

LEIGHTON MARSHALLING YARDS REDEVELOPMENT AREA

1. BACKGROUND

In 1994, the Fremantle Regional Strategy identified the possible redevelopment of the Leighton Marshalling Yards for urban use.

Since that time, a number of more detailed studies and documents have investigated planning issues related to the site. This includes:

- 1998, City of Fremantle, D.G.N12 Leighton Marshalling Yards Land Use and Development Policy,
- 1998, WAPC, The Vlamingh Parklands,
- 2000, Ministry for Planning, Leighton Regional Planning Guidelines (LRPG),
- 2000+, Fremantle to Cottesloe Transport Plan – *still in preparation*
- 2001, City of Fremantle, Port and Leighton Beaches Management Plan.

This policy combines the relevant aspects of the above documents and outlines the regional and local planning framework for the future planning of the policy area.

2. PURPOSE

The purpose of this policy is to guide the use and development of the former Leighton Marshalling Yards as a coastal recreation reserve and for urban use. The policy also outlines requirements for the existing coastal reserve.

The policy provides guidance on:

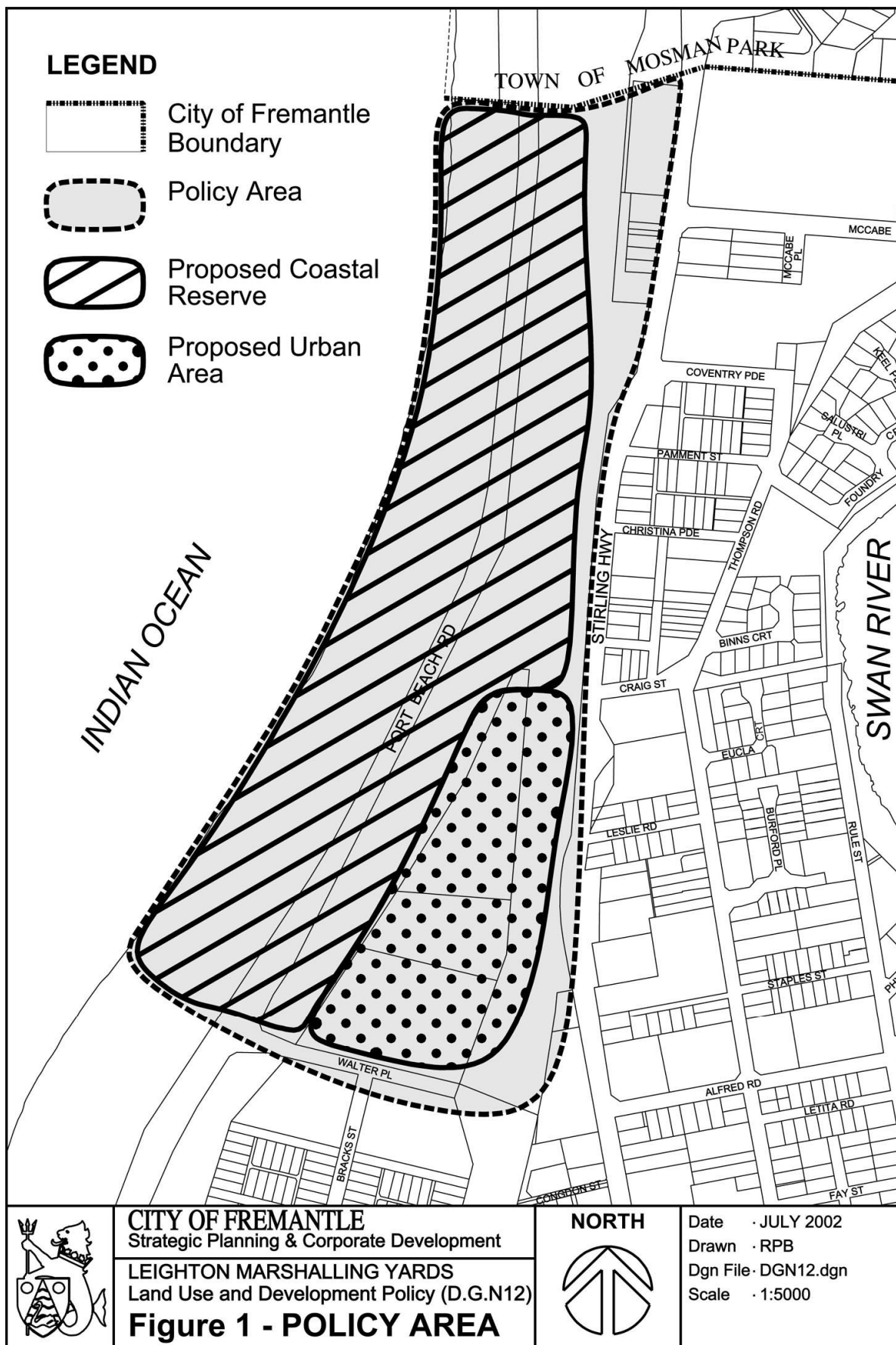
- implementation requirements,
- establishing the coastal reserve, setbacks,
- location and provision of recreation facilities,
- car parking,
- public transport, vehicle, cyclist and pedestrian access,
- land use and density,
- built form, height and scale
- protection of significant views and landscape character,
- protection of cultural heritage significance,
- managing the environmental constraints,

For each of the above, this policy identifies objectives/principles, the relevant regional guidelines and local requirements as appropriate. It is noted the regional guidelines supercede the relevant sections of the Fremantle Regional Strategy (p6, MfP, 2000). In all cases, the regional guidelines are quoted directly from the final document. The objectives have been amended to include a local perspective.

3. POLICY AREA

This policy applies to the area depicted in figure 1. The plan delineates the proposed coastal reserve and urban development area as shown in the LRPG.

It should be noted the proposed coastal reserve extends beyond the City of Fremantle boundary into the Towns of Mosman Park and Cottesloe. This policy applies to land within the City of Fremantle boundaries only.



4. PROCEDURES FOR IMPLEMENTATION

4.1 Objectives

- a) To ensure that implementation provides certainty for the community and government, that it occurs in a timely manner, is environmentally responsible and minimises the long term financial liability for the City of Fremantle.
- b) To identify priorities and mechanisms for implementation of the recommended strategies for the beach and foreshore reserve and the urban development area.

4.2 Regional Guidelines

- a) Responsibility for implementation of the LRPGs be shared between the relevant government authorities as at present with coordination achieved via the Fremantle Regional Strategy Implementation Committee or a similar inter Government agency coordination group;
- b) Implementation to be undertaken in such a way that is consistent with the implementation of the road and rail infrastructure proposals identified in the draft Fremantle to Cottesloe Transport Plan and to ensure that rail access is available to the Port at all times;
- c) The following sequence of planning tasks be undertaken by the respective agencies to achieve outcomes consistent with the LRPG.
 - Preparation and adoption of amendments to the MRS to formalise the revised coastal foreshore (P & R) and regional road (Curtin Avenue) reservations (Department for Planning and Infrastructure/Western Australian Planning Commission);
 - Preparation of a Structure Plan by the respective Local Governments for the detailed planning of the site and coastal reserve (City of Fremantle/Town of Mosman Park/Town of Cottesloe/landowner and developer);
 - Preparation of amendments to each of the local town planning schemes by the respective Local Governments to bring local scheme zones and reservations in line with the amendments made under the MRS (City of Fremantle/Town of Mosman Park/Town of Cottesloe);
 - Preparation or review of Foreshore Management Plans by the respective Local Governments for future management, coastal restoration and recreational development of the coastal reserve (City of Fremantle/Town of Mosman Park/Town of Cottesloe).
- d) Prior to handing over that part of the site to the respective Local Governments for Parks and Recreation purposes, all site contamination be removed or otherwise remediated consistent with proposed future uses.

4.3 Local Requirements

4.3.1 Structure Plan

- a) A detailed structure plan is required for the proposed urban development area prior to the requisite Town Planning Scheme amendment for the site, subdivision and development applications. The structure plan should be consistent with City of Fremantle policy D.B.M4 Structure Plans and Subdivision.

- b) The structure plan should address the following issues based on Fremantle policy D.B.M4, this policy and the L RPGs:
- i. the area to which the structure plan applies,
 - ii. regional and local context of the site, including development objectives and philosophy,
 - iii. delineation of the coastal reserve and proposed urban development area,
 - iv. for the proposed urban development area, site analysis guidelines as detailed in the 'Liveable Neighbourhoods - Community Design Code',
 - v. an activity and landscaping plan is required for the coastal reserve (requirements for the coastal reserve specified in 5. below),
 - vi. connections (socially, historically and physically) to existing communities,
 - vii. assessment of Aboriginal and cosmopolitan heritage,
 - viii. identification of possible site contamination and other environmental constraints, including a program of remediation in line with section x below,
 - ix. details of the natural environment, including areas/features to be retained, remnant vegetation, soils,
 - x. within the proposed urban area, subdivision layout, number and size of lots, finished ground levels,
 - xi. allocation of land uses, including relationship to existing uses and transport corridors, including the Fremantle – Perth rail line and the proposed link from the North Fremantle rail station to the coastal reserve (see also 8.3),
 - xii. regional and local open space provision,
 - xiii. regional and local roads, detailing access to the development area, as well as, beach access,
 - xiv. provision of pedestrian and cyclist facilities, including railway crossing facilities, and the proposed link between the rail station and the beach,
 - xv. all land reserved by the Metropolitan Region Scheme,
 - xvi. density of development, estimated future population and number of dwellings,
 - xvii. urban design and built form strategy (including landscaping) in the form of BAGs (Building and Access Guidelines - refer to 'Liveable Neighbourhoods - Community Design Code'),
 - xviii. provision of major infrastructure including reticulated water, sewerage, drainage, power, gas and other service requirements,
 - xix. the availability and suitability of groundwater for irrigation bores and/or emergency water supplies,
 - xx. the timeframe and details of subdivision and development staging,
 - xxi. need for buffer zones to industrial development and transport corridors consistent with the State Industrial Buffer Policy.
- c) The structure plan shall be prepared in liaison with stakeholders including the local community, relevant adjoining local authorities and state government agencies. The structure plan shall be advertised for a minimum of 8 weeks community

comment prior to finalisation, however discussions with the Council and community prior to the structure plan's preparation is ~~preferred~~ *required*.

- d) The final structure plan once approved by the Council will be referred to the WAPC. The structure plan will be used by the WAPC and Council in determining subsequent subdivision and development applications over the subject land.

5. Coastal Reserve and Setbacks

5.1 Objectives

- a) To establish and formalise a coastal reserve of sufficient width at Leighton to accommodate shoreline changes due to natural coastal processes and to accommodate regional recreation demand and management of beachside facilities for the medium to long term needs of the community.

5.2 Regional Guidelines

- a) The MRS be amended to accommodate a widened Parks and Recreation (P & R) Reserve along the length of the Leighton Marshalling Yards site as shown on Figures 6 & 10 (LRPG figures).

5.3 Local Requirements

- a) State and Federal government funding will be required to transform the former Leighton Marshalling Yards to a coastal reserve and recreation area.
- b) The new reserve will be enhanced as a natural dune setting, with *local* native species, catering to the community's recreation needs while minimising annual maintenance costs.
- c) Council works in the existing coastal reserve will be guided by the Port and Leighton Beaches Management Plan (October 2001) as outlined below:

5.3.1 Coastal Reserve

- i. The coastal reservation shall be widened as specified in the LRPG.
- ii. The reserve will be managed to:
 - create a more stable and self sustaining dune environment;
 - minimise dune maintenance costs;
 - assist in reducing maintenance costs behind the 65 metre zone; and
 - reduce capital expenditure after a severe storm event by maximising dune width.

5.3.2 Setbacks

- i. Erosion and accretion are natural processes that occur on an annual basis. The coastal reserve will be managed to accommodate these natural processes.
- ii. Overtime, Port Beach Road should be relocated outside the 65m setback to the eastern edge of the coastal reserve.
- iii. Over time, the relocation of existing buildings to a minimum of 65 metres from the 1998 vegetation line is recommended. Major refurbishment of buildings within the 65 metre zone is not recommended, as relocation is preferred. The acceptability of refurbishment of a building closer than 65 m will need to be assessed on an individual basis.
- iv. No major new infrastructure (eg. formal carparks, roads, buildings, etc) should be constructed within 65 metres of the 1998 vegetation line.
- v. Minor infrastructure (eg. fences, paths, small informal limestone carparks, lightweight structures, etc) may be located within 65 metres of the 1998 vegetation line. Council recognises there is a risk of losing structures located closer than 65 metres from the 1998 vegetation line.

5.3.3 Dune Management

- i. Ongoing management of the dune system is required to increase vegetation cover, stabilise the dunes and reduce the erosion risk to buildings and structures within the reserve.
- ii. Stormwater outlets should not discharge directly onto the beach or into the marine environment.
- iii. The management objectives for vegetation as outlined in the Port and Leighton Beaches Management Plan, October 2001 will be applied in the coastal reserve.
- iv. Exotic species will be restricted to the development nodes. Use of exotics in other nodes will be assessed on an individual basis, but will not be permitted within 65 metres of the 1998 vegetation line
- v. Lawn areas are to be focussed within the development nodes. Additional lawn areas will be assessed on an individual basis and should be at least 65 metres from the 1998 vegetation line.

6. Recreation Planning

6.1 Objectives

- a) To sustain opportunities for multi purpose use of the beach and coastal foreshore in the planning and development of facilities and amenities within and alongside the coastal foreshore reserve.

6.2 Regional Guidelines

- a) Recreational facilities should be located in nodes rather than being spread along the length of the coastline.
- b) Only those facilities that enhance the public's use and enjoyment of the coast should be accommodated within the coastal foreshore (P & R) reserve.

6.3 Local Requirements

- a) Manage the coastal reserve to encourage a range of recreational activities while minimising impact on the dune system.
- b) Improve and manage the coastal reserve to cater for a diverse range of recreational activities, both active and passive. The SLSC node is likely to provide the best opportunity (based on existing reserve width and potential development of the Leighton Marshalling Yards) for active recreation areas such as basketball, volleyball, skateboarding, in-line skating, grass areas for informal games.

7. CAR PARKING

7.1 Objectives

- a) To provide convenient, safe and environmentally sustainable access to the beach and foreshore areas for all members of the public.
- b) To provide a responsible balance between the need for access and parking at the beach and for dune restoration and conservation of the natural vegetation.

7.2 Regional Guidelines

- a) Detailed planning of the foreshore reserve, including the preferred location and provision of car parking areas should be carried out by the respective Local Governments in consultation with their local communities and user groups.
- b) Car parking areas should be located within and alongside activity nodes and in selected smaller nodal areas through the length of the coastal reserve.
- c) Existing car parking areas that are susceptible to sand drift or located on contaminated landfill could be relocated and additional areas provided as part of the future redevelopment and enhancement of the expanded coastal reserve.

7.3 Local Requirements

- a) Recognise the beaches are a regional asset and access should be designed to cater for this demand.
- b) Vehicle access to small nodal carparks is maintained.

8. PUBLIC TRANSPORT, VEHICLE, PEDESTRIAN AND CYCLIST ACCESS

8.1 Objectives

- a) To ensure safe and efficient access to the site and coastal foreshore via the existing and proposed regional road and rail infrastructure.
- b) Road location should take into account the need to safeguard the stability of the coastal dune system and to ensure adequate and safe beach access.

- c) To facilitate the increased use of public transport use by:
 - providing direct access and a direct visual link to the beach from the North Fremantle railway station (see 8.3.1 d));
 - establishing land uses adjacent to railway stations that generate frequent and regular transport trips.
- d) To provide for safe and convenient movement of pedestrians and cyclists throughout the area.

8.2 Regional Guidelines

- a) Realignment of Port Beach Road eastward should be considered in detailed design work for the future development and enhancement of the coastal foreshore reserve. Once the Curtin Avenue extension is in place this could be implemented. In the interim, opportunities for improved pedestrian access and safety across Port Beach Road may be limited to signalised pedestrian crossings at the intersection of Port Beach Road and Walter Place, noting also that Port Beach Road is grade separated on two levels at this location.
- b) Port Beach Road should remain open at both ends in any redesign or realignment to maintain public accessibility and to facilitate traffic movement through the proposed reserve. Traffic calming and a reduction in speed limit is recommended in the long-term for Port Beach Road on the grounds of safety, functional definition and pedestrian accessibility to the beach.
- c) A highly visible, direct and safe pedestrian corridor from North Fremantle railway station to the beach as indicated on Figure 10 (refer LRPG) should be incorporated in the redevelopment of the Leighton Marshalling Yards and coastal foreshore reserve.

8.3 Local Requirements

8.3.1 Public Transport

- a) Review of railway station locations between Fremantle and Victoria Street should be considered as part of the planning process in recognition of the development potential of this site and recent development at Northbank and Buckland Hill. This should include the feasibility of opening an additional railway station(s) serving new development and beach goers. It should specifically examine the potential to reopen the Leighton Station and the former North Fremantle station. Park and ride facilities to complement rail facilities should also be considered, consistent with the Fremantle Regional Strategy. Reciprocal parking for commuters and beach goers should be incorporated in this.
- b) Pedestrian and cycle links across the rail line (and new roads if constructed) must be provided for. These should connect with open space areas and activity nodes on both sides of the line.
- c) Bus service access into the new development area, servicing the needs of residents and beach goers is required.

- d) The location and design of the link between the station and coastal reserve should satisfy the following criteria:
 - The coastal reserve should be immediately visible on arrival at the station.
 - There should be protection from the undesirable physical elements, especially the wind, along the length of the link. In addition, the link should not be overshadowed in winter months.
 - The link should have interactive frontages (eg cafés, restaurants fronting the link with views across the foreshore) to increase the feeling of public safety.
 - The width of the link should compliment its function as both a major pedestrian thoroughfare and a functional urban space in its own right.
 - The link should be a pedestrian space with any road (if required) to be located to its northern edge and interactive uses located along its southern edge.

8.3.2 Road Access

- a) Recognise the beaches are a regional asset and access should be designed to cater for this demand.
- b) Relocation of Port Beach Road immediately west of the passenger rail line, as an extension of the Curtin Avenue and part of the regional road network is not supported by Fremantle Council. In addition, the widening of Stirling Highway is not supported by Council. A balanced transport solution that maximises use of public transport, walking and cycling is sought.
- c) Port Beach Road should be relocated eastwards outside the 65 metre erosion setback and east of land required for coastal management and recreational purposes.
- d) It should be traffic calmed where possible and landscaped to provide safe access to the beach area, a scenic through route and as a buffer between new development and the beach reserves. It should be recognised this road carries significant volumes of traffic in summer months.

8.3.3 Cyclist and Pedestrian Access

- a) Separation of path users, if possible. Uses divided into scenic walking paths and multi-use paths. The multi-use paths are designed to cater for faster moving user groups, eg. cyclists, in-line skaters, joggers, etc.
- b) Multi-use and walking paths are allowed between the 25 and 65 m setback. Paths are to be designed to blend with the dune environment.
- c) Improve vehicle, pedestrian and cycle access across Stirling Highway.

- d) Provide safe, well signed and direct pedestrian and cycle access from the railway stations and surrounding suburbs. A direct link between North Fremantle station and the Surf Life Saving Club should be provided.

9. VIEWS AND LANDSCAPE CHARACTER

9.1 Objective

- a) To identify significant views and vistas which need long term protection to conserve the high scenic values and landscape attributes of the area.

9.2 Regional Guidelines

- a) Development within the Zone(s) of Highest Visual Prominence as shown on Figure 8 (refer LRPG) should be restricted to forms and scales that do not adversely affect views to and across the site from any direction. This does not preclude all development, but limits the degree to which development is visible from vantage points and the degree to which it obscures views across the site to a minor level.
- b) Development within Zones of Moderate Visual Prominence as shown on Figure 8 (refer to figure 8 LRPG) should be of forms and scales that are visible within views to and across the site, but that do not visually dominate or obscure them. Such development should be sufficiently low that there can be views over it, and sufficiently open that there can be views through it.
- c) Development within Zones of Low Visual Prominence as shown on Figure 8 may be of forms and scales that are visible within views to and across the site. Intrusion into views is acceptable. However, development should be of forms and scales that are visually compatible with the surrounding area.
- d) The identified Zone of Highest Visual Prominence coincides with a range of important physical, visual and social criteria:
 - the railway, highway and adjoining land to the east are level with it for much of its eastern frontage;
 - there are views across it to the ocean from all levels, and from the ocean and Port Beach Road to culturally important structures such as the Dingo Flour Mill and Matilda Bay Brewery;
 - it coincides with a visual dip in the foreground elements of distant views from the east, thus contributing to particularly deep fields of views from this aspect;
 - it is an historical point of access across the site to the beach.
- f) For these reasons, this zone should be considered as an appropriate location for public open space of a predominantly landscape nature. Tree and shrub planting, as well as structures, should be designed to minimise obstruction of views across the site from all vantage points.
- g) The identified Zones of Moderate Visual Prominence are nonetheless, important in the context of views to and across the site. In particular, they fall within views across the site to the ocean, from the ocean to

important buildings and from within the site to the Port of Fremantle. Development within these zones shall be sufficiently sparse and small in scale to preserve these views to an appreciable extent. Development proposals should be required to demonstrate that this requirement will be met.

- h) The southern Zone of Low Visual Prominence is adjoined to the south and east by generally medium to large scale built form. This area should be considered capable of accommodating comparatively large scale development while meeting visual management objectives. Development of the seaboard side of the zone should create a transition to the smaller scaled, more natural adjoining environment. It should also preserve views southward to the Port of Fremantle from all vantage points.
- i) The northern Zone of Low Visual Prominence is largely adjoined by open spaces: sand dunes, carpark, sand hills and parkland. The site within this zone is considerably lower than the adjoining highway and land to the east. It should be considered capable of accommodating medium scale development, provided that this does not intrude into views across the site to the ocean and from the ocean to important landforms such as Buckland Hill. Development in this zone should ultimately be dominated by landscape rather than built form.
- j) The proposed extension of Curtin Avenue should take into account the impact on views, particularly from Stirling Highway and the passenger rail line. Consideration should be given to keeping the vertical alignment of Curtin Avenue as low as possible, to avoid adversely affecting views across the site to and from the ocean (taking into account, the height of vehicles travelling along the routes).

9.3 Local Requirements

- a) There is a need to identify and protect significant vistas from the river to the sea in line with the recommendations for the Vlamingh Park (see WAPC, 1997), and from Stirling Highway and the passenger rail line to the sea. This analysis is required as part of the structure planning.
- b) This should include the vista from Craig Street in North Fremantle which currently allows views of the river and the sea.
- c) Views from the beach to local icons such as the Dingo Flour Mill should also be protected.

10. ENVIRONMENTAL MANAGEMENT

10.1 Objectives

- a) To identify the extent and impact of environmental constraints to development on the site including contamination, industrial land use risk, noise, vibration, odour, groundwater quality and availability.
- b) To determine the procedures required for site remediation, risk reduction, noise, vibration and odour mitigation and control on groundwater extraction to achieve sustainable development and land use options for the site and foreshore reserves.

10.2 Regional Guidelines

- a) Further investigations of soil and groundwater are required in the southern part of the site once the hardstands are removed. Special care should be given to protecting the location of underground structures such as the quarantine and related drain.
- b) Further site investigations be performed to confirm whether material within the landfill extends into the (Fremantle section of) Leighton Marshalling Yards proper.
- c) Further investigations of the site to meet the minimum requirements of the Department of Environmental Protection (DEP) for site investigations to determine contamination risk levels on the remainder of the site commensurate with proposed future use.
- d) To enhance the hydrogeological knowledge of the site it is recommended that consideration be given to the following:
 - monitoring of the existing groundwater bores should be undertaken regularly in order to determine any seasonal fluctuations.
 - representative hydraulic parameters be determined by test pumping an appropriately designed bore.
 - Consideration is given to conducting a geophysical survey to determine the depth to the fresh/saline interface over the entire site.
 - A detailed site water balance should be established to assess the maximum sustainable groundwater abstraction rate.
 - A numerical groundwater model should be used to determine options for development and management of the fresh groundwater resource.
- f) The following noise attenuation measures are recommended for development adjacent to Curtin Avenue and the railway line:
 - use of 'Quiet House' designs for residential development;
 - notification of potential road traffic and rail noise be stated on the titles.
- g) Notification of potential odour nuisance be stated on the titles of land proposed for residential development.
- h) Residential development on the site be separated from the existing fuel storage facilities south of Walter Place by a minimum distance of 70 m.
- i) The following additional risk reduction measures be considered for consistency with the ALARP (As Low As Reasonably Practical) principle, if residential development is proposed north of the recommended 70 m buffer:
 - A two metre high wall (slightly above a normal person's height) should be built at the southern side of the development to provide a further barrier (in addition to distance) against radiation from fires (eg from the tank farm or from fuel spilled on the road);
 - Within the development, windows facing south should be avoided or should not be opened to avoid the penetration of toxic gas from a chlorine and/or toxic gas release in the Port of Fremantle;

- Air conditioning units should be split systems so as to preclude the entrapment of noxious and toxic gases and smoke, which could be generated as a result of a major accident event in the Port area or the industry along Bracks Street in North Fremantle.
- j) Should the existing industry seek an upgrade or an expansion of its activities, a mechanism be established by which the industry should offset any additional risk imposed by risk reduction measures so that the overall risk remains neutral. The mechanism should allow for consultation with the DEP, Fremantle City Council and the local community.
 - k) All residents should be included in the Fremantle Port Authority's early warning system in the event of a major port incident.
 - l) The relevant Local Governments liaise with the DEP during the preparation of amendments to their local town planning schemes in respect of the site to ensure consistency of environmental provisions in each case.

10.3 Local Requirements

- a) Contaminated sites will be cleaned up to a standard suitable for their end land use
- b) Assessment of the site to the satisfaction of the Department of Environmental Protection and Council prior to, or as part of, the preparation of a structure plan is required. Issues to be addressed include:
 - an analysis of remnant vegetation in the policy area and adjoining areas;
 - identification of soil types within and adjacent to the policy area;
 - identification of existing erosion and potential problems areas;
 - within the area designated for urban development, a specific land capability study identifying areas suitable of supporting residential development;
- c) Management issues to be addressed will include the potential need to restrict use of private bore water.
- d) The following government agencies should be consulted during the preparation of the environmental report: Department of Environmental Protection, Water and Rivers Commission, Department of Conservation and Land Management, the Department of Resources development and the City of Fremantle.

11. OTHER RELATED POLICIES

Process

D.A 14 Policy for the Consultation/Notification for the Assessment of Significant Development Applications

D.B.M4 Structure Plans and Subdivision

Design and Built Form

D.B.H1 Urban Design and Streetscape Guidelines

D.B.H2 Front Fences and Screen Walls

D.C.10 Dwellings and Visual Privacy
D.C.6 Carports and Garages in Front of the Building Alignment
D.B.H12 Energy Efficient Building Design

Reference Material

- Alan Tingay and Associates, February 1999, Port and Leighton Beaches Management Study
- City of Fremantle, 1998, D.G.N12 Leighton Marshalling Yards Land Use and Development Policy.
- City of Fremantle, 2001, Port and Leighton Beaches Management Plan
- Department of Planning and Urban Development and City of Fremantle, 1994, Fremantle Regional Strategy
- Ministry for Planning and Fremantle Regional Strategy Implementation Committee, December 2000, Leighton Regional Planning Guidelines (LRPG)
- WAPC, October 1998, The Vlamingh Parklands

Adopted: 21/12/98

Amended: 13/9/99

Revised: 8/7/02

Revised: 18/4/05