areas in the town centre. During the November 2007 Enquiry by Design Workshop, the City explored the option of turning Rockingham Road into more of a traditional "main street" like Rokeby Road in Subiaco. This proved to be extremely difficult due to the location of existing buildings, the topography and the role of Rockingham Road in the regional road network.

The City then explored Coleville Crescent as an option for a mixed-use café street. This street runs at right angles to Rockingham Road and is located between the Phoenix Shopping Centre and the City's administration site.

This concept of turning Coleville Crescent into a mixed use café street was presented to the community during the May/June 2008 consultation period. Some envisaged the street would become similar to South Terrace, Fremantle or Northbridge. This is not the City's vision for this street. Rather, this street is seen as having a few cafés, family restaurants, the town square, the new Life Learning Centre and includes a redeveloped library and some opportunities for new businesses. The aim of this street is not to present as an entertainment/night time precinct (similar to South Terrace in Fremantle) but rather it is to provide a central community gathering place, with some local eating options for the community.

The City presented three scenarios during the May/June 2008 consultation period for the location of Coleville Crescent. In option one the street remained in its current location. Option two realigned the street slightly south-ward to create a small area of potential development on the north side of Coleville Crescent. Options 3 and 4 involved a significant realignment south to align with Goffe Street. Options 3 and 4 also involved the relocation of the dental clinic and therefore would be significantly more expensive to the Council than options one and two.

After the May/June 2008 consultation period, it became clear that it was not viable to move the

dental clinic. The City recommends that at the next stage of detailed design, an option is explored that realigns Coleville Crescent slightly southwards and then realigns the road with Goffe Street as the road moves east.

To address some of the height differences between the shopping centre and the City’s administration site, any future design consultant should explore the opportunities for car parking underneath Coleville Crescent at the same level as the existing Phoenix Shopping Centre ground floor car park.

Future design of the site should create some opportunities for new development north of Coleville Crescent, adjacent to the shopping centre. This will ensure the creation of a two sided “mixed use café street”. The City would need to work closely with the Phoenix Shopping Centre owners to achieve this, ensuring that a strong link is formed between the shopping centre and the new community hub.

**Figure 15** shows the types of uses that should be located along the café street. Retail, eating and beverage type uses should be located near the entrance to the Phoenix Shopping Centre and around the town square to help create activity and vibrancy. Alfresco dining should also be encouraged in this area. As the café street moves east towards the existing residential area, the uses should transition to office with residential uses above. This will help to create a noise buffer from some of the activity from the restaurants and cafés for the existing residents.

Placing residential apartments above the cafés/shops on the mixed use café street not only creates more housing options for people who want to live close to community facilities and public transport but it also creates overlooking of public spaces that increases safety according to CPTED (Crime Prevention Through Environmental Design) principles. The following pictures are examples of existing mixed use café streets.

*Examples of a new mixed use café street*





*New residential development above cafés and restaurants*



*New office or residential development above retail*

## 6.4 Recommendations

A. Investigate the realignment of Coleville Crescent slightly south to create a sleeve of retail/mixed use south of the Phoenix Shopping Centre as per figure 14.

B. Investigate the realignment of Coleville Crescent to join with Goffe Street as per figure 14.

C. Liaise with the Phoenix Shopping Centre owners and the City regarding the use and form of the sleeve of buildings to be located south of the Phoenix Park Shopping Centre.

D. Liaise with the Phoenix Shopping Centre owners and the City to determine appropriate entrance points to the mixed café street and a design that will maximise integration and access between the two sites.

E. Determine the most appropriate location for the town square on the new mixed use café street to maximise the synergies between the new community hub and the Phoenix Shopping Centre.

F. Determine the appropriate height of the buildings along the mixed use café street

taking into consideration commercial viability, appropriate mix, residential amenity, safety and security (visual surveillance) and traffic issues.

G. Determine the appropriate uses of the buildings along the mixed use café street taking into consideration commercial viability, community needs and feedback. Figure 15 provides guidance on the general location of uses on the mixed use café street.

H. Determine parking requirements generated from the mixed use café street and the possibility for underground parking below Coleville Crescent and the development sites including how this would be accessed.

I. Determine the appropriate width and configuration of the new mixed use café street including the width of the carriageways, footpaths, verges and the location of street trees, street lights, and car parking etc.

J. Provide a framework for the possible location of public art.

## 6.5 New Town Square (Piazza)

Through the October 2007 Vision Forum the community expressed the desire for some kind of piazza or town square. Any new town square should be suitable for small community events, public performances, community art, small markets with alfresco cafés around the edge. Larger community events will continue to take place locally at Manning Park and MacFaull Park.

The degree to which the square is paved versus being grassed and the possibility of a water feature for children also needs to be determined during the more detailed level of design.

The following images are examples of what the town square could look like. The images are from a recently built town square in New South Wales. *Source – Rouse Hill Town Centre Report*



In order to ensure that a vibrant and viable town square is created for the community, these are some of the principles that should be considered:

- The scale of the square needs to be appropriate for the predicted intensity of use. A good square needs to feel like an outdoor room. Too big and it may feel empty and will not be well used; too small and it can end up being too busy and overcrowded.
- Activities around the ground floor of the square need to be destinations to generate activity in the square such as restaurants, cafés, bistros and community facilities such as a library. There should preferably be no blank walls facing the square. Some of the activities on the ground floor should be allowed to spill into the square, such as alfresco cafés.
- The image and identity of the square will be influenced by the largest or most significant building fronting it. The façade/frontage of this building and its relationship with the square are essential for a good square. The Phoenix Central town square should be fronted by the new Life Learning Centre.



- The town square should include a variety of smaller “places”: destinations or attractions within. This may include outdoor cafés, fountains, public art, water features for children, and places for public performances. The individual attractions do not need to be big for the place to be a success.

- The square should feature amenities that make it comfortable for people to use. This includes appropriate formal and informal seating (e.g. on stairs or landscaping).
- The square should be overlooked by residential housing to help create safety at night and more liveliness. Without this, the square may be used for undesirable purposes at night time and subject to anti-social behaviour.
- The square should have good lighting which will add to its atmosphere and security at night.
- The square should include community art which will help to create a sense of place and ownership. This also becomes a great magnet for people of all ages to come together.
- The square needs to be designed so that it accommodates flexible uses throughout the course of the day, week and year. Instead of a permanent stage, for example, a retractable or temporary stage could be used. Likewise, it is important to have on-site storage for movable chairs, tables, umbrellas and games so they can be used at a moment's notice.
- Attention needs to be given to the buildings on the edge of the square as well as the way that streets, sidewalks and ground floors of adjacent buildings lead into it.
- The square must be actively managed by a single body that is capable of maintaining the square's functionality, form and physical quality, and managing and instigating events and activities to be held within it.
- As the current site involves considerable level changes, attention needs to be given to ensure that pedestrians, especially seniors and people with disabilities, will be able to readily access the square, shops, cafés, restaurants and community facilities.

**6.5 Recommendation**

A. In determining the location and configuration of the town square any proposal will take into consideration the principles outlined in section 6.4 to help ensure the creation of a vibrant and viable town centre.



*Existing community art currently located in the existing square outside the City's administration building.*

## 6.6 New Life Learning Centre

One of the key ideas from the November 2007 Enquiry by Design workshop was the need for a multi-use intergenerational learning and activity facility. This has been referred to as the Life Learning Centre. This centre will help provide for the needs of existing and future residents.

This new Life Learning Centre is likely to be the most prominent community building located on the town square. The location of the building also places it close to public transport on Rockingham Road and close to the Phoenix Shopping Centre. Car parking for both this facility and for the City's administration building will need to be located underneath the building.

The proposed location of the Life Learning Centre in [figure 15](#) is at the existing location of the Spearwood Library and the existing town square. Staging of the construction of this Life Learning Centre would therefore need to be considered in any future design.

The concept plan ([figure 15](#)) also has residential apartments above the centre to take advantage of ocean and hill views and to help fund the construction. The ground floor of the Life Learning Centre should include the entrance to the Spearwood Library and a bookshop/café.

The following are ideas for what could be included in the new Life Learning Centre:

- upgraded and enlarged Spearwood Library;
- seniors' centre;
- Early Years and Family Centre;
- youth activities space;
- shared computer training room;
- shared meeting rooms (2);
- shared café;
- bookshop; and
- shared hall.

## A redeveloped Spearwood Library

A redeveloped Spearwood Library will be an integral part of the new Life Learning Centre. A redeveloped Spearwood Library will continue to be the major branch of the City of Cockburn Public Library and Information Service. The new facility will continue to provide comprehensive information services, programs and activities to all community members and groups. The new library building needs to be designed to meet the future needs of the area that result from 1) rezoning the Spearwood and Hamilton Hill areas, 2) the new Port Coogee Development and 3) the new Cockburn Coast Development.

The new library building will also continue to provide:

- services and assistive technologies for people with disabilities;
- a range of free information services including internet access;
- community information and workshops;
- electronic databases;
- language learning classes; and
- the home library service.

Public libraries are a commonly used community service and therefore play an important role in the creation of a community hub and should be co-located with other community services. The library should be easily seen and identifiable from the town square and accessible by all visitors irrespective of their mode of arrival.

## A senior citizens' centre

Following community consultation and needs analysis, the City of Cockburn Senior's Plan 2004 recommended the need for a senior's centre, within the north western quadrant of the City of Cockburn.

Feedback from seniors during the October visioning phase of the project found that seniors would like to have the centre located close to shops, medical/dental facilities and public transport. There was also an identified need to have good access to the centre and ability to walk there. The location of the senior citizens' centre on the City's administration

site and inclusion within the new Life Learning Centre means that seniors will have:

- easy access to the library, medical care, hall and other Council services;
- good access to public transport on Rockingham Road and along Coleville Crescent;
- access to passive recreation areas including the town square and the town park;
- direct access to parking underneath the facility;
- easy access to the Phoenix Shopping Centre;
- easy access to cafés and eating places; and
- central location to the highest concentration of seniors in the City.

The seniors' centre could include:

- activity areas (2) one suitable for a wet arts area;
- large activity area;
- class 1 kitchen;
- offices;
- storage;
- waiting social area;
- podiatry/hair dressing;
- dining area; and
- toilets etc.

The integration of the facility with the Life Learning Centre will result in seniors also having access to other meeting rooms, a café, computer training room and a shared hall.

### Early Years and Family Centre

The City of Cockburn Children's Services Plan identified the need for a one stop shop for children's services. It was recommended that the Child Health Clinic, Playgroup, toy library and Early Education programs provide services from one accessible location. Space for these services needs to be provided within the new community hub, which will provide good public transport and close proximity to the shopping centre, community services, and library services.

There is currently a Child Health Clinic and toy library located in March Street, Spearwood with all options proposing that these services be relocated to the new Life Learning Centre and integrated into a new Early Years and Family Centre.

A central point for outreach service provision collocated with children's and community facilities would provide greater service provision, accessibility, practicality for community members and economies for service delivery.

The new Early Years and Family Centre may include:

- children's activity room;
- kitchen;
- toy library space/office;
- child health clinic (2);
- health clinic waiting room;
- group room;
- meeting room;
- outreach counselling offices (2); and
- storage.

In addition to this, an unfenced playground suitable for children aged 6 to 12 would be required adjacent to the café area and town square.

### Youth activities space

The City of Cockburn has built a large single purpose youth facility in Cockburn Central. A smaller youth specific area at Phoenix Central will give young people a space where they would feel welcome and able to develop a sense of ownership and inclusion. The town square will also provide an environment where youth specific activities can be undertaken.

### Shared facilities

There are a number of facilities in the Life Learning Centre which will be shared by all users and available for hire. These include:

- computer training room;
- meeting rooms;
- hall (to accommodate 500 people);

- kitchen;
- café; and
- ablution facilities.

On the ground floor of the Life Learning Centre there could also be a bookshop and a café. The café will have alfresco eating in the town square and will also have a children’s playground attached.

## 6.6 Recommendations

A. Investigate the future design of the Life Learning Centre including senior citizens’ centre, redeveloped library and other community activity spaces to meet the existing and future needs of Cockburn residents.

B. Determine how the future Life Learning Centre will be staged with the demolition of the existing library and Civic Hall and ensuring the continual provision of services.

## 6.7 New Town Park

**Figure 18** shows the creation of a new town park which includes the retention of the existing fig trees that frame the entrance to the City’s administration site.

The town park will be in close walking distance to the proposed town square and café street. It will also be close to the proposed new residential housing and community feedback seemed to indicate a positive response towards some kind of water feature or lake within the park.

### 6.7 Recommendation

A. Determine whether an attractive parkland feature such as a lake or water feature is viable and the best possible location.



## 6.8 New Residential Housing

The concept plan (**figure 15**) shows the integration of new residential development on the City’s administration site. The concept plan proposes at least three residential apartments of eight storeys with other residential areas being three and four storey.

The exact location of the apartments will vary depending on the final location of the town square and Life Learning Centre. Some residential apartments will be located in the mixed use café street and therefore be located above shops and cafés. There is also the opportunity for development of residential apartments above the Life Learning Centre.

The higher levels of the residential apartments will have views to the hills and ocean. Many of the lower level residential apartments will overlook the park.

The purpose of building residential apartments on the site is to help to generate more activity, sense of community as well as providing people with housing options for living in close proximity to services, facilities and public transport. The residential apartments will also help to fund the community infrastructure provided on the site.

Through appropriate design, many of the community concerns can be addressed. High rise is now being successfully built around other parts of Perth and is providing a valid housing option for those who would rather live in close proximity to services rather than having a large backyard. It also provides a viable retirement option for seniors who also want to live in close proximity to services and no longer want a backyard. Apartments in this location which include lifts would also provide an excellent location for people with disabilities.

The City did receive objections to the idea of high rise developments on the City's administration site. Some community members voiced concerns about

problems they associated with high rise development including social problems, traffic problems and overlooking. See chapter 3 for full summary. The next page specifically addresses these concerns.

The following are some examples of the types of residential housing that might be built on the site.

**6.8 Recommendation**

A. Prepare design guidelines to ensure good built form that specifically addresses community concerns regarding safety and maintaining privacy.

*Clockwise from top left: Example of 8 storey residential apartments; Example of 3 and 5 storey residential apartments; Example of 9 storey residential apartments; Example of 3 and 4 storey residential apartments*



CONCERNS	RESPONSE
<p>High rise apartments cause social problems</p>	<p>While some high rise developments have been associated with increased crime, just like some low density suburbs have been, this is not the case for all high rise apartments. There are good examples of high rise apartments in Perth that are not associated with social problems such as Burswood, Rivervale, East Perth, Subiaco and Mandurah.</p> <p>High rise development actually has many social benefits:</p> <ol style="list-style-type: none"> <li>1) They provide affordable housing choices for young people, seniors, people with disabilities etc who may not want to have a large yard but would rather have a location near a town centre and public transport.</li> <li>2) For some, residential apartments are less socially isolating than a normal house; this can especially be the case for single people.</li> <li>3) For some, residential apartments create a stronger sense of community as you are more likely to know your neighbour and this can increase feelings of safety.</li> <li>4) Residential apartments located next to a town centre can help to improve the social vibrancy and safety for the town centre.</li> </ol>
<p>High rise apartments cause traffic problems</p>	<p>High rise developments generate less traffic trips per dwelling not more. People who live in apartments generate fewer trips per day than people who live in normal houses because of the lower occupancy rates.</p> <p>An apartment located next to good public transport with the services and amenity of a shopping centre will generate even less trips per day due the opportunity to walk rather than drive to the shops and facilities.</p> <p>Placing high rise apartments next to major public transport routes and town centres is a well established initiative for reducing climate change by overall reducing traffic.</p>
<p>High rise development causing privacy issues overlooking of people's yards.</p>	<p>Overlooking private back yards needs to be avoided and specifically addressed at the detailed design phase. There is however, good surveillance. Residential apartments in appropriate locations can help with visual surveillance of public spaces such as a town square and parks making them safer according to CPTED (Crime Prevention Through Environmental Design) principles.</p>

## 6.9 City of Cockburn Office Expansions

The City of Cockburn is likely to need more office space within the next ten years. The draft concept plan ([figure 15](#)) show the expansion of the City's administration building southward.

### 6.9 Recommendations

A. Evaluate the future office needs of the City of Cockburn.

## 6.10 Car Parking

The following are the basic principles for car parking on the site:

1. Location should take advantage of the level changes across the site, minimise the visual impact of hard stand car parking and maximise accessibility.
2. Where practical, car park numbers should be calculated with reciprocal or shared parking in mind.

[Figure 14](#) shows a draft concept plan for car parking. This plan places the future parking requirements for the existing City of Cockburn offices, the new Life Learning Centre and the proposed mixed use café street underground in three possible locations:

1. underneath Coleville Crescent at the same level as the existing Phoenix Shopping Centre southern car park;
2. underneath the town square; and
3. underneath the new Life Learning Centre.

The City should also explore basement parking for the residential apartments.

### 6.10 Recommendation

A. Determine the appropriate number and location of car parking for the site according to the principles outlined in this report.

Existing City of Cockburn office building



## 6.11 Sustainability

The new community hub should aim to exercise best practice in sustainability. The following describes how the new community hub will help to make the City of Cockburn more sustainable.

### Social sustainability

- provides new community facilities and better access to services and facilities hence increasing social capital;
- creating new connecting places for the community through the provision of new public spaces, a new main street, new community facilities and meeting places hence also adding to social capital;
- improving accessibility for the community through improved public transport, walking and cycle facilities especially for those people without cars;
- improving safety in the area through better visual surveillance and more eyes on the street; and
- create new affordable housing choices for people who would prefer to live in apartments and have close access to services and facilities rather than a large back yard.

### Environmental sustainability

- reducing carbon footprint by reducing automobile use and therefore oil consumption and carbon emissions through the provision of more housing in close walking distance to public transport and services and facilities.

### Economic sustainability

- providing more job opportunities in the area;
- facilitating new business and retail opportunities; and
- co-locating civic, residential and commercial activities which allows for cross-subsidisation of public infrastructure and services.

# Community Hub Underground Parking

Figure 15



## 6.11 Recommendation

A. Prepare a sustainability framework for the project and explore ways for the future development on the City's administration site to exercise best practice in sustainability.

## 6.12 Design Guidelines that Address Sustainability

There are also many sustainability issues regarding the built form on the site that need to be addressed through design guidelines. These are:

### Environmentally sensitive design

Future buildings on the site should maximise passive solar heating, incorporate initiatives such as natural lighting, stack and cross ventilation for cooling, appropriate shading windows, outdoor areas, and hot water solar heating.

### Energy efficiency

Innovative ways should be explored to reduce household and general energy demands. Residential design is required to comply with the Sustainable Energy Development Office (SEDO) 'First rate' energy management rating system or any other subsequent approved system to a minimum level of 5 stars.

### Water use

Future dwellings and mixed used development on the site should aim to minimise water consumption.

### Resource/waste management

The future development should encourage recycling and consider embodied-energy parameters when selecting raw materials. Future buildings should minimise the production of non-recyclable waste.

### Robust building design

The buildings on the site need to be robust and durable in design to accommodate change in future use. Internal layouts, particularly on the ground floor, should be as flexible as possible to allow for a variety of future configurations.

## Cultural heritage

Further consultation will be required to look at how Phoenix Central can acquire its own local identity by drawing from the local community traditions and heritage. Mechanisms for doing this include: public art that references events in local history, local industry; local ethnic make-up or traditions; hosting local festivals, outdoor film showings, music concerts etc. This will especially be relevant to the design of the town square.

## Resident social interaction

At the more detailed level of design, careful attention needs to be made to the mixture of uses in order to maximise the vibrancy of the town centre. There are many social benefits to varying uses. It allows residents to have repeated interactions with a variety of people on a daily basis. These interactions form the fabric of a true community as people become familiar. Certain kinds of establishments – cafés, restaurants, lunch bars, libraries and newsagencies can become de facto community points. All of these uses are strongly encouraged for the new community hub.

Additional design elements can foster the creation of a sense of community. For example the use of porches or balconies that overlook public spaces. Alfresco dining along a footpath allows spontaneous meetings to occur. Design guidelines need to be prepared in the future that look for innovative ways for encouraging social interaction.

## 6.12 Recommendation

A. Prepare design guidelines that address issues outlined in section 6.11 and facilitate the project achieving best practice in sustainability.

# Phoenix Central Revitalisation Strategy

## 7 Ideas for Improving the Northern End of the Centre

### 7.1 Introduction

The community expressed dissatisfaction with the general appearance, pedestrian amenity and traffic flows of the northern end of the centre. The figure below shows an aerial view of this area.



*Aerial photo of the northern commercial end*

The few footpaths that are provided within the area, are designed to connect shop entrances with parking bays. Walking from shop to shop for any distance is difficult and unpleasant and footpaths are rarely used by adjacent businesses for activities such as outdoor dining. The area is generally dominated by cars and bitumen.

Clashes between high-speed through traffic and pedestrians have resulted in a large number of speed humps. This makes visiting the shops uncomfortable for car drivers, and reveals the difficulty pedestrians are experiencing when walking within the area.

### 7.2 Preliminary Ideas for Improving the Area

The following are some preliminary ideas for improving the area.

- Remove the current connection through from the BP petrol station to the commercial development to the east, as per the original conditions for development.
- Create wider footpaths along the western frontage of the commercial development and promote footpath activity including dining.
- Evaluate parking in the area and look for opportunities to create more space for street trees, landscaping and further development.

- Create some shade covering over the car park to visually improve the area and to help the area look less bituminised.
- Redesign the pavement to distinguish between the pavement that acts as a through street, and that which is used for car parking.
- Use covered car park for weekend and evening markets and other activities.

Below are some preliminary perspective drawings to help demonstrate some of these ideas:



*BEFORE – Car park dominated vista with little or no amenity or visual attractiveness.*



*AFTER – More shade, wider footpaths, narrower roads with raised pedestrian crossings. Parallel parking to protect footpath dining facilities and slow traffic without the need for frequent and severe speed humps. Night market allows a greater variety of businesses to open up and creates a venue for social gathering. Access to drive-through businesses restricted to Rockingham Road only, creating a calmer environment dominated by pedestrians.*

### 7.3 Facilitating Outcomes

This area, including the internal streets, is privately owned. As a result, the City can only suggest ideas to the various landowners and try to facilitate good outcomes. The City hand-delivered, to all landowners/managers in the northern commercial area, a copy of the above information and asked for their feedback. The City also asked for opinions on the following statements:

- I am interested in exploring options to improve the landscaping and presentation around my shop/office.
- I am interested in exploring options for possible future redevelopment of my property.
- I am interested in being part of a working group to look at ideas to revitalise the northern end of the centre.
- I am interested in coming to a meeting facilitated by the City of Cockburn to discuss ideas for revitalising the northern end of the centre.

Almost no feedback was received from the landowners and tenants on this survey. At this point, the City will therefore need to invest more time in consulting with these landowners if this part of the town centre is to be revitalised. This could involve 'place makers' to establish short term gains, medium term goals and a long term vision.

It is considered that the next step is to engage a consultant to write up design guidelines for how this future area might evolve (see recommendations in section 5.3). This would include showing the development potential of each lot. This plan should form the basis of assessing future development applications within the area, to achieve good urban design and functional outcomes.

In the short term, the City will investigate improving Lancaster Street, which is discussed in the next chapter.



# Phoenix Central Revitalisation Strategy

## 8.0 Improving Movement and Mobility

### 8.1 Introduction

One of the hot spots for change identified by the community in the October 2007 Vision Forum was the idea of traffic calming for Rockingham Road and safer pedestrian crossings.

During both the Enquiry by Design workshop in November 2007 and the May/June 2008 consultation phase improving Rockingham Road, especially pedestrian access, was a major theme.

Other priorities identified by the community included the need to beautify the area and improve streetscapes. Chapter 3 provides a more comprehensive summary of community input and feedback.

The Enquiry by Design workshop generated some ideas for: improving the eastern access to the Phoenix Shopping Centre, thus helping to take some of the load off Rockingham Road, and creating opportunity for improved public transport and traffic calming. These ideas proved to be very unpopular with the community. Section 8.2 briefly discusses these ideas and the community's response.

The City received little feedback from the general community or adjacent landowners regarding ideas for improving Rockingham Road. The initial ideas presented to the community involved the possible location of street trees on private properties. The owners adjacent to Rockingham Road were also asked to respond to the following statements:

- I am interested in exploring options to improve the landscaping and presentation around my shop/office.
- I am interested in exploring options for possible future redevelopment of my property.
- I am interested in being part of a working group to look at ideas to revitalise the northern end of the centre.
- I am interested in coming to a meeting facilitated by the City of Cockburn to discuss ideas for revitalising the northern end of the centre.

The City received no response to this survey from adjacent landowners. This leaves the City with three options:

1. The City spends a considerable amount of additional time and resources on consultation to engage with the landowners adjacent to Rockingham Road.
2. The City looks for ways to improve Rockingham Road within the existing street reserve that the City controls. This is not the best solution, but might at least be able to be implemented. This option would still require some consultation with landowners.
3. The City does nothing.

Most of the recommendations in section 8.3 of this report have been based on option 2.

The final sections of this report discuss improvements to Lancaster Street within the town centre, car parking for the town centre, improvements to the streetscape of key residential streets in the study area and finally improvements to cycle routes in the study area.

## 8.2 Proposed Road Linkages to Improve Access to the Phoenix Town Centre

A strategy, identified during the Enquiry by Design workshop, was to improve access from the eastern catchment to the commercial precinct, in order to facilitate a better distribution of traffic and to take some pressure off Rockingham Road as the only clearly legible access to the shopping centre. Doing this would create the opportunity to traffic calm Rockingham Road.

The City received strong objections to the proposed linkages (see chapter 3 for a full summary). In response to the community concerns, Council made this decision at its June 2008 Council Meeting:

*“Not to support the compulsory acquisition of any residential property within the Phoenix Central project area for the purpose of creating new road links and the road links going through homes being deleted.”*

The SKM Phoenix Central Transport Report January 2008 modelled significant increases in traffic on roads such as Gerald Street, March Street, Goffe Street and Kent Street if these proposed linkages were to go ahead. Without these proposed linkages the SKM report shows that traffic growth on local roads such as Gerald Street, March Street, Goffe Street and Kent Street will be relatively minor with the majority of traffic growth being restricted to the district distributor roads of Rockingham Road, Phoenix Road, Spearwood Avenue and Hamilton Road.

It is difficult for the City to estimate the time frame in which people will subdivide their blocks. It is likely to occur over a period of 20 years. This infers that traffic increases are likely to happen gradually and should be monitored by the City.

## 8.2 Recommendations

A. Engineering Services undertake traffic counts on major roads within the study area to establish the baseline data and every year thereafter to determine growth in traffic volumes.

B. Engineering Services undertake a traffic assessment five years after the proposed zoning plan has been adopted by the WAPC to establish whether the SKM traffic modelling is correct or whether some alternative measures will be required to cope with potential increases in traffic that result from rezoning.

## 8.3 Rockingham Road in the Town Centre Precinct

This section describes a number of principles and recommendations that can be established for future improvements for Rockingham Road in the town centre precinct. The town centre precinct is considered to be from Coleville Crescent to Phoenix Road.

The following aspects are discussed:

- bus lanes;
- number of lanes;
- improving pedestrian linkages;
- improvements to public transport stops;
- street lights;
- undergrounding power;
- street trees;
- footpaths;
- median strip; and
- access to businesses – service road.

## 8.3 Recommendations

A. Engineering Services engage relevant consultant(s) to prepare a detailed concept plan for improving Rockingham Road through the Phoenix Town Centre Precinct taking into consideration recommendations 8.3 (B to M).

- Bus lanes
- Number of lanes
- Improving pedestrian linkages
- Improvements to public transport stops
- Street lights
- Undergrounding power
- Street trees
- Footpaths
- Median strip
- Access to businesses – service road

### Bus lanes on Rockingham Road

During the Enquiry by Design workshop in November 2007, the Public Transport Authority confirmed their position that Rockingham Road should have a dedicated transitway or bus lane. The Enquiry by Design project team then considered the possibility of establishing a more defined bus-priority proposal.

Subsequent to the workshop, SKM investigated whether reducing Rockingham Road to one lane was viable to create a bus lane in the event that the area was rezoned to allow for more development and therefore more population.

The SKM Phoenix Central Transport Report (January 2008) found that it was viable to reduce Rockingham Road to one lane each way and create a bus lane, provided that the new street linkages outlined in section 8.3 were created.

The SKM report found that if none of these connections were to be implemented, then Rockingham Road should remain a four-lane road and the bus priority measures should not be implemented.

The SKM report outlined that if the bus priority measures were to be implemented, there would be increased congestion on Rockingham Road adjacent to Phoenix Centre, which would be severe during peak periods.

The City received little support for the bus lane although it should be noted that the number of objections to the bus lane was the eighth-highest comment received by the City.

The City also received strong objections to the new road linkages as outlined in section 8.2. As a result of the SKM Phoenix Central Transport Report recommendations, and the feedback from the community, the Council made a decision at its June Council 2008 meeting:

*“Not to support the inclusion of a busway or transit way in Rockingham Road.”*

### 8.3 Recommendation

B. Engineering Services examine other options to minimise delays to buses along Rockingham Road.

### Number of lanes

Rockingham Road is currently a four-lane divided roadway, carrying approximately 20,000 vehicles per day. It is classified in the road hierarchy as a District Distributor A and one of its primary functions is to effectively and efficiently move traffic through the area.

One of the major challenges was to predict traffic growth and to consider how this growth could be accommodated in the broader context of development. Increasing density of the residential area, development of the commercial precinct to attract a greater diversity of mixed use, and a maturing of the existing road network (e.g. Spearwood Avenue) will all influence traffic growth in some way.

Increased traffic flows along Rockingham Road of about 3000 to 5500 vehicles per day could be expected with the proposed zoning changes. While this would be a significant and noticeable increase in traffic flow, it is not likely to result in the demand exceeding capacity.

Based on the SKM January 2008 report recommendations, and feedback from community consultation, Rockingham Road should remain a four-lane road. This will ensure that it has the capacity to accommodate the future traffic increases that gradually occur as a result of rezoning.

### 8.3 Recommendation

C. Rockingham Road remain a four-lane road between Spearwood Avenue and Phoenix Road.

#### Improving pedestrian linkages

Community consultation has identified the need to improve pedestrian linkages across Rockingham Road. The following pedestrian crossing points of Rockingham Road are recommended:

- Phoenix Road;
- Lancaster Street;
- new puffin pedestrian crossing north of Kent Street, near bus stop, as per current budget (short-term option until the traffic lights at Coleville Crescent are built); and
- at future traffic lights at Coleville Crescent.

If the pedestrian crossings are improved and/or implemented in these four areas, this would significantly improve the safety of pedestrian and cyclist movement across Rockingham Road. This would also result in a slower speed environment between Phoenix Road and Spearwood Avenue, providing greater opportunities to cross. The City will also look at changing the road pavement at these crossings.

### 8.3 Recommendations

D. Engineering Services to liaise with Main Roads in respect to the installation of new traffic lights at the intersection of Coleville Crescent and Rockingham Road which will also create a new pedestrian crossing.

E. A new puffin pedestrian crossing north of Kent Street (already on the budget) and in the process of being implemented.

#### Improvements to public transport stops on Rockingham Road

The Phoenix town centre is well-served by public transport. Currently about 1000 persons per day enter and leave the centre via bus stops on Rockingham Road. Improvements should be made to the infrastructure supporting the bus stops, to make them more convenient, safe and pleasant to use. This is especially the case with the bus stop on the eastern side of Rockingham Road outside the Phoenix Shopping Centre.

### 8.3 Recommendation

F. Engineering Services determine possible improvements to all bus stops on Rockingham Road including the possible creation of a new transit area on the eastern side of Rockingham Road outside of the Phoenix Shopping Centre.

#### Street lights

The verges either side of Rockingham Road are very limited in width. Studies of similar streets in greater Perth have revealed that a sense of continuity, order and spatial framing may be achieved through the erection of suitably scaled and distinctive street lights on either side of the carriageway combined with special pavement treatments.

Such light columns would also offer opportunity for erecting banners and decorations to mark celebrations such as Christmas and other festivals. The following photos show some examples of street lights from the City of Gosnells.

Providing street lights on Rockingham Road would require the undergrounding of power; discussed in the next section.

### 8.3 Recommendation

G. Engineering Services determine the best location and configuration for street lights and recommend possible designs.



*Albany Highway, Gosnells. A strongly defined sense of visual framing has been achieved through the use of stylish kerbside light columns.*

*Note the opportunity for public celebration, in the form of optional banners.*

*Sample street light showing location of plantings*

*Sample street light showing the location of banners*





*Split in Croatia. The City of Cockburn's sister city has capitalised on opportunities for enhancing the sense of occasion. Spearwood residents are notorious for their displays of Christmas lights.*

### Undergrounding power

Placing the powerlines underground is an integral but expensive component of the project. A detailed application was made to the Office of Energy for funding assistance under the Round Three Localised Enhancement Projects under the WA Government's State Underground Power Program in 2004.

Unfortunately, the submission was unsuccessful. Costs were also sought from Western Power for the undergrounding of the power but was very expensive and beyond the Council's financial capacity. A survey of affected residential and business property owners, undertaken in 2004, also found there was

little interest among these owners in contributing to underground power connections for their properties.

The City will continue investigations into the cost of undergrounding the power in Rockingham Road and again seek state government funding, as opportunities arise, to help with the costs of this project.

Any future streetscape improvement plans for Rockingham Road will most likely need to be staged, particularly in the event that undergrounding the power lines (located on the western side) can not occur in the short term.

### 8.3 Recommendation

H. Engineering Services determine the cost of undergrounding the power in Rockingham Road and again seek state government funding to help with the costs of this project.

### Street trees

The introduction of a regular avenue of trees along Rockingham Road will unify the appearance of the road, reduce the dominance of the ad hoc and fragmented built form of the street and assist in creating a more sheltered and shaded pedestrian environment.

There is a tendency for commercial operators to desire uninterrupted views of their premises from the road and car parking immediately adjacent to their businesses. Street tree planting along Rockingham Road may well be rejected by stakeholders as a consequence of this initial response to change.

Combined with the desire for maximum car parking and exposure to passing trade there is also little opportunity for tree planting within Rockingham Road's road reserve. The verges either side of the carriageway are narrow, very irregular in width, fragmented by numerous crossovers, are often comprised of near solid limestone beneath ground level and contain numerous underground services.

Notwithstanding these considerable constraints, scope has been identified for introducing a contiguous avenue of street trees along the eastern side of Rockingham Road through forming a partnership with adjacent landowners.

Studies of existing car park designs along Rockingham Road have revealed that existing car parking bays are over sized when compared with national car parking bay design standards. Foreshortening existing bays to comply with national standards will liberate a strip along the road frontage, which combined with the often meagre space available in the road verge can provide enough room for a new avenue of street trees.

### 8.3 Recommendation

I. Engineering Services determine the best location of street trees and appropriate species, and liaise with adjacent landowners where necessary.

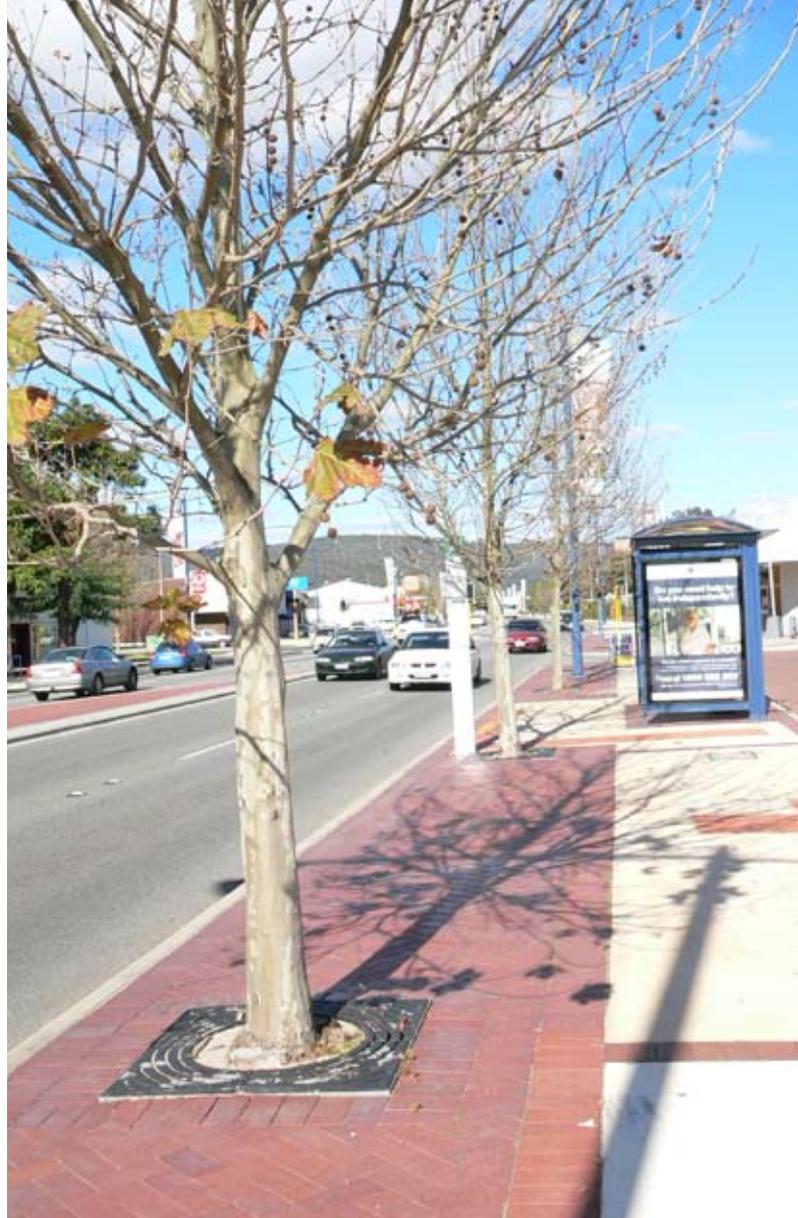
#### Footpaths

The Enquiry by Design and public consultation processes identified the need to diversify the quality and range of facilities on offer in the town centre precinct. The development of a comfortable and inviting pedestrian domain is essential to continuing to attract to the business to the precinct.

One potential opportunity is to create sheltered, wide footpaths away from heavy traffic flows. This needs to be investigated for Rockingham Road. In many locations there is potential for moving footpaths away from the noise, dust and grit of Rockingham Road closer to the shopfronts of private businesses. Once achieved, this will generate a more secure and welcoming pedestrian environment and encourage the establishment of pavement activities such as café tables, and pedestrian scale in shopfront presentation. Such developments will help to foster the attitude of the town centre precinct as an attractive place to visit. The other option is to improve the footpath within the existing street reserve.

### 8.3 Recommendation

J. Engineering Services determine the appropriate location and treatment of footpath(s) along Rockingham Road and feeder roads and liaise with adjacent land owners where necessary.



Possible location of street trees along Rockingham Road



Main Street in Tuart Hill. A common perception is that the introduction of street trees degrades the retail potential of a street by reducing commercial exposure. This reduction is frequently offset by an obvious improvement to the local amenity of the precinct and the quality of customer and business subsequently attracted to the area.



*Possible footpath improvements along the edge of Rockingham Road*



*Photo of current narrow median strip along Rockingham Road*

### Median strip

Landscape Architect Gerard Healy prepared a landscape plan for Rockingham Road based on the 2004 SKM report. This plan included street trees, both in the median strip and in the verge, and street lights within the median strip and was based on Rockingham Road being reduced to only one lane in each direction. The plan therefore made more space for street trees in the median strip.

Ideally, the City would like to locate street trees down the median strip and on the verge of Rockingham Road. However, due to the feedback from the community and from the SKM January 2008 Report, the recommendation is for Rockingham

Road to be kept as a four-lane carriageway, as outlined previously. As a result, the median strip is considered to be too narrow for street trees.

The current median strip in some locations of Rockingham Road is only one metre wide. The following picture shows the narrow median strip along Rockingham Road.

The median strip is especially narrow towards Phoenix Road. For street trees to be successfully located in the median, the median would have to be widened to between two to three metres. This would require the narrowing of the existing carriageways, narrowing of the verges, or widening of the whole street reserve.

*Main Street in Tuart Hill. The footpath here has been removed from the kerb edge and reinstated towards the building facade. This has increased pedestrian activity and enabled the establishment of safer pedestrian-crossing points.*



After more detailed assessment by Engineering Services, none of these options are considered viable. This is especially the case as future right-turn crossover points still need to be determined as the proposed 'Mixed Business' zone is gradually developed. The City should however explore opportunities to beautify the median strip through the use of low planting, such as that shown in the photos right.

### 8.3 Recommendations

K. Due to the narrowness of the median strip and the need to keep Rockingham Road as a four-lane road, the median strip should not be used for street lights or street trees.

L. Engineering Services determine appropriate low-shrub planting to improve the visual amenity of the median strip.



*Right: Streetscape improvements to the median strip*

## Access to businesses on Rockingham Road

A study is required to determine the exact location of crossovers on Rockingham Road. This will depend on final land-use changes of the proposed business zone west of Rockingham Road, between Lancaster and Kent streets. Any new development in this area would require the construction of a car-park service road for access and visitor parking in accordance with an adopted vehicle access plan. This is subject to a more detailed study, but the end result would minimise the number of vehicle access or crossover points along Rockingham Road. The photos below show what this area could look like.

Because of site level changes, tenant parking could potentially be provided under the proposed buildings with rear access. If this is supported,

design guidelines and a vehicle access plan for this area will need to be prepared.

Future studies should also look at the potential to create and improve service lanes in existing private parking areas on the eastern side of Rockingham Road. There are, however, some existing level differences that would need to be resolved before a cross-section of this type could be constructed.

### 8.3 Recommendation

M. Strategic Planning Services prepare an access strategy for the new business zone and investigate whether the service lanes along other parts of Rockingham Road could be improved.

*Examples of new businesses with residential above in the new business zone*

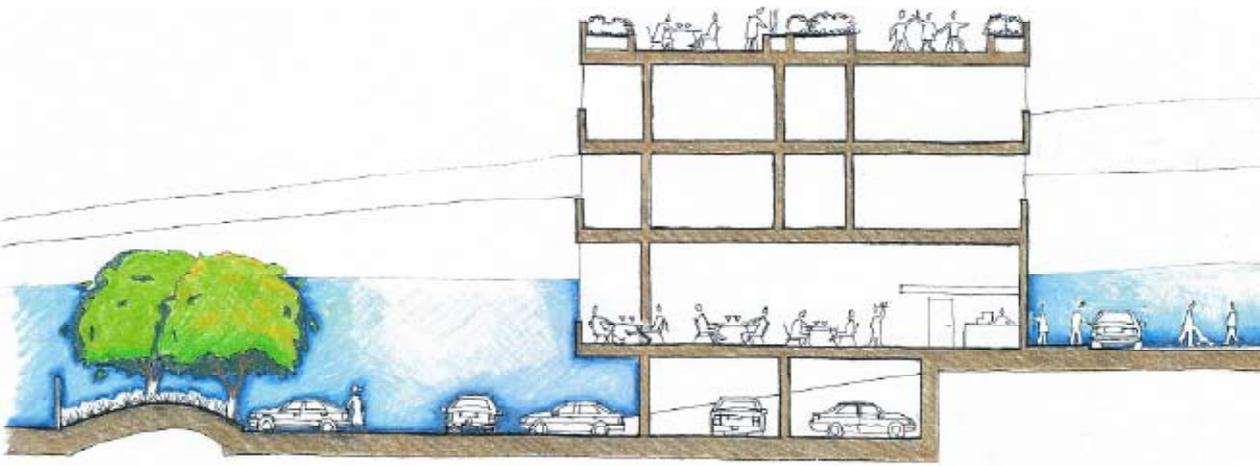


*Example of a new service road for new businesses in the new business zone*



*Example of a new footpath facing the carpark of a potential new business area*





Possible section of new business zone showing new service lane to the right and car parking underneath the building (subject to owners either selling for redevelopment or redeveloping themselves).

### Signage for Rockingham Road

A 'strip' of confusing and conflicting signs has developed along Rockingham Road through the town centre. The facades of buildings are often obscured from view from the road. The desire to increase signage is a common outcome of piecemeal commercial development. The following pictures show this situation. The second picture shows just how much of the streetscape is dominated by advertising and how that blocks shopfronts.

Uncoordinated signage causes the visual equivalent of 'white noise', where very little information is registered in the mind of the viewer.

If businesses in Phoenix Central want to be competitive both with other district and regional centres in the area, and capture new markets that will be generated from the Cockburn Coast development and Port Coogee, it is recommended that business support a new signage strategy for Rockingham Road. Preliminary ideas for the strategy involve using large, well-lit pylons with consistent space and orientation of signs within each pylon. This will enable a greater variety of business more opportunity for exposure.

When the issue of signage has been addressed in this fashion, the argument that tree planting between shop units and passing traffic hides shop frontages no longer holds currency. As shown earlier, current shop frontages are already obscured by the signage. Views of the shops are still permitted beneath the canopy of the tree planting, and these may even be improved in quality and quantity when the current obliteration by ad hoc signage on front-lot boundaries is considered.



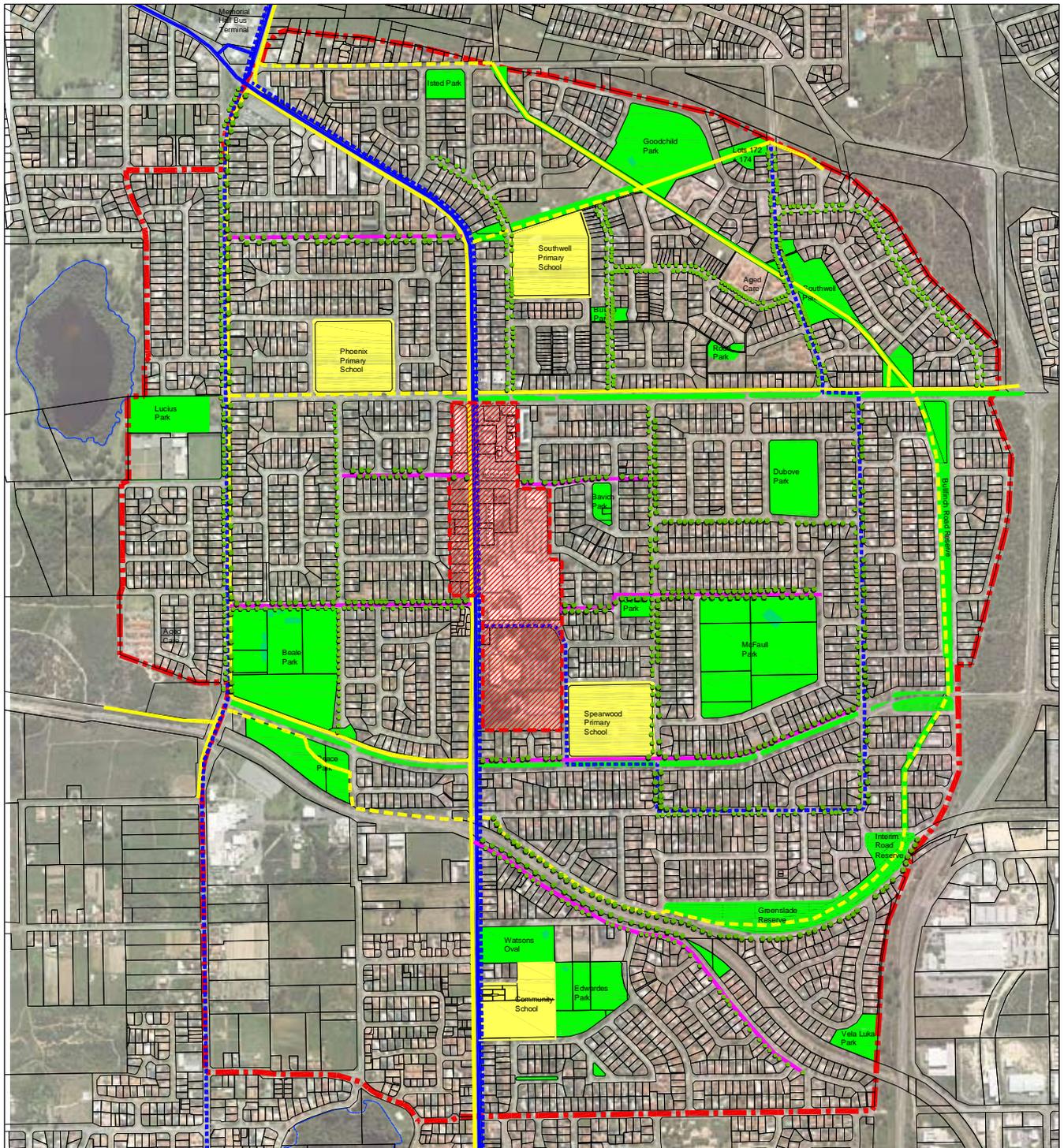
Photo looking south along Rockingham Road



Photo looking north along Rockingham Road

### 8.3 Recommendations

- N. Statutory Planning Services liaise with existing landowners to see if signage can be improved in the area in accordance with a visual management plan.
- O. Statutory Planning Services to prepare a new signage policy for Rockingham Road in the Phoenix town centre precinct.



 Street Trees On through routes, and between pedestrian destinations.	 Dual Use Path Existing	 Dual Use Path Possible Future	 Public Green Spaces	 East West Link Routes	 Study Area	 Town Centre Precinct	 Existing High Frequency Bus	 Existing Local Bus	 School Grounds
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**NOTE**

This plan is intended to indicate how a hierarchy of street facilities could be established to increase the sense of connection between local homes and pedestrian facilities such as the town centre precinct, parks, schools and bus stops.

It is proposed that higher quality footpaths are introduced on special 'Link Routes'. The paths will be wider, built of higher quality more attractive materials. Street trees and street furniture will be introduced to further enhance these routes.

Bus and major traffic routes through the study area will also be upgraded to improve the reputation of the district to encourage investment in the neighbourhood's homes.



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0 120m  
SCALE

## 8.4 Improvements to Lancaster Street in the Town Centre

Lancaster Street is the other significant street within the town centre precinct in need of street improvements. Possible streetscape improvements to this street that are complementary to improvements to the streetscape of Rockingham Road should also be investigated.

### 8.4 Recommendation

A. Engineering Services engage a landscape architect to look at streetscape improvements including footpath improvements, street trees and lighting for Lancaster Street which is consistent with Rockingham Road town centre improvements.

## 8.5 Parking Strategy for Town Centre

An integrated parking strategy will need to be prepared as part of the overall redevelopment. There are some key decisions to make which will dictate the core philosophy for parking in the commercial precinct, including:

- reduce car dependency;
- rationalise parking provision – non-residential parking designated as public parking (reduce parking provisions by as much as 20%) resulting in a more efficient use of the parking resource;
- mandate a minimum cash-in-lieu contribution per gross floor area of development;
- where possible parking should be provided on both sides of streets in and around the city centre, in addition to off-street parking; and
- off-street public parking to be on the periphery of the centre rather than in the heart of the centre.

### 8.5 Recommendation

A. Strategic Planning Services and Engineering Services engage relevant consultant(s) to prepare an integrated parking strategy for the town centre to help rationalise car parking.

## 8.6 Improving Residential Streetscapes to Encourage Walking

Improving the visual amenity of east-west and north-south residential streets will encourage people to walk to the town centre along direct and inviting routes. Positioning of trees will be carefully considered in light of future house and lot developments. The key principles to providing quality people linkages are as follows:

- develop a hierarchy of paths on verges:
  - › shared paths either side of district distributors, local distributors linking regional destinations, and major access roads, for example Kent Street and Lancaster Street;
  - › single footpaths beyond walkable catchments of district and regional destinations; and
  - › on-road walking or cycling on local residential roads dependant on traffic volumes.
- provide for bicycle parking within the commercial centre and regional destinations;
- ensure safe crossing facilities at local distributors and district distributors;
- shade trees adjacent to footpaths along local distributors and local roads. Review Greening Strategy to include comprehensive street tree policy;
- a path network should be designed for universal access (disability) and should comprise shaded, attractive and secure routes (Crime Prevention Through Environmental Design principles); and
- carparks and access ways to have good lighting consistent with a modern commercial precinct.

The attached plan ([figure 16](#)) indicates a strategy for linking places people might wish to walk to, such as the town centre precinct, bus stops, the nearest park or school. These links will be emphasised by improving quality of the streets, footpaths, shade tree planting and furniture, to enhance their roles in facilitating good pedestrian movements.

Many streetscape improvements are difficult to achieve before landowners have started to subdivide their properties. This is because new driveways are

sometimes created and this influences the location of street trees. Construction of new properties often does damage to footpaths. Hence, many of the improvements suggested here need to wait until the area has been subsequently subdivided, and therefore be implemented in the longer term.

There are however, key link streets that are considered important to improving the east-west connections to the town centre in the short term:

- Kent Street – Coleville Crescent – Goffe Street; and
- Hotspur Road, Bolingbroke pedestrian access way, Lancaster Street, MacMorris Way, Freeth Road.

## 8.6 Recommendations

A. Engineering Services to develop and adopt a public-realm refurbishment program for residential streets in the Phoenix Central project area based on recommendations B to F.

B. Engineering Services to implement streetscape improvements between Hotspur Road and Freeth Road, utilising the Bolingbroke PAW, Lancaster Street and MacMorris Way. This includes pathway construction and associated landscaping for the purpose of encouraging pedestrian amenity to and from the town centre.

C. Engineering Services to implement streetscape improvements along Kent Street, Coleville Crescent and Goffe Street. This includes pathway construction and associated landscaping for the purpose of encouraging pedestrian amenity to and from the town centre.

D. Engineering Services to implement streetscape improvements to Orleans Street, Gerald Reserve and Pomfret Road for the purpose of improving pedestrian amenity.

E. Engineering Services to implement improvements to the PAW between Kent Street and Bushy Road.

F. Engineering Services to implement streetscape improvements for other streets as per figure 16 as the area is redeveloped.

## 8.7 Creating a Cycle Network

In addition to improved pedestrian facilities, the oil pipeline reserve upgrades in Southwell have highlighted the possibility of creating a new interlinked cycle route that will encircle the study area. The newly established dual use path can be extended south of Phoenix Road along the wide roadside reserve of Bullfinch Street, then west to follow the railway reserve, connecting to Rockingham Road and across to Hamilton Road and eventually the coast at Port Coogee.

Future plans for the northern section will take cyclists along the powerline reserve from Goodchild Park, along Owen and Janson Roads to North Coogee. A designated cycle route north from Spearwood Avenue along Hamilton Road could provide a suitable link back up to the northern end of the pipeline reserve via a new section of dual use path north of Isted Reserve.

## 8.7 Recommendations

A. Engineering Services to develop and adopt a public realm refurbishment program for cycleways in the Phoenix Central study area based on recommendations from B to F.

B. Strategic Planning Services to reach an agreement with BP to construct a dual-use path and lighting within the oil pipeline reserve adjacent to Bullfinch Street.

C. Subject to B above, engineering Services to construct a new cycleway along the existing oil pipeline reserve adjacent to Bullfinch Street. This would include tree planting, minor earthworks and irrigation.

D. Engineering Services to construct a new cycleway from Goodchild Park to Rockingham Road.

E. Engineering Services to construct a new cycleway from Angus Avenue from Greenslade Reserve to Rockingham Road.

F. Engineering Services to construct a new cycleway along Rockingham Road to Hamilton Road to Cockburn Coast and Beeliar Regional Park. The cycleway would include landscaping and lighting.



# Phoenix Central Revitalisation Strategy

## 9.0 Ideas for Improving Parks

During the initial vision forums in October 2007 the community advised that it would like the City to maximise green spaces and beautify parks and recreation facilities.

The sketches on the following pages indicate how a number of major parks might be developed and upgraded to meet the needs of an increasingly diverse community. These sketches were developed by the City during the Enquiry by Design workshop in November 2007. The City presented the following sketches to the community during the May/June 2008 consultation period. The Beale Park and MacFaull Park proposals were included in the brochure. All proposals were included in the draft report available at the City offices and on the internet, and were also shown to the community during the two community forums in May 2008.

Chapter 3 of this report provides the feedback the City received regarding the parks. It appears that the community is generally supportive of the City improving parks.

The strongest feedback was the objections to a proposal to put retirement housing on a portion of MacFaull Park. As a result, Council made the following decision in its June 2008 Council Meeting:

*“Council has now adopted a recommendation not to build any residential housing, including retirement housing, on MacFaull Park.”*

Approximately 13 comment sheets were returned, saying that the Joe Cooper Recreation Centre should be retained on MacFaull Park, and not be demolished. There were also suggestions from the community that lighting, seating, barbecue areas, footpaths, security, and play equipment should be improved in parks generally.

What was presented to the community were preliminary ideas. Further consultation will be conducted with the community where this involves major changes to the parks.

It is, however, still proposed that the Beale Park clubrooms will be significantly upgraded to create a modern quality multi-use recreation and community facility with the capacity to better serve the extensive active playing fields on the site. The refurbishment will allow those groups that currently occupy the Joe Cooper Recreation Centre to be relocated to the centrally located and visible Beale Park facilities.

A new emergency services centre for the City will be developed at Parkes Street in Yangebup to allow for the relocation of Cockburn Volunteer Emergency Services currently located on Beale Park and South Coogee Volunteer Bushfire Brigade. The adjoining house on Beale Park will be demolished and the active playing space expanded.

It is proposed that MacFaull Park be upgraded with a range of passive recreational features suitable for a range of age groups and the old Joe Cooper Recreation Centre demolished.

## 9.0 Recommendations

A. Engineering Services to develop and adopt a public-realm refurbishment program for upgrading public open space in the Phoenix Central project area based on recommendations B to K. This should reflect a needs analysis of the future community and the appropriate role of each park in meeting the needs.

B. Engineering Services to make improvements to Bavich Park (irrigation replacement and soft landscaping).

C. Engineering Services to make improvements to Edwardes Park (play equipment upgrade and replacement and soft landscaping).

D. Engineering Services to make biodiversity improvements to MacFaull Park (community planting day and consultation).

E. Engineering Services to improve Greenslade Reserve (irrigation, hard and soft landscaping).

F. Engineering Services to improve Gerald Reserve through the use of artworks and creation of a boardwalk (community consultation, design competition, artworks and interpretive signs).

G. Engineering Services and Community Services to commence the Beale Park study (community consultation, relocation of State Emergency Services, expansions of sports grounds, redevelopment of clubroom facilities).

H. Engineering Services and Community Services to commence the MacFaull Park study (community consultation, demolition of Joe Cooper Recreation Centre, improvements to park).

I. Strategic Planning Services and Community Services to explore the possibility of Sam's Place community garden project (community market garden, interpretation plan for heritage site, community facilities and equipment, community consultation).

J. Engineering Services to improve Dubove Park (irrigation and landscape upgrade, compaction of old tip site, electrics and in-field irrigation, turf improvement and soft landscaping treatment to northern bank).

K. Engineering Services to improve Goodchild Park clubrooms and facilities.

L. Engineering Services to improve Edwardes Park and Watson Oval (hard and soft landscaping and car parking, improve passive and sport use).

# Park Improvements



## McFaul Park (Falstaff Crescent)



## Watsons Reserve (Rockingham Road) Edwardes Oval (Lintott Way)

**Aims:**

- Improve amenity
- Reduce negative behaviour
- Screen railway

**Interim Reserve**  
Establish cycle route through pipeline reserve, north along Bullfinch Road. Continue upgrade of Interim Road Reserve and extension of irrigation. Establish cycle route along old rail alignment.

**Greenslade Park**  
Screen railway to the south and enhance street with planting.

**Dubove Park**  
Develop embankment to make slope more useful for spectators. Shade trees, seating, viewing and so on.

**Phoenix Road**

**Stock Road**

**Dubove Park**  
Reinforce existing trees with additional planting.

**Possible uses:**

- Dog exercise facility
- Junior sports such as soccer, cricket or hockey.

Compact fill beneath playing surface, segregate irregularities from playing surface (all refuse tip). Continue improvements to playground and informal play facilities.

**Dubove Park (Frooth and Bohemia Sts)**  
**Greenslade/Interim Reserves (Kingsham Ave and Interim Road)**

5

**Bavich Park (Cnr Lancaster and Thistle Streets)**  
Retain and reinforce tree planting with additional shade trees. Remodel drainage swale to provide a summer 'kick about' area. Increase recreational value with a good quality seating and table structure.

**Phoenix Shopping Centre**

**Gerald Reserve (Cnr Gerald and Thistle Sts)**  
Use of this park is limited by the need to retain its function as a stormwater drainage facility. Opportunity for boardwalk with shaded seating. Sculptures on poles above common storm water levels. Establish perimeter tree planting.

## Bavich Park and Gerald Reserve

These parks are overlooked by surrounding homes, making them secure and less prone to vandalism. They are important as calm refuges from the adjacent built environment. They are an important pedestrian link to and from the commercial centre.

3

Relocate SES and two houses. Redevelop vacated land for playing fields.

Retain and protect heritage listed tree.

Rationalise drainage basin to create swale and children's playground.

Redevelop club rooms. Create a multipurpose facility for a variety of community uses.

Reinforce existing perimeter tree planting to enhance quality of park.

Sister City 'Friendship Way' this section commemorates the theme of Peace.

Opportunity to provide car parking for Remembrance Day ceremony, and general park users.

Investigate incorporation of drainage sump into adjacent Peace Park.

Review Remembrance Park memorial and design of surrounding space.

Peace Park pine tree planting to commemorate Hiroshima ending World War 2. Further develop amenity and access to integrate into surrounding parkland.

## Beale Park,

Cnr Hamilton Road and Spearwood Avenue, Spearwood.



# Phoenix Central Revitalisation Strategy

## 10.0 Implementation

After the Phoenix Central Revitalisation Strategy is adopted by Council, the City will move into the implementation phase of the project.

The strategy provides 66 specific recommendations. The key themes of these recommendations are summarised below:

- Preparation of Scheme amendments for rezoning of the study area and relevant design guidelines.
- More detailed planning and design of the City's administration site for the creation of a new community hub.
- More detailed planning and design of Rockingham Road and linking streets and walkways together with the preparation of submissions for undergrounding the power in Rockingham Road particularly.
- More detailed planning and design for streetscape improvements (cycleways and pedestrian links).
- More detailed planning and design for park improvements.

Once the detailed planning is undertaken on the various aspects of the project, financial costings will need to be determined. At this point, the City will need to undertake a review of priorities and possible funding scenarios.

### 10.0 Recommendation

A. The City conduct a financial study of the impact of the Phoenix Central Revitalisation Strategy including operating and capital income and expenditure arising from the implementation of the strategy over a given period of ten years.

## Acknowledgments

The City would firstly like to thank all the landowners, residents, community groups and retail traders who filled in surveys and attended the Community Vision forum. There are also many City of Cockburn staff not listed below who have been involved in some way throughout the project, such as being table facilitators at community forums, and providing background information and administration support.

### Project team from City of Cockburn

Daniel Arndt	Director Planning and Development
Michael Littleton	Director Engineering and Works
Rob Avar	Manager Community Development
Allen Blood	Manager Strategic Planning Services
John Radaich	Manager Engineering
Liz Roberts	Senior Strategic Planner
Mario Carbone	Senior Strategic Planner
Andy Jarman	Landscape Architect
Joanne Smith	Parks Manager

### Consultants involved during the Community Consultation Visioning Phase

Mary Del Casale (Village Well),	Facilitator of Vision forum and conducting surveys of retailers
Malcolm MacKay (Mackay Urban Design)	Facilitator of Vision forum

### Consultants involved during the Enquiry by Design workshop

Malcolm MacKay (Mackay Urban Design)	Urban Designer
Terry Holton (Holton Connor)	Architect
Emmerson Richardson (SKM)	Transport Planner
Mike Cullen (Patrick Partners)	Centre Economist
Mary Del Casale (Village Well)	Place Making Consultant and representing community input

### State government representatives involved during the Enquiry by Design workshop

Andrew Foreman	Transperth
Kevin Trent	Mainroads
Frank Kroll	Water Corporation
Tracy McQue	Team Leader Metro Policy, Department for Planning and Infrastructure
Bindi House	Urban Designer, Department for Planning and Infrastructure

### **City of Cockburn staff who were part of a review team during the Enquiry by Design workshop**

Steven Cain	CEO
Vicky Lummer	Manager Statutory Planning
Gail Bowman	Manager Human Services
Jill Zumach	Manager Human Services / Family Services Manager
Karina Wan Kader	Community Development Project Officer
Phillipa Davies	Community Development Project Officer
Tony Watson	Senior Planning Officer
Kate Ringvall	Sustainability Officer
Shirley Elliot	Safer Cities Coordinator

### **Other Stakeholders who were part of a review team during the Enquiry by Design workshop**

John Curnai	Spearwood Community Association
Len Glamuzina	Spearwood Community Association
Mary Jenkins	Spearwood Community Association
Les Richardson	Southwell Community Association
Maxine Wallington	Regional Seniors' Group
Val Leitner	Regional Seniors' Group
Steve Cozens	Phoenix Shopping Centre
Bill Hames	Director, Hames Sharley (representing Phoenix Shopping Centre)
Dean Van Niekerk	Architect, Hames Sharley (representing Phoenix Shopping Centre)

