



Meeting attachments

Planning Framework

Committee

Monday 13 April 2026 6pm

PFC2604-1 LOCAL PLANNING SCHEME NO. 5 PROJECT OVERVIEW
1. Planning Committee and Workshops Schedule2

PFC2604-2 FREO ALTERNATIVE REVIEW 2026
1. Freo Alternative Review 20263

PFC2604-3 MIXED USE AREAS REVIEW
1. Report: Mixed Use Areas Review 202533

Planning Committee and Workshops

Activity	Detail	Target Date
Committee Agenda Close	REPORT 1: Project Plan/Workshop dates REPORT 2: Freo Alternative, options REPORT 3: Mixed Use Zoning	3 April 2026
Committee # 1	Meeting	13 April 2026
Workshop #1	FOCUS AREAS: <ul style="list-style-type: none"> Heritage protection clause & West End Development Plan Areas – Leighton Beach, Knutsford, etc. 	Late April TBC
Workshop #2	FOCUS AREAS: <ul style="list-style-type: none"> City Centre zoning/height/density prior to structure plan Aims of the scheme 	Mid-May TBC
Workshop #3	FOCUS AREAS: <ul style="list-style-type: none"> O’Connor Industrial Zone & buffer Arthur Head, Vic Quay and Foreshore local planning policies 	Mid-June TBC
Committee Agenda Close	REPORT 4: City Centre REPORT 5: O’Connor Industrial zoning REPORT 6: Heritage protection / West End	3 July 2026
Committee # 2	Meeting	13 July 2026
Workshop #4	FOCUS AREAS: <ul style="list-style-type: none"> Neighbourhood Centres density/zoning – Hilton, WGV, Beaconsfield, Fremantle 	Late-July TBC
Workshop #5	FOCUS AREAS: <ul style="list-style-type: none"> North Fremantle height Alternate density options 	Mid-August TBC
Workshop #6	FOCUS AREAS: <ul style="list-style-type: none"> Samson R60 density bonus 	Mid-Sept TBC
Committee Agenda Close	REPORT 7: Draft Scheme No.5	9 Oct 2026
Committee # 3	Meeting	19 Oct 2026



Freo Alternative Review 2026



Freo Alternative Review

Introduction

Purpose of review

In 2018, Council resolved to adopt amendment 63 to the City of Fremantle Local Planning Scheme No.4, known colloquially as the "Freo Alternative". This scheme amendment represented the culmination of several years of extensive internal and external work for the purpose of improving design and environmental outcomes within character infill areas of the City. This manifests as reduced housing size, decreased car parking provision, and an additional dwelling offered on sites that ordinarily would not be permitted to accommodate an extra dwelling under the applicable density code.

Scheme amendment 63 was gazetted on 12 February 2019 subject to a sunset clause restricting its length of operation, which the State Government has since approved an extension to, concluding on 12 February 2027. In the wake of this deadline, it is necessary to establish:

- Whether there is merit to retaining the clause given limited community take up.
- The factors discouraging greater utilisation of the clause and whether these can be addressed through modifications to the clause or associated planning policy.
- Compatibility between this clause and the City's evolving planning framework.

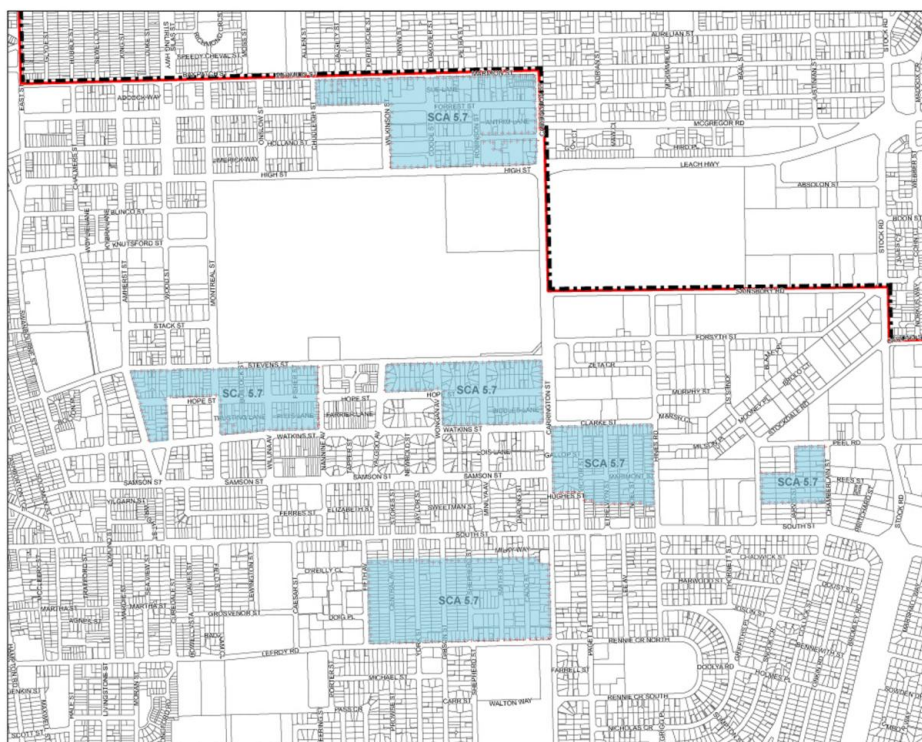
Purpose and objectives

The purpose of this report is to consider the efficacy of clause 5.7 Special Control Area, known as the "Freo Alternative". Specifically, the report aims to:

- Determine whether there is merit in attempting to retain the clause beyond 12 February 2027.
- Consider projects constructed under the clause and whether they fulfil its intent.
- Demonstrate the merits of this clause versus other potential measures.

Scope

The scope of this examination encompasses land within Special Control Area 5.7 under *Local Planning Scheme No.4*. These areas fall within White Gum Valley, Hilton, Beaconsfield, and O'Connor.



Special Control Area 5.7 – The "Freo Alternative" Areas

Background

Historical context

At the City of Fremantle's Ordinary Meeting of Council on 15 January 2014, Council resolved "that the City prepare a set of planning provisions to allow for the development of moderately sized housing within existing residential areas in the City."

The Australian Urban Design Research Centre (AUDRC) were commissioned by the City to identify opportunities to stimulate housing diversity. Their research centred on a key question:

"How can existing planning controls be modified to achieve contextually appropriate diverse infill housing in suburban areas of Fremantle?"

At the time of their report, approximately 74% of the City's residential land was coded "R30" or lower (30 dwellings per hectare), and of insufficient scale under those density codes to permit widespread subdivision without increasing the density by "upcoding" to a



higher density code. This was problematic given that the City at that time faced housing infill targets of an additional 4120 dwellings over the subsequent 25 years under State strategic planning framework *Directions 2031 and Beyond: Perth & Peel @ 3.5 Million*.

Three traditional options were available to the City to meet this target, being:

- Enabling delivery of high-density housing in apartment complexes and similar in mixed use and city centre locations
- Urban renewal of underutilised "brownfields" industrial land by purposing it for housing
- Urban infill within existing "greyfields" residential neighbourhoods

The need to protect heritage character within the West End and Central Heritage Areas of Fremantle made it challenging to meet the required scale of development as a sole mechanism for addressing this target. Further, the lever of converting industrial land to residential areas was already underway in North Fremantle (Leighton Beach), eastern Fremantle, portions along Mews Road in Fremantle, Beaconsfield, and in South Fremantle, but hindered by historical soil contamination and fragmented land ownership. Sites such as the former landfill and quarry sites in South Fremantle and Beaconsfield and repurposed industrial stock in South Fremantle were never implemented due primarily to contamination issues. Projects such as the future planned relocation of Fremantle Port were outside the control of the City and therefore the timing cannot be certain.

Blanket upcoding within established residential neighbourhoods presented various challenges that contributed to the City's reluctance to rely solely upon it. Potential incompatibility arising from upcoding can include the piecemeal redevelopment of housing at differing scales, amalgamation of lots and demolition to deliver grouped dwellings where single houses previously stood, siting (setbacks), resulting traffic volume and hardscape verge crossovers over formerly landscaped verges to facilitate them, widespread clearance of tree canopy and front gardens, increased unusable residual open space in side and rear setback areas, and potential impacts upon privacy and solar access where housing is designed inconsiderately.

Diminishing areas of landscaping and tree canopy were further exacerbated by the established trend of new housing tending to maximise available site cover limits applicable to the land across the Perth Metropolitan Area.

In 2015, AUDRC identified the following 'gaps' between desirable design outcomes and the standard housing infill approach:

- A lack of diversity of housing size
- Poor quality of open space
- An erosion of streetscape quality
- Clearing of mature vegetation
- Reduction in permeable ground



They recommended a proposed amendment to Local Planning Scheme No.4 (LPS4) that directly responded to these issues rather than resorting to upcoding to permit subdivision in accordance with the design controls applicable under the Residential Design Codes and the City's planning framework as it stood in 2014. This intended to allow for housing density to increase without adversely impacting the character and amenity of their affected neighbourhoods.

AUDRC recommended that increased housing density should be subject to the following controls:

- Open space minimum requirements to be increased to 60%
- Deep Planting Zone (deep soil area) of at least 15% of the site area with a minimum dimension of 3m
- 50% of the Deep Planting Zone must be provided to the rear of the development site in direct response to the commonly open nature of this part of the subject lots and their likelihood for accommodating existing mature trees
- Maximum dwelling size of 120m² in plot ratio
- A maximum and minimum of one on-site car parking bay per dwelling, inclusive of any existing dwellings

Their recommendations were subsequently tested using five local scenarios and thereafter with industry stakeholder workshops where three design teams were invited to test the design controls on a select case study site. These scenarios comprised of a retained single dwelling with a rear development, a maisonette or "apartment house" on a vacant site, and a "micro home" village on a vacant site. This led to refinement of the controls prior to their inclusion in the proposed scheme amendment, including increasing minimum open space to 70%.

Timeline of Freo Alternative

Formulation of the Freo Alternative occurred over approximately two years following extensive research, workshopping, and consultation. Stage One of the Freo Alternative commenced with community engagement during July 2016 to January 2017. This stage explored community aspirations and challenges associated with delivering more diverse housing options in Fremantle, with the aim of delivering small housing development in a future planning policy. The preliminary findings culminated in Local Planning Scheme Amendment No. 63.

Stage Two began in June 2017, when Council formally considered draft planning instruments, including a scheme amendment and policy. These provisions formed the basis of further community engagement, occurring from 28 October 2017 to 2 February 2018. During this period, the City hosted public "popping up in the suburbs" events. Engagement outcomes recorded 60 submissions in support, 14 opposed, and 8 neutral.

Council resolved to adopt the Freo Alternative planning provisions at its Ordinary Meeting of Council on 28 March 2018. The amendment was subsequently forwarded to the Western



Australian Planning Commission (WAPC) and was gazetted in February 2019 with minor changes made by the Minister for Planning including provision of a five year sunset clause.

At its Ordinary Council Meeting on 8 May 2024, prior to the expiry of the sunset clause, Council resolved to extend the provisions for a further seven years. Ultimately, only a three year extension was provided by the Minister. The Freo Alternative is therefore set to expire on 12 February 2027.

Planning Instruments

Local Planning Strategy 2026

On 21 January 2026, the Statutory Planning Committee of the Department of Planning, Lands and Heritage resolved to recommend approval of the City of Fremantle Local Planning Strategy. The Strategy represents the culmination of years of research and dialogue with the Department, and will guide all the City's actions in respect to local planning and advocacy beyond once approved by the Minister for Planning. One of the main takeaways from the strategy is that the City will be able to hit its housing targets without widespread blanket upcoding.

Under the current Local Planning Strategy, the majority of infill growth for the City of Fremantle is expected to be delivered via targeted structure-planned areas, activity centres, and along urban corridors such as South Street. Fremantle is envisaged to accommodate the bulk of the City's planned population and housing growth. An additional 3,770 dwellings are predicted to be accommodated in Fremantle by 2036, with the medium term goal of 10,000 residents within the City Centre.

These locations will facilitate incorporation of housing growth closer to where it can be best supported by employment, amenities, and mobility. These are also the locations where density increase is typically accepted even at the cost of significant streetscape change. The Strategy guides density increase in targeted locations in a manner that extends beyond the approach offered by the Freo Alternative.

Freo Alternative

The City has adopted two key planning instruments to facilitate the Freo Alternative: Special Control Area 5.7 in LPS4 and Local Planning Policy 3.20 - Special Control Area Provisions for Small Infill Development. The policy provides guidance and extends on from the amendment.

The City's scheme provisions enforcing Special Control Area 5.7 are as follows:

"5.7 Special control area provisions for small infill development

5.7.1 Notwithstanding the minimum and average site area and plot ratio requirements of clause 5.1.1, 6.1.1, table 1 and table 4 of the Residential Design Codes, Council may, at its discretion, grant development approval for the development of a Grouped Dwelling(s) and/or Multiple Dwelling(s) on a lot with a density coding of R35 or lower in the areas defined on the map as 'SCA 5.7' where the lot is over 600m² in size and the development complies with all the following criteria:



- a) Any new dwelling shall have up to a maximum floor area of 120 m².
 - b) A maximum of three dwellings, including any existing dwelling(s), on lots over 750 m², one additional dwelling for every 150m² in excess of 750 m² may be approved.
 - c) A maximum of one vehicle parking bay shall be provided for each new dwelling and a maximum of two car bays shall be provided for any existing dwelling on the development site.
 - d) Notwithstanding sub-clause 5.7.1 (c), a nil vehicle parking requirement may be permitted where one small dwelling within a development achieves a floor area of 60 m² or less.
 - e) Visitor parking shall not be provided for development less than 5 dwellings.
 - f) A minimum of 70% open space, as defined by the R-Codes, shall be provided over the entire development site unless otherwise provided for in a local planning policy.
 - g) A minimum 25% of the development site area shall be provided as a deep planting zone unless otherwise provided for in a local planning policy. The deep planting zone can be included as part of the open space for the development and 50% of the deep planting zone must be provided on the rear portion of the site unless otherwise provided for in a local planning policy.
 - h) A minimum of one tree, to Council specification, is required to be retained or planted in the deep planting zone on the site.
- 5.7.2 The requirements detailed in clause 5.7.1 are not capable of variation under clause 4.8.2.1
- 5.7.3 For the purposes of sub-clause 5.7.1(g), deep planting zone: means an area of the lot for the exclusive use of supporting plant life. The deep planting zone shall:
- Be landscaped, water permeable, unpaved and uncovered
 - Be a minimum length and width dimension of 3.0 metres
 - Not be used for vehicle parking or access
 - Contain no buildings, patios, pergolas, swimming pools or external fixtures.
- 5.7.4 In dealing with the subdivision of land designated on the scheme map as 'SCA 5.7', and where approval has been previously granted under Clause 5.7.1, the City may support subdivision provided development has been constructed to plate height in accordance with a development approval granted by the relevant authority.
- 5.7.5 Notwithstanding the requirements of Regulation 61 (1) of the Planning and Development (Local Planning Schemes) Regulations 2015 and Schedule A – Supplemental Provisions to the Deemed Provisions, development approval is required for buildings, outbuildings, pergolas, verandas, patios, carports and garages for land designated on the scheme map as 'SCA 5.7' where approval has been previously granted under Clause 5.7.1.



5.7.6 Clause 5.7 and associated sub-clauses shall cease to have effect on 12 February 2027 being the date of the eighth anniversary of the publication in the Gazette of Amendment No. 63 that introduced those provisions into the scheme.”

Local Planning Policy 3.20 - Special Control Area Provisions for Small Infill Development or “LPP 3.20” was originally adopted on 28 March 2018 to facilitate clause 5.7 of LPS4. The policy was later amended on 27 February 2019. The policy corresponds directly to the Special Control Area 5.7 areas mapped in LPS4. It is structured in accordance with the eight themes derived from community engagement undertaken in formulation of the original Freo Alternative scheme amendment initiated in late 2016.

Freo Alternative Themes	
Location	Promote smaller housing types in areas with access to public transport and local amenities.
Housing choice	Provide diversity of housing size and type in suburban areas to increase housing choice.
Built form	Ensure good quality design outcomes including design that is responsive to local character and context.
Sustainability	Mandate higher than standard sustainability requirements in building design & construction.
Open Space	Maintain the traditional open feel of private lots in suburban areas, whilst also allowing for viable development of smaller housing typologies.
Trees and landscaping	Provide for existing, new trees and garden space on development sites, proportionate to achieving viable development of smaller housing typologies.
Community	Promote private land development outcomes that would help foster social interactions between new smaller dwellings, adjoining development & the street.
Car movement & parking	Appropriate allocation of land required for car parking & movement for small house development.



Similar to the Residential Design Codes, the policy is structured according to:

DEEMED-TO-COMPLY – The requirement to meet the objective

DESIGN PRINCIPLES – An alternative way to meet the objective

DESIGN GUIDANCE – Guidance on how to meet the deemed-to-comply requirement

Not all of the themes are directly translated into Deemed to Comply (DTC), Design Principles or Design Guidance criteria.

The Residential Design Codes have been partially restructured and amended since adoption of the policy and now incorporate various measures of relevance to the original policy aims. These are outlined as below, with Officer Comments in blue:

LPP 3.20 Policy Requirement DTC	R-Codes Volume 1 Equivalent
1. Location: SCA 5.7 Areas in the City	N/A
Comment: N/A	
2. Housing Choice: a maximum floorspace of 120m ² for any new dwelling, and a restriction of 3 dwellings maximum on lots that are 750m ² or less. Lots over 750m ² may feature an additional dwelling for every 150m ² in excess of 750m ² .	As per Table D Part D of Volume 1 R20: Minimum 350m ² and average 450m ² R25: Minimum 300m ² and average 350m ² R30: Minimum 260m ² and average 300m ² R35: Minimum 220m ² and average 260m ² C1.1.5 In areas coded R25 and below; for an aged or dependent persons’ dwelling (in accordance with Part B, 5.5.2 C2.1-C2.4) or a single bedroom dwelling (in accordance with Part B, 5.5.3 C3) that is the subject of a proposed development, the minimum and average site area of Table D may be reduced by up to one third. C1.1.6 In areas coded R30 to R40; for an accessible dwelling designed to gold level universal design (in accordance with Part B, 5.5.4 C4 or Part C, C2.7.2), or a small dwelling (in accordance with Part B, 5.5.5 C5 or Part C, C2.9.1) that is the subject of a development proposal, the minimum and average site area of Table D may be reduced by up to 35 per cent, provided that: i. for single houses and grouped dwellings, no site is less than 100m ² ; and ii. for development or subdivision of 4 or more dwellings or sites, the site area reduction is limited to a maximum 50 per cent of the total number of dwellings or sites.
Comment: This provision is reinforced by the Special Control Area 5.7 provisions in LPS4. The requirement in the R-Codes for development to be approved in advance of subdivision <i>can be waived</i> where a proponent assents to a Restrictive Covenant on their Certificate of Title as a condition of subdivision approval. As such, this strips the efficacy of this clause in respect to delivering aged persons’ accommodation or Silver to Gold standard accessible housing within a	



LPP 3.20 Policy Requirement DTC	R-Codes Volume 1 Equivalent
timely manner as the Restrictive Covenant does not carry a deadline for works to be delivered. Effectively, it leaves the next buyer of the lot to deal with.	
3.1 Visual appearance: as per DAC decision	Nil
Comment: This part of the policy introduces a requirement for designs to be assessed by the City's Design Advisory Committee. While an improved aesthetic outcome, it comes with monetary and time costs that add extra burden to proponents.	
3.2 Rear setback: 5.0m (discretion available)	As per C5.1.3 C3.1 & C3.2 and Table B Part B of Volume 1 Nil to 1.5m for single storey, scaling up
Comment: This policy section requires more rear open space as it was the most likely space that mature trees would exist and may result in building bulk impact to neighbours. However, the existing provisions regarding outdoor living areas in the R-Codes, accompanied by landscaping requirements and the City's Local Planning Policy 2.26 – Tree Retention, all encourage establishment or retention of a rear usable outdoor living area with a deep soil area in their own right.	
3.3 Private outdoor living: Minimum 30m ² area per dwelling with minimum dimension of 4m. 20m ² of the area to be free of permanent roof cover. Can be reduced to 15m ² for upper floor. Outdoor living areas and equivalent are to refrain from facing south for solar access.	As per Table D Part D of Volume 1 R20 & R25 – 30m ² R30 & R35 – 24m ² Located behind the street setback area with a minimum dimension of 4m, directly accessible from a primary living space, 2 thirds uncovered
Comment: The provisions are effectively identical except at the higher codings, where the policy requires a little more outdoor living area space.	
4.1 Sustainable design: sustainability report to accompany the development application. Further, the development is required to include at least two of the following: - The provision of a minimum 1.5kw photovoltaic solar panel system per dwelling. - The provision of holding at least 1000 litres of rainwater per dwelling. The rainwater is to be connected to water use in a dwelling(s), e.g. toilet or washing machine, and/or used for irrigation on private or	Nil



LPP 3.20 Policy Requirement DTC	R-Codes Volume 1 Equivalent
<p>communal outdoor areas, preferably the deep planting zone(s) on the development site.</p> <ul style="list-style-type: none"> - Approved grey water system for all dwellings. - At least one dwelling is fully accessible suitable for independent living (Platinum standard – Liveable Housing Australia). <p>(discretion available if additional half star achieved where the DTC cannot be met)</p>	
<p>Comment: The City has Local Planning Policy 2.2 Split Density Codes and Energy Efficiency and Sustainability Schedule that only applies to split coded properties. The City is currently engaging in a pilot program of offering complimentary Life Cycle Analysis (LCA) to prospective developers pursuing new residential buildings (single dwellings and additions over 100m²), however, this program is currently optional. The sustainable design components of the policy improve sustainability outcomes but add more initial costs to development, particularly the requirement for a sustainability report rather than simply providing a selection of options to choose from.</p>	
<p>5.1 Open space: a minimum of 70%</p> <p>(discretion available to reduce down to 60% where an existing dwelling is retained or adapted sympathetically, including heritage, and a minimum of 50% of the open space includes uncovered water permeable outdoor living areas, communal areas, or deep planting zones)</p>	<p>R20 & R25 – 50%</p> <p>R30 & R35 – 45%</p>
<p>Comment: This is the most significant point of difference between the Freo Alternative and the R-Codes and a big part of what distinguishes this from a typical R-Codes outcomes. The additional open space is intended to prioritise community and ecology over built form but comes with a trade-off of further limiting development on a lot with increased restrictions.</p>	
<p>6.1 Canopy cover – developments are required to retain or plant at least one tree onsite that:</p> <ul style="list-style-type: none"> - Is a healthy specimen with ongoing viability as identified by a suitably qualified arborist. - Is at least 3m in height and/or have a trunk with a 	<p>Part B</p> <p>C2.1 Landscaping of grouped and multiple dwelling common property and communal open spaces in accordance with the following:</p> <ul style="list-style-type: none"> i. the street setback area developed without car parking, except for visitors’ bays; ii. pedestrian access providing wheelchair accessibility connecting entries to all ground floor buildings with the public footpath and car parking areas;



LPP 3.20 Policy Requirement DTC	R-Codes Volume 1 Equivalent																																
<p>diameter of at least 100mm, one metre from the ground and/or has a canopy of 3.0m or more or the potential to reach these measurements.</p> <p>- Is a specimen from the list of preferred tree/plant species in Appendix 1 of this policy.</p>	<p>iii. one tree to provide shade for every four uncovered car parking spaces (in addition to the trees required in C2.2), with the total number of trees to be rounded up to the nearest whole number;</p> <p>iv. lighting to pathways, and communal open space and car parking areas;</p> <p>v. bin storage areas conveniently located and screened from view;</p> <p>vi. trees which are greater than 3m in height shall be retained, in communal open space which is provided for the development;</p> <p>vii. adequate sightlines for pedestrians and vehicles; viii. clear line of sight between areas designated as communal open space and at least two habitable room windows; and</p> <p>ix. clothes drying areas which are secure and screened from view.</p> <p>C2.2 Landscaping of single houses, grouped dwellings and multiple dwellings to include the following:</p> <p>i. the minimum number of trees and associated planting areas in the table below; and</p> <p>ii. landscaping of the street setback area, with not more than 50 per cent of this area to consist of impervious surfaces</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="background-color: #d3d3d3;">Dwelling type</th> <th style="background-color: #d3d3d3;">Minimum tree requirement</th> <th style="background-color: #d3d3d3;">Minimum tree planting area</th> </tr> </thead> <tbody> <tr> <td>Single house and grouped dwelling (per tree area)</td> <td>1 tree</td> <td rowspan="3" style="text-align: center; vertical-align: middle;">2x2m</td> </tr> <tr> <td rowspan="2" style="background-color: #d3d3d3;">Multiple dwelling (trees per site)</td> <td>Less than 700m²</td> <td>2 trees</td> </tr> <tr> <td>700-1000m²</td> <td>3 trees</td> </tr> <tr> <td></td> <td>Greater than 1000m²</td> <td>4 trees</td> </tr> </tbody> </table> <p>Part C</p> <p>C1.1.1 For single houses and grouped dwellings, a single consolidated primary garden area provided behind the primary street setback, in accordance with Table 1.1a.</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="background-color: #d3d3d3;">Site area (m²)</th> <th style="background-color: #d3d3d3;">Minimum primary garden area (m² per dwelling)</th> <th style="background-color: #d3d3d3;">Maximum permanent roof cover¹</th> <th style="background-color: #d3d3d3;">Minimum dimension²</th> </tr> </thead> <tbody> <tr> <td>Greater than 220</td> <td>40</td> <td rowspan="3" style="text-align: center; vertical-align: middle;">One-third of the primary garden area provided</td> <td rowspan="3" style="text-align: center; vertical-align: middle;">3m</td> </tr> <tr> <td>191-220</td> <td>35</td> </tr> <tr> <td>161-190</td> <td>30</td> </tr> <tr> <td>131-160</td> <td>25</td> <td rowspan="2" style="text-align: center; vertical-align: middle;">0m² (open to the sky)</td> <td rowspan="2"></td> </tr> <tr> <td>100-130</td> <td>20</td> </tr> </tbody> </table> <p>C1.2.1 Development to provide a minimum 15% soft landscaping per site with a minimum dimension of 1m (refer</p>	Dwelling type	Minimum tree requirement	Minimum tree planting area	Single house and grouped dwelling (per tree area)	1 tree	2x2m	Multiple dwelling (trees per site)	Less than 700m ²	2 trees	700-1000m ²	3 trees		Greater than 1000m ²	4 trees	Site area (m ²)	Minimum primary garden area (m ² per dwelling)	Maximum permanent roof cover ¹	Minimum dimension ²	Greater than 220	40	One-third of the primary garden area provided	3m	191-220	35	161-190	30	131-160	25	0m ² (open to the sky)		100-130	20
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LPP 3.20 Policy Requirement DTC	R-Codes Volume 1 Equivalent																								
	<p>Figure 1.2a). C1.2.2 The primary street setback area is to provide a minimum 30% soft landscaping (Figure 1.2b). C1.2.4 A minimum number of trees to be planted in accordance with Tables 1.2a and provided with the required deep soil area per tree in accordance with Table 1.2b.</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th rowspan="2">Tree size</th> <th colspan="4">Tree specifications</th> </tr> <tr> <th>Canopy diameter at maturity</th> <th>Tree height at maturity</th> <th>Minimum deep soil area</th> <th>Minimum deep soil area dimension</th> </tr> </thead> <tbody> <tr> <td>Small</td> <td>2-6m</td> <td>3-8m</td> <td>8m²</td> <td>1.5m</td> </tr> <tr> <td>Medium</td> <td>6-9m</td> <td>8-10m</td> <td>35m²</td> <td>3m</td> </tr> <tr> <td>Large</td> <td>>9m</td> <td>>12m</td> <td>64m²</td> <td>6m</td> </tr> </tbody> </table> <p><small>Refer to Figure 1.2b for the provision of deep soil area for tree requirements.</small></p>	Tree size	Tree specifications				Canopy diameter at maturity	Tree height at maturity	Minimum deep soil area	Minimum deep soil area dimension	Small	2-6m	3-8m	8m ²	1.5m	Medium	6-9m	8-10m	35m ²	3m	Large	>9m	>12m	64m ²	6m
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	Canopy diameter at maturity	Tree height at maturity	Minimum deep soil area	Minimum deep soil area dimension																					
Small	2-6m	3-8m	8m ²	1.5m																					
Medium	6-9m	8-10m	35m ²	3m																					
Large	>9m	>12m	64m ²	6m																					
<p>Comment: This policy provision is now entirely superseded by the latest R-Codes and the City's Local Planning Policy 2.26 – Tree Retention.</p>																									
<p>6.2 Deep planting zone: a minimum of 25% of the lot area is to be provided as a DPZ, and half of the DPZ must be provided at the lot rear. A minimum of one tree is to be incorporated. The DPZ must be a minimum dimension of 3m, contain no structures, and be fully permeable, reticulated, and landscaped with WSUD plants. (discretion available to reduce the 25% DPZ area by half based upon site conditions)</p>	<p>As above</p>																								
<p>Comment: This policy provision encourages provision of tree canopy and landscaping, however the R-Codes Volume C have since introduced their own DPZ requirements which achieve a similar outcome.</p>																									
<p>7.1 Communal space: where three or more dwellings are proposed, fully usable and accessible communal space shall be provided with a minimum dimension of 3.0m.</p>	<p>Part B C5 Where communal open space is provided as common property in a grouped dwelling development, the open space required for any grouped dwelling having legal and direct physical access to that open space may be reduced by up to 20 per cent of the required open space area provided that: i. the aggregate of deducted area does not exceed the area of communal open space; and ii. the outdoor living area for any dwelling is not reduced in area. Part C C1.2.3 The communal street (including any adjoining setbacks) and communal open space is landscaped and provided with adequate lighting to pathways and vehicle access areas.</p>																								



LPP 3.20 Policy Requirement DTC	R-Codes Volume 1 Equivalent
<p>Comment: This provision introduces requirements for communal open space that do not currently exist in the R-Codes. It also complicates development by attempting to impose a community-building outcome on all designs, even those that are intended to be stand-alone dwellings.</p>	
<p>7.2 Development fronting the street: developments must provide direct access from the street to the front of at least one dwelling (this can include an existing retained dwelling), the street frontage must incorporate major openings to habitable rooms for one dwelling, and the development is to provide passive surveillance of any adjoining park or equivalent</p>	<p>Part B C3.1 The street elevation(s) of the dwelling to address the street with clearly definable entry points visible and accessed from the street. C3.2 At least one major opening from a habitable room of the dwelling faces the street and the pedestrian or vehicular approach to the dwelling. C3.3 For battleaxe lots or sites with internal driveway access, at least one major opening from a habitable room of the dwelling faces the approach to the dwelling. Part C C3.6.1 Single houses and grouped dwellings to address the street (including a communal street or right-of-way where this is the primary frontage) in accordance with the following: i. the primary entrance to each dwelling must be readily identifiable from the street; and ii. provide at least one major opening on the dwelling frontage with an outlook to the street. C3.6.3 For single houses and grouped dwellings, front doors to be protected from the weather (for example by a porch, verandah, building over or similar), with a minimum dimension of 1.2m (refer Figure 3.6a).</p>
<p>Comment: This policy provision essentially replicates the R-Codes and Local Planning Policy 2.9 Residential Streetscapes.</p>	
<p>8.1 Vehicle access and movement: driveways are required to be water permeable with no hardstand or impermeable paving, at a minimum width of 2.75m and maximum of 3m. An additional crossover at 3m width can be accepted if an existing crossover precludes access to the rear of the site. Reduced or no turning circles onsite can be allowed where it does not adversely impact upon safety. (discretion available for retention of existing crossovers at least 2 years of age)</p>	<p>Part B 5.3.5 C5.1 Access to on-site car parking spaces to be provided: <ul style="list-style-type: none"> • where available, from a communal street or right-of-way available for lawful use to access the relevant site and which is adequately paved and drained from the property boundary to a constructed street; or • from a secondary street where no right-of-way or communal street exists; or • from the primary street frontage where no secondary street, right-of-way, or communal street exists. C5.2 Driveways to primary or secondary street provided as follows: <ul style="list-style-type: none"> • driveways serving four dwellings or less not narrower than 3m at the street boundary; and • no driveway wider than 6m at the street boundary and driveways in aggregate no greater than 9m for any one property. C5.3 Driveways shall be:</p>



LPP 3.20 Policy Requirement DTC	R-Codes Volume 1 Equivalent
	<ul style="list-style-type: none"> • no closer than 0.5m from a side lot boundary or street pole; • no closer than 6m to a street corner as required under AS2890.1; • aligned at right angles to the street alignment; • located so as to avoid street trees, or, where this is unavoidable, the street trees replaced at the applicant's expense or replanting arrangements to be approved by the decision-maker; and • adequately paved and drained. <p>C5.4 Driveways designed for two way access to allow for vehicles to enter the street in forward gear where:</p> <ul style="list-style-type: none"> • the driveway serves five or more dwellings; • the distance from an on-site car parking space to the street is 15m or more; or • the street to which it connects is designated as a primary distributor or integrator arterial road. <p>C5.5 Driveways for multiple and grouped dwellings where the number of dwellings is five or more, shall be:</p> <ul style="list-style-type: none"> • a minimum width of 4m; and • designed to allow vehicles to pass in opposite directions at one or more points. <p>C5.6 Driveways designed for multiple and grouped dwellings may be reduced to no less than 3m where it is necessary to retain an existing dwelling and a passing bay or similar is provided.</p>
<p>Comment: This is a moderate point of difference between the policy and the R-Codes. This requirement is intended to prevent streetscape frontages from being largely dedicated to parking and impermeable surfacing. The City's Local Planning Policy 2.9 Residential Streetscapes restricts crossover width to a maximum of 4.5m at the street for other development, so LPP3.20 is more restrictive.</p>	
<p>8.2 Vehicle parking: a maximum of 1 parking bay per dwelling for each new dwelling, and a maximum of 2 for existing retained dwellings. A maximum of two bays can be sited at the street frontage. Any existing bays can be used for rear developments. The parking can be waived if one of the dwellings does not exceed 60m² floorspace. Visitor parking is not permitted if the site comprises of 5 dwellings or less.</p>	<p>Part B</p> <p>5.22 C2 A garage door and its supporting structures (or a garage wall where a garage is aligned parallel to the street) facing the primary street is not to occupy more than 50 per cent of the frontage at the setback line as viewed from the street (refer Figure 8c). This may be increased up to 60 per cent where an upper floor or balcony extends for more than half the width of the garage and its supporting structures (or a garage wall where a garage is aligned parallel to the street) and the entrance to the dwelling is clearly visible from the primary street.</p> <p>5.3.3 C3.1 The following minimum number of on-site car parking spaces is to be provided for each single house, grouped dwelling and special purpose dwelling comprising the following number of bedrooms:</p>



LPP 3.20 Policy Requirement DTC	R-Codes Volume 1 Equivalent																																																																													
<p>No new double garages are permitted.</p>	<table border="1" style="margin-bottom: 10px;"> <thead> <tr> <th rowspan="2">Type of dwelling</th> <th colspan="2">Car parking spaces</th> </tr> <tr> <th>Location A</th> <th>Location B</th> </tr> </thead> <tbody> <tr> <td>1 bedroom</td> <td>1</td> <td>1</td> </tr> <tr> <td>2+ bedroom dwelling</td> <td>1</td> <td>2</td> </tr> <tr> <td>Aged persons' dwelling, accessible dwelling or small dwelling</td> <td>1</td> <td>1</td> </tr> <tr> <td>Ancillary dwelling</td> <td>Nil</td> <td>1</td> </tr> </tbody> </table> <p><i>Location A - includes all land located within:</i></p> <ul style="list-style-type: none"> • 800m walkable catchment of a train station on a high frequency rail route; or • 250m walkable catchment of a transit stop: o on a high frequency transit route; or o that has multiple transit routes, that when combined stop every 15 minutes during weekday peak periods (7am – 9am and 5pm – 7pm). Location B - includes all land that is not within Location A. <p>C3.2 On-site visitors' car parking spaces for grouped and multiple dwelling developments provided at a rate of one space for each four dwellings, or part thereof in excess of four dwellings, served by a common access.</p> <p>Part C</p> <p>C2.3.1 Occupant car parking is provided on site and in accordance with Table 2.3a.</p> <p>C2.3.5 Visitor car parking spaces to be:</p> <ol style="list-style-type: none"> marked and clearly signposted as dedicated for visitor use only; located on common property; and connected to building entries via a continuous path of travel. <table border="1" style="margin-top: 10px;"> <thead> <tr> <th rowspan="2"></th> <th colspan="2">Location A</th> <th colspan="2">Location B</th> </tr> <tr> <th>Minimum parking spaces per dwelling</th> <th>Maximum garage and carport parking per dwelling</th> <th>Minimum parking spaces per dwelling</th> <th>Maximum garage and carport parking per dwelling</th> </tr> </thead> <tbody> <tr> <td rowspan="5">Occupant car parking</td> <td>Ancillary dwelling</td> <td>0</td> <td>0</td> <td>1</td> </tr> <tr> <td>Studio and 1 bedroom dwelling</td> <td>0</td> <td>0</td> <td>1</td> </tr> <tr> <td>1 bedroom dwelling</td> <td>0</td> <td>0</td> <td>2</td> </tr> <tr> <td>2+ bedroom dwelling</td> <td>1</td> <td>1</td> <td>2</td> </tr> <tr> <td>3+ bedroom dwelling</td> <td>1</td> <td>1</td> <td>2</td> </tr> <tr> <td rowspan="5">Visitor car parking</td> <td>Ancillary dwelling</td> <td>0</td> <td>0</td> <td>1</td> </tr> <tr> <td>Studio and 1 bedroom dwelling</td> <td>1</td> <td>1</td> <td>1</td> </tr> <tr> <td>1 bedroom dwelling</td> <td>1</td> <td>1</td> <td>2</td> </tr> <tr> <td>2+ bedroom dwelling</td> <td>1</td> <td>1</td> <td>2</td> </tr> <tr> <td>3+ bedroom dwelling</td> <td>1</td> <td>1</td> <td>2</td> </tr> <tr> <td rowspan="2">Motorcycle/motorcycle parking (multiple dwellings only)</td> <td>0-4 dwellings</td> <td></td> <td>0-4 dwellings</td> <td></td> </tr> <tr> <td>5 or more dwellings</td> <td></td> <td>5 or more dwellings</td> <td></td> </tr> </tbody> </table> <p><small>Minimum parking applies to all types of parking on site including but not limited to garages, carports, uncovered spaces, undercroft and basement parking. Minimum parking applies to garages and carports. Additional parking may be provided as uncovered spaces, undercroft or basement parking.</small></p> <p><small>LOCATION A - includes all land located within:</small></p> <ul style="list-style-type: none"> - 800m walkable catchment of a train station on a high frequency rail route; - 250m walkable catchment of a transit stop - o on a high frequency transit route; - o that has multiple transit routes, that when combined stop every 15 minutes during weekday peak periods (7am – 9am and 5pm – 7pm) or the defined boundaries of an activity centre. <p><small>LOCATION B - includes all land that is not within Location A.</small></p>	Type of dwelling	Car parking spaces		Location A	Location B	1 bedroom	1	1	2+ bedroom dwelling	1	2	Aged persons' dwelling, accessible dwelling or small dwelling	1	1	Ancillary dwelling	Nil	1		Location A		Location B		Minimum parking spaces per dwelling	Maximum garage and carport parking per dwelling	Minimum parking spaces per dwelling	Maximum garage and carport parking per dwelling	Occupant car parking	Ancillary dwelling	0	0	1	Studio and 1 bedroom dwelling	0	0	1	1 bedroom dwelling	0	0	2	2+ bedroom dwelling	1	1	2	3+ bedroom dwelling	1	1	2	Visitor car parking	Ancillary dwelling	0	0	1	Studio and 1 bedroom dwelling	1	1	1	1 bedroom dwelling	1	1	2	2+ bedroom dwelling	1	1	2	3+ bedroom dwelling	1	1	2	Motorcycle/motorcycle parking (multiple dwellings only)	0-4 dwellings		0-4 dwellings		5 or more dwellings		5 or more dwellings	
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<p>Comment: This is another significant point of difference between the Freo Alternative and the R-Codes. This requirement is intended to diminish impacts of car parking and associated hardstand and infrastructure that may dominate streetscapes or take up site cover that could otherwise be dedicated to outdoor living areas and communal areas. Hardstand also exacerbates pressure on tree canopy and streetscape activation.</p>																																																																														



The policy provisions improve sustainability, design and community outcomes compared to the R-Codes. However, it seems to be trying to tackle housing density AND sustainability AND vegetation retention AND community. This results in additional time and expense that, in combination, do not make it worthwhile and, in fact, make it unaffordable for most people. This is especially true when many lots have the ability to subdivide under the existing R-Codes, which is a much easier path and opens up capital for construction.

Challenges

There has been very limited take up on the incentives offered under SCA 5.7 to date, with only four projects in Beaconsfield having been approved at the time of writing this report. The City’s Statutory Planning Services advise they rarely receive queries or other indications of interest. There is also the question of whether subsequent changes to the Residential Design Codes Volume 1 Part B, Part C, and Part D ameliorate the original items of concern associated with infill development to an extent that supersedes SCA 5.7. In addition, the requirements of SCA 5.7 in the scheme and policy are quite inflexible, leaving little room for discretion in many instances.

At the time of preparing for Scheme Amendment 87, City officers reached out to the private industry to endeavour to ascertain why implementation of projects under SCA 5.7 has been limited. Informal and formal feedback by the private industry weighed up against the incentives and opportunities of SCA 5.7 are summarised below:

Provisions	Barriers to Uptake / Challenges to Deliver
Allows subdivision to smaller lots	Restricted to 600m2+ lots and construction occurring first
Reduced car parking requirement	Prevailing car dependency across Perth metropolitan
Protects neighbourhood character	Reluctance to retain large trees Demand for large housing (>120 sqm)
Promotes open space (70%)	Max floor area 120m2
Promotes smaller footprint	Limited locations where it can be implemented Design complexity
3 dwellings on a one lot potential unless lot exceeds 750m2	Limited scope and flexibility, no discretion available Opposition to maximum dwelling yield – should be allowed more Cost of meeting sustainability standards in policy Does not offer financial gain or means of breaking even
Grey water reuse / higher energy efficiency	Complexity level tailored toward industry professionals - consequently less accessible to inexperienced builders
Alternative planning mechanism to DTC pathway of R-Codes that inspires tailored design response	Higher design and construction expense; lower returns Design Complexity



Approved Developments

Four developments have been approved to date under the Freo Alternative, with three of them constructed. These are:

- 5 Montgomery Street, Beaconsfield (reference #DA0406/19);
- 11 Smith Street (reference #DA0464/19);
- 148 Lefroy Road (reference #DA0334/20);
- 32 Smith Street, Beaconsfield (reference #DA0193/22) – ultimately unconstructed.

The officer report informing the Extension to the Freo Alternative Sunset Clause (Amendment No.87) examined relevant factors suppressing construction under the Freo Alternative.

While the scheme amendment was under preparation, the City consulted developers responsible for the above projects for insights on delivering under the Freo Alternative. Experiences varied. Some were satisfied with the process and found it straightforward. Others cited constraints in respect to:

- Navigating the planning process;
- Additional costs;
- Disagreement over requirements.

They provided feedback on how to potentially improve the process and design outcomes. This focussed upon streamlining the development approval process through planning reform measures and updating policies including Local Planning Policy 2.9 – Residential Streetscapes and Local Planning Policy 3.20 which guide development under the Freo Alternative.

In respect to LPP 3.20, it was identified that future review could focus upon incorporation of sustainability metrics and canopy cover targets. This has since commenced by way of a comprehensive policy suite review initiated in early 2025 that is ongoing at the time of this report, and preparation of the new Local Planning Scheme No.5 triggering a scheme review.

The stakeholders advised that factors hindering realisation of the Freo Alternative related predominantly to associated increased costs and worsening economic conditions during the COVID-19 pandemic. Proponents seeking to utilise the provisions of the Freo Alternative Special Control Area 5.7 (SCA 5.7) are required to construct dwellings prior to subdivision, which prevents proponents from being able to guarantee delivery of dwellings following subdivision by way of a Restrictive Covenant on the property title. Further, not all interested parties would have the means to construct the dwelling first as opposed to funding the project by subdividing and selling off the resultant parcel of vacant land to facilitate the build.

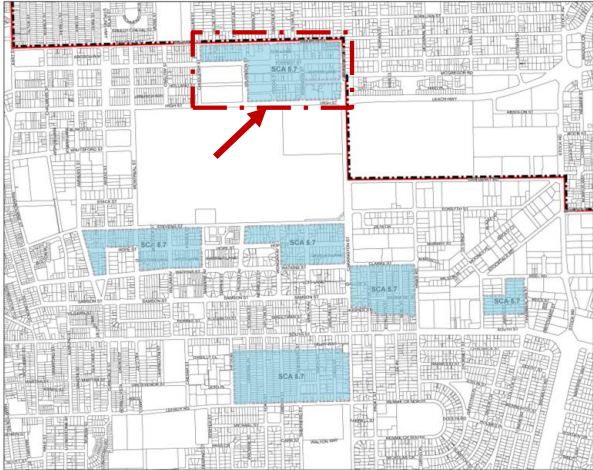
The officer report for the last extension to the Freo Alternative, Amendment 87, summarised the challenges of delivering under the Freo Alternative as being attributed to increased construction costs and reduced borrowing power. It details a standard



housing construction cost increase reported by CoreLogic’s Cordell Construction Code Index (CCCI) from 10.2% during March 2020 - March 2021 to 11.9% in 2022. This rose by 8.4% in the lead up to July 2023. This accompanied a doubling of lenders’ interest rates and an inflation rise as illustrated in the Consumer Price Index increased (CPI) from 1.5 (Trimmed Mean) September 2019 to 6.2 in June 2023. These conditions have not since improved, according to available data from the Reserve Bank of Australia concluding November 2025.

Spatial Audit

Area 1. Fremantle



(Excerpt of Special Control Area 5.7, within Fremantle)



This section of Fremantle encompassed within Special Control Area 5.7 straddles the northern municipal boundary of the City. It comprises of a mix of medium to high density dwellings, the historic West Australian newspaper complex, a commercial site on Marmion Street containing a café and community garden zoned "Local Centre", and vacant land that once accommodated social housing apartments, a veterinary clinic, and a petrol station. Housing stock within this portion of Fremantle is generally low density at R30 and newer, with the exception of dwellings falling within the Holland and Forrest Street Heritage Area overlapping the boundaries of this part of SCA 5.7.

The vacant land on the corner of Stirling Highway and Cannington Street is currently subject to ongoing scheme amendment 86, which supports reintroduction of medium to high density housing (up from R30 to R160) supported by low impact commercial activity such as a café and consulting rooms. The only other vacant lot within the vicinity is currently being considered for a Child Care Premises, at 136 Holland Street.

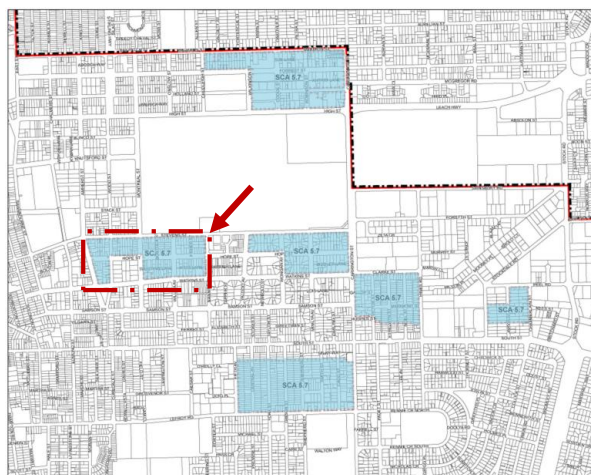
Field assessment identified that the area comprises of a wide variety of housing in respect to era of development, typology, and architectural design. Grouped dwellings with internal shared driveways are prevalent. That large sites have already been subdivided into separate strata lots makes it difficult to enact any new medium or large-scale development as one would first have to have approval/ownership of 80% of the sites under strata laws. Given the varied ownership, it is unlikely that new development will occur on these sites in the medium term. Furthermore, most smaller sites have already subdivided under the R-Codes and have no room to further create housing under the Freo Alternative model.

However, the area is well serviced by public open space within a walkable catchment which provides further amenity. The area has moderate tree canopy which is reduced on grouped housing sites. The proximity of the area to Marmion Street, High Street, and Carrington Street places pressure on the area to upcode balanced by the lack of local commercial opportunities within walking distance.

It is considered that the Freo Alternative SCA 5.7 is no longer an appropriate nor effective mechanism to retain within this portion of Fremantle.



Area 2. White Gum Valley (West)



(Excerpt of Special Control Area 5.7, within White Gum Valley)

This portion of White Gum Valley wraps around the local primary school and sits immediately to the east of the successful WGV Precinct (sited within the former Kim Beazley School site) to the west. It comprises of larger lots, containing R25 and split-coded R20/R25-coded low-density housing some of which are battle-axed, a Child Care Premises (zoned Local Centre) and a church. There are only two vacant freehold lots remaining within this portion of Special Control Area 5.7. As such, there is limited opportunity for significant housing growth in this vicinity. However, the majority of the lots are comprised of single houses with individual landowners as opposed to strata lots, thereby simplifying potential uptake for additional development due to the limited number of people required to be involved. Many of these lots have potential for additional dwellings to the rear.



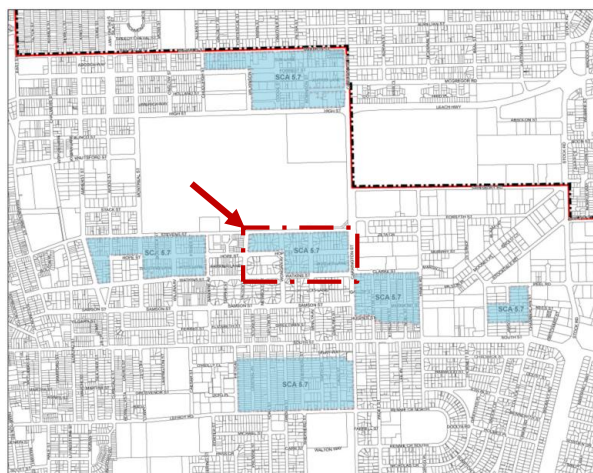
The WGV precinct incorporates a medium to high density mix of apartments and town houses differing in price, artist studios, and community spaces. Of the WGV Precinct, one large lot envisaged for apartments and one smaller lot envisaged for a grouped dwelling remains vacant. White Gum Valley is planned to accommodate only an additional 154 dwellings by 2036 under the City’s Local Planning Strategy.

Field assessment identified a mix of post 2000s dwellings amidst inter-war and post-1950s housing stock remains readily recognisable throughout White Gum Valley. These may include dwellings of heritage significance. The City is currently carrying out a review of the area for heritage significance.

The adjoining WGV Precinct contains a community garden and gathering area, historic Sullivan Hall, artist workshops and accommodation, and a mix of housing typologies, acts as a heart of the suburb and concentrates housing density. White Gum Valley contains a notably high proportion of architecturally-designed, articulated, individually styled dwellings that are often complemented by extensive highly landscaped verges and rear gardens. This lends to the visual interest of the suburb and assists its ability to support a high tree canopy, which also complements the biodiversity values and establishes a link to abutting Booyeembara Park.

In terms of land form and availability, this area retains potential under SCA 5.7.

Area 3. White Gum Valley (East)





(Excerpt of Special Control Area 5.7, within White Gum Valley)

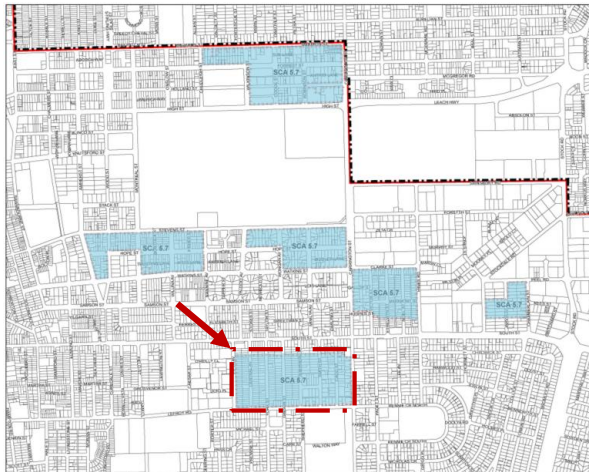
This portion of White Gum Valley contains a successful and innovative mix of housing outcomes amidst a leafy, low-density neighbourhood. The portion within Special Control Area 5.7 contains low density housing at R20/R25 which is comprised of larger developed lots, some of which have been battle-axed and overall have limited potential to accommodate additional dwellings. The White Gum Valley (East) portion of SCA 5.7 sits adjacent to the Hope Street site to the south-west redeveloped under a Local Development Plan to successfully deliver affordable townhouses.

Field assessment identified that White Gum Valley still contains a considerable quantity of cottage and medium scale housing varying in age and materiality, with high tree canopy.

White Gum Valley (East) represents one of the areas that has had the greatest success in sympathetically incorporating medium to high density housing in a traditionally low density, character neighbourhood. An approach that increases density while maintaining amenity, such as the Freo Alternative, would be suitable for continuing this pattern and respecting its leafy, open, and community-orientated nature.



Area 4. Beaconsfield



(Excerpt of Special Control Area 5.7, within Beaconsfield)

Beaconsfield currently contains the only examples of development realised under the Freo Alternative planning provisions (refer to subsequent pages). The suburb is comprised predominantly of low to medium density single and grouped dwelling housing adjacent to the former Beaconsfield TAFE site (currently undergoing urban renewal by Development WA in the "Heart of Beaconsfield" vicinity) and the former quarry and landfill site which



remains vacant. The suburb is envisaged under the City of Fremantle Local Planning Strategy as a source of sustainable and sympathetic housing growth with an additional 743 dwellings predicted to be accommodated in Beaconsfield by 2036. The area within SCA 5.7 is coded R20 with most of the lots of insufficient size to be further subdivided. This section falls outside of the South Fremantle Heritage Area, which overlaps the western boundary of Beaconsfield.

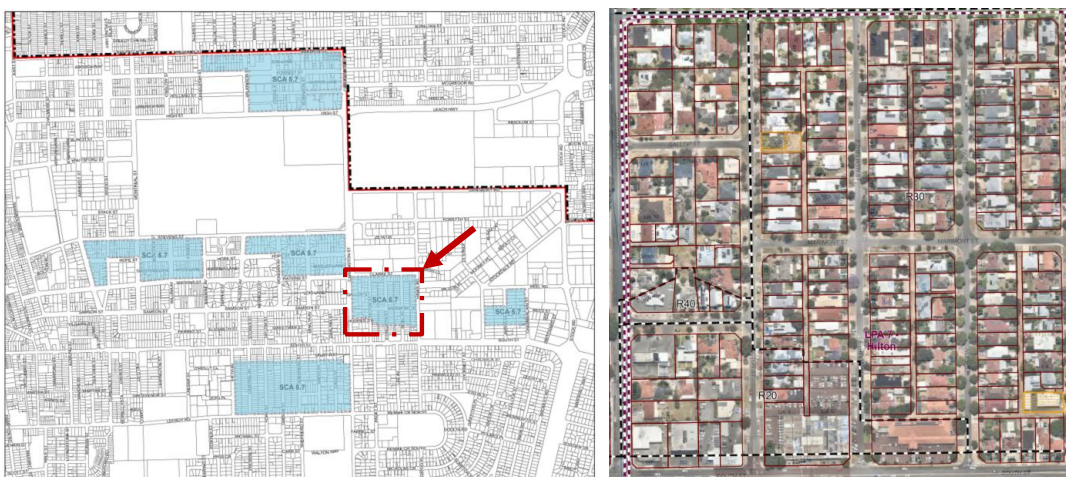
Only one vacant lot is currently present within this area.

Field assessment identified that housing stock comprises of a mix of new and older built form, of varying architectural styles, with housing typology predominantly detached single and grouped dwellings. Beaconsfield represents one of the highest growth areas in the City. Redevelopment of land, particularly the former TAFE site, remains steady.

Given the proximity of the Heart of Beaconsfield masterplanned area which is currently undergoing urban renewal, it is anticipated that redevelopment pressure on the suburb of Beaconsfield will continue to grow. There is a likelihood of additional dwellings of heritage significance being identified within the suburb and the subject area over time.

In terms of land form and availability, this area retains potential under SCA 5.7.

Area 5. Hilton



(Excerpt of Special Control Area 5.7, within O'Connor)

This portion of Hilton conveniently sits adjacent to the Neighbourhood Centre for the vicinity and is abutted by the O'Connor industrial zone to the north and east. Hilton Heritage Area begins on the opposite side of South Street from the SCA itself. It is well serviced by bus public transport options via adjoining Carrington and South Streets. This pocket comprises mostly low to medium density housing, serviced by a series of laneways. Housing density ranges from R20/R25 to R30 and the lots are currently too small to be

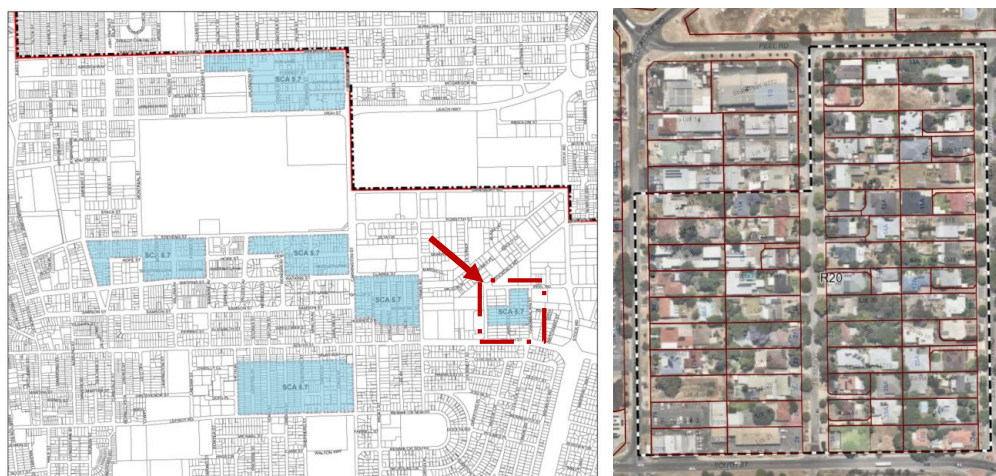


subdivided further overall. All lots within this part of the Special Control Area 5.7 have been developed, with the exception of 170A Carrington Street. Hilton and O'Connor are planned to accommodate an additional 207 dwellings by 2026 under the City's Local Planning Strategy. This pocket of SCA 5.7 abuts Sub area 7.3.1 of Hilton under LPS4, which enables mixed use high density redevelopment of up to R160 subject to strict criteria, inclusive of a 7m height limit and 10% landscaping.

Housing within this portion of the SCA is varied and does not currently contain any dwellings of recognised heritage significance. There is high consistency in the siting of dwellings in their respective leafy streetscapes. The proximity of the South Street Neighbourhood Centre and Carrington Street make the area highly accessible and attractive for housing growth.

Removal of the SCA will necessitate a replacement to unlock housing density potential. The area will be under considerably strong pressure to upcode and is likely to undergo a change in character due to housing pressures. In line with the Local Planning Strategy, this area has more potential for density increase either instead of or in addition to a Freo Alternative-type approach.

Area 6. O'Connor



(Excerpt of Special Control Area 5.7, within O'Connor)

Hilton and O'Connor are planned to accommodate an additional 207 dwellings by 2026 under the City's Local Planning Strategy. The section of Special Control Area 5.7 within O'Connor comprises of low density R20-coded housing stock that falls within the Buffer Area of the O'Connor Strategic Industrial Area and abuts housing outside of the SCA to the south, the Commercial zone to the west, and the Industrial zone to the north and west. The Buffer Area serves to protect residential and commercial land from adverse impacts of industrial activity relating to traffic, noise, and odour. These factors preclude substantial



increase in housing density in the area. At the time of this report, one battle-axed lot was vacant. Many of the residential lots exceed 1,000m² in area and are capable of further subdivision.

Field assessment identified that this portion of O'Connor contains numerous character homes likely constructed during the inter-war and post war era, characterised by wide verges, consistency in their modest proportion and profile, and higher rates of landscaping than comparatively modern residential neighbourhoods. It is probable that there are dwellings of heritage significance within this pocket, which also currently includes Category 4 sites for historical record only. The leafy, character streets provide a transition to the abutting industrial zone.

Removal of this portion of SCA 5.7 will have minimal impact as the presence of the industrial zone nearby hinders the competitiveness of the area for housing of any type.

Potential Alternatives

The Residential Design Codes (R-Codes) act as a disincentive to the Freo Alternative as they provide an easier pathway to smaller lot delivery in advance of planning approval and they allow Ancillary Dwellings to be delivered within a single lot title on most Residential sites. It is possible to subdivide lots at a smaller size based upon compliance with the R-Codes and WAPC Development Control Policy 2.2 - Residential Subdivision provided that the applicants either have planning approval for a single bedroom dwelling, aged or dependent person's dwelling, or Small Dwelling, which may be imposed only as a Restrictive Covenant on their Certificate of Title.

The following case studies have been examined for potential examples of how the Freo Alternative could either be adapted or replaced with planning strategies to foster design outcomes reminiscent of the original vision in Freo Alternative. It is noted that most of the case studies identified are one-off developments, often lead or championed by a single proponent, and have not created a framework that could be duplicated at scale in multiple areas of any suburb.

Case Studies	Details	Reflections
City of Cockburn Local Planning Policy 1.2 – Residential Design Guidelines	Infill development consisting of single houses on lots with a frontage less than 10.5m wide, single houses on lots less than 260m ² , grouped dwellings, and all multiple dwellings on land coded R40 and lower, is governed under the City of Cockburn's Clause 4.4.4 of their Town Planning Scheme No.3 and their Local Planning Policy 1.2 - Residential Design Guidelines. These provisions strive to deliver housing that is sympathetic to its surrounds, improves sustainability and design quality through interior room configuration and exterior open space. LPP 1.2 was developed to address concerns that the then draft "Medium Density Codes" now known as "Part C" of the Residential Design Codes would not be adopted or would be scaled back from the format established during industry workshops. Part C was deferred from adoption for a notable period of time at the request of the Minister to allow for greater industry consultation.	Capable of variation Largely superseded since by R-Codes Part C Does not vary carparking or open space Formerly lower density streetscapes continue to transform dramatically with grouped dwelling redevelopments nestled amongst single houses



Case Studies	Details	Reflections
	<p>The policy identifies desired neighbourhood character contextually according to three categories:</p> <ul style="list-style-type: none"> • Garden Neighbourhood Character • New Garden Neighbourhood Character • Urban Character <p>The categories supplement the policy requirements and assign character elements to specific design outcomes (i.e. front setbacks are to provided landscaping and trees with minimal hardscape).</p>	
Pinakarri Community Housing, Hamilton Hill	<p>Public and private mix of tenancies managed under Housing Cooperative model</p> <p>1990s mix of townhouses, apartments & cottages with charming character</p> <p>Generous tree canopy and landscaping, high energy efficiency, WSUD features</p> <p>Incorporates various spill out zones for community including vegetable garden</p> <p>Carparking is limited and contained in small section that does not dominate the site</p>	<p>Mix of typologies</p> <p>Strong community</p> <p>Sustainability focus</p> <p>Charming character</p>
Cockburn My Best Home 50+	<p>Toolkit to guide ageing in place – navigation</p> <p>Assists currently landowners in developing an Ancillary Dwelling under the existing R-Codes provisions by improving their understanding of existing requirements</p>	<p>Entirely voluntary</p> <p>No planning changes</p> <p>Limited uptake</p>
Fremantle Community Housing	<p>Small cottages and townhouses, low streetscape impact</p> <p>Reduced car parking provision concentrated in one small car park off Swanbourne Street to protect streetscape character</p> <p>Slightly steep topography which enabled tree retention</p> <p>Ease of access to Virginia Ryan Park</p>	<p>High tree retention</p> <p>Private & comfortable for residents & visitors</p> <p>Sympathetic to vicinity</p> <p>CHA-managed</p>
11 Mortlock Street, Hamilton Hill	<p>Split coded R40/60</p> <p>Original front “mullet house” built during the 1970s</p> <p>Rear granny flat & 2x units delivered over past approximate ten years</p> <p>Reduced carparking provision in a tandem arrangement that is uncovered and often repurposed for events and storage</p> <p>Includes workshop / office and community education</p> <p>40 trees retained</p>	<p>Mixed housing typology</p> <p>Sloping site</p> <p>Effective example of energy efficiency and community incubator</p> <p>Opposite Baker Square</p>
Stockdale Road Apartments, O’Connor	<p>One of various locations in the Cities of Fremantle, Cockburn, & Melville.</p> <p>Affordable dwelling typologies with a high rate of tree retention, shared facilities, and slightly reduced car parking provision, sited close to public transport and shops</p>	<p>Managed privately</p> <p>Diverse accommodation</p> <p>Higher sustainability</p>
Ecoburba, Beaconsfield	<p>1980s dwelling originally of poor energy efficiency now has high energy credentials</p> <p>Incorporates attic dwelling and sub-basement unit, with grouped dwelling nested within original dwelling footprint and adjoining two storey tiny house</p> <p>Rear granny flat abutting extensive landscaping and vegetable garden</p> <p>Significantly reduced car parking provision which protects streetscape character</p>	<p>Community hub</p> <p>Ongoing education</p> <p>Successful example of gentle density creep in a low density area</p>
Hope Street, White Gum Valley	<p>Two-storey townhouses designed for affordability, low cost materiality and style</p> <p>Generous landscaping and open streetscape presence</p>	<p>Affordable higher density options in WGV</p>
WGV Precinct SHAC	<p>Mix of housing typologies with mixed tenure model, WSUD, high rate of tree canopy and battery use, EV vehicle charging, bicycle parking, cooperative, community hall</p>	<p>Successful example</p> <p>Protracted delivery</p>
Victoria Single Home Code	<p>Fast Track: Homes on lots <300m2 receive expediated planning approval (10 days) provided that they meet stringent design requirements without exception</p>	<p>Open space unchanged</p> <p>Applies to Single Houses</p>



It is also worth noting that, since the introduction of the Freo Alternative, state planning controls have been modified to reduce minimum lot sizes for subdivision (thereby opening up more lots to potential subdivision), allow more pathways for development on smaller lots, and ease restrictions on Ancillary Dwellings (granny flats) to make them available to construct on a wider variety of lots. All of these changes make the relative complexity of the Freo Alternative a less viable pathway.

In the future it may be worthwhile to investigate some combination of:

- Removing the minimum lot size requirement of 750m² for over three dwellings (ie: having no minimum lot size)
- Reducing requirements and introducing more discretion
- Removing the requirement for a sustainability report and just provide a list of options
- Allowing existing dwellings to be converted to maisonettes (although not possible under existing building codes due to fire separation requirements)
- Allowing subdivision to occur prior to development with a restrictive covenant
- Improved and extensive marketing of the Freo Alternative to non-planners

The above potential changes would fundamentally alter the Freo Alternative and require extensive consideration and community consultation. Considering how much the planning framework has changed since the Fremantle Alternative was implemented, it may be best to consider an entirely new approach building on the core objectives.

With the ongoing policy reviews and creation of a new scheme, the City does not currently have the resources to pursue an alternative model. Additionally, given the low uptake and without substantial justification and evidence, the Western Australian Planning Commission is unlikely to support a further extension of time for the Freo Alternative.

In the future, the City may consider pursuing an alternative planning experiment aided by stakeholder design workshops that offers a full re-examination of built form outcomes under the existing Residential Design Codes as amended in order to allow for an effective response to the enduring challenges. In the near term, Officers will focus on concentrating density around transport nodes and urban centres, in alignment with the Local Planning Strategy.

Conclusion

This review considered the efficacy of the Freo Alternative planning experiment which endeavoured to support sympathetic infill and environmental outcomes within established character infill areas. This approach arose from concern regarding the incompatibility of design outcomes arising from implementation of the Residential Design Codes Volume 1 Part B and growing pressure to facilitate increased population growth in established areas.

Despite good intentions, the Freo Alternative had minimal uptake likely due a combination of the following factors:



- Upfront costs and inability to subdivide until after construction;
- Greater than normal design and planning expenses (DAC review, sustainability measures, etc.);
- Planning framework complexity and rigidity versus easier development pathways through the standard processes;
- Higher costs and lower profits relative to standard R-Codes subdivision;
- General rising costs of development; and
- Lack of appropriate lots.

Throughout its 7 years of operation, only a small collection of projects have been completed, all of which are contained within Beaconsfield. Policy amendments to support the Freo Alternative have not resulted in additional development and a fundamental overall would be required.

While it may be worth considering substantial changes to the Fremantle Alternative, or another experimental alternative in the future, the City is currently drafting a new local planning scheme and reviewing its suite of local planning policies. Consequently, it does not currently have the resources to undertake a project of this magnitude. Further, the Local Planning Strategy has found that the City will hit its housing targets by concentrating on targeted infill around specified nodes and without requiring blanket upcoding or more widespread densification options.

The Freo Alternative has not been widely utilised despite its additional extension of time and therefore it is recommended that an extension to the sunset clause is not pursued.



Mixed Use Areas Review 2025

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Mixed Use Areas Review

Introduction

Purpose of review

The Local Planning Strategy identifies the need to review the function and development of its Mixed Use areas. Reasons for recommending this review include:

- The City rezoned numerous areas to 'Mixed Use' with gazettal of Local Planning Scheme No. 4 (LPS4), and enough time has passed to allow the substantial development of these areas.
- The City assumes that some of these areas may now be functioning as intended when they were rezoned, while others may not be. An opportunity exists to examine how these areas are currently functioning and options for achieving the intended purpose for each area.
- The City assumes that the original purpose of some Mixed Use areas may not align with current community aspirations. An opportunity exists to review these intended purposes and where no longer relevant, identify options for helping to achieve the community's current aspirations.

Purpose and objectives

The purpose of this report is to review current function of the City's Mixed Use areas. It aims to:

- Assess how Mixed Use areas are currently functioning within the City.
- Determine whether these areas are operating as originally intended.
- Identify if the intended purpose for each area is still relevant to the current community and City aspirations.
- Identify if each area functions in line with the scheme objectives for a Mixed Use area.
- Identify options to better achieve desired outcomes for each Mixed Use area.

Scope

The scope of this examination encompasses the City's Mixed Use areas. These areas were zoned Mixed Use through the gazettal of LPS4.

Background

Historical context

Many of the City's urban areas are characterised by a mix of land uses located within walkable precincts and suburbs. These areas, such as parts of North and South



Fremantle that contain multiple uses such as warehouses, offices, mechanics, marine services, medical services and housing, have made important contributions to the City's development and are generally recognised as "Mixed Use areas."

Well-functioning Mixed Use areas provide several benefits:

- Reduced private vehicle use as a result of the concentration of mixed land uses around public and active transport networks.
- Improved access to services and employment opportunities via co-location of residential and non-residential uses.
- Providing areas of transition between high-activity commercial centres and low-activity residential areas, minimising potential conflicts between contrasting urban forms and uses.
- Enhanced community vibrancy through diverse activity and land use.

In the 2001 Local Planning Strategy, the City adopted an objective to promote the development of Mixed Use areas and in 2007, through the gazettal of LPS4, the City applied Mixed Use zoning across several urban areas with the aim of achieving a range of strategic goals contained in the strategy.

Scheme Objectives

This review has been conducted in respect to the current Mixed Use zone objectives at 3.2(e) of LSP4:

Development within the Mixed Use zone shall –

- (i) provide for a mix of compatible land uses including light, services and cottage industry, wholesaling, trade and professional services in small scale premises, including showrooms, where the uses would not be detrimental to the viability to retail activity and other functions of the City Centre, Local Centre and Neighbourhood Centre zones;
- (ii) provide for residential at upper level, and also at ground level providing the residential component is designed to contribute positively to an active domain;
- (iii) ensure further development within each of the mixed use zones is sympathetic with the desired future character of each area;
- (iv) ensure that development is not detrimental to the amenity of adjoining owners or residential properties in the locality; and
- (v) conserve places of heritage significance the subject of or affected by the development.

In light of the current review of LPS4, consideration has also been given to the Mixed Use zone objective contained in the Model Scheme Text:

Mixed Use



- To provide for a wide variety of active uses on street level which are compatible with residential and other non-active uses on upper levels.
- To allow for the development of a mix of varied but compatible land uses such as housing, offices, showrooms, amusement centre, eating establishments and appropriate industrial activities which do not generate nuisances detrimental to the amenity of the district or to the health, welfare and safety of its residents.

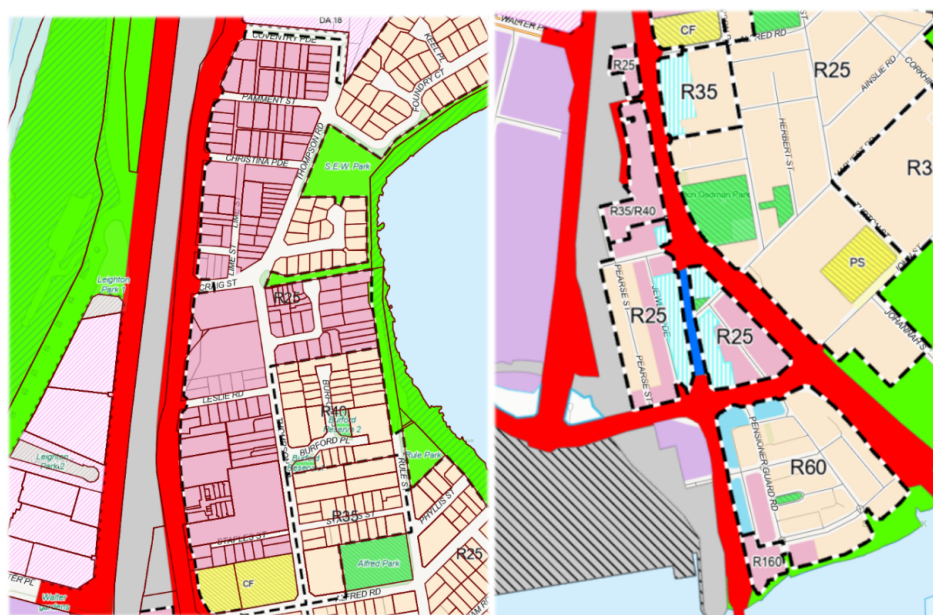
Planning Instruments

In addition to the objective for Mixed Use zones within LPS4 emphasising the preference for non-active uses on upper levels and more active uses on ground floors and support the development of its Mixed Use areas, a density bonus is offered by LPS4 under clause 4.2.5. This clause effectively means that where a mixed-use development incorporating a residential element is proposed, it may be permitted at R60 density (the majority of the City's Mixed Use zones have lower density codes), provided that any commercial use makes up a minimum of 25% of the gross lettable area. Though this clause is not commonly used, these developments typically result in underutilised commercial tenancies at ground floor level as developers are more interested in the additional dwellings. This usually results in the minimum size commercial units at ground floor, with little consideration for how they may actually function as a variety of uses. City Officers are reviewing this density "bonus" mechanism and base densities of Neighbourhood Centre nodes as part of the overall Scheme review separate from this report.



Mixed Use zones

North Fremantle



(Mixed Use zone is shown in solid pink)

Context:

North Fremantle contains a long-established pattern of residential, commercial and service industry uses. The area's Mixed Use zone sits within a broader urban context that includes Neighbourhood Centre, Residential and Commercial zones, and forms part of the North Fremantle Precinct Heritage Area. Key contextual characteristics include:

- Identified as a District Centre, although it does not currently function as one due to the absence of supermarket capable of meeting daily and weekly shopping needs of the community.
- Inclusion of heritage-significant places, with two State Heritage places – the Dingo Flour Mill and the Active Foundation Workshop.
- Strategic intent for the Mixed Use zones between Alfred Road and Fremantle Bridge to maintain the mixed use character and provide transition areas between areas of high and low activity land uses.
- Historically industrial areas, such as Thompson Road/Lime Street and the Northbank precinct, were subdivided and redeveloped during the 1990s and 2000s.
- Predominantly coded R25 with an area of R35/R40 south of the North Fremantle train station and R60 and R160 in the Northbank area.



Field assessment:

- A broad mix of residential (single, grouped and multiple dwellings), commercial and light industrial uses located on adjacent or neighbouring lots.
- A small, low-activity commercial node at the corner of Leslie Street and Stirling Highway, containing retail, offices and consulting rooms.
- Evidence of industrial buildings being repurposed for residential use, reflecting the shift in market demand in this area away from industrial land to residential land.
- Evidence of residential buildings being repurposed for office and consulting rooms, demonstrating the flexibility of the Mixed Use zone to accommodate changing market conditions.
- The Eucla Court area, east of Thompson Road, although zoned Mixed Use, contains only residential properties and is surrounded by residential zones (R25 and R40).
- Thompson Road/Lime Street has transitioned entirely to residential use, with all but two lots now developed.
- Built form north of Tydeman Road is predominantly 1-2 storeys, with some three storey development along the river on Rule Street and former industrial buildings on Thompson Road which have been adapted for residential uses.
- The area between the North Fremantle train station to Tydeman Road contains a mix of residential, office, light industrial, education, garden centre and automotive uses. The more intensive uses, which generate higher car and pedestrian activity, are located along Stirling Highway and Tydeman Road.
- Pearse Street and Jackson Street are predominantly residential bookended by lower intensity office, shop and showroom uses. Jewell Parade accommodates lower intensity office and residential uses and acts as a buffer between the residential zones and the Neighbourhood Zone.
- The area between Burns Street and Stirling Highway is predominantly residential, with only two offices identified.
- Pearse Street, Burns Street and Jackson Street are narrow residential streets, with many houses having one car bay at most, resulting in heavy use of street parking.
- The Northbank precinct contains two storey townhouses and two five-storey multiple dwelling developments which front the river. The multiple dwelling developments contain a consulting room and offices on the ground floor.
- The block of townhouses east of Kwong Alley, although zoned Mixed Use contains only residential dwellings. It is recently constructed and unlikely to be easily repurposed to commercial or other land uses.

Summary:



The intended purpose of North Fremantle's Mixed Use zones remain broadly aligned with the City's strategic objectives. In particular, the Mixed Use zones in North Fremantle:

- Support both residential and non-residential uses, offering varied employment opportunities, services and dwelling types.
- Are well connected to public and active transport networks, including the North Fremantle train station, high-frequency bus routes and dual use paths.
- Function effectively as transition areas between the Local Centre zone on Queen Victoria Street, busy Strling Highway and Tydeman Road and surrounding residential areas.

The character of North Fremantle continues to evolve from its industrial origins toward a more residential urban environment. The Mixed Use zones are generally maintaining their original mixed use function and character; however, in some areas, this purpose may no longer be relevant due to:

- Increasing market demand for residential redevelopment likely to be driven by the area's desirable proximity to transport networks and the recreational attractions of Leighton Beach and the Swan River.
- Limited demand for commercial tenancies in non-prominent locations, evidenced by vacancies and applications to convert ground floor commercial spaces to residential uses.



Queen Victoria Street



(Mixed Use zone is shown in solid pink)

Context:

Queen Victoria Street forms part of a key urban corridor within Fremantle, adjacent to the City Centre and Residential zones and Public Open Space reserves. It is strategically identified as the northern gateway to Fremantle's city centre and is envisioned as a vibrant, attractive and sustainable high density residential neighbourhood within walking distance to central Fremantle. Key contextual characteristics include:

- A pedestrian friendly environment with interactive frontages and active ground floor uses.
- High density residential development located above and behind ground floor activity.
- The Mixed Use zoning was introduced to ensure the continued diverse mix of land uses.
- The area has already been the location of substantial redevelopment, mainly for apartments.
- The presence of numerous heritage places contributes to the corridor's character and identity.
- Predominantly R-AC3 with small areas of R25, R35 and R80.



Field assessment:

- This area is functioning as an effective transitional corridor between the City Centre and nearby residential neighbourhoods by accommodating lower impact land uses and transitional built form.
- The area is maintaining its historical function and mixed use character, however, gentrification of the area is likely to result in a shift away from light industrial and commercial uses toward residential, as demand for apartment living close to services continues.
- Queen Victoria Street is transitioning to a mixed use activity corridor, supported by recent medium-density residential development and population growth.
- New developments are replacing industrial uses with residential buildings incorporating ground floor commercial spaces, though many of these commercial tenancies remain vacant
- North of James Street, land uses remain predominantly auto-oriented and commercial.
- Between James Street and Parry Street, the corridor contains multiple dwellings and mixed use developments ranging from two to seven storeys, including repurposed industrial buildings.
- West of Queen Victoria Street, development comprises a mix of office, retail, private recreation and auto-related uses.

Summary

- The intended purposes of the Mixed Use zoning along Queen Victoria Street remain highly relevant strategic objectives. These purposes align with community and City aspirations to:
 - Maintain the corridor's distinctive character.
 - Increase the supply of sustainable, intensive and higher-value land uses.
 - Support higher residential densities in transit-accessible locations.
 - Encourage more people to live and work near the city centre.
- The Mixed Use zone continues to support a diverse range of land uses and dwelling types. While the area is clearly transitioning away from light industrial and commercial uses, the requirement for ground-floor commercial tenancies is likely to preserve a mix of uses over time.
- The corridor is functioning effectively as a transitional interface between the City Centre and surrounding residential areas. Built-form outcomes demonstrate appropriate stepping down in height to protect residential amenity, indicating that current local and State planning frameworks are operating as intended. However high density residential has not eventuated, with the complex nature of the allowable scheme heights one particular factor. Including this area in the City Centre as part of a future structure plan would allow more comprehensive assessment and planning response.
- Given ongoing redevelopment and population growth, Queen Victoria Street is expected to continue its evolution into a mixed use activity corridor. The City Plan and Strategy envisage this area as becoming part of the City Centre and



subject to a structure plan and/or other built form requirements. It is still intended to function as a mixed use transitional area and support substantial development.



Parry Street



(Mixed Use zone is shown in solid pink)

Context:

This area is bounded by Parry, Ellen, Stirling and Holdsworth Streets, forming a small but strategically located interface between the City Centre and surrounding residential neighbourhoods. The Mixed Use zoning was applied to:

- Ensure a continued mix of compatible land uses.
- Support a built form that maintains the area's established character while allowing for commercial activity.
- Coded R35.

The area contains a number of heritage buildings, which contributes to the established residential scale and character.

Field assessment:

The area is functioning effectively as a transition zone between the City Centre and nearby residential areas. Key observations include:

- The area accommodates a diverse mix of lower-impact land uses, including offices, education, consulting rooms, and short term accommodation, which generate low levels of pedestrian and vehicle traffic and reflecting a shift towards professional and service-based uses.
- Many activities operate from repurposed residential buildings, including heritage buildings, helping to maintain a traditional built form and streetscape character.
- Built form is predominantly 1 -2 storeys, consistent with the surrounding residential context and supports a transition in scale.



These observations demonstrate that the area continues to perform as intended as a low intensity mixed use transition area.

Summary:

The intended purpose of zoning this area as Mixed Use remains relevant and is being achieved. Key findings include:

- The presence of a number of heritage buildings is assisting to preserve the existing built form and maintains a low intensity mixed use area.
- The ongoing transition from residential to commercial uses, including the repurposing low density dwellings for commercial and educational uses reflects increasing land values and a gradual shift away from traditional residential uses in the area and demonstrating the flexibility of the Mixed Use zone to accommodate changing market conditions.
- Adjustments to the R60 density bonus, particularly the requirement for ground floor commercial uses, may help facilitate new development and support the City’s objectives for more sustainable, intensive and higher values land uses.

Overall, the area is functioning as intended and continues to provide an appropriate transition between higher-intensity city centre uses and surrounding residential uses.

Marine Terrace and Wray Avenue



(Mixed Use zone is shown in solid pink)



Context:

The Marine Terrace and Wray Avenue area forms a Mixed Use area adjacent to the City Centre and Local Centre zones, wrapping around the residential neighbourhood between Suffolk Street and South Street. The west end of Wray Avenue has long served as an established mixed use hub, providing essential local services since the early 20th century and holding significant social value for the community.

The Mixed Use zoning:

- Maintains the diverse mix of land uses
- Supports development controls that guide appropriate activity and protect local amenity.
- Reinforces the area's role as a transition zone between high activity commercial City Centre zone to the north and the surrounding residential areas.
- Provides for active uses along strategic streets.
- Coded R35 between Marine Terrace and South Terrace. The area south of Wray Avenue is coded R35.

Field assessment:

The Mixed Use zone along Marine Terrace and Wray Avenue continues to accommodate a broad mix of land uses. Key observations include:

- A diverse mix of commercial uses such as offices, restaurants, light industry and consulting rooms and includes several mixed use developments and multiple dwellings with ground floor commercial tenancies.
- A wide range of dwelling types, such as single houses, townhouses, grouped dwellings and multiple dwellings.
- Limited new development since the 2007 rezoning, despite several lots having capacity to achieve R60 densities through the density bonus. The requirement for ground floor commercial tenancies may be constraining redevelopment, although commercial vacancies along Marine Terrace remain low.

Marine Terrace and Norfolk Street

- The Mixed Use zone functions effectively as a transition area between the high-activity city centre and Fishing Boat Harbour and the low activity residential zone.
- Built form is generally 2 – 3 storeys, providing a transition to the lower scale residential areas. However, proximity to the City Centre and the fact that it is nominated as a significant cycle path in the City Plan: City Centre lends itself to more intense and higher density development with taller buildings. The lots are large enough to accommodate higher density development designed in a manner to transition to the lower scale density behind.
- Non-residential uses are predominantly low activity commercial uses, such as offices and cafes/restaurants, but, as above, are appropriate for uses that are integrated into the City Centre.



South Terrace and Wray Avenue

- The Mixed Use zone provides a transition between the Neighbourhood Centre and surrounding Residential zones, with low-rise buildings that reflect the scale of adjacent areas (except for the taller 8 storey Arundel Street apartments).
- Non-residential uses on Wray Avenue include offices, specialist shops and long-standing fresh food retailers, the latter generating higher pedestrian and vehicle activity during peak periods and acting as important anchor businesses that contribute to local vibrancy.
- The precinct contains a mix of residential and commercial uses, including one mixed use corner development with ground-floor commercial tenancies, as well as light / service industry uses.
- Some recent residential and mixed use developments indicate growing demand for higher-density dwellings, although further development may be constrained by existing coding (R30 and R35) and relatively small lot sizes.

Summary:

The intended purposes of the Mixed Use zones along Marine Terrace and Wray Avenue remain strategically relevant. These zones continue to:

- Maintain the mixed use function and character of the area, while moving away from industrial and semi-industrial uses on Wray Avenue.
- Provide important transition areas between high-activity and low-activity land uses.
- Support a blend of residential and commercial activity consistent with the area's historical development patterns.

The Mixed Use zoning adjacent to the South Terrace / Wray Avenue Neighbourhood Centre is functioning as a buffer between higher-intensity uses (City Centre, Fishing Boat Harbour, hospital) and surrounding residential areas. However, these zones should be integrated into the Neighbourhood Centre zone to continue the mix of businesses compatible with adjoining residential areas.

The limited redevelopment activity along Marine Terrace, despite strong development potential, suggests that current planning controls—particularly the requirement for ground-floor commercial tenancies to achieve the R60 density bonus—may be constraining opportunities to:

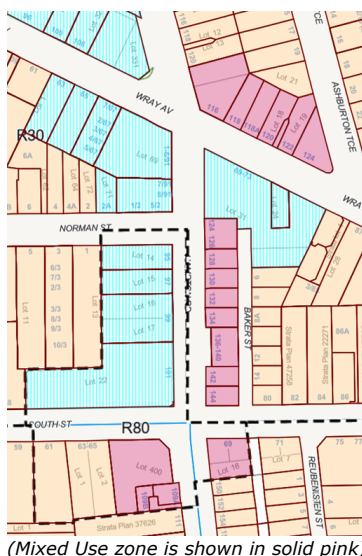
- Increase the number of sustainable, intensive and higher-value land uses.
- Improve residential density along key transit corridors.
- Support broader strategic planning objectives.

Reconsideration of the strategic intent of Marine Terrace may therefore be warranted. Any changes to density coding must be approached carefully to ensure the precinct continues to function as a transitional interface, although the Residential Design



Codes provide mechanisms to mitigate overlooking and overshadowing impacts. The absence of new mixed use development along Norfolk Street and Marine Terrace—despite the presence of large, well-located lots—further highlights the need to review the planning framework for this corridor.

Hampton Road



Context:

This Mixed Use area is located within a small commercial precinct approximately one kilometre from the city centre forming part of a well established urban corridor. Key contextual characteristics include:

- The area is adjacent to Neighbourhood Centre and Residential zones, creating a compact and walkable environment with strong access to services and public transport.
- The Mixed Use zone was originally applied to reflect the existing mix of offices and residential uses and provide flexibility for redevelopment while maintaining compatibility with surrounding residential areas.
- In 2017, a portion of the area south of South Street was up-coded from R30 to R80, recognising its suitability to accommodate more intensive redevelopment due to relatively large lot sizes, well-serviced existing development, a surrounding level of amenity, and location on the South Street transit corridor.
- Although the location of the Mixed Use zone may suggest an intention to create transitional areas, the area has been identified as capable of more intense development which indicates that transition was not the primary purpose of the zoning.

Field Assessment:



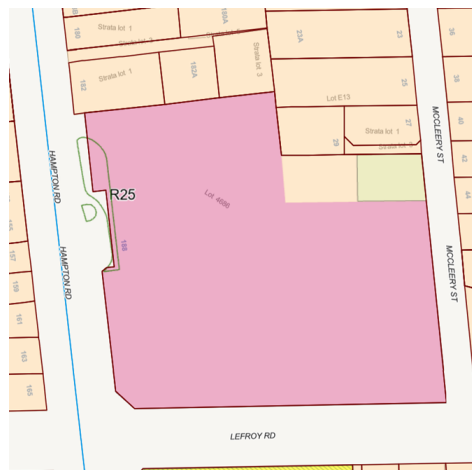
The Hampton Road Mixed Use zone contains a diverse range of land uses, consistent with the zoning. Key observations include:

- A mix of residential, commercial, office, consulting room and light-industrial uses located on adjoining or adjacent lots.
- A variety of dwelling types, including single houses and duplex cottages.
- Evidence of repurposed residential buildings, reflecting incremental adaption rather than large scale redevelopment.
- Built form that is predominantly one to two storeys, consistent with neighbouring residential properties and supportive of the areas established character.
- Commercial properties are largely fully tenanted, indicating ongoing demand for commercial space.

Summary:

Despite the area’s strategic suitability for higher-density redevelopment, new development has been limited, suggesting that current planning controls may not be fully supporting the redevelopment potential identified in City documents.

Lefroy Road



(Mixed Use zone is shown in solid pink)

Context:

The Lefroy Road site comprises a single lot owned by the Department of Education, currently used as regional offices. There is no clear strategic rationale for the zoning beyond facilitating the continuation of the existing office use while preserving local character and amenity.



The site contains buildings formerly used as Beaconsfield Primary School, which are listed on both the State and City heritage registers. As a result, any future redevelopment will be significantly shaped by the existing built form and heritage conservation requirements.

A portion of the lot remains within the Residential zone, creating a split-zoning arrangement that may complicate future planning and redevelopment.

Field assessment:

The Lefroy Road site is functioning as a low-impact office use within a predominantly residential context. Key observations include:

- The site is used as Department of Education regional offices, generating low levels of pedestrian and vehicle traffic
- The current use does not appear to negatively affect the local character or amenity, which is influenced by single houses and the adjacent primary school.
- The presence of heritage buildings reinforces the established character and limits the scale and form of any future redevelopment.
- A portion of the lot remains zoned Residential, indicating an opportunity to rationalise zoning boundaries.

Summary:

Overall, the site's current function aligns well with its surroundings, but the Mixed Use zoning does not appear to be a key factor in maintaining this compatibility. The preservation of the site's existing character is more closely linked to its current office use and heritage constraints than to the Mixed Use zoning. However, the site's strategic location—at the corner of Lefroy and Hampton Roads and within walking distance of beaches, supermarkets and South Terrace—means it would likely attract significant redevelopment interest if sold in the future. The current Mixed Use zoning would allow light industrial uses such as warehouses and higher activity uses such as car washes, small bars and taverns, which are unlikely to be compatible with local character and amenity.

Rezoning to Local Centre would prevent the establishment of such higher activity uses and may continue to preserve local character and amenity. Offices would continue to be allowed, being a discretionary use in a Local Centre zone, meaning that rezoning would not create a non-conforming use. However, fast food outlets are not prohibited in the Local Centre zone, which would be incompatible with the location of the adjacent primary school and likely to conflict with strategic community objectives related to enhancing community health and wellbeing. In addition, there are two Neighbourhood Centres already within close proximity (Wray Avenue and South Fremantle supermarkets).



South Terrace



(Mixed Use zone is shown in solid pink)

Context:

This area is located adjacent to Residential areas and Development Area 6 (Sealanes) following South Terrace into South Fremantle. The zoning reflects the established mix of residential and commercial uses that has long characterised this section of South Terrace and its surrounds. The area is predominantly coded R30 with one R35 lot and areas of R25 north and south of the Development Area.

Field assessment:

Key observations include:



- A wide-ranging mix of land uses, including residential, commercial, and light industrial, often on adjacent or neighbouring lots.
- A diverse range of dwelling types, including single houses of varying size (including terraces), grouped and multiple dwellings.
- The area is maintaining its historical function and character, evidenced by a large mix of land uses, including a number of remaining light industrial uses.
- Several former industrial premises, including warehouses, wool stores and the former Arnott's Mills and Wares Biscuit Factory, have been repurposed for residential and commercial uses.
- Although the corridor between South Street and Douro Road is predominately Mixed Use and accommodates a variety of land uses, there are two areas of focused activity that have formed along South Terrace; the first from Louisa Street to Jenkin Street, and the second at the southern end of South Terrace, from Orient Street to Douro Road.
- Built form is generally one to two storeys, reflecting the adjoining residential areas with three mixed use and residential buildings at three storeys.
- Recent mixed-use developments, exercising the R60 density bonus with ground floor commercial uses.

Summary:

The intended purposes of the Mixed Use zoning in this area remain aligned with the new Local Planning Strategy. The Precinct continues to support a diverse mix of land uses, a range of dwelling types and ongoing adaptive reuse of former industrial buildings.

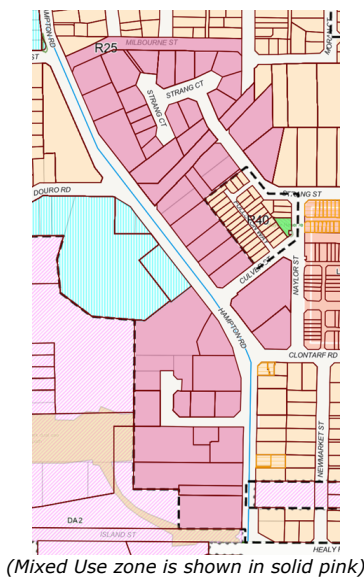
Several emerging issues warrant reconsideration of the strategic intent for the corridor:

- There may be value in encouraging higher development intensity and activity in specific nodes, rather than uniformly across the Mixed Use zone.
- The corridor is likely to continue transitioning toward a mixed-use activity corridor, driven by population growth, proximity to services and transport, and ongoing gentrification.
- Despite this shift, the requirement for ground-floor commercial tenancies may no longer be appropriate in non-prominent locations, particularly given a number of vacancies and low-activity uses (e.g., offices, massage parlours, tanning salons) in recent developments.

The mixed-use zones are generally maintaining their original mixed use function and character, although there is a clear shift away from light industrial uses to residential development. For instance, there remains a diverse mix of land uses and a range of dwelling types, though most industrial premises have been repurposed as apartments and townhouses. The former service station at the corner of South Terrace and Little Lefroy Lane has been converted into a coffee roastery and café. It is likely that this trend toward gentrification will continue, given proximity to services and transport connections. Despite this shift, the requirement for ground floor commercial tenancies would likely ensure a diverse mix of land uses, albeit from light industrial toward residential and commercial.



Strang Street and Brockman Place



(Mixed Use zone is shown in solid pink)

Context:

The Strang Street and Brockman Place Mixed Use zone is adjacent to Neighbourhood Centre and Residential zones and Development Areas 2 and 19. The zoning reflects the established pattern of commercial and light industrial activity, with light industrial uses remaining the predominant land use across the area.

Hampton Road, which passes through the precinct, is a key transit corridor connecting Fremantle with emerging development areas along the Cockburn coast. The precinct has been identified as capable of supporting a denser residential population, more intensive development and a broader mix of land uses. This is due to its proximity to public open space, transport connections and shopping facilities, and its identification as a potential future South Fremantle activity centre.

However, the area faces significant infrastructure constraints, including the absence of deep sewer, water and power capacity required to support higher-intensity development. Previous attempts to establish development contribution plans have been unsuccessful, largely due to fragmented land ownership.

Field assessment:

A field assessment confirms that the Strang Street and Brockman Place precinct continues to function as a diverse mixed-use environment, with the following characteristics:



- The area around Strang Street and Strang Place accommodates a wide-ranging mix of residential, commercial and light-industrial uses, often located on adjacent or neighbouring lots.
- The precinct is maintaining its historical function and character, with several light-industrial uses still operating alongside newer commercial and residential activities.
- Lots fronting Hampton Road accommodate a variety of commercial uses, light-industrial premises, a place of worship, child care, and garden centres, contributing to the corridor's mixed-use identity.

These observations indicate that the precinct continues to operate as a flexible, multi-functional urban area, despite limited redevelopment activity.

Summary:

The intended purposes of the Mixed Use zoning remain highly relevant, as they align with the Strategic Community Plan (2024-2034), the draft Local Planning Strategy and the precinct's role as a southern gateway to Fremantle.

Local Planning Sub-area 4.3.5 of Local Planning Scheme No. 4 establishes development standards that allow for higher-density residential and mixed-use development, including:

- Development up to R160
- RAC-3 development in certain circumstances
- Ground-floor residential uses in the northern part of the precinct

However, infrastructure limitations and the absence of a coordinated infrastructure delivery framework are preventing the precinct from achieving these higher development intensities.

RECOMMENDATIONS

- Investigate rationalising the zoning of some Mixed Use areas consistent with existing built densities and land uses based on the field assessment.
- Retain Mixed Use zones where acting as buffer areas, transitional areas, or true integrated commercial/residential areas where no alternate zoning is sufficient.
- Review the R60 density bonus requirement for ground floor commercial tenancies in non-prominent locations and consider alternative design-based requirements that support active streetscapes and neighbourhood safety while enabling increased residential density.