



Agenda

Strategic Planning and Transport Committee

Wednesday, 15 August 2018, 6.00pm

CITY OF FREMANTLE
NOTICE OF A STRATEGIC PLANNING AND TRANSPORT
COMMITTEE MEETING

Elected Members

A Strategic Planning and Transport Committee meeting of the City of Fremantle will be held on **Wednesday, 15 August 2018** in the North Fremantle Community Hall, located at 2 Thompson Road, North Fremantle commencing at 6.00 pm.

A handwritten signature in black ink, appearing to read 'Paul Garbett', with a long horizontal stroke extending to the right.

Paul Garbett
Director Planning and Projects

10 August 2018

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CITY OF FREMANTLE

Strategic Planning and Transport Committee

Agenda

1. OFFICIAL OPENING, WELCOME AND ACKNOWLEDGEMENT

We would like to acknowledge this land that we meet on today is the traditional lands of the Nyoongar people and that we respect their spiritual relationship with their country. We also acknowledge the Whadjuk people as the custodians of the greater Walyalup area and that their cultural and heritage beliefs are still important to the living Whadjuk people today.

2. ATTENDANCE, APOLOGIES AND LEAVES OF ABSENCE

Cr Bryn Jones – Leave of absence

3. DISCLOSURES OF INTERESTS

Elected members must disclose any interests that may affect their decision-making. They may do this in a written notice given to the CEO; or at the meeting.

4. RESPONSES TO PREVIOUS QUESTIONS TAKEN ON NOTICE

There are no responses to public questions taken on notice at a previous meeting.

5. PUBLIC QUESTION TIME

Members of the public have the opportunity to ask a question or make a statement at council and committee meetings during public question time.

Further guidance on public question time can be viewed [here](#), or upon entering the meeting.

6. PETITIONS

Petitions to be presented to the committee.

Petitions may be tabled at the meeting with the agreement of the presiding member.

7. DEPUTATIONS

7.1 Special deputations

A special deputation may be made to the meeting in accordance with the City of Fremantle Meeting Procedures Policy 2018.

There are no special deputation requests.

7.2 Presentations

Elected members and members of the public may make presentations to the meeting in accordance with the City of Fremantle Meeting Procedures Policy 2018.

8. CONFIRMATION OF MINUTES

Officer's recommendation

That the minutes of the Strategic Planning and Transport Committee meeting dated 18 July 2018 be confirmed as a true and accurate record.

9. ANNOUNCEMENTS BY PRESIDING MEMBER

The presiding member may make announcements to the meeting

10. QUESTIONS OR PERSONAL EXPLANATIONS BY MEMBERS

Elected members may ask questions or make personal explanations on matters not included on the agenda.

11. REPORTS AND RECOMMENDATIONS

Council decision

**SPT1808-1 AMENDMENT 68 TO LOCAL PLANNING SCHEME NO. 4 -
OUTCOMES OF ADVERTISING & SUBSEQUENT LANDOWNER
ENGAGEMENT**

Meeting Date: 15 August 2018
Responsible Officer: Manager Strategic Planning
Decision Making Authority: Council
Agenda Attachments: 1 – Previous Report on Outcomes of Advertising of
Amendment (28 June, 2017: PC 1706-10)
2 - Brockman Place Redevelopment Traffic Analysis
(GTA 2018)

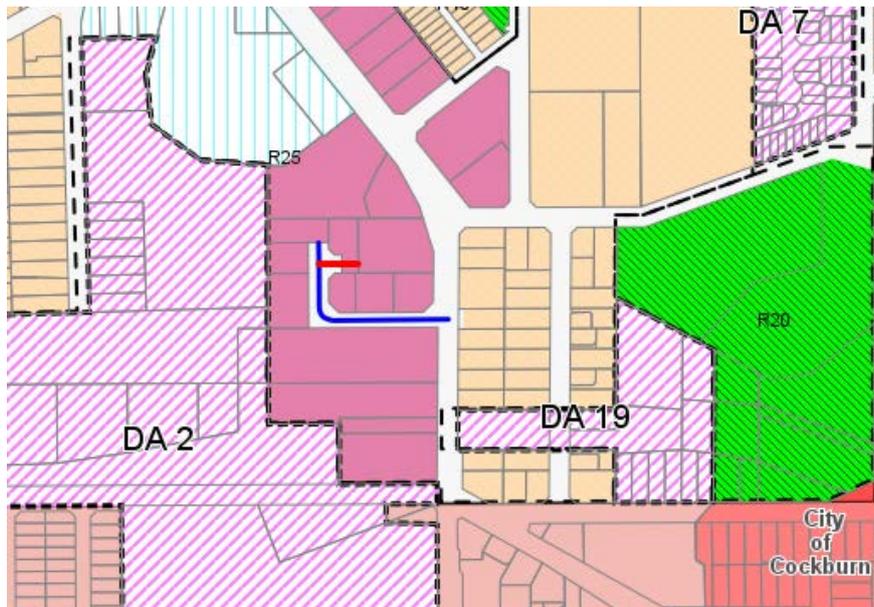
SUMMARY

In 2016, Council initiated an amendment (No. 68) to Local Planning Scheme No.4 to enable redevelopment of lots around Brockman Place in South Fremantle for high density mixed use development. Public consultation on the amendment conducted in 2017 identified concerns with the traffic impacts of the proposed intensification of development. Council consequently deferred final adoption of the amendment and requested that further discussion with landowners occur, with a view to identifying improvements which might be made to the traffic network to resolve these concerns.

Traffic analysis was commissioned, which considered a range of redevelopment scenarios. This indicated the need for significant upgrades to the road network within the precinct to support intensification of development. The findings of the analysis and the upgrades it recommended, and principles of mechanisms to implement the upgrades including landowner contribution options, were discussed with landowners at a meeting in June 2018 and the traffic report was subsequently circulated for comment. Little to no support for the proposed network improvements was expressed by landowners, with a low response rates overall. It is consequently recommended that finalisation of the Amendment not be supported. The opportunities for consolidated redevelopment in this location can be further investigated in the future, potentially as part of a more comprehensive review of the wider surrounding area including the South Fremantle shopping centre, should Council wish to pursue this as part of its integrated land use and transport strategy.

BACKGROUND

The Brockman Place 'precinct' is an area of Mixed Use-zoned lots surrounding Brockman Place, along Hampton Road in South Fremantle (see below plan). The lots contain a variety of largely older service commercial and light industrial development.



The location of the precinct on a planned high frequency transit corridor coupled with the inherent potential of larger underdeveloped sites and an approach by an interested landowner prompted review of the zoning in 2016. As a result, on 28 September 2016 Council initiated an amendment to the scheme to apply a high density residential code (retaining the mixed use zoning) to facilitate redevelopment and consolidation (refer item PC 1609-11).

The rezoning proposal was advertised for public comment between January and March 2017 with a variety of submissions received. A common theme in submissions related to concern over the potential impact of more intensive development on traffic volumes and movements. A report on the outcome of advertising was submitted to Council in June 2017 (refer item PC 1706-10 provided at Attachment 1) with a recommendation that the amendment be modified to reduce the proposed density uplift (and so intensity of development) from RAC-3 (with a 'deemed to comply' permissible plot ratio of 2) to R80 (with a 'deemed to comply' plot ratio of 1). Council considered this report but instead resolved to defer a decision on the amendment in order to allow further discussion with landowners on the potential to develop mutually supported arrangements to improve the road network (including construction and funding) and thereby enable the scheme amendment to proceed with a higher density coding as originally proposed.

Additional traffic analysis was deemed necessary to inform the discussions with landowners, and external traffic consultants GTA were commissioned to assist with this work in late 2017. They undertook a review of the current traffic situation and a range of redevelopment scenarios, and delivered a report to the City in May 2018 (Attachment 2). This formed the basis of discussions with landowners which occurred at a meeting held on 18 June 2018.

The purpose of this report is to consider the findings of the traffic analysis and outcomes of landowner discussion, and to determine how to proceed with the Amendment.

OFFICER COMMENT

Hampton Road is a 'Distributor A' road carrying in the order of 31,800 vehicles per day in this location. Both Rockingham Road and Cockburn Road feed into it immediately to the south of Brockman Place, with Clontarf Road roughly opposite and Douro Road located only a short distance to the north.

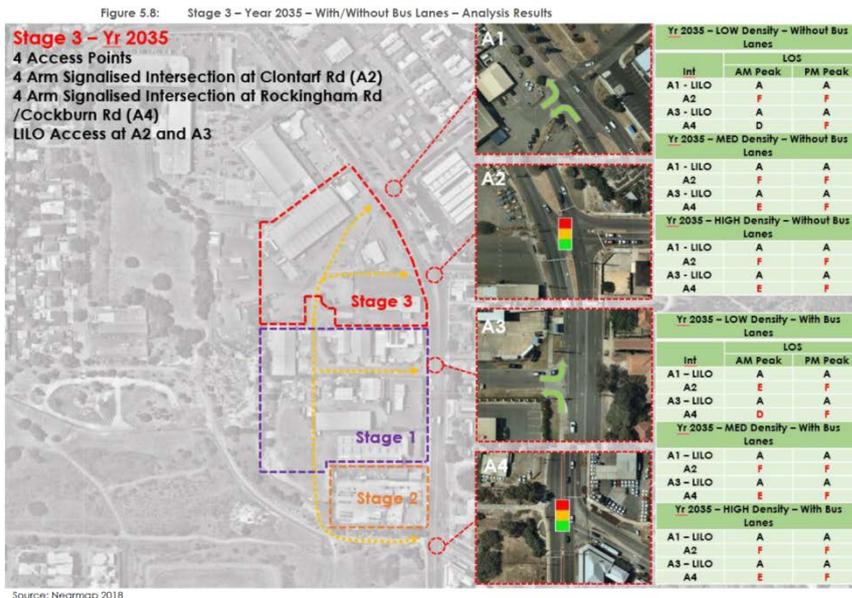
Whilst several properties within the Brockman Place precinct currently enjoy direct access to Hampton Road, the majority take sole access from Brockman Place, and future redevelopment of sites is likely to see access to Hampton Road further restricted.

GTA consultants reviewed several zoning scenarios from the current 'base' situation including notional redevelopment to:

1. 'maximum' density (RAC-3 as originally proposed),
2. R80, as subsequently recommended, and
3. An intervening mid-high density scenario.

The finding of their analysis is outlined in their report (provided at Attachment 2) but can be briefly summarised as follows:

1. Hampton Road already experiences congestion in this location.
2. Background increases in traffic stemming from the growth of Perth and increased development to the south is projected to see congestion increase under the existing zoning to the point that delays at Clontarf, Brockman and Rockingham Road intersections reach an unacceptable level of service (utilising MRWA standards) within 20 years.
3. Redevelopment of the subject sites for more intensive land use would exacerbate these delays and contribute to traffic hazard.
4. Right hand turning movements from Hampton Road into Brockman Place are problematic and may be excluded in the future (particularly in the event that priority public transit was extended along Hampton Road, but even without that eventuality).
5. Maintenance of traffic access into and out of the precinct into the medium to long term under a redevelopment scenario would demand provision of alternate 'controlled' right hand turn movement into the precinct. The installation of an additional set of traffic signals at Brockman Place would not be supported because of proximity to existing signals at Rockingham Road and Clontarf Road. However modification of these existing signals to accommodate a fourth 'arm' extending into the precinct is a possibility. Traffic modelling suggests that access to both sets of signals would be likely to be required: a single set would, under a full redevelopment scenario, still prove inadequate to maintain the level of service expected within the 20 year MRWA planning horizon, even at the more modest R80 latterly proposed.
6. A very notional layout for a new / extended road network is shown below.



W142350 // 18/05/18

// Issue: Final

Brockman Place Redevelopment, Traffic Analysis



In order to discuss the traffic analysis conclusions with landowners and to ascertain their level of interest in taking the project forward incorporating road network upgrades, a meeting of owners was called on 18 June. Only 2 owner groups attended the meeting with one expressing support for advancement of the scheme (including in principle agreement to cost sharing for road network extensions through a developer contribution scheme or other similar mechanism) and the other expressing objection.

The traffic study was circulated to all landowners on 2 July along with an explanatory letter and request for feedback (including a survey form to assist in response).

At the close of the submissions period (31 August), 2 written responses had been received. These were from one of the smaller landowners, and from the largest landowner, and both objected to the proposal. A verbal submission from a further landowner south of Brockman Place expressed a desire to progress opportunities to pursue high density redevelopment, but only very tentative support for road network upgrades and investigation of private funding opportunities for this.

Given that the primary need for the road network upgrades described above would be to accommodate the additional traffic generated by intensified development proposed in the precinct, it would be reasonable to expect landowners who would benefit from the density increase under the scheme amendment to contribute to the cost of the works. The normal mechanism for achieving this would be a Developer Contribution Plan or similar introduced by the City under the local planning scheme or the WAPC under an Improvement Plan/Scheme. Such schemes involve substantial work and up-front costs to the local government which may be recouped over time as development progresses, but to be successful they require at least a reasonable degree of support from affected landowners and a serious commitment to undertake development within a fairly short timeframe. Given the lack of majority support demonstrated by landowners through the recent discussions, it is not recommended that this course of action be pursued.

The other option for achieving the road upgrades would be for the City to directly fund and implement the works (involving acquisition of some private land). No budget provision currently exists for such works and the costs would be substantial, and in the view of officers disproportionate to the benefits that would be derived by the wider community. Consequently this option is also not recommended.

If Council accepts these recommendations, the remaining options are:

- Pursue the scheme amendment with the modified R80 density coding as recommended in the item deferred by Council in June 2017.
- Resolve not to proceed with the scheme amendment at all at the present time.

Should Council wish to pursue the lower density (R80) proposal without road network upgrades (on the basis that a degree of traffic congestion in this area is inevitable in any event), plans would need to be developed to resolve safe access into and out of the Brockman Place, and discussions held with the transport planning branch of the Department of Planning, Lands and Heritage to explain the rationale for progressing the proposal. This may assist in highlighting some of the dilemmas in facilitating residential infill at the local level but it is unlikely that the upcoding would be supported. Even if it was supported, this would represent a sub-optimal outcome in terms of urban intensification.

Alternatively, Council may consider it preferable to retain lower intensity development and investment in this location in the short term in order to preserve the opportunity to reconsider higher density redevelopment options in the future as part of a more comprehensive planning review of the wider surrounding area, potentially including the South Fremantle shopping centre. This might enable better alignment of such a review with progress on planning for enhanced public transport along the Fremantle-Cockburn corridor.

On balance, officers consider this last course of action would be the most appropriate, particularly as at the present time there is little indication that current landowners in the area have a strong interest in pursuing redevelopment in the short term future.

FINANCIAL IMPLICATIONS

The progression of a scheme amendment has no direct financial implications. The extension of new roads through the precinct, if this were pursued, would have significant implications for the responsible parties.

LEGAL IMPLICATIONS

Under the provisions of the *Planning and Development (Local Planning Schemes) Regulations 2015*, the amendment requires referral with Council's recommendation to the WAPC for its recommendation on the proposal to the Minister for Planning for final determination.

CONSULTATION

The amendment was the subject of public consultation in accordance with the *Planning and Development (Local Planning Schemes) Regulations 2015* and Council policy. The proposed upgrades to the internal road network were the subject of further consultation with landowners via a meeting and subsequent email correspondence.

VOTING AND OTHER SPECIAL REQUIREMENTS

Simple Majority Required

OFFICER'S RECOMMENDATION

- 1. In accordance with Regulation 41 (3) c of the *Planning and Development (Local Planning Schemes) Regulations 2015*, Council resolve not to support Amendment 68 to Local Planning Scheme No. 4 due to the traffic constraints affecting the area and the apparent absence of landowner interest in pursuing improvements to the road network to address these.**
- 2. In accordance with Regulation 44 of the *Planning and Development (Local Planning Schemes) Regulations 2015*, the Amendment 68 to Local Planning Scheme No. 4 documentation, including Council's resolution not to approve the amendment, be forwarded to the Western Australian Planning Commission for a recommendation to the Minister.**

SPT1808-2 FREMANTLE OVAL - INDICATIVE DEVELOPMENT PLAN

Meeting Date: 15 August 2018
Responsible Officer: Manager, City Design and Projects
Decision Making Authority: Council
Agenda Attachments: Letter from LandCorp, dated 31 May 2018

SUMMARY

Fremantle Oval has returned to the control of the City of Fremantle, the hospital's needs are being reviewed and the former Stan Reilly centre has been demolished for a temporary new car park. Taken together these changes indicate that the timing is right for an integrated plan to improve the precinct by increasing activation, legibility and connectivity. The oval precinct represents one of 5 key strategic sites in *FREO2029: transformational moves*, that seeks to revitalise the city centre.

At its 11 October 2017 meeting Council endorsed commencement of the front-end planning stage of the project, including:

- establishment of project governance (steering and project reference groups);
- liaison and collaboration with key community stakeholders and state government agencies;
- initial planning work.

This report recommends that Council notes progress to date and approves moving the project forward through developing a Memorandum of Understanding with LandCorp to investigate the business case for investment and development in accordance with an integrated plan.

BACKGROUND

At its 11 October 2017 meeting Council endorsed commencement of stage one of the project, as well project governance arrangements, including two groups to assist with project establishment and development:

- Steering Group*
- Three Directors, City of Fremantle
 - CEO South Metro Health Service
 - Manager City Design and Projects, City of Fremantle
- Reference Group*
- Three elected members, City of Fremantle
 - Area Director, Infrastructure, South Metro Health
 - Department Local Government, Sport and Culture
 - CEOs from South Fremantle and East Fremantle football clubs
 - President, Fremantle District Cricket Club

- CEO, Fremantle Chamber of Commerce
- University Notre Dame
- Three managers, City of Fremantle

The steering and project reference groups were formed in October 2017, with consultants (Hames Sharley) being appointed in November 2017 to assist with technical work.

FINANCIAL IMPLICATIONS

None. Work undertaken by consultants on the project was funded within the 2017/18 budget.

LEGAL IMPLICATIONS

None

CONSULTATION

The Steering and Project Reference Groups have been instrumental in shaping the direction of the project. Three workshops held with the Project Reference Group established a vision, objectives, economic goals and urban design principles; refined stakeholder aspirations, opportunities, challenges and priorities; explored development strategies over a 20-30 year timeframe; and reviewed preliminary development ideas. In addition, two walking tours were arranged - one of Fremantle Oval and one of Claremont Oval - to develop an understanding of some of the design and land use issues associated with contemporary development of sub-regional sporting ovals.

Community engagement is scheduled to occur once a draft plan and options are developed for the precinct that is underpinned by a viable business case. When a draft plan has been produced (recommended to be done through collaboration with LandCorp) the City of Fremantle should take a leading role in consulting with its community. This is estimated to occur over the course of 2019.

OFFICER COMMENT

A comprehensive plan for the entire precinct will have two critical elements: finalised planning for the Fremantle Hospital's future and a clear vision of how the Oval should develop to continue its historic use as a football oval as well as increase other community and cultural activities. In order to achieve a fully integrated outcome the City, in conjunction with the Project Reference and Steering Groups, has developed the following vision, goals, objectives and principles.

VISION

Integrated into the heart of Fremantle, the vision for the Fremantle Oval Precinct is to re-establish and offer an active venue for sport, community, cultural and health pursuits.

- ECONOMIC GOALS**
1. SEVEN-DAY-A-WEEK
Enable a seven-day-a-week economy for the precinct, which adds to and compliments the central business district.
 2. DIVERSIFY AND STRENGTHEN
Diversify and strengthen the City's economy (trade, jobs, services) through knowledge intensification, community and commercial uses that are compatible with sports and current health activities.
 3. OPTIMISE DEVELOPMENT OPPORTUNITIES
Optimise appropriate development opportunities to generate capital to achieve the vision.
 4. SUSTAINABLE FUTURE
Generate on-going income streams that will support key activities at the Oval continuing into the future in a sustainable manner.
- PROJECT OBJECTIVES**
1. CONNECT WITH THE SURROUNDS
The precinct is re-established in a way that integrates its internal uses with one another as well as reconnecting the precinct into the fabric of the city centre.
 2. CONSOLIDATES A CENTRE OF EXCELLENCE
Develop and enhance the precinct in a manner that consolidates and increases sporting activities on the Oval as the primary use and as a Centre of Excellence for football, while respecting the heritage of the precinct.
 3. BRINGS ADDED PUBLIC LIFE
Augment sporting uses at the venue with entertainment, cultural events and community activities that bring added public access and life to the precinct.
 4. ENABLES REGENERATION AND INTEGRATION
Consolidate health activities on the hospital site; enabling regeneration and improved integration with the surrounding city.
 5. IMPROVES PUBLIC ACCESS
Develop key perimeter sites that improve public accessibility and increase pedestrian activity at ground level, throughout the year.
 6. BALANCES TRANSPORT ACCESS
Enable a balanced portfolio of transport access arrangements to the precinct.

In addition to vision, goals and objectives the following urban design principles have been established for the precinct:

PUBLIC OPEN SPACE

Provide Open, Green Space for a Healthy City

Ensure the precinct provides open and green spaces for access by city workers, residents and visitors.

Reveal and Visually Connect the Precinct

Key views, vistas and links are established, protected and celebrated.

BUILT FORM

Optimise Activity through Appropriately Scaled Development

Ensure development opportunities optimise activities / density through appropriate height, mass and setbacks.

Respond to the Environment

Seek excellence in design and aesthetics; develop in a fashion that is responsive to local environmental conditions and sustainability principles.

SOCIAL AND CULTURAL

Integrate into Fremantle's Historic Urban Fabric

Where practical, extend the urban grid of the city into the precinct to improve legibility and urban integration, whilst acknowledging the historical informal and open nature of the precinct.

Celebrate Heritage and History

Understand, reveal, enhance and interpret the unique heritage attributes of the precinct and its context.

MOVEMENT AND TRANSPORT

Invite People In

Improve pedestrian access, permeability and sense of safety across the precinct and along adjoining streets.

Create Good Journeys

Enhance physical connections between the precinct, prison and town.

Key Issues to Resolve in Next Stage of Project

Given the extent of Crown land involved in the project (nearly all), and the need for deep experience in urban land development, the City approached LandCorp to ascertain their interest in working with the City as development partners. Their response is dated 31 May 2018 and can be found at Attachment 1. A cross-government approach to this complex site is why the State Government will need to have a primary role in the next stage of the process.

The City is keen to continue with a major role in influencing the outcome of this project to ensure that it aligns and integrates with the City's future vision, strategies and policies. It is therefore proposed to develop a Memorandum of Understanding (MOU) between the City and LandCorp to work through the next stage of developing a business case to ascertain whether there is a viable project. It can be anticipated that the next stage will require particular attention to the following:

- How the vision, economic goals, project objectives and urban design principles outlined in this report will be addressed.
- Orientation and/or re-alignment of the oval playing field.
- Adaptation / restoration of Victoria Pavilion.
- Interface and approvals associated with the World Heritage listed Fremantle Prison.
- Creating a connected, legible and safe public realm that draws its pattern, form and character from the cultural significance of the site.
- Development sites and appropriate land uses.
- Design and planning controls (e.g. appropriate zoning, development standards including maximum building heights, etc.)
- Investment justification and funding.

As indicated in the list of issues above, planning controls in particular will need to be further considered. It is the City's current view that any future development within the oval precinct should be covered by planning controls (appropriate zoning, development standards including maximum building heights, etc.) based on extending the existing Local Planning Scheme to apply over the site rather than creating a special Redevelopment Scheme over the subject land (the typical Metropolitan Redevelopment Authority model).

VOTING AND OTHER SPECIAL REQUIREMENTS

Simple Majority Required

OFFICER'S RECOMMENDATION

Council:

- 1. Notes the progress made with key stakeholders in developing the vision, goals, objectives and principles for the Fremantle Oval Precinct as detailed in the report titled 'Fremantle Oval Precinct – Project Development Report' considered by the Strategic Planning and Transport Committee on 15 August 2018.**
- 2. Authorises the Chief Executive Officer to negotiate a partnership approach with LandCorp, expressed through a Memorandum of Understanding (MoU) document, to further investigate the feasibility of developing the precinct in a manner that addresses the vision, goals, objectives and principles, with additional reference to:**
 - a. ensuring that any future development will be subjected to planning objectives and controls derived from extending the application of the Local Planning Scheme into the oval precinct, as opposed to a new Redevelopment Scheme being imposed;**
 - b. the importance of creating a great public realm within the redevelopment area that is connected, legible, safe and draws its pattern, form and character from the cultural significance of the site and its surrounds.**

3. Requests the Chief Executive Officer to write to the Project Reference Group members, as listed below, to thank them for their contribution and valuable input into the project so far:
- South Metropolitan Health Service
 - Department of Local Government, Sport and Cultural Industries
 - South Fremantle Football Club
 - East Fremantle Football Club
 - Fremantle District Cricket Club
 - University of Notre Dame.
 - Fremantle Chamber of Commerce
 - Fremantle Prison

SPT1808-3 FREMANTLE PORT - WESTPORT TASKFORCE - FUTURE OF INNER HARBOUR

Meeting Date: 15 August 2018
Responsible Officer: Director Strategic Planning and Projects
Decision Making Authority: Council
Agenda Attachments: 1. Extract from Westport’s “What You Have Told Us” document dated April 2018, showing work packages and methodology

SUMMARY

To ensure the State's future trade needs are met, well-planned port facilities are essential. The *Westport: Port and Environs Strategy* process was established by the WA Government and will provide guidance to government on the planning, development and growth of the Port of Fremantle at the Inner and Outer Harbours, the required rail and road networks, and the potential for the Port of Bunbury to contribute to the handling of the growing trade task.

At the start of August 2018 the Westport project team was gathering information through four ‘work packages’, covering Trade Task, Constraints, Supply Chain and Ports Capability. City of Fremantle officers play an active role in the work streams dealing with Constraints and Ports Capability, as well as on the Westport Reference Group and its parallel Local Government Reference Group (generally attended by the Chief Executive Officer).

A forthcoming stage of the Westport project work will deal with the formation of hypotheses and is planned to be completed through a facilitated workshop; City officers are registered to participate. This is a critical part of the Westport process as it is expected to establish a variety of ideas (hypotheses) on how Perth’s port and trade task might be handled over the next fifty to one hundred years.

This report recommends that Council formally adopt an up-to-date position on the role of the inner harbour into the future that will guide officers in working with the Westport Taskforce to form hypotheses and in subsequent stages of the Westport Strategy development process.

BACKGROUND

For 120 years, the Port of Fremantle has played a leading role in shaping the physical, commercial and social environment of Western Australia. It is now WA's largest general cargo port, operating from the Inner Harbour in Fremantle and the Outer Harbour in Kwinana. The port, which handled \$26 billion in trade in 2016-17, is the gateway for most of the imported goods used in the homes and businesses of all Western Australians. For our exporters, it is a vital link to world markets.

To ensure the State's future trade needs are met, well-planned port facilities are essential. *The Westport: Port and Environs Strategy* process was established by the Government of WA and will provide guidance to government on the planning, development and growth of the Port of Fremantle at the Inner and Outer Harbours, the required rail and road networks, and the potential for the Port of Bunbury to contribute to the handling of the growing trade task.

The Westport Taskforce Steering Committee, which includes Directors General from six government departments, the Chair of the Western Australian Planning Commission and the Chairman of the Fremantle Ports Board, oversee the project. In September 2017, Nicole Lockwood was appointed as the independent chair to lead the Taskforce which is supported by a multi-agency, multi-disciplinary project office.

Westport's approach involves a question-based enquiry (similar to that of Infrastructure Australia), focussed on ten 'work packages' and with extensive community and stakeholder engagement (see Attachment 1). The engagement process includes a widely-drawn Westport Reference Group and a parallel Local Government Reference Group. The City is represented on both groups by senior officers including the Chief Executive Officer.

The final *Westport: Port and Environs Strategy* is scheduled to be presented to the Minister for Transport, Planning and Lands in late 2019.

Further detail can be found at: <https://www.transport.wa.gov.au/projects/westport-port-and-environs-strategy> .

OFFICER COMMENT

Council last formally made a resolution in respect of the future of the port and associated land transport infrastructure on 23 September 2009, in the context of making a submission on the then-current Fremantle Ports Optimum Planning Group process. In summary, Council's resolution at that time stated:

- Retention of a working port within the Inner Harbour is essential for the retention of Fremantle's identity and character.
- The City supports retention of container operations on North Quay, based on an approach to balancing port physical operating capacity (in terms of container volumes) against acceptable impacts of land based transport infrastructure on the amenity and character of Fremantle.
- The City supports further development of the Outer Harbour to handle relocated livestock export, vehicle imports, hazardous and other non-containerised goods trade.
- Port operations on Victoria Quay should be primarily specialist, passenger and tourist based marine transport in the context of future development of a maritime heritage/tourism precinct.

At the start of August 2018 Westport was gathering information through the first four work packages, covering Trade Task, Constraints, Supply Chain and Ports Capability. City officers play an active role in the work streams dealing with Constraints and Ports Capability as well as on the Westport Reference Group and its parallel Local Government Reference Group.

Work package five deals with the formation of hypotheses and is planned to be completed through a facilitated workshop; City officers are registered to participate. This is a critical part of the Westport process as it is expected to establish a variety of ideas (hypotheses) on how Perth's port and trade task might be handled over the next fifty to one hundred years, including specific references to envisaged future roles for port facilities in Fremantle, Kwinana and Bunbury. These hypotheses will subsequently be refined into a shortlist of options and ultimately a recommended preferred option. Current advice from the Westport Taskforce is that this work stream will be developed over the course of late August and September 2018, with material becoming public in October for comment.

To date officers have been making inputs to the various Westport work group meetings on the basis that an active port (predominantly dealing with container trade) should be retained in Fremantle in order to protect employment as well as Fremantle's identity, character and history. These inputs have drawn on Council's September 2009 resolution and references to port-related issues in more recent Council strategic documents such as the Integrated Transport Strategy and Freo 2029: Transformational Moves (with particular reference to a future role for Victoria Quay as an urban precinct better integrated with the city centre and with enhanced passenger cruise ship facilities).

The question that will come to the fore during hypotheses formation is what that active port should look like over the next 50 to 100 years. A key consideration is what container load (expressed as twenty foot equivalent containers or TEU's) task is to be handled and its associated transport linkages. There are many variants and nuances that could be put forward.

To support officers' participation in the Westport hypotheses formation and testing work, an up-to-date Council statement endorsing of a set of principles that should underpin this work would be beneficial. This would also be helpful to advocacy work by the City in respect of port and city centre planning and economic development matters and strategic transport issues.

The following principles are suggested for consideration in a Council position statement:

- The inner harbour be retained as an operating port with the following characteristics:
 - shipping functions that include:
 - container handling capacity at North Quay
 - a cap on container movements that reflects a viable economic outcome, with a target in the range of 700,000 to 1,000,000 TEUs per annum
 - cruise ship visits
 - naval ship visits
 - tall ship visits
 - pilot functions
 - Rottnest ferry services.
 - efficient logistics practices to optimise use of the road and rail transport infrastructure network for freight movement in a manner that does not place any greater burden on the local community and urban fabric.

- The vehicle import trade, livestock, scrap metal and other bulk goods are a priority for transfer to an alternative port location.
- Victoria Quay should be developed for community, tourism and commercial purposes integrated with non-freight maritime functions, especially enhanced cruise ship passenger facilities.
- Port related employment and services in Fremantle are a critical component of the city's economy to be retained and if possible expanded.

FINANCIAL IMPLICATIONS

None

LEGAL IMPLICATIONS

None

CONSULTATION

None

VOTING AND OTHER SPECIAL REQUIREMENTS

Simple Majority Required

OFFICER'S RECOMMENDATION

Council:

1. Adopts the following as a statement of its current position in respect of the future of Fremantle Port Inner Harbour:

- **The inner harbour should be retained as an operating port with the following characteristics:**
 - **shipping functions that include:**
 - **container handling capacity at North Quay**
 - **a cap on container movements that reflects a viable economic outcome, with a target in the range of 700,000 to 1,000,000 TEUs per annum**
 - **cruise ship visits**
 - **naval ship visits**
 - **tall ship visits**
 - **pilot functions**
 - **Rottnest ferry services.**
 - **efficient logistics practices to optimise use of the road and rail transport infrastructure network for freight movement in a manner that does not place any greater burden on the local community and urban fabric.**

- The vehicle import trade, livestock, scrap metal and other bulk goods are a priority for transfer to an alternative port location.
 - Victoria Quay should be developed for community, tourism and commercial purposes integrated with non-freight maritime functions, especially enhanced cruise ship passenger facilities.
 - Port related employment and services in Fremantle are a critical component of the city's economy to be retained and if possible expanded.
2. Confirms continued officer participation in the process of forming the *Westport Port and Environs Strategy* and in doing so officers will advance Council's position outlined in (1) above.
3. Requests the Chief Executive Officer to present to Council for consideration, when available, Westport's public consultation material on hypotheses formation and evaluation.

SPT1808-4 CROSSOVERS POLICY REVIEW

Meeting Date:	15 August 2018
Responsible Officer:	Manager Strategic Planning
Decision Making Authority:	Council
Agenda Attachments:	1 Revised Local Planning Policy 2.9 (Streetscape) - Draft 2 Revised Local Planning Policy 3.7 (Hilton Garden Suburb) - Draft

SUMMARY

A report on the policy controls governing crossovers and opportunities to modify these to reduce the impact of excessive hardstand on residential streetscapes was considered by the Strategic Planning and Transport Committee in May 2018. The Committee provided direction on Council's concerns and preferred approach to the issue, and modifications to policies it would like drafted. It also requested that liaison occur with the WAPC regarding opportunities to address this issue via the Residential Design Codes.

This report responds to the direction of the Committee by providing an update on the WAPC liaison, and proposing revisions to local planning policies. It notes that modifications to the Infrastructure Directorate's Crossover Guidelines and associated management directive should occur in conjunction with finalisation of the planning policies to reflect the direction established within them.

BACKGROUND

A report on crossover standards was considered by the Strategic Planning and Transport Committee on 16 May 2018 (SPT1805-1). The report was prepared in response to concerns expressed by elected members in relation to the impact excessive hardstand generated by an increase in crossovers was having on residential streetscapes. The report outlined the various policies which apply to or effectively regulate crossover width and concluded that controls on the driveways and access (which are currently largely determined through the WAPC's Residential Design Codes or 'R-Codes') are as vital as controls on crossover width to achieving a positive result. The following was consequently resolved:

The Strategic Planning and Transport Committee acting under delegation 1.1:

- Confirms that the primary concern of Council in relation to current crossover regulation relates to the impact excessive numbers and widths of new crossovers have on residential streetscapes.*
- Endorses the principle of pursuing greater restrictions on residential crossover widths through reduction in the default permissible maximum width to 4.5m and the default permissible number of crossovers per property to 1 (or nil where access via a shared access way is available).*

3. *Requests the preparation of a further report proposing draft mechanisms to mitigate against the impact of excessive crossover numbers and widths on residential streetscapes based on the principle defined in (2) above, including:*
 - a) *A new Local Planning Policy (or modification to existing Local Planning Policy) restricting the width of access ways and hard stand within the front setback of lots*
 - b) *Modifications to the Crossover Guidelines which:*
 - i. *Introduce a further statement that Council recognises the valuable green space that verges can provide and promotes verge planting in accordance with its policies.*
 - ii. *Restricts the number of crossovers per lot to 1, excepting for very large frontages or corner lots where the crossover represents a small percentage of the frontage, or where two crossovers are necessary to allow vehicle circulation for developments involving 5 or more units.*
 - iii. *Reduce the default double crossover width from 6m to 4.5m, with 6m only permitted as a variation.*
 - iv. *Make provision for alternative crossover design specifications which restrict the extent of hard stand (eg 'strips' rather than fully paved widths, or 'grasscrete') where proposed by an owner as a method of achieving a better access without compromising streetscape values, and where an appropriate design and maintenance regime is proposed.*
 - c) *Modification to the Hilton Garden Suburb Precinct Heritage Area Local Planning Policy clarifying that where access from a shared driveway is available, that vehicle access should be taken from this in preference to creation of a separate additional crossover to the street.*

4. *Request officers to discuss with the Western Australian Planning Commission the detrimental impact excessive driveway and crossover widths can have on residential streetscape and, specifically:*
 - a) *the circumstances in which narrow front-loaded lots will be approved;*
 - b) *potential modifications to the Residential Design Codes promoting use of shared access legs to provide vehicular access to lots, where available;*
 - c) *potential modifications to the Residential Design Codes restricting the width of access ways and hard stand within the front setback of lots.*

This report responds to that resolution and:

1. Reports on feedback from the Department of Planning, Lands and Heritage (on behalf of the Western Australian Planning Commission) in relation to resolution 4.
2. Proposes modifications to the Local Planning Policy 2.9 'Streetscape' to address resolution 3a.
3. Proposes modifications to the *Hilton Garden Suburb Precinct Heritage Area Local Planning Policy* to address resolution 3c.

Modifications to the *Crossover Guidelines* to address resolution 3b have been drafted but their finalisations should only occur following finalisation of the revisions to planning policy, to ensure alignment between the two sets of documents. Modifications to the associated Vehicle Crossings management director (MD-0015) relating to Council funding of crossovers should also occur at this time.

The project aligns with the Strategic Community Plan outcome which seeks to achieve “*high quality urban and suburban environments for everyone to enjoy*”.

OFFICER COMMENT

1. Feedback from the Department of Planning Lands and Heritage.

The Department responded to correspondence from and discussion with the City on the issues raised in the report and advised that:

- It is supportive of the intent and objectives of the City’s correspondence;
- It would need to consider any proposed variation to the minimum lot size proposed on any local planning policy based on preservation of heritage and character properties, and would seek to ensure that these are clear and well defined within the policy. (A blanket policy applicable to all areas of the city, it implies, would not be acceptable.)
- Use of shared driveways, whilst ‘aspirational’, would be difficult to mandate due to landowner preferences, and insertion of provisions in policies seeking to do so would be unlikely to be supported by the WAPC. An incentives approach would be preferable. (Use of a split coding might be an option).
- The Commission would consider any proposed restrictions on access (driveways) and hardstand within the front setback proposed by the City.
- Retention of discretion within policies is important in any policy. (Definitive restrictions without performance criteria against which to consider variations would not, it implies, be supported).
- The City’s feedback on deficiencies with the R-Codes has been included on a catalogue of such issues maintained by the Department in preparation for future reviews of the Codes. (Design WA indicates that a new design-based code for single houses and grouped dwellings will eventually be developed to complement the draft Apartment Code already prepared).

This feedback is helpful in gauging the Commissions likely position on any local planning policies submitted to it proposing variations to the portions of the ‘Access’ section of the Codes (which cannot be varied by local government without WAPC approval).

2. Local Planning Policy 2.9 ‘Streetscape’.

LPP 2.9 currently varies aspects of the R-Codes dealt with in the ‘streetscape’ section of the Codes (which local governments are permitted to vary without the approval of the WAPC). Incorporation of the additional restrictions on driveways widths and access, whilst dealt with in a separate section of the codes, are recommended to be incorporated into this policy as the additional standards are aimed at achieving better streetscape outcomes. Incorporation into an existing policy also limits the number of additional policies applicable to proposals and so helps simplify the planning framework.

An additional section is proposed to be added to the policy reflective of Council’s direction which restricts both the number of driveways permitted per street frontage, and the maximum width (refer Attachment 1). These are drafted in the format of the R-Codes with the additional requirements highlighted. Variation can be considered against the performance criteria of the codes (which reference safety, streetscape, legibility, pedestrians, minimisation of crossovers and landscaping as considerations),

allowing variations in circumstances where compliance with these restrictions proves unsafe (eg where traffic safety conditions make tapering of driveways inappropriate) or inappropriate (for example, if a particularly wide lot frontage or prevailing pattern of crossovers in the street made the 4.5m restriction unreasonable).

Inclusion of a modification to require access from joint access easements (where available) as the preferred approach is also included as this is considered an important contributor to minimising the proliferation of crossovers and hard stand which battle axe infill is resulting in. The WAPC may not support inclusion of this provision but as it is considered a key response to the issues identified, it is recommended for inclusion. It is likely that a number of applicants may object to this however it is considered no more unreasonable than the existing requirement for use of a shared right of way and, like all provisions of the Codes and Council policy, is capable of variation in circumstances where the design outcome is achieved through other means. The policy does not, however, propose extension of the Hilton provisions to recommend a requirement for shared access on access legs through the subdivision process as this will clearly not be supported by the WAPC and goes beyond the scope defined by Council in considering the earlier issues paper.

Minor administrative modifications to update R-Code, Scheme and Planning Regulation clause references have also been incorporated.

3. Local Planning Policy 3.7 ‘Hilton Garden Suburb Precinct Heritage Area’

The modifications proposed to this policy (Attachment 2) reinforce the recommendation that access to lots be restricted to shared access legs (battle axed legs and the like) where these are available, consistent with the intent of the current policy which requests creation of easements over access legs to allow the front lot to share access from these (and so removing the need for a second crossover for battle axe subdivisions). This is considered an important element in preserving the garden suburb character of Hilton.

Minor administrative modifications to update R-Code, Scheme and Planning Regulation clause references have also been incorporated.

Public advertising of the revisions is necessary under the provisions of the *Planning and Development (Local Planning Schemes) Regulations 2015* and Council’s local planning policy 1.3. This will provide the opportunity for public input into the proposed changes and additional restrictions. A report on the outcomes of advertising will be submitted to Council following this process, along with an update on modifications proposed to the necessary Infrastructure guidelines and instruments.

FINANCIAL IMPLICATIONS

Nil.

LEGAL IMPLICATIONS

Local Planning Policies are adopted under the deemed provisions of the Local Planning Scheme, effected by the *Planning and Development (Local Planning Schemes) Regulations 2015* which prescribe that they be advertised for public comment prior to

adoption. State Planning Policy 3.1 (Residential Design Codes) stipulates that variations to specific elements of the Codes (including Access) can only be achieved through Local Planning Policies where those policies have been approved by the WAPC. This requirement presumes, however, that the Codes are incorporated into the scheme.

CONSULTATION

Consultation on the proposed changes to Local Planning Policy 2.9 (Streetscape) and Local Planning Policy 3.7 (Hilton Garden Suburb) is required by the planning regulations. Local Planning Policy 1.3 outlines the City's consultation procedure more explicitly.

VOTING AND OTHER SPECIAL REQUIREMENTS

Simple Majority Required

OFFICER'S RECOMMENDATION

Council endorse the revised Local Planning Policy 2.9 *Streetscape* and Local Planning Policy 3.7 *Hilton Garden Suburb Precinct Heritage Area* the provided at Appendices 1 and 2 (respectively) of the report on Crossover Policy Review dated 15 August 2018 for the purposes of public advertising (to be conducted in accordance with Local Planning Policy 1.3 *Public Notification of Planning Proposals*).

12. MOTIONS OF WHICH PREVIOUS NOTICE HAS BEEN GIVEN

A member may raise at a meeting such business of the City as they consider appropriate, in the form of a motion of which notice has been given to the CEO.

13. URGENT BUSINESS

In cases of extreme urgency or other special circumstances, matters may, on a motion that is carried by the meeting, be raised without notice and decided by the meeting.

14. LATE ITEMS

In cases where information is received after the finalisation of an agenda, matters may be raised and decided by the meeting. A written report will be provided for late items.

15. CONFIDENTIAL BUSINESS

Members of the public may be asked to leave the meeting while confidential business is addressed.

16. CLOSURE

