



# Agenda

## Strategic Planning and Transport Committee

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Wednesday, 21 August 2019, 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, 21 August 2019** in the North Fremantle Community Hall, located at 2 Thompson Road, North Fremantle commencing at 6.00 pm.



Paul Garbett  
**Director Strategic Planning and Projects**

16 August 2019

# Table of Contents

<b>Contents</b>	<b>Page</b>
<b>1. Official opening, welcome and acknowledgement</b>	<b>1</b>
<b>2. Attendance, apologies and leaves of absence</b>	<b>1</b>
<b>3. Disclosures of interests</b>	<b>1</b>
<b>4. Responses to previous questions taken on notice</b>	<b>1</b>
<b>5. Public question time</b>	<b>1</b>
<b>6. Petitions</b>	<b>1</b>
<b>7. Deputations</b>	<b>1</b>
<b>8. Confirmation of minutes</b>	<b>2</b>
<b>9. Elected member communication</b>	<b>2</b>
<b>10. Reports and recommendations</b>	<b>2</b>
<b>10.1 Committee delegation</b>	<b>3</b>
SPT1908-1      REQUEST FOR SCHEME AMENDMENT -59 ELLEN STREET, FREMANTLE - ADDITIONAL USE FOR VETERINARY HOSPITAL	3
SPT1908-2      STATE PLANNING POLICY 3.6 DEVELOPMENT CONTRIBUTIONS FOR INFRASTRUCTURE - SUBMISSION ON REVISED DRAFT	9
<b>10.2 Council decision</b>	<b>15</b>
SPT1908-3      HILTON HERITAGE AREA LOCAL PLANNING POLICY (LPP 3.7) - REVIEW OF FENCING PROVISIONS - OUTCOME OF COMMUNITY ENGAGEMENT AND FINAL RECOMMENDATIONS	15
SPT1908-4      DRAFT CITY OF FREMANTLE BIKE PLAN 2019 - 2024 - OUTCOMES OF ADVERTISING AND FINAL APPROVAL	22
<b>11. Motions of which previous notice has been given</b>	<b>47</b>
<b>12. Urgent business</b>	<b>47</b>

<b>13. Late items</b>		<b>47</b>
<b>14. Confidential business</b>		<b>47</b>
<b>15. Closure</b>		<b>47</b>
<b>Agenda Attachments</b>		<b>1</b>
SPT1908-1	REQUEST FOR SCHEME AMENDMENT -59 ELLEN STREET, FREMANTLE - ADDITIONAL USE FOR VETERINARY HOSPITAL	3
SPT1908-2	STATE PLANNING POLICY 3.6 DEVELOPMENT CONTRIBUTIONS FOR INFRASTRUCTURE - SUBMISSION ON REVISED DRAFT	7
SPT1908-3	HILTON HERITAGE AREA LOCAL PLANNING POLICY (LPP 3.7) - REVIEW OF FENCING PROVISIONS - OUTCOME OF COMMUNITY ENGAGEMENT AND FINAL RECOMMENDATIONS	76
SPT1908-4	DRAFT CITY OF FREMANTLE BIKE PLAN 2019 - 2024 - OUTCOMES OF ADVERTISING AND FINAL APPROVAL	113



**CITY OF FREMANTLE**

**Strategic Planning and Transport Committee**

**Agenda**

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**1. OFFICIAL OPENING, WELCOME AND ACKNOWLEDGEMENT**

We would like to acknowledge this land that we meet on today is the traditional lands of the Whadjuk people and that we respect their spiritual relationship with their country. We also acknowledge the Whadjuk people as the Traditional Owners 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**

There are no previously received apologies or approved 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.

**6. PETITIONS**

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 17 July 2019 be confirmed as a true and accurate record.**

**9. ELECTED MEMBER COMMUNICATION**

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

**10. REPORTS AND RECOMMENDATIONS**

## 10.1 COMMITTEE DELEGATION

### SPT1908-1 REQUEST FOR SCHEME AMENDMENT -59 ELLEN STREET, FREMANTLE - ADDITIONAL USE FOR VETERINARY HOSPITAL

<b>Meeting Date:</b>	21 August 2019
<b>Responsible Officer:</b>	Manager Strategic Planning
<b>Decision Making Authority:</b>	Committee
<b>Agenda Attachments:</b>	1. Applicant's Request 2. Preliminary Concept Layout Plan

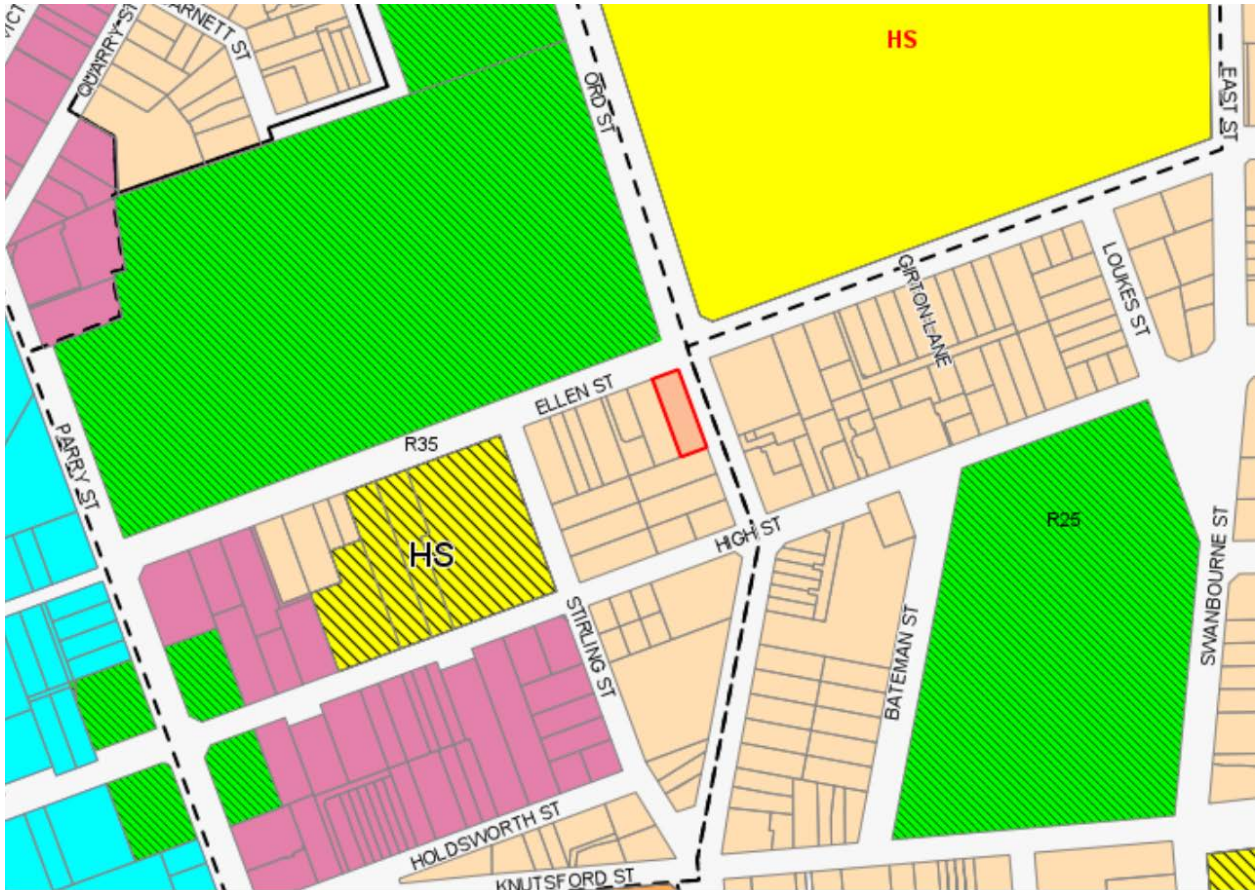
## SUMMARY

The property on the corner of Ellen Street and Ord Street in Fremantle is zoned Residential R35 but was previously used as a medical centre under non-conforming use rights (which have now lapsed). The City has received a request from a prospective purchaser to establish a veterinary hospital on the site, which is not permitted under the current zoning. The purpose of this report is to consider that request.

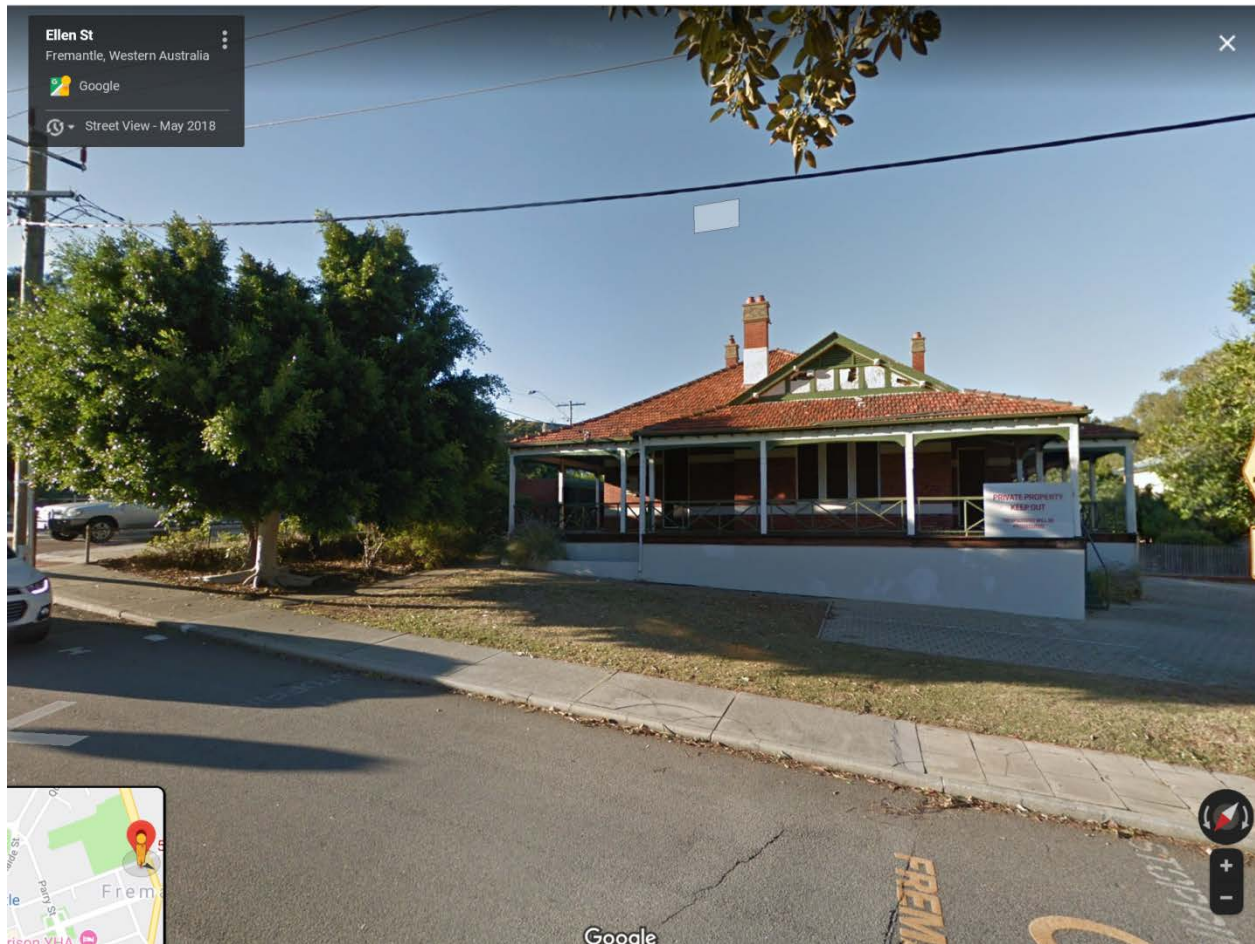
This report recommends that the Strategic Planning and Transport committee acting under delegation 1.1 endorse the principle of amending the planning scheme to allow Additional Use for veterinary, medical or office uses and undertake preliminary consultation on this proposal in accordance with Local Planning Policy 1.3 prior to determining whether to formally initiate an amendment to the scheme.

## BACKGROUND

59 Ellen Street, Fremantle is an 842m<sup>2</sup> site on the corner of Ellen Street and Ord Street, facing Fremantle Park (see below). It is zoned Residential R35 and contains a heritage listed building which is categorised as Level 2 (Considerable Significance) on the City's Municipal Heritage Inventory (or Local Heritage Survey as they have recently been renamed).



Whilst the property was originally built and used as a single house, it was converted into a Medical Centre and operated as such until the relocation of the practice to the Wray Avenue / Hampton Road intersection a number of years ago.



Source: Google Streetview

The property is on the market and the City has received a number of queries about its potential use. However, because the non-conforming use rights associated with the medical practice have lapsed, it can only be approved for uses consistent with the Residential zoning.

The City has received a request from a potential purchaser to amend the scheme to enable the use of the building as a Veterinary Hospital. The purpose of this report is to consider that request.

The building's use as a smaller scale Home Business veterinary practice in the interim has been proposed in the same request however will be dealt with separately, as a Development Application.

## OFFICER COMMENT

The rationale for the scheme amendment is outlined in the applicants request (refer Attachment 1). In summary, this states that:

1. The applicant and his wife wish to establish a family run vet hospital for which they see a local service need.
2. Initially, the practice would involve two vets, a nurse and receptionist. It is anticipated that it might grow over time to four vets and four support staff.

3. “The business would provide veterinary services such as health examinations, vaccinations and surgeries. It may also be possible to provide on-call emergency services for animals with urgent issues.”
4. “Opening hours would likely be 8:30am to 6pm Monday to Friday and 8:30am to 1pm Saturday.”
  1. Hospitalisation of animals will be occasionally required.
  2. The property at 59 Ellen Street would provide a suitable location for this establishment.
  3. A veterinary hospital has very similar business needs to the previous medical centre use with general layout, parking and access requiring no modification (refer preliminary concept layout plan at Attachment 2).
  4. Superficial changes to the building only would be required (including non-structural fit out, signage and some minor upgrades) with the heritage appeal of the building to be retained.
  5. Traffic impacts are expected to be less than those of the previous use with the existing 16 parking bays expected to be adequate to meet demand.
  6. Noise will be dampened by the building structure with animal areas appropriately sound proofed. Staff members will always be present with animals hospitalised overnight and “there should never be a situation where an animal is making excessive noise”.

From a planning perspective, the location and previous long term use of the building make it suitable for the proposed use. The two primary issues the proposed scheme amendment raise are:

1. Whether amendment to the scheme would represent an ad hoc change which would be more appropriately dealt with through a more comprehensive review process; and
2. Whether the proposed overnight use will result in impacts to surrounding residential amenity.

#### STRATEGIC CONSIDERATIONS

The Council (like most) has a long standing and firmly held principle against ad hoc changes to the scheme on the basis that:

1. These can undermine a more strategic approach to planning by considering proposals in isolation.
2. They are resource-intensive, reducing the City’s capacity to undertake other core functions (such as more comprehensive planning).

As a general rule, spot rezoning requests are consequently recommended for refusal. In this instance, the following considerations could justify an exception:

1. The proposal can be accommodated through the introduction of an ‘Additional Use’ for the site in the scheme, retaining its base Residential zone, rather than full rezoning.
2. The previous use of the site was long standing and appeared to operate successfully. Its conversion to residential does not appear to have attracted a market response (though of course this could relate to its price and the state of the market).
3. The location of the site in such close proximity to the CBD and the surrounding mix of land uses mean that it could be seen to function as part of the city centre frame. It is not a purely residential area.

The precedent of supporting the proposal does however present some concerns, and creates further pressure for the Council to resolve its approach to formal review of the scheme. This will be subject to a separate report within coming months.

The proposal makes little significant contribution to the objectives of the Strategic Community Plan but does potentially present a small local economic development opportunity.

#### **NOISE AMENITY IMPACTS**

Noise impacts associated with vet hospitals are variable and depend on the scale of the operation, the layout and treatment of the facility, the type of animals under care and the management of the animals. The City's Health and Compliance staff advise that there are few veterinary hospitals operating in Fremantle but for those that are, there has not been any significant history of complaint.

The applicant has indicated a commitment to managing noise. Inclusion of mitigation treatments could be imposed as a condition of development approval, with limitation of the number of animals to be kept on site overnight capable of control through a condition on the Additional Use (i.e. through the scheme amendment).

Alternatively, the Council may prefer to limit use of the site to Veterinary Clinic rather than Hospital, as this would preclude overnight stay. This is contrary to the request by the applicant and may affect the suitability of the site for their requirements.

#### **CONCLUSION**

On balance, it is recommended that Council support the City undertaking preliminary consultation on the principle of amending the scheme to apply an Additional Use permissibility to the site for Veterinary Hospital subject to restriction of the number of animals held on site overnight to 10 and the ongoing presence of a nurse or vet during any period on which animals are kept on site. It is further recommended that the Additional Use also allow Consulting Rooms and Medical Centre to allow for the possible (future) alternative use of the site for its previous purpose, and Office. Whilst not sought by the proponent, this provides some additional flexibility and reflects the range of uses which, from a planning perspective, could be reasonably accommodated as an alternative to residential.

Council may like to note that a number of other properties with similar (though not identical) attributes exist, in part because of changes in land use flexibility which the current scheme introduced, and the potential need to review this in the next scheme review to ensure that the scheme accurately reflects the strategic priorities of Council.

#### **FINANCIAL IMPLICATIONS**

Nil

#### **LEGAL IMPLICATIONS**

Amendments to the scheme are subject to the provisions of the *Planning and Development Act 2005* and associated regulations.

## **CONSULTATION**

Consultation on amendments to the scheme are required under the provisions of the *Planning and Development Act 2005* and *Planning and Development (Local Planning Schemes) Regulations 2015*. In addition, preliminary consultation is required prior to initiating an amendment under the City's Local Planning Policy 1.3.

## **VOTING AND OTHER SPECIAL REQUIREMENTS**

Simple Majority Required.

## **OFFICER'S RECOMMENDATION**

The Strategic Planning and Transport Committee acting under delegation 1.1:

1. **Endorse the following provisions of a potential scheme amendment for No. 59 Ellen Street, Fremantle:**
  - a. **Apply an Additional Use to the existing Residential R35 zoning to allow use of the site for Veterinary Clinic, Veterinary Hospital, Consulting Rooms, Medical Centre or Office.**
  - b. **Apply a condition to the Veterinary Hospital use that overnight accommodation of animals be limited to ten at any one time and that a nurse and / or vet be required to be present at any time animals are kept on site.**
2. **Authorise officers to undertake consultation on the principle of amending Local Planning Scheme No. 4 to introduce Additional Use permissibility for 59 Ellen Street, Fremantle as per part 1 of this resolution in accordance with *Local Planning Policy 1.3 Public Notification of Planning Proposals* and report the outcomes of that consultation back to Council.**

**SPT1908-2 STATE PLANNING POLICY 3.6 DEVELOPMENT CONTRIBUTIONS FOR INFRASTRUCTURE - SUBMISSION ON REVISED DRAFT**

<b>Meeting Date:</b>	21 August 2019
<b>Responsible Officer:</b>	Manager Strategic Planning
<b>Decision Making Authority:</b>	Committee
<b>Agenda Attachments:</b>	1 – Current State Planning Policy 3.6 2 – City’s submission on previous draft revision to SPP 3.6 3 – Draft revised State Planning Policy 3.6 4 – Draft State Planning Policy 3.6 Guidelines

**SUMMARY**

The Western Australian Planning Commission has released for public comment a draft revision of State Planning Policy 3.6 ‘Development Contributions for Infrastructure’ and associated guidelines. The revised documents seek to clarify and refine existing provisions, and provide additional detail on the development, implementation, monitoring and reporting of development contribution plans. Amongst other things, they include introduction of a new cap on community infrastructure contributions of \$2,500 per dwelling (which can be increased by \$1,000 if also supporting district and regional infrastructure). They also include sustainable transport infrastructure as a potential contribution requirement where in accordance with an approved structure plan or similar, in existing urban areas. However the default 10 year horizon for implementation of contribution plans remains.

This report recommends the Strategic Planning and Transport Committee, acting under delegation 1.1, approve a submission on the draft documents which indicates general support for the review but flags a number of items which would benefit from further review or clarification. These include the 10 year time horizon on Development Contribution Plans and the proposed cap on community infrastructure contributions.

**BACKGROUND**

Contributions levied on development (usually at subdivision) represents a long standing mechanism whereby the cost of new infrastructure required to support and service new development is at least partially met by the developer (and passed on to the purchaser) on a ‘user pays’ principle. Some infrastructure elements (such as provision of open space and roads) have been long standing requirements which are imposed through routine conditions of approval on subdivision. Others, such as contribution towards community infrastructure (a more recent phenomenon) or shared costs across multiple land parcels, are generally only supported where established through a formally gazetted Development Contribution Plan (DCP) administered by the local government. Whilst sound in theory and highly effective in some situations (notably greenfield new development areas), DCPs can be contentious and challenging to administer.

The current State Planning Policy 3.6 'Development Contributions for Infrastructure' (SPP3.6 – refer Attachment 1) was gazetted in 2009 and provides guidance on when and how such contributions may be required. A revision was released in 2016 on which the City made comment (Attachment 2) however the review was never finalised.

The Western Australian Planning Commission (WAPC) has undertaken a (further) review of the SPP and released a revised draft policy and implementation guidelines for public comment which *“proposes to introduce a framework for the delivery of infrastructure to new and existing communities. The draft policy aims to ensure greater accountability, transparency and consistency in providing for infrastructure contributions”*

The purpose of this report is to consider the revised draft and establish a position for submission during the consultation period. Consultation is open until 3 September 2019. Submissions have been requested by policy heading.

## OFFICER COMMENT

### SUMMARY OF DRAFT REVISED SPP 3.6

The revised draft policy maintains much in common with the current policy, though is more detailed in its explanation, restrictions, conditions and implementation mechanisms.

It continues to be based on a series of founding principles (slightly modified from the existing), requiring a contribution requirement or schemes to demonstrate:

1. Need and nexus between the development and the demand being met;
2. Transparency;
3. Equity;
4. Certainty;
5. Consistency;
6. Accountability.

The policy continues to state its application to both greenfield and infill development. It outlines contributions which are standardly levied on development through routine conditions of subdivision and development (including provision of public open space, roads and service infrastructure directly necessitated by the development) versus community infrastructure, and larger scale infrastructure and infrastructure in fragmented areas requiring cost sharing, which the policy stipulates should, in most circumstances, be dealt with through an approved Development Contribution Plan (DCP).

A DCP can only be put in place through enabling provisions within the applicable planning scheme, and needs to be supported by detailed documentation outlining:

1. Demonstrated service need.
2. Demonstrated nexus between the facility and anticipated development (meaning that the amount of money levied against development can only be proportionate to the additional demand that development is generating with the balance met through other sources).
3. Detailed cost estimates and funding projections.
4. Implementation details (including for the delivery of the infrastructure by the responsible authority).

The policy and associated guidelines include detailed procedures for the preparation and regular review of and reporting on DCPs and the opportunities for these to be appealed.

Significantly, the draft policy now:

1. Introduces a cap on community infrastructure contributions of \$2,500 per dwelling (potentially increased to \$3,500 per dwelling where also covering district and regional infrastructure);
2. Explicitly stipulates a requirement for local governments to provide for the provision of the designated infrastructure within their 10 year financial plans, to accept responsibility for provision of the infrastructure and to demonstrate scheduling of the works within their capital works programs. Levying of contributions until sufficient funding is available to deliver the infrastructure if this is beyond the 10 year horizon would only be considered by exception.

Because DCPs are required, under the policy, to be incorporated within the planning scheme before they are deemed operational, the WAPC maintains oversight of their justification and provisions.

Two interesting inclusion in the draft policy include:

1. Potential inclusion for contributions towards foreshore reserves to be levied (even though these are traditionally required to be given up free of cost as a condition of subdivision); and
2. Potential inclusion for contributions towards sustainable transport in urban areas where provided for in a structure plan or other approved instrument (though again on the premise that the contributions levied can only be proportionate with the patronage generated by the development, and that delivery of the infrastructure should be scheduled for within the DCP 10 year horizon).

#### OFFICER COMMENT

The principles of the draft revised SPP are supported, and the expansion and update of the policy to provide greater detail on the application and operation of DCPs is also considered beneficial.

The provision for DCPs to assist in funding infrastructure is an important component of planning but because of the administrative and reporting requirements, the timeframes stipulated and the (very reasonable) requirement for proportional contribution, DCPs tend to be far more effective and provide much greater benefit in greenfield areas than in infill settings (where the contributions levied might, in some instances, not much exceed the administrative costs and complexities of establishing and implementing a scheme).

The new limitation placed on contributions towards community infrastructure is understood to have sprung from developer concerns at spiralling costs and the impost on affordability this has contributed in an already challenging market. The limitation of this to a dollar value is queried on the basis that this seems somewhat arbitrary, will quickly depreciate and, where it contributes to infrastructure demonstrated to be 'essential' and is levied proportionate to demand (as required by the policy) might in some circumstances reasonably be higher. Conversely, the clarity provided by a clear ceiling on this (often contentious) aspect could be beneficial.

The requirement for a clear mechanism to deliver the infrastructure is understood and supported however it is noted that:

1. For some infrastructure, a 10 year horizon is likely to prove insufficient to fully deliver the infrastructure, particularly where the rate of development is slow, uncertain or inconsistent. Levying contributions towards the construction of bus lanes, for example, would require significant and rapid density uptake to be an effective funding mechanism.
2. A commitment to inclusion of infrastructure at a set date binds the Council in advance of determining the amount of funding available through the DCP. Where the rate of development has been slower than that anticipated, this will either require additional funding by Council through 'mainstream' local government budgeting or a delay in provision (which may or may not be acceptable to the WAPC and contributors).
3. The policy acknowledges that some infrastructure may be delivered by an agency other than local government. However the policy is silent on how such agencies should provide for the delivery of the infrastructure and demonstrate this in their forward planning.

A number of more minor issues are noted as follows:

1. The inclusion of district and regional community infrastructure would be appropriate within the 10 year financial plans and forward works plans of Councils but provision of detailed lists within Strategic Community Plans (as required by clause 6.7.2.3) may not always be appropriate, particularly in growth Councils where multiple DCPs may be in operation and individual itemisation of infrastructure pieces would sit at odds with the broader strategic role of the SCP. Specification of a requirement for inclusion of DCP items in a Council's Long Term Financial Plan with appropriate references within other components of its broader Plan for the Future might be preferable, for items the local government is responsible for delivery of.
2. The inclusion of foreshore reserves as a development contribution item and potential DCP item raises queries about how this sits with other policies which require such land to be given up free of cost as a condition of subdivision without any cost sharing arrangement. This appears to highlight an inconsistency of approach which raises equity issues.
3. Schedule 4 includes a section entitled 'Infrastructure items considered inappropriate for inclusion in a DCP' but then lists administrative items which may be included in a DCP. Redrafting to either include the permissible administrative items in a different section or to redraft the reference to exclude administrative items other than those listed would allow this to read more logically.
4. Some terms and expressions could be improved upon to increase clarity.
5. A number of typographic errors exist in the document requiring rectification.

## **FINANCIAL IMPLICATIONS**

Nil. However the revised policy does outline when and how contributions may be levied against development.

## **LEGAL IMPLICATIONS**

Nil. Council is required to have due regard to state planning policies in preparing or amending its scheme.

## **CONSULTATION**

The revised draft State Planning Policy 3.6 is open for public comment until 3 September 2019.

## **VOTING AND OTHER SPECIAL REQUIREMENTS**

Simple Majority Required

## **OFFICER'S RECOMMENDATION**

**Strategic Planning and Transport Committee acting under delegation 1.1:**

- 1. Approve a submission by the City of Fremantle on the revised draft State Planning Policy 3.6 'Development Contributions for Infrastructure' based on the following key points:**
  - a. The review and pursuit of greater clarity on development contributions is commended.**
  - b. Broad application of the policy (including to infill areas) is supported.**
  - c. Policy objectives are generally supported.**
  - d. The 10 year time horizon for the operation of a scheme may prove insufficient in infill settings, particularly where the rate of update is variable.**
  - e. Introduction of a cap on community infrastructure contributions and the dollar value proposed is queried: if infrastructure meets the other tests of the policy (namely the need being generated by the development occurring, and being 'essential' to it), the cap could pose unreasonable restrictions on achieving an outcome. If the cap is to be retained, the policy should clarify that the sum will be index linked, and greater flexibility to increase the district and regional components should be included.**
  - f. Inclusion of streetscape upgrades and contribution towards integrated sustainable transport as standard infrastructure in infill areas is supported. However this may be challenged as non-essential hence the desirability of clarifying that term. The need for such infrastructure to be shown in a structure plan is queried given that the narrow scope of structure plans limits their utility in facilitating infill however the inclusion of reference to 'other instruments' is understood to allow for alternatives (potentially including precinct plans).**
  - g. The policy should also recognise that whilst Development Contribution Plans are primarily between local government and affected landowners, some of the costs included may be for state infrastructure and in such instances the state becomes a party to the arrangement.**



## 10.2 COUNCIL DECISION

### SPT1908-3 HILTON HERITAGE AREA LOCAL PLANNING POLICY (LPP 3.7) - REVIEW OF FENCING PROVISIONS - OUTCOME OF COMMUNITY ENGAGEMENT AND FINAL RECOMMENDATIONS

**Meeting Date:** 21 August 2019  
**Responsible Officer:** Manager Strategic Planning  
**Decision Making Authority:** Council  
**Agenda Attachments:** 1. Community Engagement Report

#### SUMMARY

In March 2019, Council resolved to commence community engagement on proposed changes to the front/street fencing provisions of the Hilton Heritage Area Local Planning Policy (LPP 3.7). These changes were proposed primarily in response to recent compliance issues relating to street fencing within the Hilton Heritage Area. The advertised changes aim to provide some additional design flexibility, whilst acknowledging the heritage attributes of the suburb.

Consultation on the proposed revisions to the LPP was undertaken between 21 June and 16 July 2019. This primarily involved a 5-question survey to which a total of 104 responses were received via post and online. The survey responses showed an overall high awareness of Hilton's status as a heritage area but diverse views on appropriate fencing controls. The majority of respondents were in favour of either retaining the current policy or the introduction of the proposed amendments. Those who supported higher fences cited issues regarding traffic noise and safety, property security and privacy as some of the key reasons for requiring a taller fence. Of the three options to: (a) retain current policy provisions, (b) introduce the advertised revisions or (c) further modify the policy to allow taller fencing, responses were relatively evenly split with a small majority expressing preference for the proposed policy requirements.

This report recommends that the proposed policy revisions be adopted, subject to a minor additional change to extend the provisions for taller street fences which currently apply along South Street to properties on Carrington Street and Winterfold Road, which are district distributor roads.

#### BACKGROUND

The 'Hilton Heritage Area', to which Hilton Heritage Area Local Planning Policy (LPP3.7) applies, was planned as a 'garden suburb' and continues to display a number of characteristics which typify those planning principles. This retained character is one of the key reasons why Hilton is recognised as a heritage area under the Local Planning Scheme.

As was discussed in the previous officer report from March 2019, the development requirements for the Hilton Heritage Area have evolved from a set of design guidelines adopted in 2005, to the current local planning policy which was introduced in 2010.

These both mandated a maximum street fencing height of 1.2 metres (measured from the top of any retaining wall). The current policy permits a 300 millimetre high solid wall, with the remainder of the fencing height to be ‘visually permeable’.

A review of the street fencing requirements was initiated in response to a number of recent compliance-related issues, specifically regarding constructed non-complying fences which were seeking retrospective development approval under the current policy. Two such proposals were presented to Council in December 2018, with Council choosing to defer making a decision on them pending a formal review of the fencing provisions of Local Planning Policy 3.7 (LPP 3.7). Council was also presented at that same meeting with a petition from one of the affected landowners containing 89 signatures from approximately 70 properties.

At its Ordinary meeting held on 27 March 2019, Council resolved to undertake community consultation on the following proposed changes to Local Planning Policy 3.7:

- Reducing the visual permeability requirement for 1.2 metre high fences to 30% (currently 50%);
- Providing a second fencing option allowing an increase in height to 1.5 metres provided that the fence is 50% visually permeable and has no solid wall portion;
- Additional criteria to consider fencing designs which vary the policy requirements, most notably the ability to consider the character of existing fences across the street as well as the properties either side of a site when considering whether the fence would fit into the existing streetscape.

Council also resolved that the consultation material associated with the review include clear explanations and graphic illustrations of fencing options. Further information on the circumstances of this review and background to the Hilton local planning policy can be obtained in the previous Council report on this project from March 2019 (SPT1903-1).

## **CONSULTATION**

Consultation on the local planning policy changes was undertaken in accordance with the ‘deemed provisions’ of the *Planning and Development (Local Planning Schemes) Regulations 2015* and the City’s *Local Planning Policy 1.3* between 21 June to 16 July. This consultation aimed to provide information on the proposed policy changes, as well as serving to increase awareness of Hilton’s heritage significance more generally. It involved the following:

- Online survey via My Say Freo seeking community views on fencing in Hilton generally, as well as the proposed changes to the fencing provisions;
- *Hilton Fencing Options Brochure* providing a visual guide to some of the front fencing designs available to landowners under the existing and proposed policy;
- Randomised letter drop, including a hard copy of the above-mentioned survey and information brochure with reply-paid envelope, to 350 property owners and occupiers within the Hilton Heritage Area. Those who received an individual letter also had the option of completing the survey online via *Survey Monkey*;
- Information Pack providing an overview of the history of Hilton as a ‘Garden Suburb’, including historical imagery, as well as the existing and proposed front fencing rules;

- ‘Drop-In’ community information session held at the Hilton PCYC on Saturday 6 July;
- Information video on the City’s *You Tube* channel (embedded on the My Say Freeo page) which provides further background to the Hilton Heritage Area and summarises the proposed policy changes.

At the conclusion of the consultation period, 104 survey responses were received. This consisted of both hard copy surveys as well as those completed online. The attached consultation report details the outcomes of this consultation process and specific comments, which are summarised below.

#### Hilton Heritage Area

- Very high level of awareness amongst respondents of Hilton’s status as a Heritage Area under the Local Planning Scheme, and that planning approval by the City is required for all street fencing in the Hilton heritage area.

#### Fencing Height

- A slight majority of respondents answered that they either currently have or would consider a fence up to 1.2 metres in height, as per the existing policy requirements.
- Many respondents also have, or consider they need, a fence greater than 1.2 metres in height.
- Some respondents either preferred no street fencing at all, or resided on a rear/battle-axe site and therefore did not require a fence.

#### Policy Preference

- A slight majority stated that the proposed provisions suited their needs better than the current policy. However, a number of respondents still chose the current policy as their preferred option.
- Reasons cited for maintaining the current policy, or for preferring no fencing, related to maintaining the heritage character of the suburb and encouraging an open feel to streetscapes to encourage interaction.
- Those who had a preference for fencing higher than 1.2 metres raised matters relating to privacy, crime prevention, dealing with sloping sites and keeping dogs in as key reasons for needing a taller street fence.

#### Other Comments

- There is a desire to mitigate traffic noise on busy roads (e.g. Carrington Street).
- Concern regarding the removal of mature trees in the suburb was expressed.
- Council should not dictate the types of fences people can and can’t build.

### **OFFICER COMMENT**

The consultation undertaken on the proposed changes to the fencing provisions of LPP 3.7 has shown that whilst there is little consensus on this issue, there is a high degree of awareness within the community of Hilton’s significance as a Heritage Area. It has also shown that, despite recent compliance issues relating to street fences within the area, there is general support to retain low and open front fences in keeping with the ‘Garden

Suburb' characteristics. At the same time, there is a desire for additional flexibility in the policy to allow for alternative fencing heights and styles to be considered.

It is pertinent to note that a majority of survey respondents would be satisfied with front fences 1.5 metres in height or less, or alternatively would prefer no fence at all. As noted above, when asked to express a preference for a policy option (existing, proposed or 'other'), a slight majority also considered that the proposed policy changes better suited their needs than the current policy, although a substantial proportion still preferred the current policy or wished for other options to be investigated. Many open survey comments stated that the proposed revisions strike the right balance between providing an increased level of flexibility, whilst recognising heritage characteristics. Whilst comments were received expressing concerns in relation to security and privacy, this did not necessarily correlate to a desire for front fences exceeding the 1.5 metre maximum proposed. Given this, officers consider it appropriate for Council to adopt the proposed changes to the policy as-advertised, with a minor modification to extend greater flexibility along the busier streets of Winterfold Road and Carrington Street (as per existing South Street provisions). This is reflected in the recommendation that concludes this report.

### Other Options

If Council is of the mind that further changes to the policy are warranted to address some of the fencing height, privacy and security concerns raised in survey responses, then the following additional changes could be considered:

- **Providing an additional fencing option to allow for fences up to 1.8 metres in height with a minimum visual permeability of 80% and no solid wall (other than retaining).**
  - Allowing for this option would allow for fencing to exceed 1.5 metres, with the trade-off being an increased level of visual permeability.
  - This would provide for low (1.2m), medium (1.5m) and high (1.8m) fencing options within the policy.
  - It would essentially restrict 1.8m high fences to wrought-iron, pool-style fencing or 'post and wire' styles (recognising that this option could be well or very poorly executed).
- **Maintaining the proposed fencing heights but allowing additional solid wall.**
  - A low solid wall of 300 millimetres could be introduced for the 1.5 metre fencing option.
  - Some survey responses stated a preference for a low solid wall to be allowed for 1.5 metre high fences, to allow for sloping sites and keep pets and soils in.

Previous options discussed by Council include applying default R-Code provisions (1.2m solid with open style up to 1.8m) or a variation of this (perhaps restricting the solid component to 0.75m). Extension of a variation to properties where the primary outdoor living area is located in the front garden has also been considered but would result in an inconsistent streetscape and present a somewhat arbitrary appearance.

It is noted that none of the above options are recommended from a heritage conservation perspective and as such are not included as part of the officer's recommendation. Site works and retaining walls can be considered on a case by case basis separately to front

fences, in accordance with Clauses 5.3.7 and 5.3.8 of the Residential Design Codes, with fencing height measured from the top of any (approved / permissible) retaining wall.

Alternatively, given that a large number of responses indicated satisfaction with the current policy provisions, and some even preferred the appearance of no street fencing at all, Council also has the option to not introduce any changes.

A positive outcome of the engagement under any scenario is an increased awareness of the requirement for planning approval for front fencing.

#### Winterfold Road and Carrington Street

In addition to the above matters, it was noted in some submissions and during the community information session that greater height concessions should be provided for fences fronting major roads such as Carrington Street and Winterfold Road. This was mostly due to issues regarding traffic noise and safety. Given the variation which currently applies to South Street (allowing open style fencing to 1.8m on the basis of its status as a regional road and its physical characteristics) and that these roads are classified as District Distributor (A) roads under the City's road hierarchy and act as the border to the Hilton Heritage Area, this could be considered. The lower order status of the roads makes the case less compelling than for South Street but, on balance, it is recommended that the same fencing standards which currently apply to South Street be extended to these roads. The relevant policy wording changes are included in the following officer recommendation.

#### Other Changes

Should Council approve the recommended revisions to the policy, the option exists to make the variations permissible under clause 1.5.3 (b) – allowing fencing to 1.5m where a minimum of 50% visually permeable – permissible as of right, rather than requiring a discretionary decision. This would be appropriate if such fencing was to be very routinely approved with little contextual or design assessment.

A further option Council may wish to consider could include extension of planning approval exemption for compliant fences. This would reduce the level of scrutiny fences receive but would also reduce administration / 'red tape' and provide a further (slight) incentive for compliance. Should this option be supported, it could be relatively easily effected following (and assuming) gazettal of planning scheme amendment 78 (currently with the WAPC for final approval) and the transfer of application exemption provisions to policy.

### **FINANCIAL IMPLICATIONS**

There are no financial implications relating to this report.

### **LEGAL IMPLICATIONS**

The procedure for making and amending local planning policies is outlined within Schedule 2 of the *Planning and Development (Local Planning Schemes) Regulations 2015*. The City has followed these procedures accordingly.

## VOTING AND OTHER SPECIAL REQUIREMENTS

Simple Majority Required.

## OFFICER'S RECOMMENDATION

Council:

1. Note the outcomes of the community consultation on the proposed changes to Local Planning Policy 3.7, as detailed in agenda Attachment 1.
2. Adopt the following amendments to clause 1.5 of Local Planning Policy 3.7: Hilton Garden Suburb Heritage Area, in accordance with Schedule 2, Clause 4 (3) of the *Planning and Development (Local Planning Schemes) Regulations 2015*:

### 1.5 Street Walls and Fences

- 1.5.1 Street walls and fencing forward of the building line shall be a maximum height of 1.2 metres and shall be a minimum of 30% visually permeable above 300 millimetres.
- 1.5.2 For properties located on the following streets, front fencing shall be visually permeable above 1.2 metres to a maximum height of 1.8 metres, with piers no higher than 2.0 metres:
  - South Street, between Stock Road and Lee Avenue.
  - Carrington Street, between South Street and Winterfold Road.
  - Winterfold Road, between Carrington Street and Collick Street.
- 1.5.3 Solid masonry (brick) rear fencing shall be permitted for those properties backing onto Stock Road to a maximum height of 2.0 metres.

Council may, at its discretion, vary the requirements of clause 1.5.1 where it is satisfied that the proposed street wall and/or fence:

- a. Is consistent with character of the prevailing streetscape (including, in relation to this clause only, the house directly across the street and the three houses on either side of that opposing house, where these are located within the Hilton Heritage Areas) AND maintains clear surveillance between the street and the dwelling; or
- b. is a maximum of 1.5m in height and a minimum of 50% visually permeable.

*Notwithstanding the above, visually impermeable fencing above 300 millimeters in height will not be supported.*

- 1.5.4 Fencing with a high proportion of visual permeability and reflective of fencing styles and materials traditional to the area (primarily post and wire/mesh infill) is strongly encouraged.

- 3. Publish notice of the revisions to Local Planning Policy 3.7 within the local newspaper and on the City’s website, in accordance with Schedule 2, Clause 4 (4) of the *Planning and Development (Local Planning Schemes) Regulations 2015*.**

**SPT1908-4 DRAFT CITY OF FREMANTLE BIKE PLAN 2019 - 2024 - OUTCOMES OF ADVERTISING AND FINAL APPROVAL**

**Meeting Date:** 21 August 2019  
**Responsible Officer:** Manager Strategic Planning  
**Decision Making Authority:** Council  
**Agenda Attachments:** 1. Bike Plan Community Survey (Part 2 Engagement) Report

**SUMMARY**

The City's current Local Bicycle Plan (Bike Plan) was adopted in 2014 and expired in 2018. Over this period (and the preceding few years) the City has seen an increase in commuter riding from 2.9% in 2011 to 3.1% in 2016, and a 13% increase in city centre cycling in 2018 from the last cordon count undertaken by the Department of Transport in 2012. Given its expiry and the strategic priority placed on cycling as part of the City's Integrated Transport Strategy, a review of the plan was undertaken and a draft new Bike Plan developed to guide and inform infrastructure projects and programs for the next 5 years.

In May 2019, the draft new Bike Plan was presented to Council and approved for the purposes of inviting community comment. 26 submissions (as outlined in Attachment 1 – Bike Plan Community Survey Report) and additional suggestions from the Bicycle Reference Group were received. The submissions were mainly positive and included additional ideas on how to improve cycling in the city. Minor changes to the advertised plan are recommended in response to feedback received, with more specific ideas to be incorporated in more detailed route planning and design where appropriate.

It is recommended the Bike Plan as provided in the Officer's Recommendation below be adopted.

**BACKGROUND**

The Strategic Community Plan 2015-25 identifies transport and connectivity as a strategic focus area, and promotes Fremantle as a pedestrian and cycle friendly city which includes a "cycling network (which) is safe, enjoyable and well connected, with a completed network of separated bike lanes and a legible cycling environment which is clearly marked and has signed cycle routes".

The City's Integrated Transport Strategy 2015 recommends that "by 2030 Fremantle aims to have a connected, safe and seamless bicycle network. The City will continue to work with various community groups to ensure the network will be viable and attractive for people of all ages to cycle on, following the 8-80 principle, not just catering for the people that already cycle".

The City's current Bike Plan 2014-2018 has provided direction on the City's priorities and actions to facilitate these objectives, with a stated goal of doubling commuter cycling by

2018. Given its end date, review of the plan commenced last year with a view to developing a new plan to guide the City’s endeavours in this area over the next 5 years.

On 15 May 2019, Council considered the outcomes of a review of the Bike Plan and resolved as follows:

Council endorse the draft City of Fremantle Bike Plan 2019 - 2024 as provided in Attachment 1 of this item in the Strategic Planning and Transport Committee Agenda (15 May 2019), for the purposes of public advertising with the following amendments:

1. Include a further point L on the Bike Network Planning and Design table as follows:

Map Location	Planning and design for the bike network 5 Year Plan	Network	Rational for priority in 5 year plan	Short term improvements and current actions
L	North-South connection – North-Fremantle/Leighton	Primary	Coordinate in with current planning for extension of Perth-Fremantle PSP and planned installation of Stirling Highway signalised pedestrian crossing.	Advocate for improved rail crossing facilities at North Fremantle Station which better connect into the bike and pedestrian network, and preferably include crossings at both northern and southern ends of station platform.

Include a bike icon ‘Short term improvements’ (within a 5 year timeframe) on the Network improvements and planning 2019-2024 plan at the North Fremantle Rail Station location.

2. Include additional text to point K on the Bike Network Planning and Design table as follows:

Map Location	Planning and design for the bike network 5 Year Plan	Network	Rational for priority in 5 year plan	Short term improvements and current actions
K	North – South network connection -	Primary	Primary Connection into the Hollis	Liaise with the DoT on opportunity

	<p>Coastal Route – South Beach to Northern Gateway</p>		<p>Park separated path, Rockingham Road, Healy Road and Cockburn coast path. Links North Coogee, Hamilton Hill, Spearwood, city centre and East Fremantle, with activity areas of South Beach, The Esplanade, West End, Fremantle train station.</p>	<p>for path priority at rail crossings along the route to improve cyclist safety. Review of shared path guidelines. Investigate intersection and on road bike lane extensions at southern end of Marine Terrace.</p> <p>Continue ongoing coordination and liaison with the DoT and adjoining local governments to integrate the bike network across boundaries, including (but not limited to) connecting Fremantle’s coastal and Hampton Road north-south routes into Rockingham Road, Healy Road and connecting into Manning Park</p>
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3. Amend Project Pipeline table text Marine Terrace Description text to “Improve north and south on road bike lanes along Marine Terrace including addressing lane gaps and intersection conflict points.”

(SPT1905-1)

The purpose of this report is to consider the outcomes of public advertising and to finalise the new plan.

### CONSULTATION

Community engagement occurred in the preparation of the Bike Plan (phase 1) and further community input on the draft document was invited between 7 June and 1 July 2019 (phase 2). Communication involved a media release, social media posts, website (MySay) direct Precinct Group emails, MySay email and via the Department of Transport’s (DoT)Your Move portal.

Workshops were held with the Bicycle Reference Group (including Elected Members) and further informal input was provided when the draft Bike Plan was presented as part of the One Planet community presentations. A number of direct emails were also received.

Discussions with CycleWest, adjoining local governments, Main Roads WA and the DoT were held as part of the Bike Plan development and as part of DoT's current review of the Perth Long Term Cycling Network.

The outcomes of the phase 2 engagement are outlined in Attachment 1 to this report. During the advertising period, the My Say Freo page was visited by 439 people and 26 made submissions. Around 40 community members attended the One Planet Living Presentation to hear about the draft plan and ask questions.

Key findings from this engagement were that:

- Most respondents were regular riders (85%).
- Nearly half participated in the phase one engagement (42%).
- Over half (14) had a high level of support or specifically made positive comments about the proposed hierarchy.
- Suggestions were made around specific locations such as Hampton Road, Knutsford Street, Stevens Street and Tydeman Rodd.
- Other key comments were on connectivity out of Fremantle and the need for more bike parking.
- An overall level of support for the programs and promotion (13) was expressed with several others (6) stating they don't attend this type of event or already cycle so they have no need, but still support the idea for others.
- Other general comments were made on the strong consultation and support for the Council reviewing and providing new bicycle infrastructure (6).

The majority of infrastructure improvement suggestions mentioned in the phase 2 engagement are along the routes already identified in the plan, and can be addressed in more detailed design development. Identification of the 'trouble spots' along the Fremantle/Perth rail line (including Curtin Avenue, connection to North Fremantle train station, Tydeman Road and river crossing) are to be addressed as part of the Principle Shared Path (PSP) extension and Fremantle Traffic Bridge replacement design. Officers will continue to advocate and communicate with the Department of Transport, Public Transport Authority and Main Roads WA for better connections and cycling infrastructure for this important link, including through the old traffic bridge replacement project.

## **OFFICER COMMENT**

Key changes/updates to the Bike Plan following its public advertising are as follows:

- Inclusion of a new local route in North Fremantle, reflecting the logical, most convenient existing route to the town centre and Fremantle Traffic Bridge connection.
- Designation of Marine Terrace and Douro Road as secondary routes, complementing the coastal off road path routes and connection to Hampton Road and South Fremantle shopping centre.
- Extension of the Wray Avenue activity area across Hampton Road to identify the mixed use/commercial land uses between Hampton Road and South Street.
- Inclusion of cordon count intersection information (areas of riding increase and where it has decreased).

- Recognition of emerging riding trends such as e-bikes and the need to design/provide infrastructure accordingly (e.g. bike parking and refuge island widths).

Other changes include slight wording improvements for clarity, mapping improvements, clarification on route descriptions and including Carrington Street protected route feasibility study within the 5 year time frame. The action to undertake a bike parking, path width and signage audit has also been reinstated.

Revised wording clarifies the commitment to focus on design development and planning for three local routes, initially, and continuing advocacy for the key north-south connection with the PSP extension and Tydeman Road/river crossing. Flexibility to reprioritise planning and infrastructure has, however, been retained should other funding opportunities arise which provide these a strong prospect for successful implementation.

Project pipeline has been updated to remove 1 project that has since been completed (the Marine Terrace north bound on-road bike lane width increase and green conflict points) and one which has proved technically unfeasible (lane separation disks).

Adoption of the revised Bike Plan 2019-2024 incorporating these minor modifications is recommended.

#### UPDATE ON IMPLEMENTATION ACTIVITIES

By way of update, the City is currently planning for the following hard infrastructure to improve cycling infrastructure and address gaps in the existing secondary and local routes:

Current financial year 2019/2020 works planned include:

- Installation of Bicycle Awareness Zone (BAZ) symbols on William Street.
- Installation of on road bike lane extensions and green paint awareness zones on Parry Street.
- Design for improvements at the Queen Victoria Street, Parry Street, Adelaide Street intersection (Grant funding obtained)
- South Terrace on road bike lane extension (near Parry Street towards hospital).
- Queen Victoria Street on road bike lane extension (near James Street).
- Ord Street – increasing north bound bike lane width and connectivity through High Street intersection.

Installation of Marine Terrace northbound lane (wider on road lane with green paint in bike lane at conflict points) has been completed.

Projects planned for 2020/2021 (subject to budget approval) include:

- Construction of Queen Victoria Street, Parry Street, Adelaide Street intersection.
- Concept development and detailed design of Hampton Road path from Knutsford Street to Wray Avenue (staged implementation of the Hampton Road Master Plan) (subject to funding).

An EOI for feasibility and concept plans for routes A and C in the Bike Plan (East Fremantle to Beaconsfield north – south link and Attfield Street link) has also been lodged with the Department of Transport as part of the 2020/2021 Perth Bike Network grants.

The Bike Plan puts a priority on investigation of and concept design for these and other routes to allow their staged implementation either as funding becomes available or as other works are required, as part of a ‘whole streets’ design and development approach. The intention is to have a more clearly established (high level) design for the network to better feed into the infrastructure funding and delivery process. This approach should better establish the best approach to each street and scope of works required, to improve access to funding, to reduce inefficiencies, to increase ‘readiness’ and to improve coordination of planning and design.

The City will continue to work on and encourage ‘soft infrastructure’ by taking part in Department of Transport’s ‘Your Move’ program and activities. The Bike Plan also identifies opportunities to broaden the City’s involvement by engaging with schools and other traffic generating activities to encourage cycling.

The City is directly engaging with Main Roads WA and the Department of Transport on planning currently occurring for the extension of the Perth-Fremantle PSP and Fremantle Traffic Bridge replacement with a view to ensuring a coordinated outcome.

### **FINANCIAL IMPLICATIONS**

A number of Bike Plan projects will require budget allocation. Funding allocation will be considered through the project planning and annual budget process with the Bike Plan providing direction on the priority works to be scoped and considered through this process. State government grants are also available for some works and will be pursued.

### **LEGAL IMPLICATIONS**

Nil.

### **VOTING AND OTHER SPECIAL REQUIREMENTS**

Simple Majority Required

**OFFICER'S RECOMMENDATION**

**Council adopt the City of Fremantle Bike Plan 2019 – 2024 as provided below:**



# Introduction

The City of Fremantle Strategic Community Plan 2015-2025 aims to have Fremantle recognised as a pedestrian and cycle friendly city and sets a target to double riding to work from 2.9% to 5.8% by 2018. The City adopted a Local Bicycle Plan (Bike Plan) in 2014 which set an implementation framework to achieve this goal over 5 years through a range of infrastructure projects and promotional programs. The Bike Plan also complements the City's broader Integrated Transport Strategy objectives. In 2018 the City reviewed the Bike Plan to determine if targets had been met and to consider what further actions would assist in achieving an improved cycling environment and usage rates over the next 5 years.

The review included:

- Audit of what has been achieved since the last Bike Plan adoption in 2014.
- Reevaluation of the Bike Plan's three approaches to providing a safe and well-connected bike network namely:
  - o Everyone to have access to a bike (encourage bike share and bike hire opportunities).
  - o Provide 'hard infrastructure' (bike lanes, paths, parking).
  - o Provide 'soft infrastructure' (education and promotion programs).
- Gap analysis of cycling infrastructure and further infrastructure opportunities and constraints.

## Why Ride?

There are many benefits in riding a bike, whether commuting or for other trips:

- Economic: save costs on fuel and car maintenance. Creates growth in jobs in the bike and construction industry. Increases spending in shopping areas. Increases tourism visit spend. Reduces car congestion costs.
- Liveable City: reduces congestion, creating a more efficient and pleasurable road experience. Helps create social connections by increasing interaction with people and places.
- Health: increases fitness, regular physical activity helps reduce stress. Can reduce health costs.
- Environment: pollution free, low fossil fuel use.

## Purpose of the Bike Plan

The purpose of the new Bike Plan is to establish the long term bike network and set priorities for bike infrastructure projects, programs and promotional activities for the next 5 years. The Bike plan also formalises the methods to be used to measure changes in rider volume over time. The goal is to continue to work towards increasing commuter cycling rate to 5.8% and beyond, and increasing other cycling trips (shopping, recreation etc).

*The Bike Plan is the City's approach to make cycling as convenient, connected, safe and enjoyable as possible, so that travelling by bike is an attractive alternative to the car.*

- Identification of existing and new cycle routes, based on their current and future function (primary, secondary and local routes).
- Analysis of 2016 Census data, 2018 City Centre bike count data, 2018 Super Tuesday and Sunday commuter and recreation bike counts.
- Community and Bicycle User Group (BUG) engagement and discussions with key stakeholders (DoT, Main Roads WA, Public Transport Authority, adjoining local governments).

It also considered the wide range of infrastructure projects and programs which have been undertaken over the last 5 years, including on-road bike lanes, new off-road paths, bike parking, scheme amendment for end of trip facilities, annual Bike Week events, intersection treatments, path maintenance and upgrades, free bike hire and new bike data monitoring.

The review concluded that good progress has been made in the pursuit of a cycle-friendly and active city but that there are further opportunities to further these goals. The safer the cycling infrastructure, the greater the opportunity to get more cautious riders out commuting to work or school, local trips and recreation. It is pleasing that since the adoption of the 2015 Bike Plan people commuting and general bike trips in and around the City has increased, where the trend in greater Perth has plateaued or in some areas, declined.



People riding  
to work

INCREASED TO

3.1%

The City Centre  
cordon count found a

13%

INCREASE IN PEOPLE RIDING  
(FROM 2012)

**How we are travelling**

Using 2016 Census statistics and 2018 cordon counts, the review found infrastructure improvements and promotional programs have helped influence commuter and other rider behaviour. Though not doubled, people riding as a commute to work increased to 3.1% and the City Centre cordon count found a 13% increase in people riding (from 2012).

Over the 14 survey sites, the intersections which saw the greatest increase in people riding were at Quarry and James Street, Knutson Street and Hampton-road and the Mews Road path. Decreases in people riding were recorded at only two intersections (Finnerty/James Streets and Alma Street/ Hampton-road). Annual 'Super Tuesday' commuter counts and 'Super Sunday' recreational counts were undertaken in March and November 2018. The Super Tuesday cyclist counts indicated a 1% growth in cycling movements whilst the Super Sunday counts indicated a decrease in recreational cycling from 2017.

Community and stakeholder engagement has provided further input into infrastructure improvement opportunities, with the most identified areas for improvement located in North Fremantle, northern City Centre area, South Terrace/Mainne Terrace area and Hampton-road/Cockburn Road area.

The Bike Plan identifies two primary approaches to increasing cycling rates:

**Hard Infrastructure:** providing or working with the state and other stakeholders to provide infrastructure to ensure a well-connected, convenient and safe cycling environment e.g. on and off-road cycle lanes, bike parking, signage and key intersection/crossing treatments.

The City will ensure its cycling network is safe, enjoyable and well connected with a completed network of separated bike lanes, clearly marked cycle routes, and clear signage. The City will also plan for and provide improved "end-of-trip" facilities such as bicycle lockers, secure bike parking areas and convenient bike parking at its facilities.

**Soft Infrastructure:** education and promotion of the benefits of cycling and the facilities and routes available in the City and Perth metropolitan area, and other endeavors to encourage cycling.

The City will encourage bike riding through education and promotion of the available facilities and benefits of cycling and advocate and assist where possible the uptake and promotion of the Department of Transport 'Your Move' program. Promotion and education will also include facilitation of external bike share schemes, private and public bike hire opportunities and economic/tourism cycling opportunities.

# Strategic Bike Network

The Bike Plan network represents the ultimate network of routes the City is working towards. It has been developed based on:

- Connectivity to activity centres, key origins and destinations, schools and links to existing and planned primary cycle routes and paths in adjoining local government areas.
- Information received from community engagement, feedback and observational data.
- The the Department of Transport's route hierarchy guidelines, which aims to provide consistency and legibility for cycle routes and planning across the Perth Metropolitan area.

The hierarchy is to guide and inform network design, taking into account local conditions and constraints. It includes three (sometimes overlapping) typologies for the cycling network. It is recognised the City has additional existing and planned corridors and areas that complement the basic network such as the low speed city core, shared streets and low speed mixed zones which contribute to a cycle friendly city and the City's overarching transport objectives.

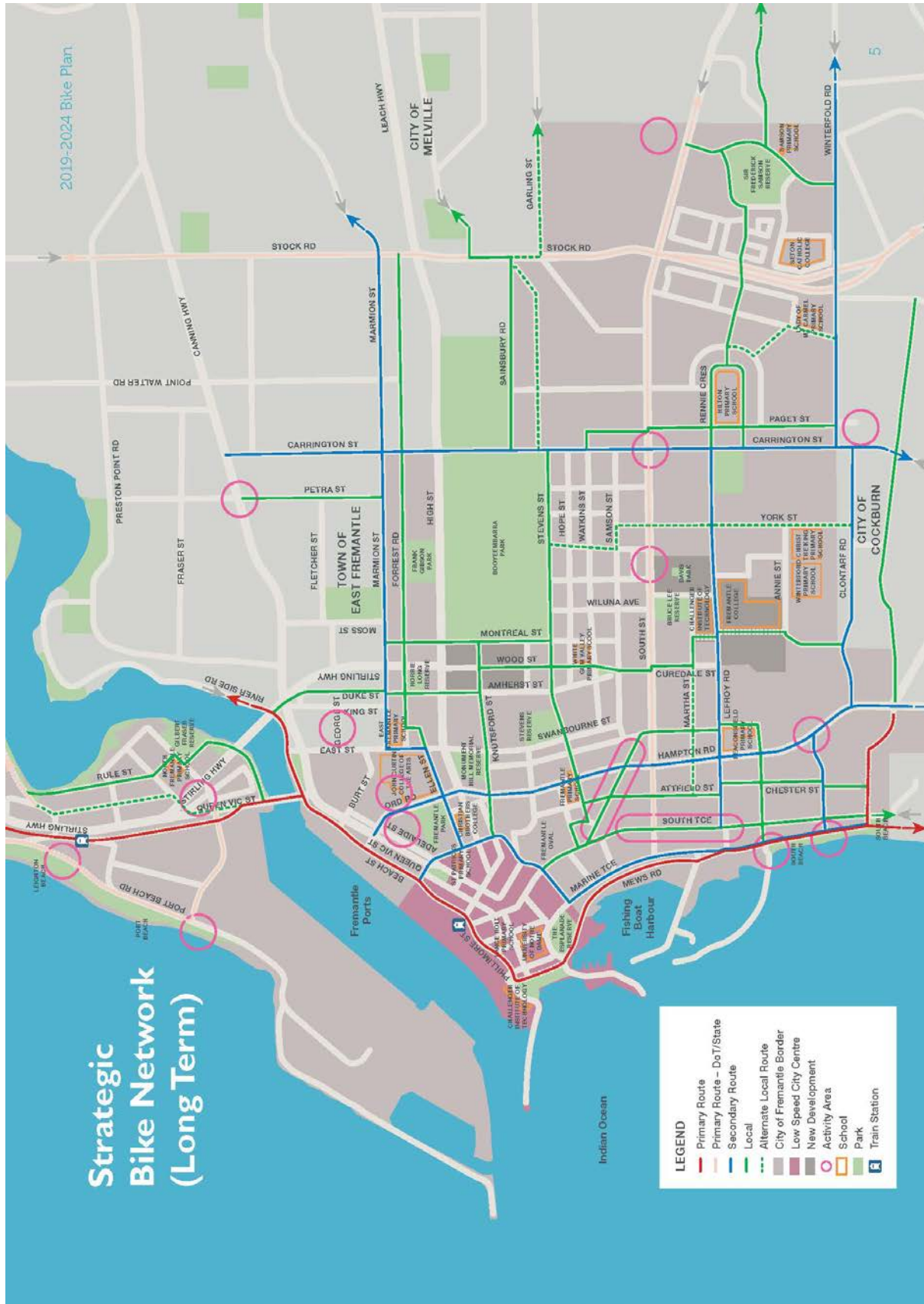
## Network Route Hierarchy

The Department of Transport route hierarchy for Primary, Secondary and Local are summarised below. Diagrams are notional and provide examples only. Mixed Areas and Shared Street examples are additional bike-friendly street types that can be applied to the City Centre and other activity areas.

In developing the network for the city's streets, various unique attributes and functions will require a considered design response such as the Kings Square shared street design approach and reducing vehicle speeds in the the City Centre.

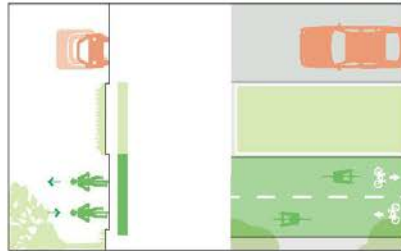
The Department of Transport Primary Routes located in the City of Fremantle (under review) are along high speed, high traffic roads. As such the route hierarchy recommends complete separated bike lanes. Except for the coastal and City Centre primary route (South Beach, City Centre, North and East Fremantle connection) these roads and routes are not in the City's design, construct or funding control. The City does, however, have an important stake in these and will advocate for positive outcomes for cyclists.





## Primary Route Function and Form

### Full Separated



High demand corridors that connect major destinations e.g. Perth and Fremantle City Centres. Provide high quality, safe and convenient (where possible uninterrupted) routes that form the spine of the metropolitan cycle network. Riding speed can be fast, therefore path widths need to be wide (typically 2.4m - 4m).

### Form

High quality cycle only or shared paths, located adjacent to major roads, rail corridors, rivers and ocean foreshores. Ideally grade separated.

### Design and Implementation Factors

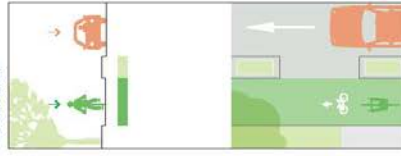
Mainly state government controlled routes.  
Along high vehicle speed and volume routes, including freight links.

## Secondary Route Function and Form

### Bi-Directional Protected



### On-Road Partial Protected



### On-Road Buffered



Lower demand than primary routes, but provide a similar level of quality, safety and convenience. Secondary routes provide connections between primary routes and major activity centres such as shopping areas, industrial areas and major health, education, sporting and civic facilities. Bi-Directional Protected lanes can be shared so riding speed is lower. Partially Protected and Buffered on-road lanes require road space each side which impacts on car lanes and parking.

### Form

Combination of high quality shared paths, bi-directional protected bike lanes and protected on-road lanes.

### Design and Implementation Factors

Provide an alternative safer route parallel to Primary Routes.  
Greater infrastructure protection than Local Routes.  
Require greater separation widths and road reserve.

## Local Route Function and Form

### Safe Active Street



Low demand, predominantly located in local residential areas. Local routes provide access to secondary and primary routes, local amenities, schools and recreational spaces.

#### Form

Combination of shared paths, protected bike lanes and low speed and low traffic volume shared streets. May involve Safe-Active Street treatment and bike friendly Local Area Traffic Management (LATM) treatments. Can utilise existing quiet local streets and include wider footpaths.

#### Design and Implementation Factors

Provide an alternative safer route parallel to Primary Routes.  
May involve the reconfiguration of on street parking

### Local Street Calmed

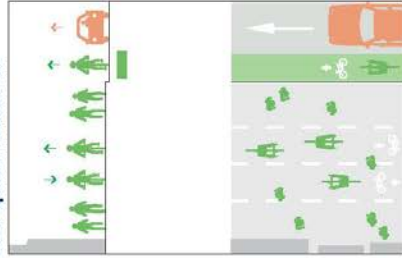


### Quiet Local Street



## Other Streets and Spaces

### Low Speed Mixed Area



An area of activity that includes pedestrian, cyclist and driver movements, encouraging low speeds for all modes. Often a transition zone from an activity area to the street e.g. Esplanade Park to Fishing Boat Harbour.

#### Form

A combination of bike lane/direction marking, pavement treatments and landscaping.

#### Design and Implementation Factors

Integration of urban design and civil design.

### Shared Street



A street design approach to change the way streets operate by reducing the dominance of cars, primarily through lower speeds and encouraging drivers to share the space with pedestrians and cyclists.

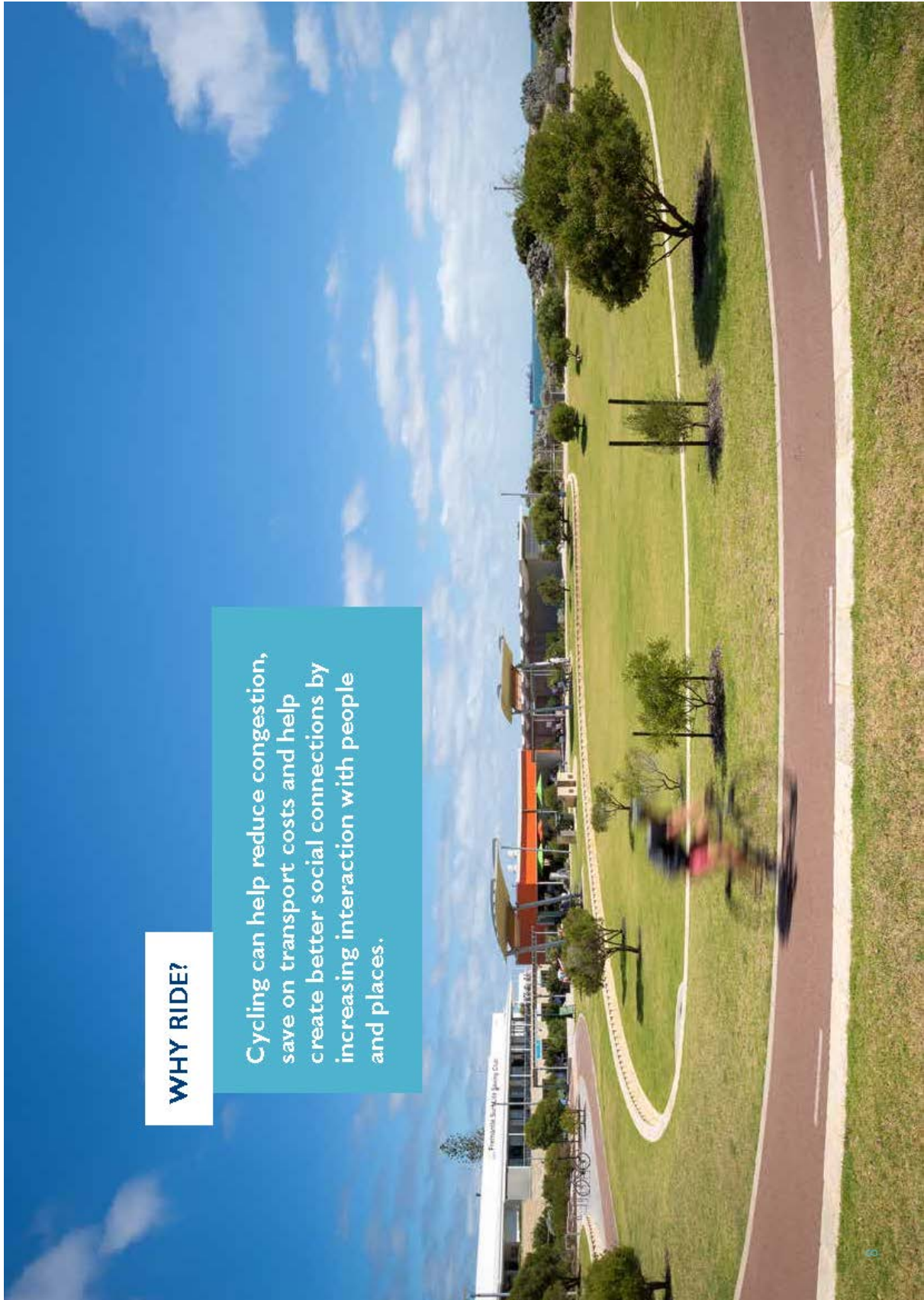
#### Form

Minimal to no level change between the footpath and the street. Different pavement treatments, landscaping.

#### Design and Implementation Factors

Integration of urban design and civil design.

The City's Integrated Transport Strategy also recognises that contemporary civil design should create safer, more connected cycling environments on all local streets, irrespective of their inclusion in the Bike Plan route network. The City recognises the advantages of providing consistent and legible infrastructure treatments for bike routes to create networks across the City and connecting to other metro networks. The City will continue to work with DoT and W/LGA on the emerging design guidelines. The City also recognises new riding trends such as the increasing use of e-bikes and cargo bikes and will take into account the requirements in infrastructure design (e.g. bike parking and refuge island widths).



**WHY RIDE?**






Cycling can help reduce congestion, save on transport costs and help create better social connections by increasing interaction with people and places.



# Project pipeline

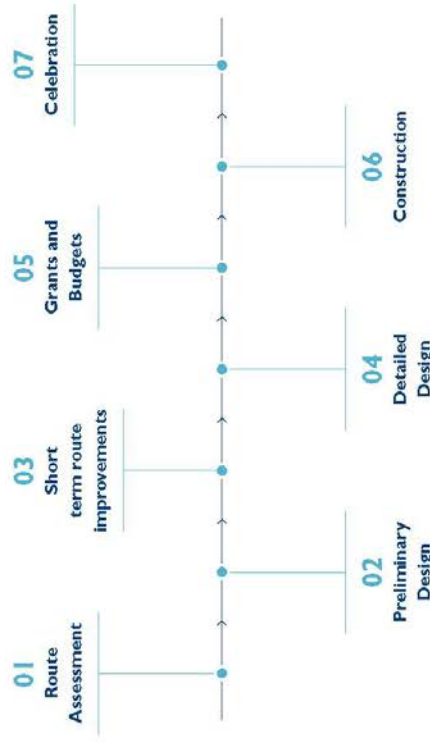
Bike infrastructure projects that are underway.

Table 1

Location	Description	Status
 Parry and William Streets	Improvements to on-road bike lanes with green pavement treatment at conflict points. BAZ symbols on low speed, low volume roads without bike lanes.	Design complete. Works scheduled
 Marine Terrace	Improve north and south on-road bike lanes along Marine Terrace including addressing lane gaps and intersection conflict points.	Design complete. Works scheduled
 Queen Victoria Street / Parry Street / Adelaide Street intersection	Improved intersection function through decreased road width and changes to intersection alignment, increased pedestrian, cyclist and urban amenity. Creating shared space on Adelaide St to signal the entrance into the Fremantle City Centre core.	Grant obtained. Design underway
 South Terrace, near Parry Street intersection	New on-road bike lane, south bound from Parry Street intersection to connect with existing on-road cycle lanes on South Terrace.	Design complete. Works to be undertaken in conjunction with PTA bus stop upgrades
 Ord Street, near High Street intersection	Widening of on-road bike lane to improve rider comfort	Design underway. Planning for delivery 2019
 Queen Victoria Street, near James Street intersection	Extension of on-road bike lanes to address route gap	Application for MRWA for line marking lodged. Works scheduled.
 Hampton-road	Master planning to identify future improvements to pedestrian, cycling and traffic north-south and east-west links	Consultation and concept design underway

# Bike Network Planning and Design

## Project Planning Process



In addition to progressing projects in the pipeline, the Bike Plan recommends a series of new actions to advance its objective of the City of Fremantle being a cycle friendly city. These focus around the development of plans for network routes then the identification of funding opportunities for their staged implementation. Some works may be completed within the Bike Plan 5 year horizon whilst others may take longer due to scale and resources. However better defining the necessary improvements across the network through design and development, helps enable opportunities to implement them in stages or as components of other civil works (e.g. road resurfacing).

Table 2 sets the general order in which the City will progress the planning and design of the cycling network over the next 5 years (some of the routes will be concurrent). This planning and design will assist with budget and grant applications. Projects can be brought forward or re-prioritised depending on opportunities and resources. The table includes opportunities for short term network improvements (which should be able to be implemented within the 5 year Bike Plan horizon) and also longer term network planning and design (5 years +, which will most likely be included in the next Bike Plan).

The City will begin focusing on routes A, B, C and D, liaise with Department of Transport for Safe Active Street opportunities and advocate/support for the northern road and river crossing improvements.


The rationale for the staging is a combination of factors:

- Street design is underway to address gaps in the current path network
- Completion of key sections of existing infrastructure
- Integration and timing with other infrastructure projects and development
- Ability to deliver design and construct (i.e. city controlled roads are given priority)
- The scale of the project and where multiple stakeholders are involved (e.g. other local governments, state government agencies, require traffic modelling etc)
- Community input

Table 2: Network Improvements and Planning Priorities

Map Location	Planning and design for the bike network 5 Year Plan	Network	Rationale for priority in 5 year plan	Short term improvements and current actions
A	East Fremantle to Beaconsfield Link - Connection from Stirling Bridge to Clontarf Road	Local	<p>Connection into the High Street pedestrian and cyclist underpasses at Forrest Road and Montreal Street due for completion in 2020.</p> <p>Alternative route to Carrington Street and Hampton-road.</p> <p>Connects three Primary Schools, a High School and Heart of Beaconsfield development.</p> <p>Opportunity for Safe Active Street design principles and DoT grant application.</p>	<p>Intersection improvements at Leifroy Road and South Street</p> <p>Wayfinding signage/bike crossing marking at key intersections from High Street to Clontarf.</p> <p>Liaison with City of Cockburn for future north-south link opportunities to Healy Road.</p> <p>Liaison with Town of East Fremantle for connections to Canning Highway/Stirling Bridge.</p> <p>Hampton-road/Knutsford Street intersection improvements to be identified in the development of the Hampton-road master plan.</p> <p>Knutsford Street concept plan development.</p>
B	Knutsford Street Link - Connection from Booyeembara Park to City Centre	Local	<p>Design is underway as part of the development of Knutsford Street East Structure Plan.</p> <p>Provides a link from the development area, Booyeembara Park to the City Centre.</p> <p>Links into the High Street underpass connection at Amherst Street and Montreal Street.</p> <p>Opportunity for Safe Active Street design principles and DoT grant application.</p>	

## Bike Network Planning and Design

Map Location	Planning and design for the bike network 5 Year Plan	Network	Rationale for priority in 5 year plan	Short term improvements and current actions
C	Atfield Street-Alternative to Hampton-road/South Terrace – Connection from South Fremantle to City Centre	Local	Alternative route to Hampton-road and South Terrace. Connects South Fremantle and Hollis Park separated path (connecting to Hamilton Hill) to City Centre, hospital and primary school. Opportunity for Safe Active Street design principles and DoT grant application.	 Traffic calming treatment on Atfield Street near primary school (including Brennan Street) proposed. New wayfinding signage. Engagement/education with school.
D	Northern Gateway Link – Connection to Perth/Fremantle PSP North Fremantle and southern coastal route and Tydeman Road/River Crossing	Primary	Connection to the DoT primary route (Principal Shared Path – PSP) along the Perth to Fremantle rail line. State government commitment to construct Fremantle Railway Principle Shared Path from Grant Street to North Fremantle 2020/2021.	Advocate for the early provision of a pedestrian and cycling connection into the City Centre, including design advice. Prepare concept plan and options for Tydeman Road and river crossing. Include local connection along foreshore to Fremantle Bridge In discussion with the DoT review of the Long Term Cycling Network (LTCN).
E	Forrest Road Link – Connection from Palmyra to City Centre	Local	Connection to underpasses at Stirling Highway Connects suburbs of Bickton, Palmyra and Fremantle to the City Centre. Connects to primary school and high school. Opportunity for Safe Active Street design principles and DoT grant application.	Investigation on intersection improvements (reconfiguration of stop signs) Wayfinding signage Education/promotion

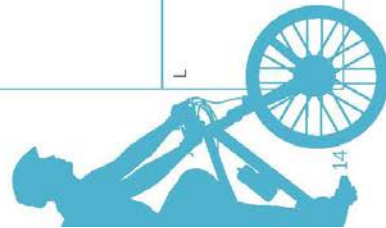
2019-2024 Bike Plan






Map Location	Planning and design for the bike network 5 Year Plan	Network	Rationale for priority in 5 year plan	Short term Improvements and current actions
F	Wray Avenue Loop – Connection loop from South Terrace to South Fremantle	Local	Connection for Beaconsfield, White Gum Valley and Hilton to the Wray Avenue activity area and City Centre. Link between South Terrace, South Street and Lefroy Road routes.	<p>66 Investigate a reduced speed limit to 40kmph (MRWA approval required) Investigate on-road bike lanes on Wray Avenue east of Hampton Road</p>
G	City Centre to South Fremantle/ North Coogee Link – Connection along South Terrace activity area	Local	Connection from South Beach/South Fremantle into the City Centre. Sections of South Terrace are destination activity areas.	<p>66 Install Bicycle Awareness Zone (BAZ) at intersection on north approach as well as extend cycle lane from Wray Ave on South Terrace, south bound. Speed bump to be removed when resurfacing occurs.  Ongoing roll out of 'node' traffic treatments to reduce traffic speed and improve streetscape amenity.</p>
H	Hilton Rennie Crescent Loop – Connection to Carrington Street/ Lefroy Road and Collick Street including primary school loop	Local	Connection into Lefroy Road secondary route through to Collick Street, then Winterfold Road. Long term connection into Samson.	<p>66 Investigate install BAZ at key points along Rennie Crescent, Holmes Place and Collick Street.</p>
I	Paget Street Link – Connection from Hamilton Hill to Hilton North	Local	Connection from Hamilton Hill activity area, Community/sporting centre and Hilton activity area Alternative route to Carrington Street	<p>Liaison with City of Cockburn on crossing improvements as part of the DoT review of the LTCN.</p>

# Bike Network Planning and Design

Map Location	Planning and design for the bike network 5 Year Plan	Network	Rationale for priority in 5 year plan	Short term improvements and current actions
J	Willagee, White Gum Valley to City Centre Link – Stevens Street connection	Local	Alternative to High Street and South Street Connection from Willagee to City Centre, including 2 primary schools.	In discussion with the City of Melville as part of the DoT review of the LTCN. Investigate additional Carling Street connection.
K	North – South network connection – Coastal Route – South Beach to Norther Gateway	Primary	Primary Connection into the Hollis Park separated path, Rockingham Road, Healy Road and Cockburn coast path, Links North Coogee, Hamilton Hill, Spearwood, City Centre and East Fremantle, with activity areas of South Beach, The Esplanade, West End, Fremantle train station.	<p>66</p> <p>Liaise with the DoT on opportunity for path priority at rail crossings along the route to improve cyclist safety. Review of shared path guidelines.</p> <p>Investigate intersection and on-road bike lane extensions at southern end of Marine Terrace.</p> <p>Continue ongoing coordination and liaison with the DoT and adjoining local governments to integrate the bike network across boundaries, including (but not limited to) connecting Fremantle's coastal and Hampton-road north-south routes into Rockingham Road, Healy Road and connecting Manning Park.</p>
L	North-South connection – North Fremantle/Leighton	Primary	Coordinate in with current planning for extension of Perth-Fremantle PSP and planned installation of String Highway signalised pedestrian crossing.	<p>66</p> <p>Advocate for improved rail crossing facilities at North Fremantle station which better connect into the bike and pedestrian network, and preferably include crossings at both northern and southern ends of station platform.</p>





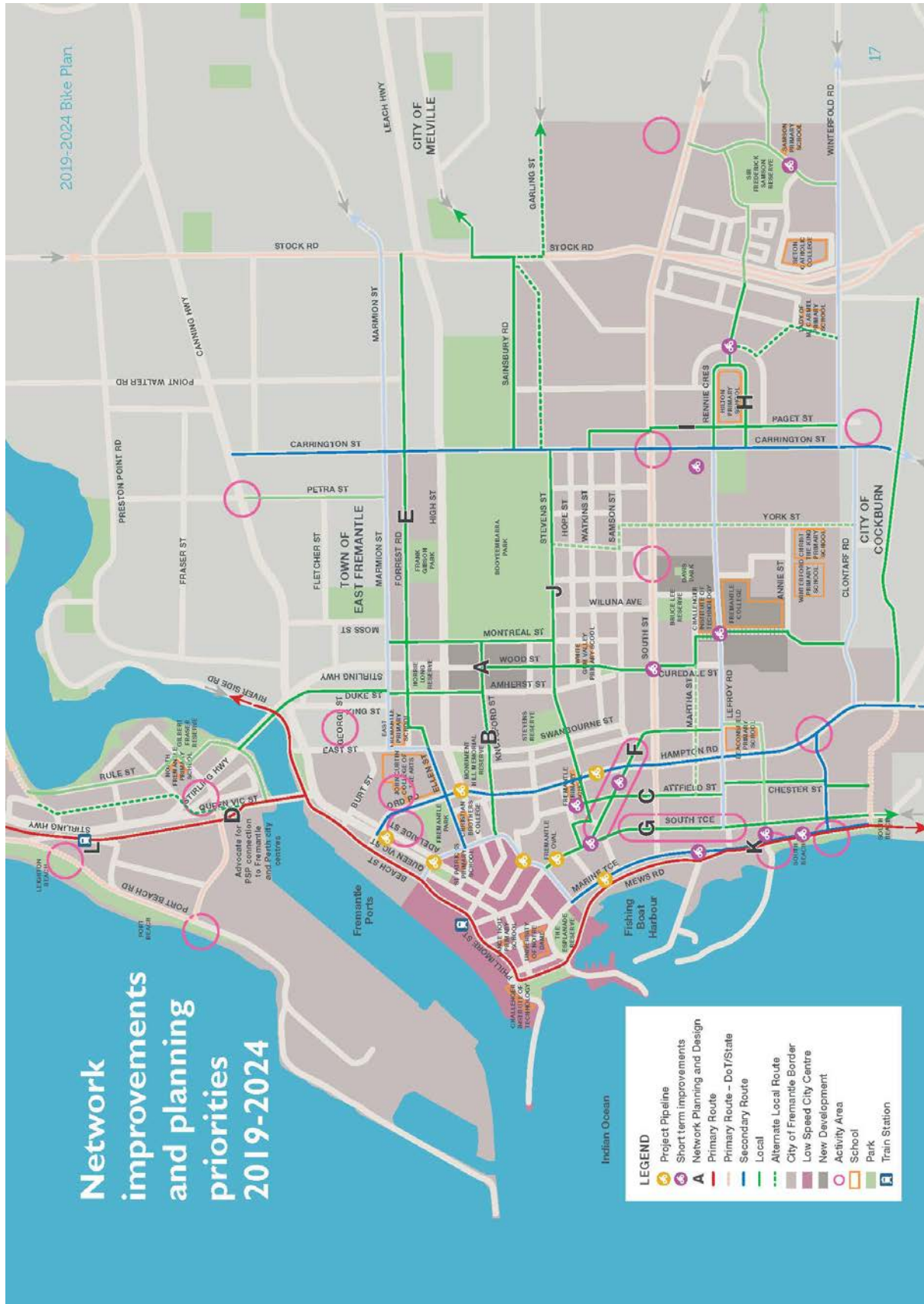
Map Location	Planning and Design for Bike Network 5+ years	Network	Rational for priority	Short term Improvements and current actions
	Samson – Sowden Drive, Sellenger Avenue and McCombe Avenue Link	Local	Local route through Samson and to Kardinya Stock Road crossing dependent of MRWA	<p> Extension of on-road bike lanes on McCombe Avenue</p> <p>In discussion with the City of Melville and Cockburn as part of the DoT review of the LTCN.</p>
	North – South connection – Carrington Street	Secondary	<p>Connection from Spearwood to the Swan River.</p> <p>Links activity areas in Hamilton Hill and Hilton and into the Lefroy Road and Marmion Street secondary route network.</p> <p>Provides an alternative to the DoT LTCN Stock Road route.</p> <p>Provides an opportunity to improve separated path (on-road or off-road) located between Jeffrey Street and Lefroy Road.</p>	<p> Investigate signage to direct cyclists to parallel route along Darling Street, Cadd Street and Mirilya Avenue.</p> <p>Feasibility analysis to determine impacts of protected/separated paths to inform design parameters and concepts.</p> <p>First stage analysis for bike path from Lefroy Road to Stevers Street</p> <p>In discussion with the DoT review of the LTCN.</p>
	Parry Street Ring Road – Connection around the City Centre from Marine Terrace to Beach Street	Secondary	<p>Key 'ring road' around City Centre low speed core.</p> <p>Connection to primary coastal route (Norfolk Street to Beach Street).</p> <p>Require detailed urban design and streetscape analysis.</p>	<p> BAZ installation and bike lane extensions</p>
	Marmion Street Link – Connecting Booragoon with the City Centre	Secondary	<p>Alternative route to Leach Highway and High Street.</p> <p>Links activity areas of Booragoon (and potential to Freeway FSP) and City Centre.</p> <p>Links local activity areas from Booragoon to Fremantle, including schools and recreation facilities.</p> <p>Requires collaboration with Town of East Fremantle and City of Melville.</p>	<p>In discussion with Town of East Fremantle and City of Melville as part of the DoT review of the LTCN.</p>

# Bike Network Planning and Design

Map Location	Planning and Design for Bike Network 5+ years	Network	Rational for priority	Short term improvements and current actions
	Marine Terrace Link – A higher speed riding route connecting South Fremantle to the City Centre	Secondary	Provides a parallel fast on street network from South Beach and North Coogee to the City Centre (confident riders). Links North Coogee, South Beach to the City Centre Connects into the coastal path route and Hollis Park path	<ul style="list-style-type: none"> <li>Investigate herb ramps at Scott Street cul-de-sac</li> <li>Investigate improvements for bikes at signalised intersections at Scott Street</li> <li>Liaise with the DoT on opportunity for path priority at rail crossings along the route to improve cyclist safety.</li> <li>Review of shared path guidelines.</li> <li>Improve north and south on-road bike lanes along Marine Terrace including addressing lane gaps and intersection conflict points</li> </ul>
	Clontarf Road Link – Connection to Hamilton Hill to South Fremantle and City Centre	Secondary	Build on existing on-road bike lane infrastructure. Requires collaboration with City of Cockburn.	In discussion with the City of Cockburn as part of the DoT review of the LTCN.



Bike: Parking Audit	Bike: Signage/Lane Audit
Undertake an audit to document location and condition of existing bike parking. Identify locations for new/replacement bike parking - informing annual project, asset management and budget programming.	Undertake an audit to document location and condition of existing bike signage and lane widths. Identify locations for new/replacement bike way-finding signage and opportunities for on-road lane widening - informing annual project and budget programming and discussion with DoT on metro wide bike signage.



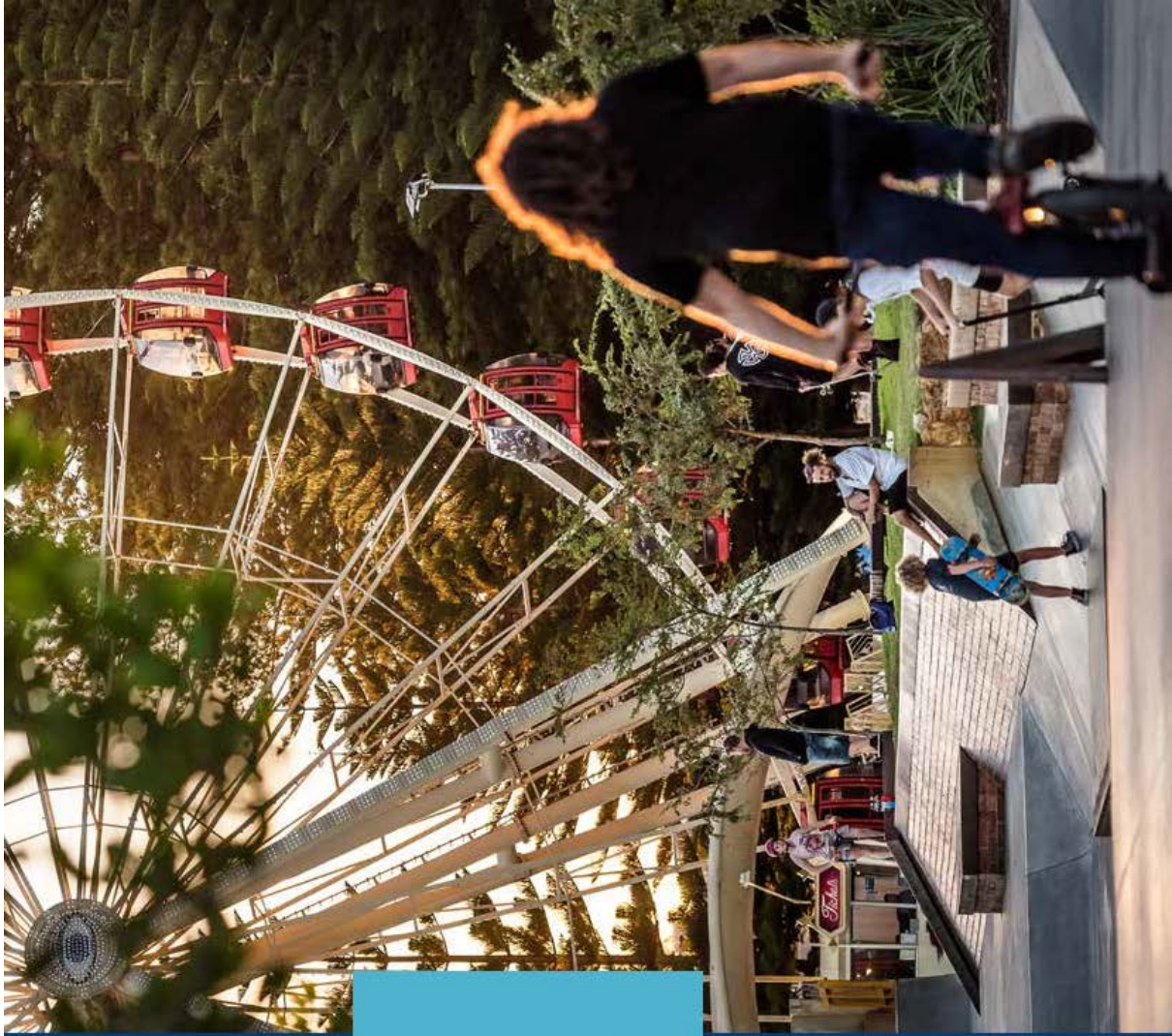
# Programs and Promotion

Facilitation, Education and Promotion	
Opportunities to expand Your Move Program	Identify opportunities with DoT to promote, assist and expand programs into schools. Encourage Your Move schools to participate in activities to reduce car use. Engage with existing Your Move organisations and businesses (including One Planet organisations) to participate in activities to reduce car use. Work with the DoT to identify initiatives and campaigns to improve driver and cyclist awareness of safe road rules (e.g. 1m passing rule).
Corporate Your Move activities	Continue to deliver Corporate Your Move initiatives (also part of One Planet Sustainable Transport - Corporate) e.g. staff bikes, bike parking, end of trip facilities, education and promotion activities
Community programs/ events	Continue to identify, facilitate and participate in commuting programs and events that educate and promote cycling e.g. Bike Week Ride to Work Day/Your Move, One Planet and sustainable events Produce a bike parking and other facilities information flyer for the community to use for events Update web riding information
Place Marketing/Visitors	Continue to provide free visitor bike hire – investigate opportunities to increase use Facilitate bike share opportunities, where possible Promote other visitor and place marketing bike related facilities and events

### Implementation and Monitoring

Implementation progress will be monitored annually as part of internal business planning. Cycling rates will be monitored annually through Super Tuesday and Super Sunday counts and 5 yearly through the national census. Localised monitoring will occur 5 yearly through bike counters as part of the plan review.  
Progress on the plan will be formally reported in 2023/24 as part of its next review, however more frequent informal reporting will occur through the Bicycle Reference Group and other Council forums and information reports.





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## **11. 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.

Nil

## **12. 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.

Nil

## **13. 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.

Nil

## **14. CONFIDENTIAL BUSINESS**

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

Nil

## **15. CLOSURE**

