



CITY OF FREMANTLE

LOCAL PLANNING POLICY 3.1.3

PRECINCT 3

ADOPTION DATE: 28 November 2012

AUTHORITY: LOCAL PLANNING SCHEME NO.4



CONTENTS

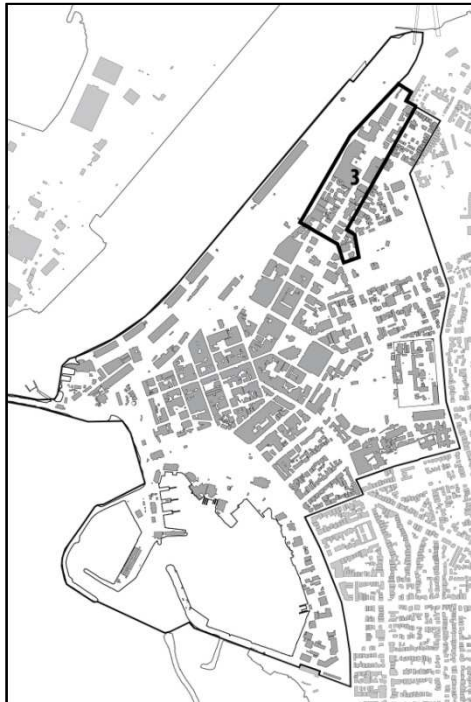
	Page
1. About this document	2
2. Precinct vision	3
3. Precinct character	4
4. Desired character	8
5. Public realm	10
6. Built form & legibility	14
7. Discretionary additional building height	17
Appendix 1	20

LIST OF FIGURES

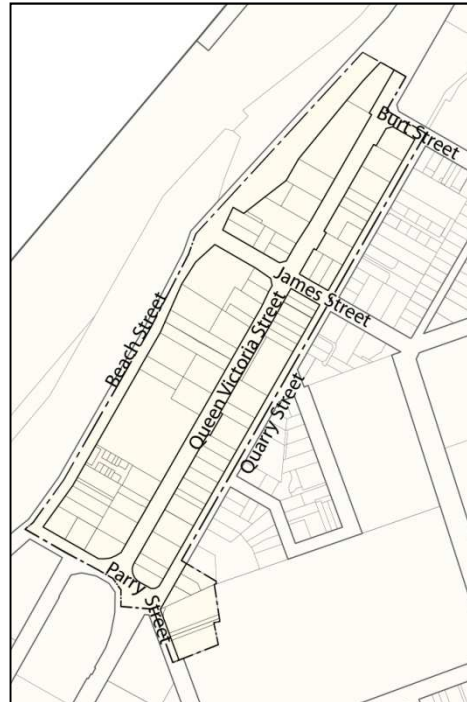
	Page
1. Precinct 3 – location of precinct within broader Fremantle Centre context	2
2. Precinct 3 boundary	2
3. Character areas	5
4. Public realm	10
5. Views and landmarks	14
6. Sites where discretionary additional building height may be permitted	17

1. ABOUT THIS DOCUMENT

The purpose of this policy is to detail design provisions to complement the land use and development requirements prescribed in Local Planning Scheme No. 4 for Precinct 3. Precinct 3 is situated in the north eastern part of the broader Fremantle Centre area, as represented by Figure 1. Figure 2 defines the boundary of the precinct and the provisions of this policy apply to all proposed land use and development within that boundary.



*Figure 1
Precinct 3 – location of precinct within
broader Fremantle Centre context*



*Figure 2:
Precinct 3 boundary*

The provisions of this policy are to be read and applied in conjunction with the relevant provisions of the Local Planning Scheme, Residential Design Codes and local planning policies. Specifically, Schedule 12 of Local Planning Scheme No. 4 details provisions relevant to Precinct 3, under clause 2.3.1 - Sub area 1 of Fremantle Local Planning Area.

Refer to the Local Planning Scheme for specific land use and development requirements relating to:

- Land use;
- Permitted building height and the setting back of buildings;
- Additional discretionary building height;
- On-site vehicle parking; and
- Diversity of residential dwellings.

In addition to this specific local planning policy, there are other local planning policies that will likely be applicable to new development and land use within the precinct. Refer to Appendix 1 of this policy for a list of these.

Additionally and of particular importance are the design principles contained in the Local Planning Scheme and/or local planning policy that assist in determining the design quality of development.

The intent of this policy is to detail provisions that address principles of urban design as much as architectural design. Proposed development will be assessed on its contribution to the streetscape as well as its individual architectural merit. Good design goes beyond style and individual taste and this policy aims to assess buildings on their functionality and efficiency, as well as their aesthetics.

As the provisions of this policy are largely non-prescriptive, the City encourages applicants to utilise experts from a variety of fields to ensure that in-depth analysis and innovative solutions are developed in response to the design complexities intrinsic to the area. For these same reasons the City encourages early and ongoing engagement with the City's Design Advisory Committee.

It is also important to consider and to demonstrate how the standard of design quality will be maintained and delivered throughout all phases of the development.

2. PRECINCT VISION

The precinct will be rejuvenated as a vibrant, attractive and sustainable high density residential neighbourhood within walkable distance of the Fremantle city centre. The predominantly residential precinct will be supported by a hub of local commercial and community services that complements but does not compete with the city centre's commercial focus.

The precinct:

- Will provide a distinctive and highly visible statement as the northern gateway to the city centre. New buildings will have contemporary and innovative architecture that is strongly influenced by their setting and embody a high standard of environmentally sustainable design. Heritage buildings, particularly in the south west quadrant of the precinct, will be retained, re-used and integrated with new infill development.
- Reinforces the significance of the proximity to the river, port and Cantonment Hill to the precinct's sense of place through key views, linkages and the character of new buildings.
- Will focus on Queen Victoria St as a distinctive boulevard entry to Fremantle and with a lively street space of active ground level frontages providing a mixture of service, sales and hospitality with high density residential accommodation above and behind.
- Will have convenient, safe and attractive pedestrian and cyclist links that connect to the city centre and its public transport node, and to nearby parks, waterfront public open spaces, education, recreation and community facilities.
- Aims to accommodate 2500 new residents over the next 20 years in a diverse range of housing opportunities for those who enjoy a city centre location with a neighbourhood feel.

3. PRECINCT CHARACTER

Historical overview

The precinct was established as a residential area and has undergone several distinct periods of development to become a mixed use area broadly characterised by car showrooms and yards, commercial developments with some residential use.

Period One 1830s-1880s:

In the Early Victorian era the area was an entrance to Fremantle and contained a number of substantial freestanding houses in large gardens. This early character was influenced by the precinct edging the river.



View of Precinct from Cantonment Hill circa 1939

Period Two 1890s-1950s:

In the history of Fremantle, Period Two was the time of the most intense development activity and in many ways the developments that took place during this period established the city's distinctive characteristics. The reclamation of the river to provide land first for the railway and then for the harbour caused the precinct to be separated from the river and, perhaps more significantly, the development of the railway and harbour initiated changes particularly to the western side of the precinct. These changes resulted in the western face of the precinct evolving to acquire a more robust industrial character consistent with its port-related purpose, characterised by the warehouses that edged Beach Street.



Queen Victoria Street circa 1974



Queen Victoria Street 2012

Period Three 1960s-the present day:

The final stage of major development coincided with the advent of containerisation. The resulting profound change to shipping and associated industries completely changed the earlier interdependence between the precinct and the harbour. Development within the precinct that dates from this period is described as low grade, non-contributory.

Existing character

The precinct contains three broadly distinguishable areas of differing character, as shown in Figure 3.

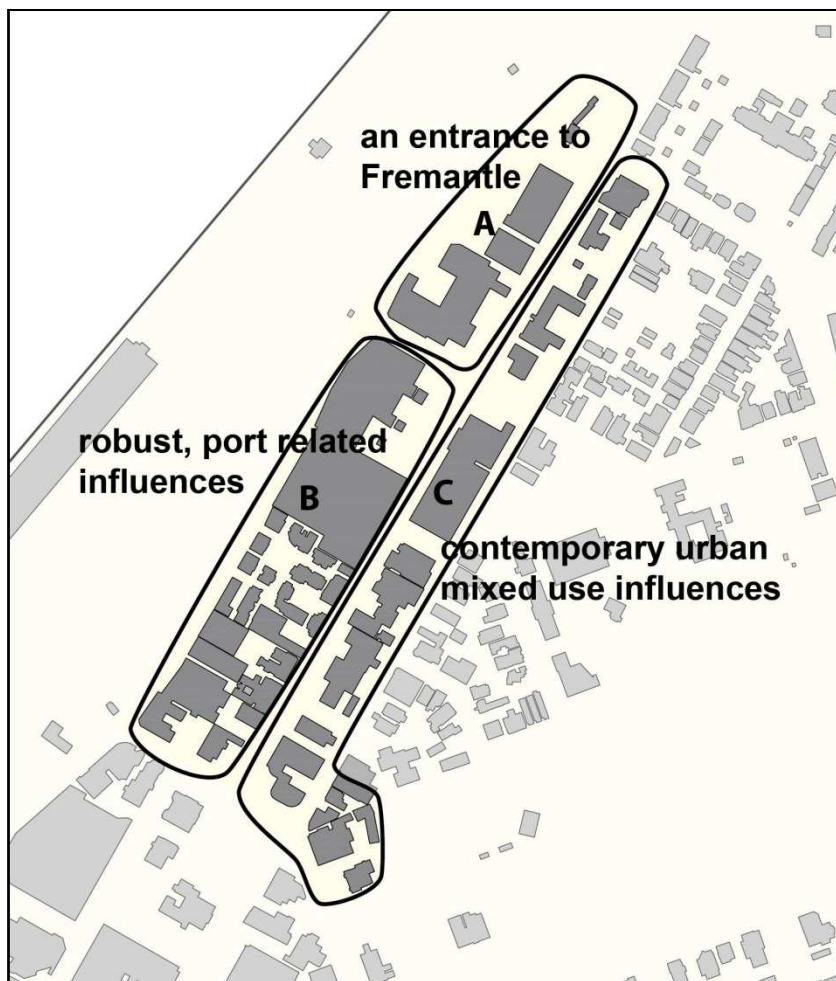


Figure 3: Character areas

The quality of the buildings and their contribution to the precinct character varies greatly. Almost all buildings that make a positive contribution to the area in which they stand are associated with Period Two and stand in Area B. The precinct has undergone several distinct periods of development where generally the earlier development has been supplanted by the later and so to a degree the townscape qualities of the precinct are set by the pervasive low quality development from Period Three.

Area A

Area A exhibits no strong unifying character. Rather the area is comprised of buildings of a variety of architectural styles associated with Period Three. The buildings are generally of low architectural quality and thus make a limited contribution to producing a legible streetscape or a coherent area overall.



Area A Queen Victoria Street and Beach Street intersection

Area B

Area B exhibits no strong unifying character. Rather the area is comprised of a mix of buildings of differing scales, massing and architectural styles and while the buildings are generally of medium to high quality, they do not combine to form strongly legible streetscapes or a coherent area overall. A unifying robust, industrial character does however derive generally from the buildings' port-related uses. This character is expressed most prominently in the former Dalgety's Woolstores building.



Area B Queen Victoria Street



Area B Beach Street



Area B Beach Street frontage

Collectively the buildings facing Beach Street made an impact that defined the urban edge where the city met the port.

Area C

Area C exhibits no strong unifying character. Rather the area is comprised of buildings of a variety of architectural styles associated with Periods Two and Three. The buildings from Period Three dominate the area and are generally of low architectural quality and make only a limited contribution to producing a legible streetscape or a coherent area overall.



Area C Queen Victoria Street



Area C Quarry Street

Area C seems to have undergone a less pronounced change than Area B in terms of urban grain, scale and character during Period Two and, as a result, a distinct difference in character has developed between the streetscape qualities of each. The distinct difference in character between the two areas is expressed through their contrasts.

The Area C has:

- A lower scale
- A finer urban grain
- A live edge
- A degree more retail and commercial use
- Brick is less prominent.

4. DESIRED CHARACTER

The following section details the desired character for the three areas identified in Figure 3 above.

Applicants are required to submit a design statement that explains how the proposed development has appropriately responded to the desired character statements relevant to the development's location. The response to the desired character is particularly important regarding the proposed development's relationship to the streetscape or public space. Conversely, a more flexible approach may be taken to the development's response to the desired character to portions of the building that are mid block and are not directly adjoining the streetscape or public space.

Area A – An entrance to Fremantle

New development should convey an overall contemporary design and style with high quality finishes and construction built for longevity; reflecting a high density residential neighbourhood that values progressive environmental sustainability and a vibrant cultural and artistic community.

New development within this area should also be strongly influenced by the natural features of the area and its environs, such as the river, the escarpment and Cantonment Hill, to help to appropriately identify the area as an entrance to Fremantle.

New development in Beach Street should be built on the building line to accentuate the edge of the street and the former river shoreline: it should reinforce the distinct urban wall that is a characteristic of Beach Street fronting the port.

New development should respond to the massing of existing buildings along the west side of Precinct 3 and Precinct 5 to enhance the existing distinctive skyline of the city's harbour-side edge in ways that reinforce local distinctiveness to create an identifiable sense of place

Area B –Robust, port-related influences

New development will consist of new infill buildings and the reuse of existing buildings. New development should be sympathetic to the area's retained heritage buildings and places.

New development in Beach Street should be built on the building line to accentuate the edge of the street and the former river shoreline: it should reinforce the distinct urban wall that is a characteristic of Beach Street fronting the port.

New development should respond to the massing of existing buildings along the west side of Precincts 3 and 5 to enhance the existing distinctive skyline of the city's harbour-side edge in ways that reinforce local distinctiveness to create an identifiable sense of place

New development should respond positively to opportunities to create a distinct difference in character between areas B and C. New development in area B should generally reflect the

area's robust, industrial character which derives from the existing buildings' original port-related uses including:

- Functional and working purpose, rather than being over-refined or decorative
- Strong definition of light and shadow on highly articulated facades
- The predominant use of face brickwork.

Area C – Contemporary urban mixed use influences

In Area C opportunities exist to generate new compositions and points of interest for a transition to a new character that establishes a 'sense of place' appropriate for a major residential precinct within a modern port city. A wide range of architectural solutions is therefore possible.

The interdependence between areas B and C could be acknowledged through shared built characteristics. However new development should respond positively to opportunities to create a distinct difference in character between areas B and C. New development in area C should generally present:

- A lower scale and finer urban grain in reference to small lot sizes and frontage widths. Development on amalgamated lots should retain the finer grain of original sub-divisions.
- A fineness of detail appropriate to their urban setting away from the edge of the port.
- Facades where brick is less prominent than in Area B.
- Strong definition of light and shadow on highly articulated facades

5. PUBLIC REALM

Figure 4: Public Realm demonstrates the hierarchy of pedestrian access routes within the precinct – Primary Street, Secondary Street and Major Off-Street Routes. Policy provisions are detailed below that apply to new development located adjacent to the relevant pedestrian access route as shown in Figure 4.

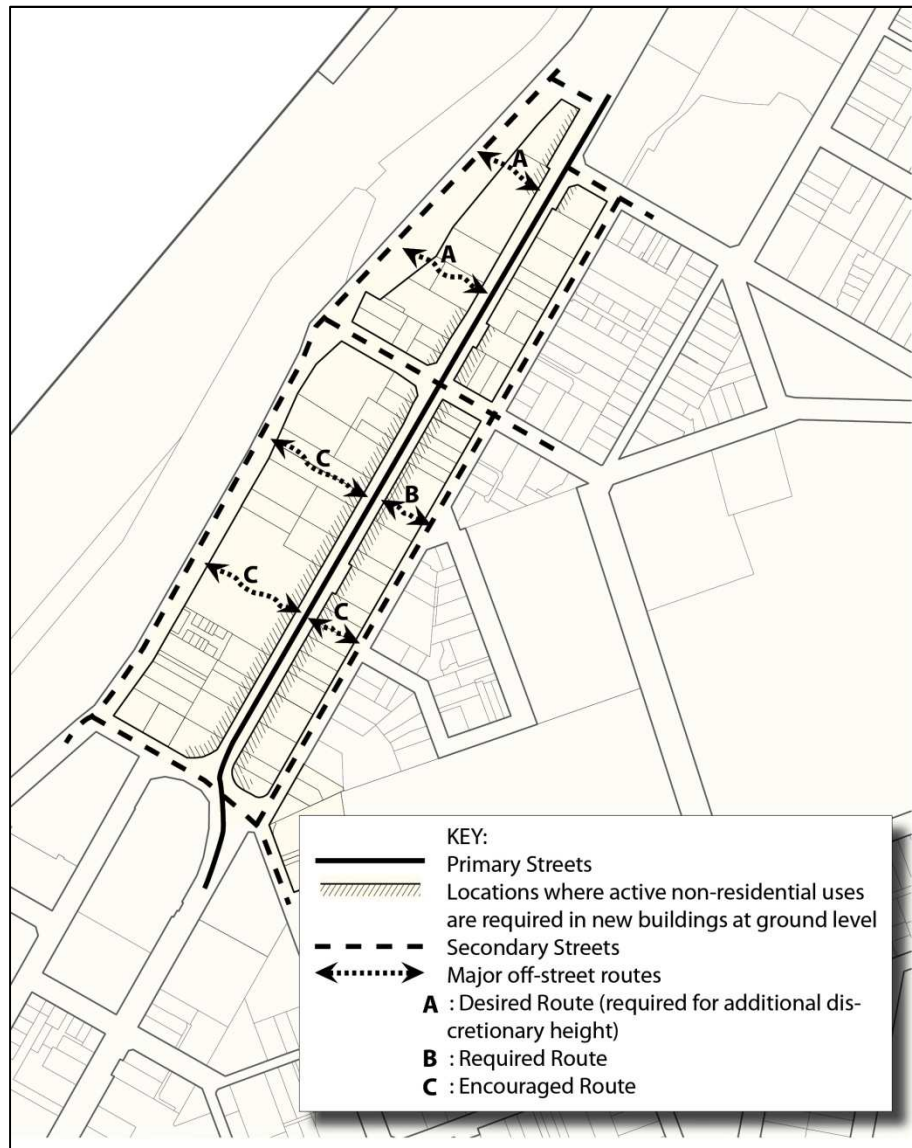


Figure 4: Public realm

The overall objective of this element is to ensure that new development throughout the precinct provides an appropriate ground level frontage for its location. In particular, street frontages in Queen Victoria St should be activated through design and by location of appropriate uses to create a vibrant, diverse, interactive and safe urban environment. Unless specific discretionary criteria are stated in the provisions below, Council may, at its discretion, vary any of the provisions where it is satisfied the development meets the overall objective of this element.

5.1 Primary street – Queen Victoria St

New development located on primary streets shall address the following provisions:

- 5.1.1 Lower levels of the development should be designed to reinforce the significance of the primary streets with an appropriate scale and high standard of details, materials and finishes and shall incorporate design measures to contribute to an interesting, safe and diverse public realm. The ground floor facade should provide variation and interest at a human scale along its length
- 5.1.2 No vehicle access, blank walls and/or service areas should be located on primary street frontages if alternative locations are available. If vehicle access is necessary from the primary street, vehicle entrance points and services areas are to be integrated into the overall building design and shall be designed to minimise their impact on the pedestrian environment and street vitality. Vehicle crossovers are to be minimised, consolidated and shared where possible.
- 5.1.3 On-site vehicle parking is not permitted at ground level adjacent to a primary street.
- 5.1.4 Where non-residential uses are required at the ground level frontage to a primary street at the locations as shown in Figure 4 the development should:
- Be encouraged to incorporate a mix of active land uses at ground level that extend the hours of activity in the adjacent public domain beyond traditional retail hours.
 - Be predominantly glazed or open to the street at ground level and with major pedestrian entrances direct from and level with the street.
 - Accommodate multiple ground level commercial tenancies in long frontages which shall all obtain their main public pedestrian entry directly from and level with the primary street. Wide building frontages with a single use or tenancy should be limited.
 - Any area where the building is setback from the front lot boundary shall be designed and treated as part of the adjacent pedestrian domain.
 - Minimise side setbacks and other gaps in the street frontage to provide a frontage along the street that is as continuous as possible.
 - Provide weather protection along footpaths for pedestrians, either in the form of awnings or first floor balconies, and satisfy all of the following:
 - a) Shelter to be continuous along all primary street frontages;
 - b) The weather protection shall be integrated with the building design, appropriately scaled and designed to reinforce the importance of primary streets while still providing shelter and a sense of enclosure for pedestrians;
 - c) The weather protection shall be permanently fixed and shall be constructed of materials that provide sun and rain protection (i.e. a high degree of sun shading and water impenetrability);
 - d) The weather protection shall project a minimum horizontal distance of 2.4 metres over the adjacent footpath; and

- e) Awnings shall have a consistent clear height from footpath level of between 3m and 3.5m.

Council may, at its discretion, vary any of the above requirements where:

- i) The installation of weather protection would be incompatible with the heritage significance of the existing building; or
- ii) Necessary to ensure appropriate clearances from street infrastructure or trees; or
- iii) The installation of weather protection would present significant practical difficulties in terms of vehicle accessibility and there is no satisfactory alternative design solution available.

5.1.5 Where residential uses are located at the ground level frontage to a primary street the development should:

- Incorporate design measures in the façade to contribute to an interesting public realm; blank walls should be minimised to no more than 3m in width.
- Locate private open space(s) and major openings to provide passive surveillance and interaction with the adjacent public realm.
- Achieve a clear distinction between the private place and public space, primarily through a difference in floor level of up to 600mm from the street.
- Accommodate multiple ground level pedestrian entries directly from the street.

5.2 Secondary streets

New development located on secondary streets shall address the following provisions:

5.2.1 Ground level frontages to secondary streets may incorporate a mix of land uses and must incorporate design measures and passive surveillance to contribute to an interesting, safe and diverse public realm. Blank walls to secondary street frontages should be minimised to no more than 3m in width.

5.2.2 Retail and commercial floorspace shall provide major pedestrian entries directly from and level with from the street.

5.2.3 Vehicle entrance points and services areas are to be integrated into the overall building design and shall minimise detracting from the pedestrian environment and street vitality. Vehicle crossovers are to be minimised, consolidated and shared where possible.

5.2.4 On-site vehicle parking at ground level adjacent to a secondary street should be screened and incorporate design measures to contribute to an interesting and safe public realm.

5.2.5 Where residential uses are located at ground level, the design should achieve a clear distinction between the private place and public space, whilst still allowing for passive surveillance and interaction with the street.

Major off-street pedestrian routes

- 5.3.1 Provision of the major off-street routes that are accessible by the public at the general locations as shown in Figure 4 is strongly encouraged in new development. Provision of the route adjacent to Shuffrey St (shown as B in Figure 4) is required in any new development at that location. Refer to section 7 of this policy for specific requirements where the provision of off-street pedestrian links is a criteria for seeking discretionary additional building height (at locations A in Figure 4).
- 5.3.2 The exact course and location of these major off-street routes don't necessarily need to align between street blocks but connections between them should be clearly legible.
- 5.3.3 Major off-street routes are to be designed to be safe for users in accordance with Crime Prevention through Environmental Design (CPTED) principles.
- 5.3.4 Universal access is required for the whole length of the off-street routes from street to street.
- 5.3.5 Additional pedestrian connections shall be provided from the major off-street route to any on-site public or communal space.
- 5.3.6 Ground level frontages to major off-street routes may incorporate a mix of land uses and must incorporate design measures and passive surveillance to contribute to an interesting, safe and diverse public realm. Upper level balconies over the major off-street route are encouraged.

6. BUILT FORM AND LEGIBILITY

Figure 5: Views and landmarks displays the major views, major landmarks and desired views and glimpses within the precinct. In addition to responding to the desired character for the precinct, the overall objective of this element is to ensure that the built form of new development provides comfortable enclosure to streets and other public spaces, reinforces important views, and provides activation and safety in public spaces through the relationship between the building and the adjacent public space. Unless specific discretionary criteria are stated in the provisions below, Council may, at its discretion, vary any of the provisions where it is satisfied the development contributes to the overall objective of this element.



Figure 5: Views and landmarks



Precinct view from Cantonment Hill



View from Queen Victoria Street / James Street intersection to Port



View from Queen Victoria Street / James Street intersection northwards



View from Queen Victoria Street / James Street intersection to Arts Centre



View from Queen Victoria Street / James Street intersection to Princess May Park

Development shall address the following provisions:

- 6.1 The significance of Queen Victoria St as a major approach and gateway to the city centre and as the primary street in the precinct should be reinforced with continuous developed edges of consistent scale and massing that creates a strong sense of urban enclosure as well as framing and reinforcing the view towards Princess May Park and the city centre (refer Figure 5).

- 6.2 Views and glimpses of Fremantle landmarks, particularly to the port and of port infrastructure, the Arts Centre and the former Army Barracks, are encouraged wherever possible at ground level along secondary streets and via off-street pedestrian links and other openings between buildings, and from upper levels of new buildings (refer Figure 5).
- 6.3 Passive surveillance of streets and other public spaces is to be provided by frequent upper floor windows, terraces and balconies overlooking the public space.
- 6.4 As redevelopment of the precinct is likely to be carried out over a number of years, consideration should be given to the appropriate treatment of all walls and parapets that will be visible or remain semi-permanently exposed.
- 6.5 Redevelopment of full street blocks and other large sites should ensure integration into their surroundings and maintain consistency of the precinct's development pattern and street level linkages. The horizontal expanse of long facades should address the desired character for its location through articulation and fenestration, architectural detailing and treatment of rooflines.
- 6.6 Consider the impact of new development in long views from approach routes by vehicle and rail, from Cantonment Hill, Victoria Quay and Fremantle Harbour, particularly with regard to the arrangement and bulk of taller buildings and to the design of roofs and screening of rooftop service elements. New development shall contribute positively to these views.

7. DISCRETIONARY ADDITIONAL BUILDING HEIGHT

Under the Local Planning Scheme provisions of Schedule 12 - Sub area 1 of Local Planning Area 2, additional building height to a maximum of 4 metres may be approved on select sites (refer Figure 6) at the Council's discretion subject to the development satisfying a number of criteria. This section of the policy provides additional guidance and requirements regarding what the development should provide in order for the Council to be satisfied that the discretionary criteria have been met.

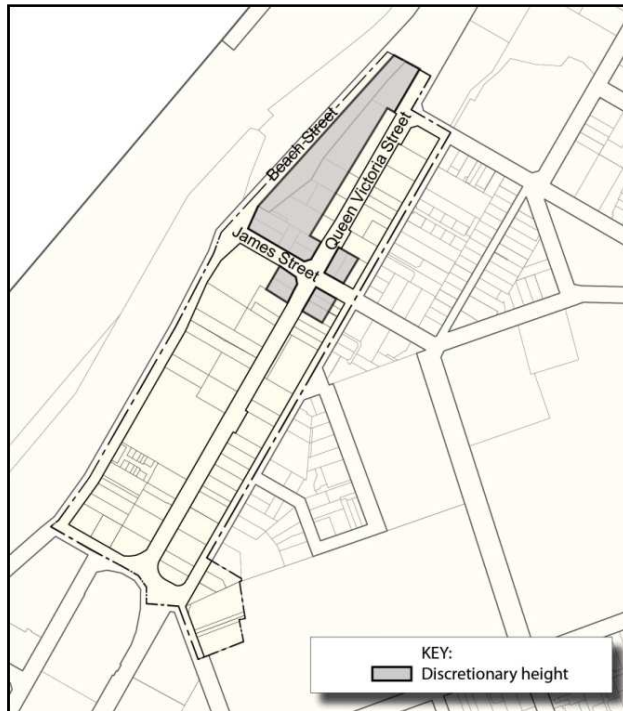


Figure 6: Sites where discretionary additional building height may be permitted

The following documents are an indication of the type of supportive material that would be expected to be submitted as part of an application where discretionary additional building height is sought:

- Full streetscape studies at pedestrian level showing the impact of the additional height on the public realm and neighbouring sites or buildings;
- Site and precinct plans showing the impact of the additional height on existing view corridors and view sheds;
- Reports from independent consultant assessing the development's environmental performance; and
- If the development is to be staged, the applicant must demonstrate how each stage will make its own positive contribution to the precinct and the street.

The applicant must demonstrate how the proposed design standards will be maintained through all stages of the development to completion. A process to ensure this is achieved may be incorporated into planning conditions and/or a legally binding agreement with the Council.

The applicant must demonstrate how the proposed development satisfies the following criteria.

7.1 Policy provisions to be satisfied to the very highest standards

Discretionary additional building height will only be considered where all of the relevant provisions elsewhere in this policy have been satisfied to the very highest standards.

7.2 Distinctive architecture and exceptional design quality

The development is to be of distinctive architecture befitting its location and exceptional design quality meeting at the highest possible standard the design principles contained in the Local Planning Scheme and/or local planning policy that assist in determining the design quality of development, and including, but not limited to:

- a) The overall development achieving an exceptionally high standard in terms of appearance;
- b) The development demonstrating a selection of high quality building materials, sustainable building measures and building longevity;
- c) The design addressing the relationship of taller components to lower levels (podium);
- d) The impact of the development on distant views;
- e) The additional height does not adversely impact on the ability of neighbouring sites and buildings to maximise their passive sustainable design potential;
- f) The visual permeability of the development with the streetscape;
- g) The roofscape aspect of the design; and
- h) All functional and servicing aspects of the development are exceptionally well resolved.

In particular, the architectural response of the development to the desired character of its setting (refer to section 4) and the way the development will contribute to (and raise the) architectural standard of development within the precinct will be of primary consideration for the Council.

7.3 Best practice environmentally sustainable design

The development shall demonstrate best practice in environmentally sustainable design (ESD).

- 7.3.1 Best practice in ESD shall be demonstrated by achieving a minimum Green Star rating of 5 Stars (Australian excellence) using the Green Building Council Australia's current rating tools where an appropriate Green Star rating tool exists.
- 7.3.2 Where a current Green Star rating tool is not available for the proposed type of development, an alternative method of demonstrating Australian excellence

in ESD may be used, at the discretion of Council, which addresses the following elements:

- a) Energy – encourage and recognise designs that substantially reduce the greenhouse gas emissions associated with the operational energy consumption; and
- b) Water – encourage reduction of potable water use through efficient design of building systems, rainwater collection and water re-use; and
- c) Indoor Environment Quality – encourage and recognise designs that ensure thermal comfort of occupants, maximise daylight while minimising heat glare, reduce noise pollution and require maintenance and cleaning of air handling systems; and
- d) Waste – encourage and recognise designs and construction methods that reduce the amount of natural resources used, reuse whatever materials can be re-used and recycle wherever possible.

Assessment of best practice in ESD for developments considering the above criteria can be demonstrated by applying the benchmarking standards incorporated within the Green Star Rating Tool and Technical Manual as applicable to a 5 Star Green Star rating relative to the appropriate building type. Where an appropriate Green Star rating tool does not currently exist, Green Star Office shall be used for commercial projects and Green Star Multi Unit Residential shall be used for mixed use projects for this purpose.

- 7.3.3 In addition to the above requirements it must also be demonstrated that an Accredited Green Star Professional has been appointed to the project design team.

7.4 High quality landscaped and publically accessible pedestrian environment

- 7.4.1 The off-street pedestrian links shown in Figure 4 must be provided, and in addition to the requirements in Section 5 must be:
- A minimum width of 5 metres
 - Open to public access to be determined by and be to the satisfaction of the City and set as a condition of planning approval.
 - To a high standard of landscape design incorporating planting, public seating and public art.
 - Safely designed to Crime Prevention through Environmental Design (CPTED) standards to be confirmed by a report by an accredited CPTED consultant.
- 7.4.2 The area of required street setback in Queen Victoria St and James St are to be transferred at no cost to the Council.
- 7.4.3 Address the provision of a high standard of on-site open space for residents and/or workers, including roof top landscape areas.

APPENDIX 1

Of the City's other local planning policies, the following policies in particular will likely be applicable to new development within the precinct:

- LPP1.6 Preparing Heritage Assessments;
- LPP2.3 Fremantle Port Buffer Area Development Guidelines;
- LPP2.13 Sustainable Buildings Design Requirements; and
- LPP2.19 Contributions to Public Arts and/or Heritage Areas.

Precinct 3 Local Planning Policy replaces local planning policy D.G.F21 Quarry Street, Queen Victoria Street, James Street and Beach Street Local Area, which was revoked at Council's Ordinary Meeting on 28 November 2012.