

# 1.0 Introduction

## 1.1 The Challenge

In 2005, the State government facilitated a dialogue with the community to identify aspirations for the industrial area of Cockburn Coast. Since this forum, it has been widely acknowledged that Cockburn Coast presents a unique and unparalleled opportunity to create an exciting, mixed use community that celebrates the best of Western Australia's coastal lifestyle.

The 2009 Cockburn Coast District Structure Plan (DSP) (Refer figure1) sets out a vision and broad platform to facilitate the redevelopment of Cockburn Coast into a contemporary, mixed use urban community.

The structure planning process has been undertaken in the context of State policies which reinforce the need to provide the full range of services, facilities and job opportunities for the future residents and the wider locale.

The future role of Cockburn Coast represents a significant transformation from an industrial base to that of an important district centre and mixed use community.

To advance the proposition, a range of challenges have been considered in the planning process in order to meet the aspirations set for this project. These include:

- Transitional arrangements for freight access, including continued freight movement along Cockburn Road, pending the future delivery of Cockburn Coast Drive to service existing industrial uses that will continue to operate in the medium to long term future.
- Staging of development in relation to the coordinated delivery of key infrastructure and services, including a light rail/rapid bus transit, key roads and transit routes, key retail, commercial and community uses
- Managing the interface between the existing industrial businesses and emerging residential and mixed use during transitional phases of development
- Significant infrastructure costs associated with the power station precinct, including relocation of the switchyard site, remediation of the south Fremantle Power Station building and site remediation
- Potential contamination in the project area as a result of its past industrial uses
- Fragmented land ownership in relation to the equitable distribution of infrastructure, public open space and with respect to staging and timing of development
- Climatic conditions, particularly strong prevailing winds, and how they are addressed in the detailed design of development.

By addressing these challenges, Cockburn Coast can become the vibrant destination that offers a full range of lifestyle choices to be enjoyed by West Australians for generations to come. The image to the left illustrates an activated Robb Jetty Main Street and Plaza.

## 1.2 Purpose

The purpose of this document is to provide an integrated and comprehensive guide to the development of Cockburn Coast which builds on the framework set out in the 2009 District Structure Plan.

District Structure Plan (Part 2) applies to the Cockburn Coast project area south of Rollinson Road only. It excludes the Newmarket and Fremantle Village Precincts, which were included in the District Structure Plan, as these precincts are subject to separate planning policy being prepared and facilitated by the relevant local authorities.

District Structure Plan (Part 2) illustrates the next layer of detail, and describes a grounded approach to the provision of local roads, key infrastructure, public open space network, drainage, land use and built form; as a precursor to the preparation of local structure plans.

The initial role of this document was to assemble the Infrastructure Master Plan, District Water Management Strategy and statutory framework in order to seek lifting of the urban deferred status under the Metropolitan Region Scheme. The Western Australian Planning Commission has since moved to lift the urban deferred status, except for the power station precinct, and subsequently the role of this document has evolved from a Master Plan into a strategic guiding document now referred to as a District Structure Plan (Part 2).

This document provides a strategic approach to the equitable and coordinated approach to the distribution of key infrastructure, movement, open space, district scale water management and built form across the whole project area. District Structure Plan (Part 2) will be used by the relevant authorities as the guiding document to inform the assessment of local structure plans.

## 1.3 Relationship to District Structure Plan

The original District Structure Plan for Cockburn Coast was endorsed by the Western Australian Planning Commission in September 2009 and provides a statutory and land use framework intended to inform future detailed planning and the preparation of local structure plans. This document (District Structure Plan Part 2) builds on the 2009 District Structure Plan and provides a strategy for the provision of key infrastructure not previously defined in the original DSP and therefore, should also be referred to in the preparation of local structure plans.

It is intended that this document will be endorsed as the guiding document to assess local structure plans by way of the City of Cockburn's Local Planning Scheme. This document provides the next layer of detail to the 2009 DSP, to the extent of any inconsistencies between the 2009 District Structure Plan and this document, this document will prevail. References and terminology relating to land use, building typology and precinct character statements in District Structure Plan (Part 2) are largely consistent with the 2009 DSP.

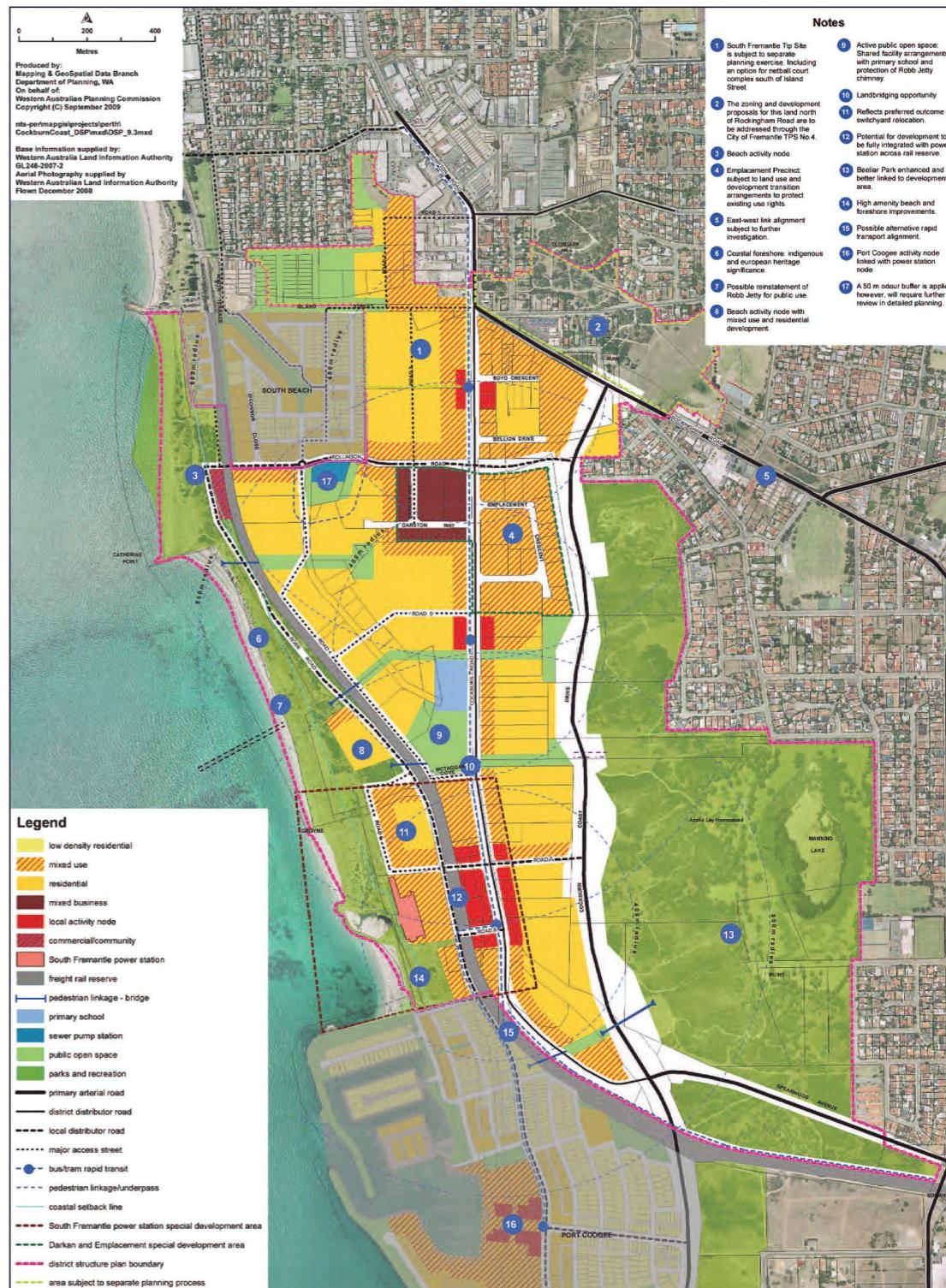


Figure 1\_District Structure Plan

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## 1.4 Key differences to the 2009 District Structure Plan

The table below summarises the key differences between the 2009 District Structure Plan and this structure plan. The table numbers relate to the numbers identified on Figure 2 on the following page.

No.	Key Differences to the 2009 District Structure Plan	Rationale for change
1	Rapid transit alignment has shifted from Cockburn Road to a more central project area alignment	<p>The shift of the Rapid Transit Alignment has been undertaken for the following reasons:</p> <ol style="list-style-type: none"> <li>Cockburn Road currently accommodates freight traffic and this will continue in the medium to long term. Freight traffic will present a conflict for pedestrians utilising the public transport if it were to be aligned down Cockburn Road.</li> <li>By removing the rapid transit alignment from Cockburn Road, it will mean that Cockburn Road can potentially continue to accommodate freight traffic in the longer term, thereby reducing the need to construct Cockburn Coast Drive.</li> </ol>
2	Robb Jetty activity node shifted from Cockburn Road towards the coast	<p>This is a direct response to the shift of the rapid transit alignment from Cockburn Road to a more coastal alignment. The DSP Part 2 assumes a rapid transit stop at the intersection of the Rapid Transit road with the</p> <p>east-west Main Street. Logically, the activity centre will be based around this transit stop and will also benefit from the amenity afforded by the beach.</p>
3	An increase in height from generally 5 storeys up to a maximum of 8 storeys east of Cockburn Road	<p>The testing of building heights was subject to a process involving a number of stakeholder workshops. Through this process, it was determined that additional building height should be pursued east of Cockburn Road. The plan depicts the area where building heights have generally been increased from 5 storeys as contemplated by the 2009 DSP to up to 8 storeys contemplated by this structure plan. The additional building height reflects the desire to:</p> <ol style="list-style-type: none"> <li>Generally promote increased density within the project area</li> </ol>
4	Additional public open space linkages	<p>DSP Part 2 has built on those structural open space linkages identified in the 2009 DSP and seeks to extend the northern most link and southern link east of Cockburn Road through to Beeliar Regional Park.</p> <p>This will provide stronger connectivity between the coastline and Beeliar Regional Park and provides new public open space areas to accommodate local and neighbourhood park functions.</p>
5	Creation of a new east-west Main Street	<p>The creation of an east-west Main Street is in response to the desire to build on the Robb Jetty activity node identified in the 2009 DSP through extending the commercial and retail activity along a Main Street environment.</p> <p>This Main Street will generally accommodate local retail needs but may also accommodate offices and some restaurants and cafes. The Main Street will also assist in leading people along an activated street environment to the beach.</p>
6	Reconfiguration of the primary school site and shared use oval	<p>The primary school site has been slightly modified when compared to that depicted in the 2009 DSP in response to the following issues:</p> <ol style="list-style-type: none"> <li>The primary school site now runs lengthwise in an east-west direction in response to the creation of the new Main Street. The school site is situated on the southern side of Main Street and will benefit from close proximity to the proposed transit stop.</li> <li>The need to accommodate a full sized Australian Rules football oval within the District Open Space has resulted in the school site being pushed northwards and therefore reconfigured in an east-west alignment.</li> </ol> <p>The District Open Space accommodates heritage trees in the east and has the proposed north-south rapid transit alignment on its western boundary, and the oval has had to be accommodated within these constraints.</p> <p>The requirement to accommodate club rooms and car parking within the open space has also resulted in the oval being pushed northwards.</p> <p>The primary school site still complies with the 2009 DSP area requirements and remains at 1.5ha and is situated adjacent to the District Playing Fields which is just over 3ha in area.</p>
7	Darkan lots have changed from Mixed Business to Mixed Use	<p>The change from Mixed Business to Mixed use for the lots adjacent to the existing Sealanes Coldstores provides greater flexibility for transitional land uses to occur over time. This plan seeks to facilitate an evolution from industrial uses to a mixed use urban community over the long a long time frame, it is justified to provide a mixed use transition adjacent the cold</p> <p>stores to allow for residential and commercial uses, in the event that the Cold Stores relocates. It is noted however, there is a requirement to provide a buffer between the existing Cold Stores and sensitive uses, such as residential, in the meantime.</p>
8	Investigations into a potential public marina*	<p>The DSP Part 2 document contemplates the potential for a public marina adjacent the Power Station site. This is being investigated separately through a detailed master planning underpinned by technical investigation and is related to the feasibility of redevelopment of the South Fremantle</p> <p>Power Station site. The public marina is not formally contemplated by this District Structure Plan, but will be subject to separate public consultation and investigation processes, in the event it is deemed an acceptable project to pursue.</p>

\*The Power Station and potential Marina is subject to additional consideration processes including, but not limited to:

- Lifting of MRS Urban Deferred,
- Submission, assessment (including community consultation) and approval of a local structure plan for the Power Station Precinct discussing:
  - Environmental feasibility (impacts upon the marine environment including relationship to other coastal features
  - Social feasibility

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Figure 2\_Key differences to the 2009 District Structure Plan

## Legend

1. Rapid transit alignment has shifted from Cockburn Road to a more central project area alignment
2. Robb Jetty activity node shifted from Cockburn Road towards the coast
3. An increase in height from generally 5 storeys up to a maximum of 8 storeys east of Cockburn Road
4. Additional public open space linkages
5. Creation of a new east-west Main Street
6. Reconfiguration of the primary school site and shared use oval
7. Darkan lots have changed from Mixed Business to Mixed Use
8. Investigations into a potential public marina\*

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## 1.5 Process and Stakeholder Consultation

In preparing the Cockburn Coast District Structure Plan, the Department of Planning undertook an extensive consultation process. Initially, meetings were undertaken with stakeholders, community members and landowners. Following this, several variations of the plan were tested in conjunction with the Cockburn Coast reference group, comprising landowners, residents, community members and Government stakeholders. Further consultation was then undertaken through the statutory process period prior to adoption by the WAPC.

Following completion of the 2009 DSP by the Department of Planning, LandCorp as the State's land development agency and key proponent of the Cockburn Coast project has undertaken further consultation with stakeholders, landowners within the project area and Government agencies in preparing District Structure Plan (Part 2).

Consultation for DSP Part 2 started in May 2010 with a Community information session informing landowners and stakeholders of LandCorp's intention to commence the structure planning process. LandCorp then facilitated two workshops to explore master planning options.

The first workshop held at the Fremantle Maritime Museum on Saturday 4th September 2010 was used to test two variations of the plan. One option (Figure 3) identified two activity nodes along Cockburn Road and the second option (Figure 4) proposed the establishment of the activity nodes along a coastal alignment.

The workshop produced the following key themes to be represented in the preferred plan:

- Overall preference for the activity centres to be located towards the Coast (Coastal Nodes option)
- Support for the strong east/west links to overcome physical barriers to movement
- Support for Green Links with connections back to Beeliar Park
- The Public marina and connection with power station was generally supported as a potential attraction to the area
- Support for the creation of a strong Main Street diagonally off Cockburn Road to allow for views to the coast
- High density transit oriented development
- Respect private landowner boundaries with regard to location of public roads and open space
- A plan that works without requiring construction of Cockburn Coast Drive
- Provide for north-south linkages through the site

Following the outcomes of this workshop, a plan was prepared to combine the preferred elements of each of the two options. The plan was presented back to the stakeholders at a second workshop held on 20th November 2010. This workshop was used to identify further issues and opportunities prior to finalisation of DSP Part 2.

Key issues identified in this workshop included:

- Need to identify a strategy to resolve issues associated with a transition from an industrial area to a mixed use urban community, including identification and protecting freight routes, managing dust impact on existing business and generally protecting the interest of existing business
- Prioritise the provision of key infrastructure, including Cockburn Coast Drive
- Ensure local roads are equally distributed across private landowner boundaries to ensure equity
- The distribution of building heights and residential densities
- Need to give further consideration to the proposed location of the sub station and switchyard site to lessen impact on amenity of the overall development
- Further consideration to be given to a marina in front of the Power Station

The above issues will need to be addressed in detail through local structure planning and other relevant studies.

At the final presentation and report back session on the 15th December 2010, the preferred plan was endorsed by the landowner group as a proactive way forward to progress the necessary amendments to the local planning scheme, local structure plans and other actions required as a prerequisite to commencing subdivision and development. Following this, a draft of the District Structure Plan (Part 2) document was submitted to the City of Cockburn to identify any remaining issues. The key issues raised by the City and addressed in this report are:

- The east west POS links needed to be widened and the northern most one carried through to Beeliar Regional Park to ensure functional and even distribution of open space
- The District Playing Field needed to be redesigned to accommodate a 135m by 100m Aussie Rules Oval
- The conceptual treatment of the coastal foreshore needed to be pared back, with the report acknowledging that detailed design will be subject to a Foreshore Management Plan and Coastal Hazard and Risk Assessment
- Building heights along the ridge should be reduced to more closely align with that proposed by the District Structure Plan and acknowledging sensitivities of views to the ridge from existing residents located to the east of the project

Parallel to the design workshops, a series of integrated transport planning (ITP) workshops were conducted, involving State and local government stakeholders to resolve complex regional and district traffic and transport related project issues. The outcomes of which were presented to the landowner design workshops throughout the process. Full details of the ITP process and outcomes can be found at Chapter 7.0 and Appendix A.

A series of sustainability targets were established within the DSP and have been integrated through the district structure planning process via a comprehensive sustainability framework. Further details of the sustainability framework and green infrastructure process and outcomes can be found at Chapter 6.0.



Figure 3 Option 1\_Cockburn Road Alignment

## Key Features of Option 1

- Activity centres located on Cockburn Road
- 'Main Street' has a 45 degree alignment off Cockburn Road providing a direct view corridor towards the coast
- Provides additional green corridor at the Power Station precinct
- Provides a wide northern green corridor east of Cockburn Road



Figure 4 Option 2\_Coastal Node Alignment

## Key Features of Option 2

- Activity centres located towards the coast
- 'Main Street' has an L-shaped alignment providing direct frontage to the primary school
- Shows the location of a public marina adjacent the power station site
- Notionally provides a 'green' corridor east of Cockburn Road as part of the northern corridor through a boulevard planting scheme within the east-west road reserve
- Pump station reserve has been rationalised

## 1.6 Document Structure

This document is divided into five sections.

**Section 1** (this section) outlines the purpose of District Structure Plan (Part 2) and its relationship to the preceding 2009 District Structure Plan, and details the public consultation and engagement process undertaken to develop the plan.

**Section 2** builds upon the Vision developed as part of the 2009 DSP and documents a framework for the DSP (Part 2) consistent with the 2009 DSP Vision and targets.

**Section 3** outlines the key opportunities that the Structure Plan seeks to build on.

**Section 4** describes the characteristics of the place, relating to its cultural heritage, natural features and amenity.

**Section 5** details those key elements that have been integral to the development of DSP (Part 2), including the urban framework, open framework, open space network, land use, activity and employment.

**Section 6** sets out a workable framework to realise the sustainability principles and targets set for the project.

**Section 7** details the Integrated Transport Plan, which provides a comprehensive structure to the future movement network of Cockburn Coast.

**Section 8** provides an overview of the District Water Management Strategy, including key principles and design interim relating to the management of water quality, quantity and conservation.

**Section 9** details the Infrastructure Master Plan relating to future servicing of development.

**Section 10** outlines key environmental issues to be given detailed consideration throughout the local structure planning subdivision and development phase.

**Section 11** concentrates on considerations relative to implementation of the plan, including staging, cost sharing, modifications to the statutory framework and governance framework.



One of the key challenges is the reuse of South Fremantle Power Station