

# 11.0 Implementation

## 11.1 Statutory Framework

### 11.1.1 Metropolitan Region Scheme

The majority of the project area is now zoned urban after the recent MRS Amendment. The Power Station is still zoned Urban Referred.

In order to transfer the Power Station site from Urban Deferred to Urban, the WA Planning Commission have set the requirement for a detailed Master Plan to be prepared to ensure that the regional objectives for the Power Station as stated in the District Structure Plan are met. The Master Plan is required to demonstrate the following:

1. Heritage assessment and demonstration of adaptive reuse of the South Fremantle Power Station to a detailed standard - particularly in relation to State Planning Policy 3.5 - Historic Heritage Conservation (Section 6), Planning Bulletin 88 - Historic Heritage Conservation and the Cockburn Coast District Structure Plan (Section 2.5)
2. Consideration of the appropriate use of the foreshore area abutting the Master Plan area
3. Consideration of how the Master Plan site would respond to the possible relocation of the swithyard site (Lot 1 Robb Road)
4. Land ownership details
5. Environmental assessment
6. Coastal processes assessment
7. Infrastructure and servicing, including coastal infrastructure
8. Land use and density
9. Economic impact and commercial assessment
10. Built form and landscape design
11. Detailed transport and parking analysis
12. Implementation options, including collaboration, staging, planning, obligations and incentives

The preparation of a Master Plan for the Power Station site is the key action to ensure the project area is wholly transferred to Urban, to progress the redevelopment of the project area to urban.

### 11.1.2 City of Cockburn Town Planning Scheme No. 3

It is proposed to amend the City's Town Planning Scheme, by rezoning the majority of the project area to Development Zone, with associated development control areas and development contribution areas. This action will align the City's Scheme with the Urban zoning under the MRS.

### 11.1.3 Local Structure Plans

The City's Development Zone requires the preparation of local structure plans, prior to subdivision or development. The local structure plans are generally to be in accordance with the 2009 WAPC endorsed District Structure Plan and this DSP Part 2.

It is recommended that three logical, distinct and separate local structure plan areas exist within the project area, as follows:

1. Robb Jetty and Darkan Precincts
2. Emplacement and Hilltop Precincts
3. Power Station Precinct

Depending on shared infrastructure requirements, each local structure plan may require a separate Development Area under the Scheme, or could potentially share a Development Area, if the specific scheme provisions are to be the same.

It is anticipated as a minimum, that the Power Station precinct will require its own Development Area provisions, given the long term and complex issues related to the precinct.

### 11.1.4 Detailed Area Plans

In addition to the preparation of local structure plans, the City's Scheme provisions also provide for the preparation of detailed area plans for specific development sites. Detailed Area Plans may be required for small lot development, where the standard applicable residential design code requirements need to be varied, in order to achieve a good design outcome. Detailed Area Plans may also be used to ensure a good urban design outcome is achieved for development sites adjacent to open space or key public realm areas.

### 11.1.5 Design Guidelines

While the general Scheme provisions do not specifically provide for the preparation of Design Guidelines, the requirement for design guidelines may be a specific requirement to the Cockburn Coast project and articulated through the Development Area provisions of the Scheme.

It is anticipated that the City will require the preparation of Design Guidelines to ensure a high quality public realm and built form outcome and to ensure the design objectives of DSP Part 2 and the 2009 DSP are delivered.

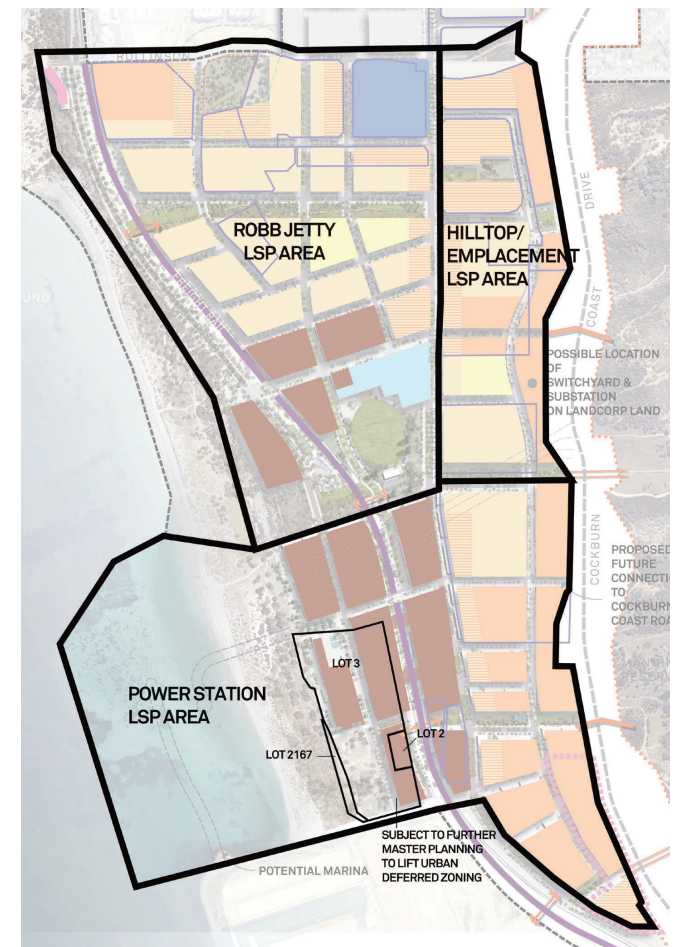


Figure 80\_Local structure plan areas

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## 11.2 Development Contribution Plan

The City's Scheme requires the preparation of a Development Contribution Plan, where the land in question is within a Development Contribution Area. As the Cockburn Coast will require a coordinated and equitable approach to the delivery of key infrastructure works, this requirement is applicable.

The City's Scheme requires that Development Contribution Plans specify:

- The Development Contribution Area to which the Development Contribution Plan applies
- The infrastructure to be funded through the Development Contribution Plan
- The method of determining the Cost Contribution of each Owner towards the infrastructure to be funded through the Development Contribution Plan

State Planning Policy 3.6 (SPP 3.6) and Planning Bulletin 100 outline the content requirements for Development Contribution Plans and outlines specific items of infrastructure and works that developer contributions may be collected for. In accordance with this policy, developer contributions can be sought for:

- A new item of infrastructure
- Land for infrastructure
- An upgrade in the standard of provision of an existing item of infrastructure
- An extension to existing infrastructure
- The total replacement of infrastructure once it has reached the end of its economic life
- Other costs reasonably associated with the preparation, implementation and administration of a development contribution plan

In the case of the Cockburn Coast project, developer contributions are likely to be required for the following specific items:

- Public open space above and beyond the standard rate of provision, to ensure equitable distribution of costs associated with the provision of public open space
- The upgrade of Cockburn Road, including
  - Land cost of widening
  - Construction cost of upgrade/widening the road
  - Cost of service relocations as a result of the roadworks
  - Drainage cost for the roadworks
  - Cost of intersection and traffic management works
- Drainage infrastructure, where a district drainage scheme is required
- In the case that a public pedestrian overpass is required over the railway reserve
- Certain community infrastructure, as identified in a Community Needs Assessment and outlined in the Development Contribution Plan
- Associated consultancy costs involved in the preparation of the Development Contribution Plan and associated studies

## 11.3 Improvement Plan 33

Improvement Plan 33 could be expanded to introduce a new Improvement Scheme to facilitate redevelopment of Cockburn Coast. The Improvement Plan mechanism is not seen as the most direct or efficient approach to redevelopment of Cockburn Coast for the following reasons:

- A new Improvement Scheme would need to be prepared, publicly advertised and gazetted, which would mean a lengthy timeframe would elapse prior to the new statutory framework being put in place. It will ultimately be more timely and efficient to amend the City's local scheme to provide an appropriate framework for the preparation of local structure plans and other statutory mechanisms to facilitate redevelopment.
- Unlike other strategic instruments, the WAPC is involved in undertaking the development required under an improvement plan. It can do so on land it already holds or land it acquires under the PD Act (i.e. reserved land it compulsorily acquires under Part 11), or by entering into an agreement with a private owner. Therefore, the WA Planning Commission would need to enter into a process of acquiring land to facilitate redevelopment. Given LandCorp owns approximately 40% of the developable land already, land acquisition by the WAPC is not considered necessary.
- Improvement plans still do not have any statutory effect, as they do not remove the land in question from the overall strategic planning it is subject to under existing region or local planning schemes. As such, development undertaken under an improvement plan is subject to the usual requirements regarding approvals under those schemes. This therefore, limits the statutory weight of Improvement Schemes and accordingly it is considered more efficient and effective to amend the City's Scheme to provide an effective framework as the City's Scheme will still have some effect under a Improvement Scheme anyway.

## 11.4 Governance Framework

A number of governance structures have been identified at the outset of the project, including:

- Cockburn Coast Steering Committee
- Integrated Transport Plan Steering Committee
- Substation Working Group
- Power Station Precinct Steering Committee

This comprehensive decision framework has been integral to establishing a focussed engagement approach with key stakeholders to deliver solutions to complex infrastructure issues facing Cockburn Coast. The key outcomes of the Integrated Transport Plan Steering Committee is contained at Appendix A.

The Power Station Precinct Steering Committee and Substation Working Group are to be engaged in the next phase of the project in conjunction with the preparation of local structure plans.

## 11.5 Economic Development Governance

Sustainable economic development implies the active creation of high-quality employment within Cockburn Coast through targeted strategic industry development, and the creation of a nationally and internationally competitive value proposition. Achievement of true economic development requires a dedicated delivery agency that interacts effectively with the dynamic commercial value chains within Cockburn Coast, leveraging financial and human resources to produce optimal outcomes for the Sub-regional economy.

In order to achieve the vision for Cockburn Coast, a dedicated agency will need to focus on the practical implementation of economic development initiatives and be accountable for achieving the economic targets and vision for Cockburn Coast. The agency must be well resourced, self-sustaining and act with a high degree of autonomy in identifying and executing economic development initiatives with a strategic global focus.

The agency should tap into the expertise of a range of individuals and agencies from all tiers of government as well as non-government sectors of the economy. The key characteristics of the proposed governance model include:

- Cross jurisdictional governance (vertical integration)
- Input from all relevant sectors (horizontal integration)
- Cross-boundary mandate
- Risk management (not avoidance) paradigm
- Access to variety of revenue streams

Blending the key characteristics of a successful governance model will help to build an extensive knowledge base within the sub-region that can be utilised for effective economic development implementation. Practically, this means that the delivery agency should actively engage with the private sector, education institutions and the public sector, and encourage stakeholders to interact as partners within a sub-regional economy, instead of as competitors for local resources.

The delivery agency needs to:

- Be sufficiently connected with the industry networks
- Be in a position to receive constant feedback from key stakeholders within the Sub-region, and related regions
- Provide a balance of big-picture strategic decision-making and resource allocation
- Sit between the tiers of government
- Have access to quality information that is delivered in a timely manner
- Have the ability to act upon information pro-actively
- Understand and effectively manage risk

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True economic development is less focused on measuring job creation on a per-project basis and more focused on building a system that nurtures an economic engine supportive of industries that generate a spectrum of quality jobs with opportunities for advancement. It also means prioritising the alignment of economic development with workforce development and education to ensure that people are being trained to meet industry needs. Effective coordination of these activities by the delivery agency will help to create quality jobs that benefit people, companies and Cockburn Coast in general.

Quality jobs are the seeds from which broader prosperity grows and business competitiveness improves. The delivery agency should approach economic development in a manner that encourages the creation of quality jobs and improves existing jobs. Part of this approach includes focusing efforts on increasing efficiency, productivity, innovation and competitiveness through industry partnerships and other sectors, or agglomeration-based strategies that may include:

- Information collection and dissemination to support agglomeration competitiveness (monitoring industry trends and assessing needs; conducting global benchmarking; providing industry information portals).
- Workforce development to support sector or agglomeration competitiveness (developing new curricula using industry input; creating skill standards; facilitating workplace learning; advancing cooperation among all levels of the education system; building regional skills alliances; creating career pathways).
- The development of incubators, revolving loan funds and venture capital funds; improving supply chains; and other initiatives to strengthen economic competitiveness.
- Business retention and modernisation, which focuses on upgrading companies and strengthening their competitiveness to make existing jobs better.
- Assisting developing agglomeration of activity by building business cases for public investment in enabling infrastructure that enhances industry competitiveness.

## 11.6 Green Infrastructure

### 11.6.1 Implementation Strategy

Implementing the green infrastructure initiatives proposed will likely require additional master planning and stakeholder engagement. In the cases studies of Frieburg and Hammerby Sjöstad, intensive stakeholder engagement was undertaken to first agree on the vision and sustainability principles then to prepare master plans describing the goals, risks, regulatory barriers, costs and governance requirements.

The following steps are considered key in the planning phase of green infrastructure implementation:

- Green Infrastructure Working Group (GIWP)
- Detailed feasibility assessment and cost-benefit analysis of the high risk options
- Integrated Green Infrastructure Master Plan (IGIMP), which includes individual service master plans, such as:
- Integrated Transport Plan (ITP)
- Integrated Water Management Strategy (IWMS)
- Decentralised Energy Master Plan (DEMP)
- Materials Recovery Master Plan (MRMP)

The role of the Green Infrastructure Working Group in such a scenario may be to:

- Seek potential partners
- Conduct due diligence on business cases
- Safeguarding consumer energy and water supply, including prices
- Ensuring that an integrated services approach is taken across all services
- Find synergies between services to ensure multiple sustainability benefits are realised
- Managing the transition for longer term management arrangements.
- The design and implementation phase will require oversight from the Green Infrastructure Working Group. To manage risks in delivery stages, it is proposed that the following initiatives are taken:
- A staged implementation phase by precinct
- Conduct pilots and demonstrations to give stakeholders confidence in the performance before committing to further investment
- A local research centre, which could be funded in collaboration with local council and universities

Green infrastructure measures relating to building performance will be mandated through local structure plan provisions, design guidelines and/or contract of sale.

Precinct or district scale infrastructure, such as third pipe or tri generation infrastructure, is not able to be mandating through the existing planning legislation, and as such, will need to be promoted through a separate strategy.

The experience and learning gained through this process will be a key to replication throughout Cockburn Coast and furthermore provide an 'exemplar' standard for LandCorp and private developments in Western Australia and nationally.

### 11.6.2 Meeting LandCorp's Sustainable Development Policy

LandCorp have expressed a commitment to sustainability as outlined in their policy statement Development at LandCorp (2009), which reads:

We aspire to:

- Improve sustainable outcomes for the community in everything we do
- Reduce business and investment risk through due diligence and risk assessment
- Innovate and efficiently use materials, water and energy resources where possible
- Return greater economic benefit to the community, in accordance with State needs and government policy

The Cockburn Coast Green Infrastructure Study has proposed a green infrastructure solution to meet these policies using innovative and efficient solutions to improve sustainability outcomes, such as:

- **Environmental benefits of significant reductions in GHG emissions, water use and waste to landfill are achieved through:**
  - Demand side efficiency, such as high performance building design standards and reduced car parking supply, and
  - Supply side services, such as LRT, tri-generation, third-pipe recycled non potable water and energy-from-waste systems.
- **Social benefits to the community include:**
  - Improved household affordability through LRT and reduced car parking supply thereby reducing the need to own and travel by car
  - Improved health and well being by have a high walkability urban form with good access to high frequency LRT
- **Economic benefits include:**
  - Higher dwelling yields through reduced car parking supply
  - Creation of a local green infrastructure industry for design, supply, delivery and maintenance of systems
  - Reduced capacity pressure on State owned utilities (Western Power and Water Corporation), which may defer or avoid capital expenditure

The benefits of incorporating green infrastructure have been demonstrated to be more than just improving environmental sustainability. The benefits to the community and the economy are also clear. The commitment and leadership to these principles that LandCorp has demonstrated to date makes them the most suitable organisation to lead the implementation phase of green infrastructure.