



TOWN *of*  
EAST FREMANTLE

## Draft Local Planning Strategy 2021 (Draft LPS 2021) - Summary Brochure

Based on a report to the Statutory Planning Committee 31 August 2021,  
a sub-committee of the Western Australian Planning Commission

### Overview

- The Town of East Fremantle (Town) submitted its draft Local Planning Strategy (Strategy) to the Western Australian Planning Commission (WAPC) in accordance with the Regulation 12 of the *Planning and Development (Local Planning Schemes) Regulations 2015* (LPS Regulations) and was granted certification to advertise for public comment. Advertising took place for 6 weeks until 8 November 2021.
- Since the draft Strategy was first submitted to the WAPC in November 2019, the Town has undertaken various revisions, in consultation with the Department of Planning, Lands and Heritage (Department). These revisions were necessary in response to Regulation 11 of the LPS Regulations.
- The revised Strategy focuses on ten planning areas including commercial, mixed use and residential areas, predominately along Canning Highway and the Leeuwin Barracks site. The Strategy generally proposes land use intensification within these areas subject to further consideration around heritage, traffic, regional road requirements and noise mitigation.

The revised Strategy accords with Regulation 11 and the draft Local Planning Strategy Guidelines (Guidelines) and sets out the long-term planning directions for the local government, responds to state and regional planning policy and provides the rationale for the classification of land under the local planning scheme.

The purpose of the Strategy is to set out the long term strategic direction for planning in the Town and will inform the preparation of a new local planning scheme.

The Strategy represents a staged response to achieving the dwelling targets and principles of urban consolidation as outlined in the Sub-regional Frameworks. The Strategy is intended to operate over the next 10 to 15 years and will be subject to five yearly reviews in accordance with the Report of Review (RoR) process as outlined under Regulation 66 of the LPS Regulations.

**The Strategy comprises of two parts as follows:**

- Part 1 - sets out the Town's vision along with relevant planning themes and associated directions and actions; and
- Part 2 - provides the relevant background, including analysis of information and the rationale for the Strategy.

**Key recommendations of the Strategy include:**

- Little to no change to low density and single residential land use areas;
- Investigating specific areas and sites for increased density;
- The redevelopment of the Leeuwin Barracks site subject to investigation;
- The continuation of the Town Centre as the main focus of commercial activity;
- Emphasising the importance of the George Street Mixed Use area as a Local Centre with special character as well as recognising the future role of the Petra Street District Centre;
- Seeking opportunities to sustainably consolidate recreational and community facilities; and
- Ensuring that land uses, activities and facilities are well connected throughout the Town with appropriate linkages to those that extend beyond Town boundaries.

A spatial representation of Draft LPS 2021 is outlined in the [Strategy Map](#).

## Background

The Town is located within the central sub-region of the Perth Metropolitan Region, approximately 12km south-west of the Perth CBD. The Town is the second smallest local government in Perth and encompasses an area of approximately 3.2km<sup>2</sup> and comprises of one suburb, being East Fremantle. The Town is bound by the Swan River to the north, Petra Street to the east, Marmion Street to the south and East Street to the west. As of 2016, the Town's residential population was 7,376 persons.

The Town is predominately characterised as residential in nature with small pockets of local open space and commercial activity. The Town is largely zoned Urban with the areas interfacing the Swan River reserved for Parks and Recreation under the Metropolitan Region Scheme (MRS). Canning Highway, a Primary and Other Regional Roads under the MRS, divides the northern and southern portions of the Town while Stirling Highway, a Primary Regional Road, traverses the western portion of the Town.

To date, land use and development within the Town has been guided and determined in accordance with the Town's current Local Planning Strategy (endorsed 2003), Local Planning Scheme No. 3 (gazetted 3 December 2004) and a suite of local planning policies. So far, 16 amendments have occurred to the scheme, most of which are administrative changes or minor coding and reclassification of land proposals. Two recent and significant amendments; Amendments 14 and 15, have resulted in the introduction of site specific development controls for two sites (Royal George and Roofing 2000 sites) west of Stirling Highway to facilitate seven and twenty-storey mixed-use development outcomes, respectfully.

## Progress of the Local Planning Strategy

In November 2019, the Town forwarded its draft Strategy to the WAPC for consideration prior to advertising. Since this time, the Department has been assessing the draft Strategy and liaising with the Town to obtain further supporting information including:

- indicative dwelling numbers in areas of urban consolidation in response to dwelling targets;
- additional information outlining indicative land use, density and streetscape character outcomes within proposed planning areas;
- reformatting planning directions and actions tables consistent with the approach proposed for the Guidelines;
- strengthening the relationship between land use planning aspirations and state and regional planning policy; and
- updating and consolidating the draft local planning strategy maps suitable for assessment and advertising purposes.

Following the submission of a revised Strategy by the Town in June 2021, the Department recommended additional minor modifications which were undertaken and a final version of the Draft Strategy was submitted for consideration.

The Draft Strategy was assessed to be generally consistent with the LPS Regulations and Guidelines and appropriately sets out the long-term planning direction for the Town, applies relevant State and regional planning policy and provides the rationale for zoning or classification of land use under the local planning scheme. In late August 2021 the WAPC granted approval to advertise the Draft Strategy for public comment. Advertising took place over 6 weeks and closed on 8 November 2021. Council will consider submissions (late 2021 or early 2022) and make modifications if required before adoption. The WAPC must also endorse the Draft Strategy as a final step.

The Strategy's response is discussed under the following headings:

### Housing

The *Central Sub-regional Planning Framework* (Frameworks) outlines an additional dwelling target of 890 dwellings for the Town to 2050 and in response, the Strategy identifies opportunities for residential intensification through ten Planning Areas (A - J) which are largely located within the Canning Highway Urban Corridor and Leeuwin Barracks site. Some smaller areas are also identified along the periphery of the Town (**Strategy Map**). The dwelling typology contemplated within the planning areas is largely focused on apartments and grouped dwellings with single houses proposed to remain through the preservation of the existing urban fabric. This is considered appropriate in response to the demographic information and growth trends discussed in Part 2, and the urban consolidation principles.

Two scenarios are also contemplated in accommodating additional dwellings. The first scenario proposes a yield of approximately 820 dwellings to 2036 while scenario two is contingent on the redevelopment of the Leeuwin Barracks site and proposes approximately 1,925 dwellings to 2036.

**Housing (Continued)**

Two scenarios are proposed on the basis that currently, the future use of the Leeuwin Barracks site is not contemplated by any higher order strategic planning document and remains reserved for Public Purposes under the MRS. The WAPC is yet to receive a request to amend the MRS and the site is subject to disposal by the Department of Defence before it can be considered for reclassification.

Key actions proposed in Part 1 support the investigation of planning areas for increased density subject to further considerations such as built form controls, heritage, character and vehicular access. For the majority of the planning areas, initial investigations are proposed in the short term (1-5 years) with development expected to occur over the life of the Strategy. Broader actions support additional residential aged care land uses and continuation of existing non-conforming density arrangements through the local planning scheme.

Part 2 provides a spatial representation of residential zoned land within the Town and outlines relevant demographic information, population forecasts, current dwelling composition and existing and proposed dwelling capacity arrangements based on assumptions. The state and local policy framework relevant to housing is comprehensive, suitably discussed under section 2.2, 2.4 and 3.4 of Part 2 and referenced in the Part 1 actions where required.

**Cultural Heritage**

The Town places significant value on local character, heritage and streetscape and has historically sought to maintain the established pattern of development through its local planning framework. Local heritage listed properties are of importance to the Town with 1,000 properties recognised under the Local Heritage Survey (LHS) and approximately 670 of these also recognised under Local Planning Scheme No. 3. The Heritage Council also recognises 15 state registered places within the Town.

Part 1 outlines a series of actions in support of promoting and maintaining character and heritage, including preserving the existing urban fabric of residential areas and focusing intensification within planning areas, consistent with the principles of urban consolidation. Part 1 also proposes the review of the existing local planning policy framework and developing urban design guidelines to ensure new development on and/or adjacent to a heritage listed properties is respectful and complimentary to the existing built form. This is particularly relevant for heritage within planning areas. Actions intended to apply more broadly to the Town include establishing a design review panel and investigating mechanisms to incentivise and prevent tree canopy loss. The Town also intends to review its LHS with a view to include additional properties.

Actions in Part 1 are appropriately supported by the background information in Part 2 which discusses the implications of State Planning Policy 3.5 - Historic Heritage Conservation (SPP 3.5), the Frameworks and relevant local planning policies. Part 2 also outlines local context arrangements including a spatial representation of heritage properties and heritage listing information.

### Public Open Space and Community Facilities

The Town comprises of approximately 22 hectares of open space, including 16 hectares of regional open space and six hectares of local open space. The Strategy recognises this equates to approximately 7% of the Town's gross municipal area with approximately 94.9% of the Town's residents located within 400 metres of open space and the remaining 5.1% of residents accessing open space within 400 metres from an adjoining local government area.

While the Strategy does not contemplate any significant changes to the current distribution and amount of public open space, Part 1 recommends investigating opportunities for additional open space as a part of precinct planning and through unused vacant public land. Public open space is also proposed to be provided through the redevelopment of Leeuwin Barracks site with the Town advocating for in excess of the minimum 10% as required by Development Control Policy 2.3 - Public Open Space in Residential areas. Other actions also recommend the preparation or implementation of various Master Plans which seek to improve the design, function and amenities within existing areas of open space and for community facilities.

Part 2 suitably responds to the recommendations of Part 1 through discussion of relevant planning policies, including the Frameworks, Liveable Neighbourhoods, State Planning Policy 3.0 - Urban Growth and Settlement and Development Control Policy 5.3 - Use of Land Reserved for Parks and Recreation and Regional Open Space. It is acknowledged that any public open space required through the redevelopment of the Leeuwin Barracks Site will be considered further in future stages of planning.

### Activity Centres

Given its size, the Strategy recognises that the Town does not provide a particularly strong economic or employment base. The Town does, however, comprise of four centres being the East Fremantle Neighbourhood Town Centre, Canning Highway Mixed Use area, George Street Mixed Use area and a portion of the Petra Street District Centre which is shared with the City of Melville. The Strategy also notes that should the Leeuwin Barracks site be developed, there is likely to be an increased demand for additional commercial facilities in this location.

Actions in Part 1 recommend the preparation of a Local Commercial Needs Assessment for the Town's activity centres to inform future commercial floorspace allocations and land use permissibility for the scheme. The Strategy also recommends the preparation of various precinct structure plans for land within Urban Corridors and the Petra Street District Centre as well as the preparation of a local planning policy in support of home businesses and short stay accommodation land uses.

Part 2 of the Strategy outlines the contextual arrangements for the Town's economy and employment including statistical information, spatial identification of commercial hubs as well as a discussion of each centre function relative to draft State Planning Policy 4.2 -Activity Centres. The Town's Local Planning Policy 3.1.3 - Town Centre Redevelopment Guidelines and State Planning Policy 7.2 - Precinct Design are identified as relevant planning instruments, particularly where mixed use developments will be considered in future stages of planning.

### Natural Areas

Given the highly urbanised nature of the Town, natural areas are predominately limited to areas of remnant vegetation along the Swan River foreshore being Merv Cowan Park, Niergarup Reserve and Jerrat Drive Reserve. These areas are reserved for Parks and Recreation under the MRS with vesting arrangements made to the Town. At the local level, the Locke Crescent Nature Reserve is a reserve recognised with remnant vegetation located towards the western end of the Town.

Actions in Part 1 recommend the review of existing, or the preparation of new management plans for the above sites to ensure the ongoing protection of environmental values. This is supported by the recommendations of the East Fremantle Foreshore Master Plan. Recommendations are also made for the preparation of an urban forest strategy to protect tree canopy and for floodplain and acid sulfate soil matters to be considered at the redevelopment stage of the Leeuwin Barracks site.

Part 2 appropriately identifies and discusses the relevant state planning framework including various broad-sector and specific environmental state planning policies and local planning framework considerations. Part 2 also outlines the environmental context for the Town including a discussion of flora and fauna assets, stormwater and drainage management as well as acknowledging that the Town is not subject of any Bush Forever sites or bush fire risk.

### Transport

The Town comprises a well-established grid pattern road network, dedicated cycling and pedestrian paths and five public bus routes. Stirling and Canning Highways provide regional road access and serve as a well-established freight route to the Fremantle Port whilst four neighbourhood connector roads provide access to the low order sub-arterial network. Reliance on the private motor vehicle is high and while the road system functions well, increases in traffic and congestion are expected and road upgrades may be required.

Part 1 acknowledges that the Town is currently in the process of preparing an Integrated Traffic Management and Movement Strategy which seeks to address parking, traffic and active transport considerations. Following preliminary findings, various recommendations are made to improve management of parking, pedestrian and cycling facilities and these have been conveyed as Actions in Part 1 accordingly. Given the Stirling and Canning Highway road reservations, collaboration with Main Roads Western Australia is recommended, where appropriate. Detailed information on each of these matters, along with spatial plans and travel statistics are contained in Part 2.

It is noted that many of the proposed planning areas abut or are within the Canning Highway Primary Regional Roads reservation (**Strategy Map**). While proposing intensification within and around Urban Corridors is consistent with the principles of Urban Consolidation, the Strategy recognises that further investigation around noise mitigation and rationalising access arrangements is required in response to State Planning Policy 5.4 - Road and Rail Noise and Development \_Control Policy 5.1 - Regional Roads (Vehicular Access). These are also identified as matters requiring consideration through the local planning scheme.

**Transport (continued)**

The western portion of the Town is located within Buffer Areas 2 and 3 of the Fremantle Ports Buffer Area and as a result, is subject to noise, light and odour emissions. These areas predominately comprise of sensitive land uses such as residential with some commercial and mixed-use areas.

The Strategy recognises that the Fremantle Ports Buffer Guidelines contain relevant information when considering land use planning proposals, including built form requirements to manage potential impacts from the port operations. Referral arrangements to Fremantle Ports are also specified as well as notification arrangements for certificate of titles. These arrangements are proposed to continue and actions within Part 1 for the Planning Area Strategic Actions also recognise the need to consider land use and density arrangements within the buffer area. This is suitably responsive to Part 2 which discusses the relevant planning framework including State Planning Policy 4.1 - Industrial Buffers.

**Servicing**

The Town is currently adequately serviced by reticulated water, wastewater, reticulated gas and electricity. While the Sub-regional Frameworks do not contemplate any significant service or infrastructure upgrades between now and 2050, the Strategy recognises likely future network upgrades for Western Power infrastructure within the next 15-25 years.

Actions within Part 1 recognise the need for the Town to consult with servicing agencies to anticipate demand analysis as a part of the detailed planning for each of the planning areas. This is particularly important for the Leeuwin Barracks site which contemplates significant dwelling uptake. Part 1 also recommends that future stages of planning consider adequate buffer arrangements and land use interface for sewer pumping stations and Western Power infrastructure.

The recommendations of Part 1 are consistent with the Frameworks, State Planning Policy 3 - Urban Growth and Settlement, Liveable Neighbourhoods and Operational Policy 1.1 - Subdivision of Land General Principles which outline the need for land to be suitably serviced for its intended purpose. Part 2 also discusses and spatially recognises the Town's existing servicing arrangements including overhead transmission lines, water tank and water and sewer pump stations.

**Implementation and Review**

Part 1 of the Strategy recognises the need for the Strategy to be reviewed every five years, concurrently with the local planning scheme. It also identifies circumstances where the Strategy may require amending such as changes to the state planning framework, the Town's Strategic Community Plan or to update planning directions and actions in response to any completed studies.

In response to the RoR outcome in 2019, the Town intends to prepare a new local planning scheme, the content of which will be informed by the Strategy recommendations.

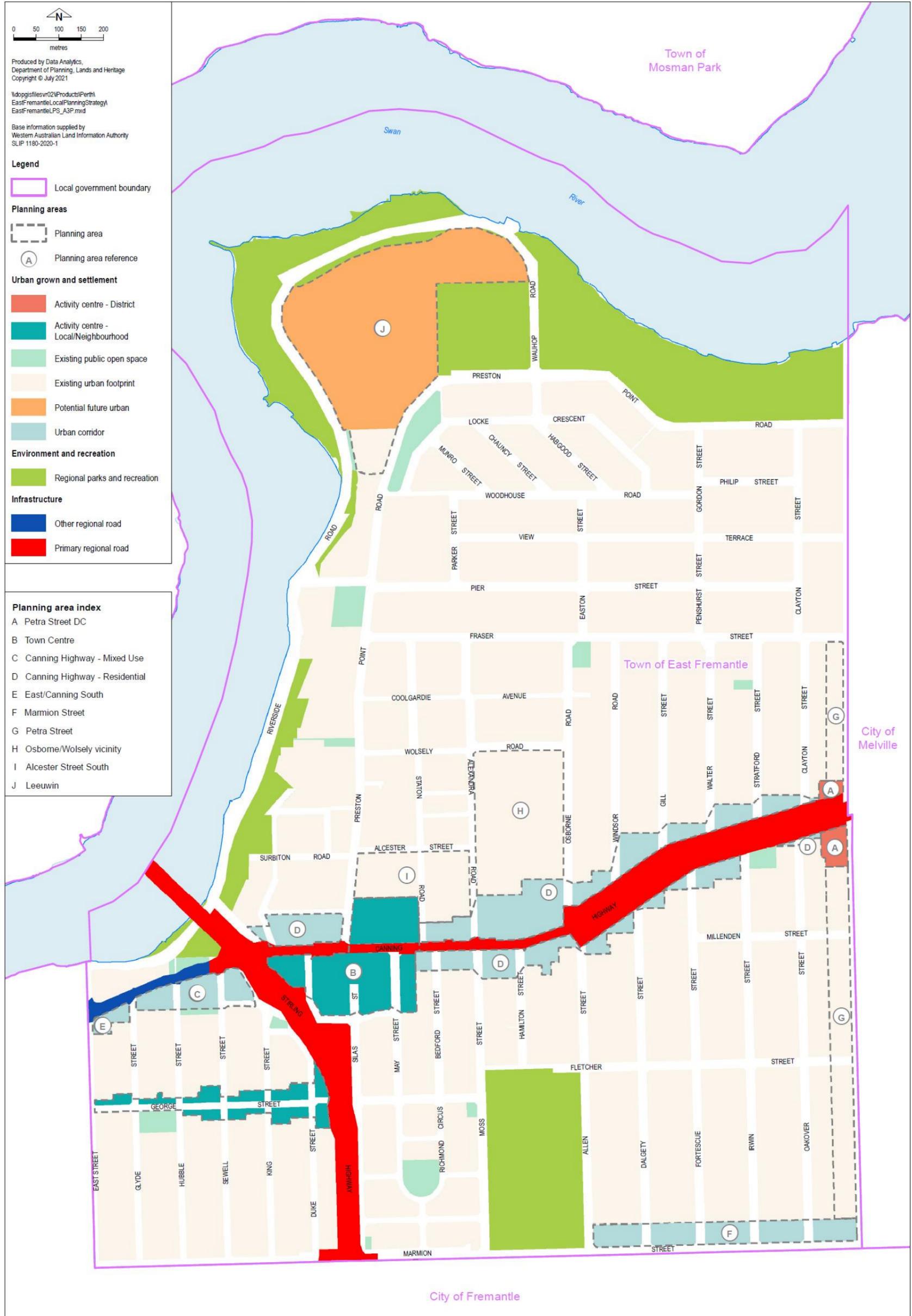
**Implementation and Review** (continued)

As proposed by the Strategy, the following matters are proposed to be considered for further consideration at this time:

- Incorporation of the model provisions as outlined in the LPS Regulations;
- Zoning and density arrangements within planning areas, subject to investigation;
- Zoning arrangements and development provisions for the Leeuwin Barracks site;
- Normalising existing density code arrangements for non-conforming residential land uses;
- Introduction of land use terms consistent with the WAPCs Aged Persons Position Statement;
- Noise mitigation arrangements for land within the trigger distance of Canning Highway;
- Inclusion of built form provisions for land within the Fremantle Ports Buffer Area;
- Reviewing land use permissibility within the commercial zone in support of centre viability;
- Reviewing short stay accommodation land use definitions and land use permissibility;
- Provisions to manage/mitigate coastal hazard risks in response to floodplain considerations;
- Review car parking ratios and cash-in-lieu of parking arrangements; and
- Inclusion of Design Review Panel provisions.

The effectiveness and relevancy of the Strategy and its recommendations will be considered further by the Town and WAPC at the next RoR stage.

Town of East Fremantle Local Planning Strategy



Strategy map