

Planning and Development Services Directorate Planning Services



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| Report number / title: | PD-040/23 Proposed Precinct Structure Plan - Rockingham Strategic Centre (Recommendation to the Western Australian Planning Commission) |
| File number: | LUP/2134 |
| Applicant: | City of Rockingham |
| Owner: | Various |
| Author: | Mr Tristan Fernandes, Manager Major Planning Projects |
| Other Contributors: | Mr David Banovic, Senior Projects Officer |
| Date of Committee meeting: | 11 December 2023 |
| Previously before Council: | 28 June 2022 (PD-023/22) |
| Disclosure of Interest: | |
| Nature of Council's role: | Legislative |
| Attachments: | <ol style="list-style-type: none"> 1. Rockingham Strategic Centre Precinct Structure Plan (Part One: Implementation) 2. Rockingham Strategic Centre Precinct Structure Plan (Part Two: Explanatory Section and Appendices) 3. Consultation Outcomes Summary 4. Schedule of Submissions 5. Schedule of Modifications 6. Fact Sheets |
| Maps/Diagrams: | <ol style="list-style-type: none"> 1. Location Map 2. Framework Plan and Sectors 3. Concept Plan (2009) 4. Project Timeline 5. Relationship to Strategic and Local Planning Framework. 6. Proposed Boundary Change 7. Proposed Sub-Precinct Plan 8. Proposed Precinct Local Development Plans 9. City Centre Payment in Lieu of Parking Areas 10. Waterfront Village Payment in Lieu of Parking Areas 11. Building Height Summary 12. Existing and Proposed RCCTS Alignment 13. Public Realm Plan 14. Movement and Place Frontage Types 15. Consultation Plan 16. Proposed Change to Sub-Precinct 8 – Dixon Road |

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| | 17. Movement Network Changes |
| | 18. Precinct Local Development Plan areas to be Integrated into the Structure Plan |
| | 19. Planned Mid-Block Pedestrian Through Connections |
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| | 21. Location of Primary School Sites in Proximity to the Rockingham Strategic Centre |
| | 22. Strategic Centre Density Plan and Locations for Reduced Building Height Requirements |
| Site: | Rockingham Strategic Centre |
| Lot Area: | Existing: approximately 600ha Proposed: approximately 521ha |
| LA Zoning: | Existing: Development; Light Industry; Primary Centre City Centre; Primary Centre Waterfront Village; Primary Centre Urban Village; Primary Centre City Living; Primary Centre Campus; Primary Centre Urban Living; and Residential. Proposed: Strategic Centre (Scheme Amendment No.191). |
| MRS Zoning: | Central City Area, Industrial, Urban |

Purpose of Report

To consider a recommendation to the Western Australian Planning Commission (WAPC) for the draft Rockingham Strategic Centre Precinct Structure Plan (referred to as the 'Structure Plan' hereafter), following the completion of public advertising.

This Report is to be read in conjunction with Agenda Item 'PD-041/23 *Amendment No.191 to Town Planning Scheme No.2 - Final Approval (Implementation of Rockingham Strategic Centre Planning Framework)*.



1. Location Map

Background

The Role of the Rockingham Strategic Centre

The growth and development of the Strategic Centre has been guided by State government endorsed planning frameworks since the early 1970's.

At approximately 600 hectares, the Rockingham Strategic Centre is the largest 'Activity Centre' by area in Western Australia. Since the endorsement of the 2009 Centre Plan, the City has undergone major changes and experienced a higher than average annual population growth rate with a current estimated resident population of 147,140 (as of 2023), and is forecast to grow to 239,147 by 2046.

Rockingham is one of ten designated 'Strategic Centres' within the Perth and Peel regions under State Planning Policy 4.2 - *Activity Centres* ('SPP 4.2'). They are intended to be multi-purpose centres that provide a diversity of uses and are the main focus for housing and employment growth outside the Perth Capital City.

Strategic Centres should provide the full range of economic and community services necessary for the communities in their catchments and wider region. They are also expected to service substantial populations, providing health, community and social services, be well-served by public transport and provide opportunities for businesses to congregate.

Rockingham Strategic Metropolitan Centre - Centre Plan (2009)

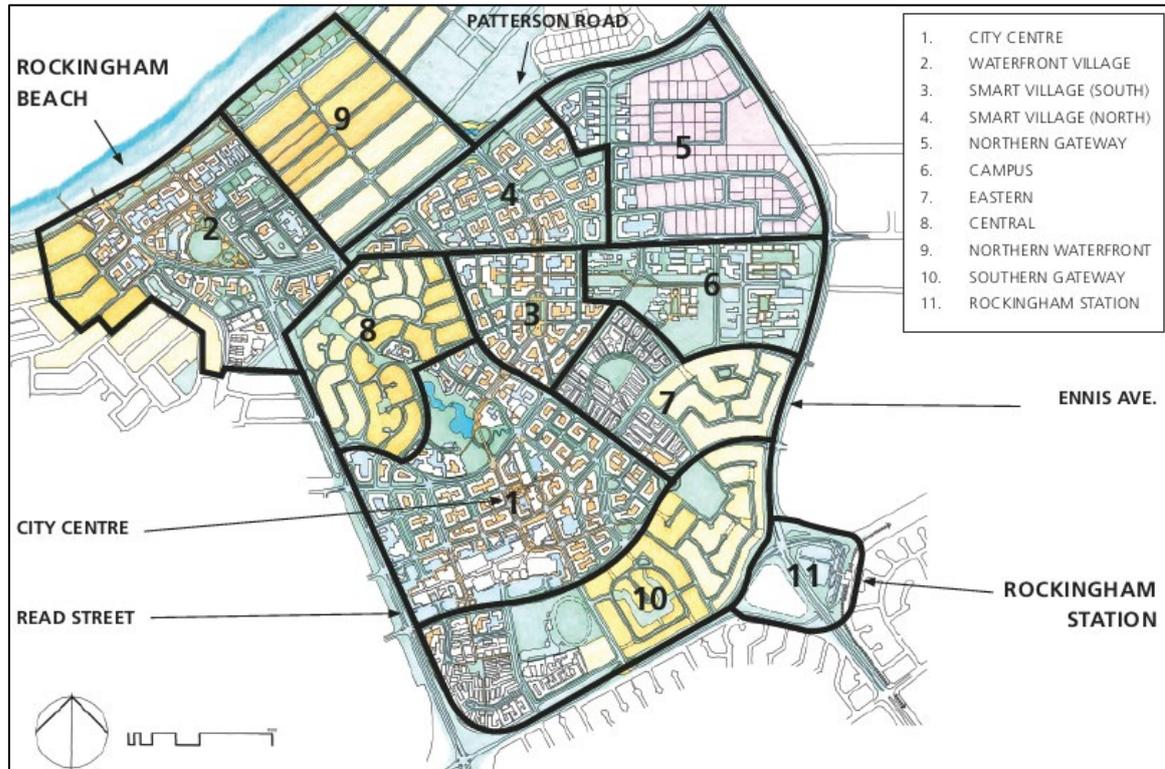
The City's current Centre Plan was developed in conjunction with the then Department for Planning and Infrastructure (now Department of Planning, Lands and Heritage) and the former Rockingham/Kwinana Development Office to service a population of approximately 275,000 people in the Rockingham and Kwinana catchment.

In September 2009, the Council endorsed the Centre Plan, Strategic Planning Reports (Volumes 1 and 2) as the '*Centre Plan for the Rockingham Strategic Metropolitan Centre*' (at the time referred to as the 'Rockingham Primary Centre' and now 'Rockingham Strategic Centre').

The Centre Plan sets out a broad planning framework and provides general direction for the preparation of Development Policy Plans (DDP's), or Local Planning Policies, which guide development requirements and detailed planning considerations for each of the 11 Sectors.

In November 2009, the WAPC endorsed the Centre Plan Reports as the basis for strategic planning decision making for the Rockingham Strategic Centre.

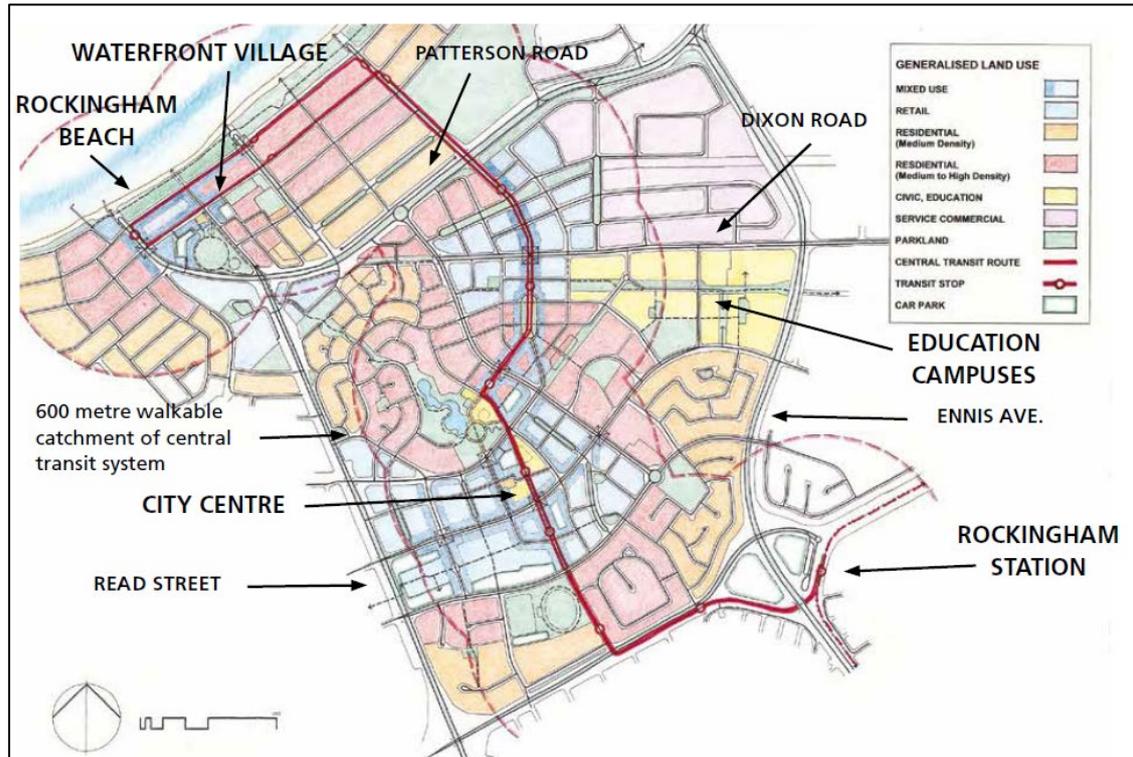
The Centre Plan is divided into 11 Sectors, each containing a unique context and objectives for development outcomes including the 'City Centre', 'Waterfront Village', the joint education campuses, service commercial, residential and recreation areas (see Figure 2).



2. Framework Plan and Sectors (2009)

A central component of the Centre Plan, is the Rockingham City Centre Transit System (RCCTS), which is planned to be a high frequency 'mid-tier' public transport route linking the Rockingham Train Station, through the City Centre via the education precinct to the Waterfront Village, as illustrated in Figure 3.

The Centre Plan provides a focus for medium to high density development and redevelopment along the defined route of the transit system to provide an attractive, inner-city lifestyle opportunity within walking distance of a high priority public transport system.



3. Concept Plan (2009)

The Centre Plan established a vision for Rockingham to become “a modern, distinctly coastal centre offering a wide range of mixed uses including retail, commercial, office, civic, residential, education and recreation within an accessible and highly inter-connected, urban-scaled townscape, comprising a major activity centre and related urban villages based on ‘Main Street’ principles”. The Centre Plan sets out the future character for the Rockingham Strategic Centre be defined by: -

- Medium to high density development based on activated, “Main Street” principles;
- A configuration of generally contiguous street front buildings and a mix of uses that generate high levels of pedestrian activity and a sense of vitality;
- A street-based transit system, with closely spaced stops;
- A permeable network of streets, laneways, arcades and public spaces that provide high quality linkages, particularly for pedestrians, to Centre activities;
- An identifiable City Centre hub to provide major CBD functions; and
- Connected village precincts between the City Centre and Rockingham Beach along the route of the transit system.

To implement the strategic intent and vision set out by the Centre Plan, Council initiated a series of Amendments to its Town Planning Scheme No.2 (TPS2) and adopted a suite of Development Policy Plans (DPP’s) for each Sector, to guide development and capital works.

Since the adoption of the Centre Plan, six (6) ‘Primary Centre’ zones have been introduced into TPS2 and seven (7) DPP’s have been prepared and adopted by the Council. The timeline of approvals for the implementation of the local planning framework is set out as follows:

September 2009 Council Adoption of Centre Plan Volumes 1 and 2.

November 2009 WAPC Endorsement of Centre Plan Volumes 1 and 2.

The WAPC directed the City to prepare all necessary changes to its Policy framework, TPS2 and the Metropolitan Region Scheme (MRS).

August 2010 Council Adopted the ‘City Centre’ (Sector 1) DPP.

- February 2011** Amendment No.91 to TPS2 was approved, establishing 'Primary Centre – City Centre' zone.
The Amendment set up the Scheme to define the entire Strategic Centre as the 'Primary Centre', not as a single zone, but comprising up to eight (8) individual 'Primary Centre' zones based on the Sectors in the Centre Plan.
- April 2012** Council Adopted 'Waterfront Village' (Sector 2) and 'Smart Village - South' (Sector 3) DPP's.
- September 2012** Amendment No.113 to TPS2 was approved, establishing the 'Primary Centre - Waterfront Village' and 'Primary Centre Urban Village' zones.
- September 2013** Council Adopted 'Northern Waterfront' (Sector 9) DPP.
- July 2014** Amendment No.129 to TPS2 was approved, establishing the 'Primary Centre – City Living' zone.
- November 2014** Council Adopted 'Campus' (Sector 6) DPP.
- March 2015** Council Adopted 'Eastern' (Sector 7) DPP.
- September 2015** Amendment No.140 to TPS2 was approved, establishing the 'Primary Centre Campus' zone.
- February 2016** MRS Amendment 1278/57 was Approved by the WAPC, expanding the 'Central City Area' zone to incorporate the Eastern, Northern Waterfront, Smart Village North, Southern Residential and Waterfront Village Sectors.
Amendment No.141 to TPS2 was introduced, establishing the 'Primary Centre Campus' zone.
- September 2016** Council Adopted the 'Southern Gateway' and 'Rockingham Station' (Sectors 10 and 11) DPP's.

Note: The Council is the approval authority for Development Policy Plans. The process to prepare a DPP is the same as a 'local planning policy' under the *Planning and Development (Local Planning Schemes) Regulations 2015*.

Three Sectors (Leeuwin, Northern Smart Village and Northern Gateway) had work either planned or not finalised by the time the review of the Centre Plan was due to commence. In this regard, the new Structure Plan will address these areas, or in the case of the Northern Gateway Sector, will be addressed outside the planning processes for the Strategic Centre.

The history of the Centre is described in detail within Attachment 2 - *Part Two Explanatory Section*, to this Report.

Note: The Structure Plan will supersede the existing DPP's, which will be rescinded upon the Structure Plan being approval by the WAPC.

Review Process

To ensure that the City has a sustainable and contemporary planning framework that encourages economic investment and employment self-sufficiency, a full review of the endorsed Centre Plan commenced in late 2020.

The review identified that the Centre Plan needed to be updated to address the requirements of Precinct Structure Planning as set out in State Planning Policy 7.2 – *Precinct Design* (SPP 7.2), and to address other State planning considerations introduced since the Centre Plan was adopted.

The City appointed a consultant team, led by Hames Sharley to undertake the project. The key milestones and phases of the project are illustrated in Figure 4 below:



4. Project Timeline

Preliminary Stakeholder Engagement

Within Phase 3 of the project (between June and August 2021) the City's consultant team conducted an extensive engagement programme with the community and businesses. The purpose being to publicly launch the project and gain an initial understanding of the challenges associated with implementing the current planning framework, future development intentions, community values and sentiments from the local community, key stakeholders, Government agencies, Elected Members and City staff.

A number of workshops were held throughout mid-2021 to seek input from the local community and enable the stakeholders to engage with the Project Team and provide feedback on the Centre Plan 'Vision'.

Feedback was sought on the character of the area, the built form (size, shape and orientation of a building) and land uses (types of activity on a site or within a building).

Various methods of engagement for the project included:

- Letters to landowners within the Rockingham Strategic Centre;
- City website updates including social and print media platforms;
- Social Pinpoint Online Mapping Tool;
- Online surveys;
- Community and Business Workshops;
- Individual meetings with Government agencies and key stakeholders comprising of Department of Planning, Lands and Heritage (DPLH), DevelopmentWA, Public Transport Authority, Department of Transport, Kwinana Industries Council and Rockingham Kwinana Chamber of Commerce.
- Individual meetings with major landowners including Vicinity Centres (Rockingham Centre);
- Individual meetings with major education establishments including Murdoch University and South Metropolitan TAFE;
- Three Councillor Engagement Sessions held in February 2021, September 2021 and February 2022; and
- City of Rockingham staff workshops.

Key themes identified throughout the early engagement process included:

- Support for the protection and enhancement of native vegetation, 'greenery', and landscaping;
- Support for improved pedestrian and cycle networks;
- Support for more uses such as entertainment, arts and culture, sport and recreation, play spaces and a Marina;

- Support for activating the Foreshore and suggestions to review traffic movement;
- Support for more parking facilities;
- Suggestions for free transport;
- Support for iconic design and updating old buildings;
- Improved flexibility in the planning framework to facilitate development; and
- For the City to collaborate with the businesses and major landowners to facilitate development.

Feedback received as part of the early stakeholder engagement process assisted the Project Team in understanding the views of the community and in preparing the design concepts for the draft Structure Plan.

The Phase One Engagement Outcomes Report was made available to public on the City's website. The preliminary engagement summary is also further detailed within Attachment 2 - *Part Two Explanatory Section*, of this Report.

Council Consent to Advertise Structure Plan and Scheme Amendment No.191

In June 2022 (See PD-023/22), the Council resolved to:

1. *Endorse the draft Rockingham Strategic Centre Precinct Structure Plan for the purposes of advertising, following receipt of formal consent from the Western Australian Planning Commission that the proposed extended advertising period is acceptable;*
2. *Adopt for the purpose of advertising Amendment No.191 to Town Planning Scheme No.2 pursuant of Section 75 of the Planning and Development Act 2005; and*
3. *Consider the proposed Scheme Amendment to be a 'Complex' Amendment in accordance with Division 2, Regulation 37(1) of the Planning and Development (Local Planning Schemes) Regulations 2015.*

Details

State Planning Policy 7.2 - Precinct Design (SPP 7.2)

Precinct Structure Plans are planning documents that guide future land use, subdivision and development. These type of Structure Plans are required to be prepared under SPP 7.2 for all major activity centres within the Perth Metropolitan area. For Rockingham, this includes the Rockingham Strategic Centre and its designated District Centres, which include Secret Harbour, Warnbro, Baldivis and Karnup (proposed).

These Structure Plans are prepared and approved by the WAPC under the *Planning and Development (Local Planning Scheme) Regulations 2015* ('Planning Regulations'), bringing together all the elements that constitute an activity centre. These include:

- Land use and density;
- Built form / development controls;
- Movement and access;
- Infrastructure (capital works);
- Environmental / public open space; and
- Community facilities.

They provide the strategic planning vision for the future development of the activity centre, addressing community aspirations and broader regional planning considerations. Structure Plans are also a tool used by decision-makers in determining individual applications for Development (Planning) Approval in Centres.

The preparation of a Precinct Structure Plan is guided by the requirements contained within SPP 4.2 and SPP 7.2.

Purpose of the Rockingham Strategic Centre Precinct Structure Plan

The Structure Plan has been prepared to respond to challenges and opportunities for development in the Strategic Centre.

Structure Plans are prepared in accordance with the Planning Regulations and are approved by the WAPC and have an approval timeframe of 10 years.

The Structure Plan and the accompanying Amendment No.191 to TPS2 are designed to operate together as the 'local planning framework' for the Strategic Centre. Amendment No.191 contains statutory provisions and considerations that work in harmony with the Structure Plan.

The City will request the WAPC to consider both Amendment No.191 and the Structure Plan at the same time to ensure the new local planning framework comes into effect simultaneously.

The Structure Plan provides for a contemporary planning instrument which, along with other elements of the State and local planning framework, will guide the consideration of future capital works, subdivision, zoning and development of the Strategic Centre. It will supersede the current 'Centre Plan', its accompanying DPP's and associated statutory instruments.

The Structure Plan adapts the content of the current local planning framework to address the ten design principles set out in State Planning Policy 7.0 – *Design of the Built Environment* (SPP 7.0) and the six precinct design elements that make up a 'Centre', as contained in State Planning Policy 7.2 – *Precinct Design* (SPP 7.2), which include:

- (i) Urban Ecology;
- (ii) Urban Structure;
- (iii) Public Realm;
- (iv) Movement;
- (v) Land Use; and
- (vi) Built Form.

In response to the Design Elements, the Structure Plan is geared towards:

- Providing contemporary planning controls that align with State planning requirements, responds to community expectations and the aspirations of the Strategic Community Plan;
- Guiding built form expectations;
- Simplifying planning requirements into a more user-friendly format;
- Facilitating forecast population growth and land use planning outcomes that can accommodate services required to support a higher population;
- Providing greater flexibility to enable development of new housing and employment growth;
- Supporting economic investment;
- Providing for full range of economic and community services to service the wider region;
- Identifying broad priorities for improvements to the Strategic Centre's movement network and public realm; and
- Assisting in meeting employment self-sufficiency targets.

The accompanying Amendment No.191 to TPS2 provides the statutory provisions that will enable the implementation of the Structure Plan.

Application of the Structure Plan

The Structure Plan comprises of two parts. Part One - Implementation Section (Attachment 1), which sets out the subdivision and development requirements, land use controls and staging requirements for infrastructure.

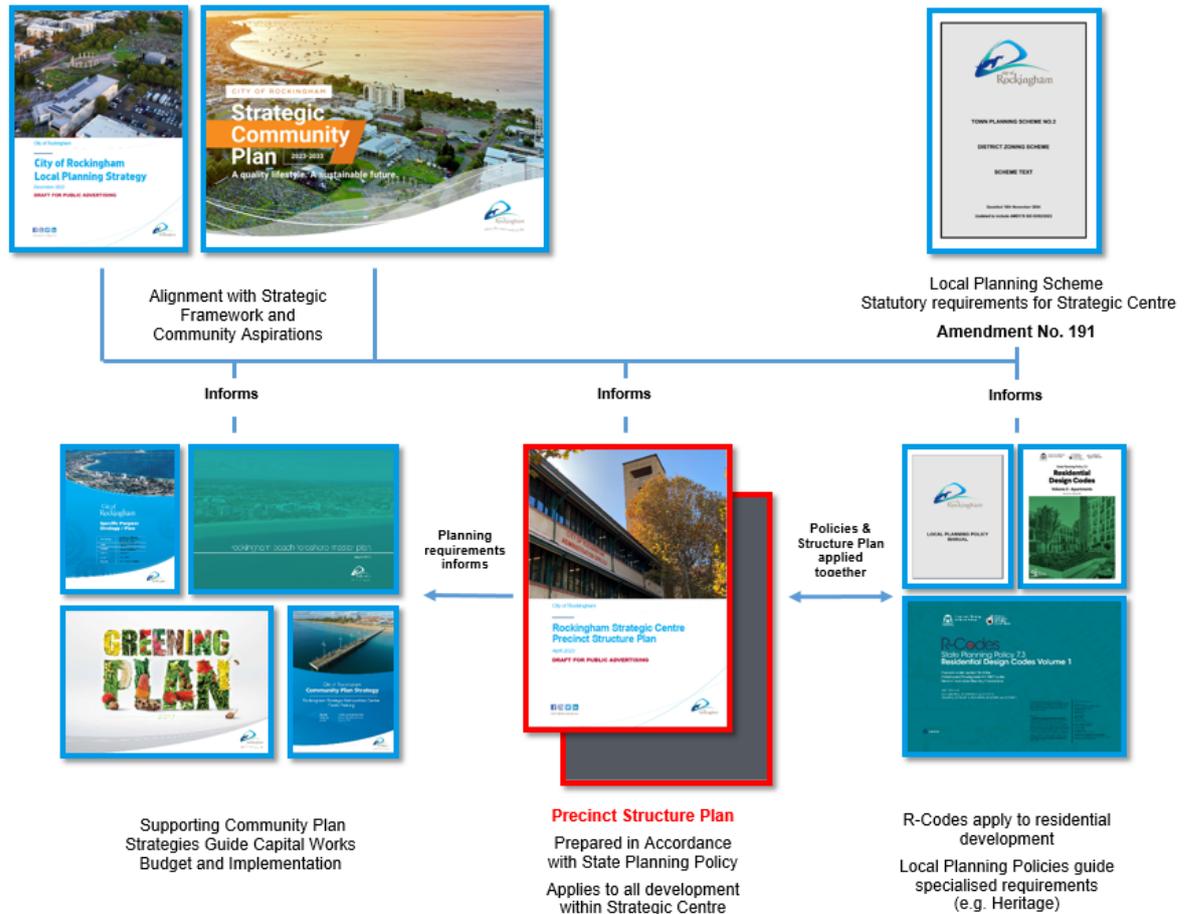
Part Two - Explanatory Section (Attachment 2), provides the background and planning rationale for the Structure Plan. It provides guidance for the design response and specifies how the plan responds to the State Planning Framework. Accompanying the Structure Plan Parts One and Two are Technical Appendices, which provide the technical information that informs the Structure Plan.

Figure 5 broadly shows how the Structure Plan relates to the City's Strategic considerations and local planning framework.

Future capital works identified by the plan will be addressed through the City's relevant Community Plan Strategies and a new Strategic Centre Infrastructure Plan. This is addressed in further detail within the 'Implications to Consider - Financial' section of this Report.

The development requirements contained within the Structure Plan are given 'due regard' by a decision maker. This means decision makers are not legally bound by the Structure Plans, but have an obligation to consider the content of the Structure Plan in determining proposals for subdivision or development. Decision makers should not set aside the Structure Plan or key of its provisions unless this is warranted in a particular situation and is appropriately justified in the decision.

The City have prepared statutory provisions within Amendment No.191 (see PD-041/23) to ensure matters of critical importance in the Strategic Centre cannot be set aside by a decision maker.



5. Relationship to Strategic and Local Planning Framework.

What are the key changes from the existing Centre Plan?

The key changes, as contained in the draft Structure Plan are set out below:

1. Precinct Context - Boundary (and area) Change

The existing 'Primary Centre' boundary is generally defined by Read Street, Rockingham Foreshore, Victoria Street, Patterson Road, Ennis Avenue and Rae Road and is approximately 600 hectares.

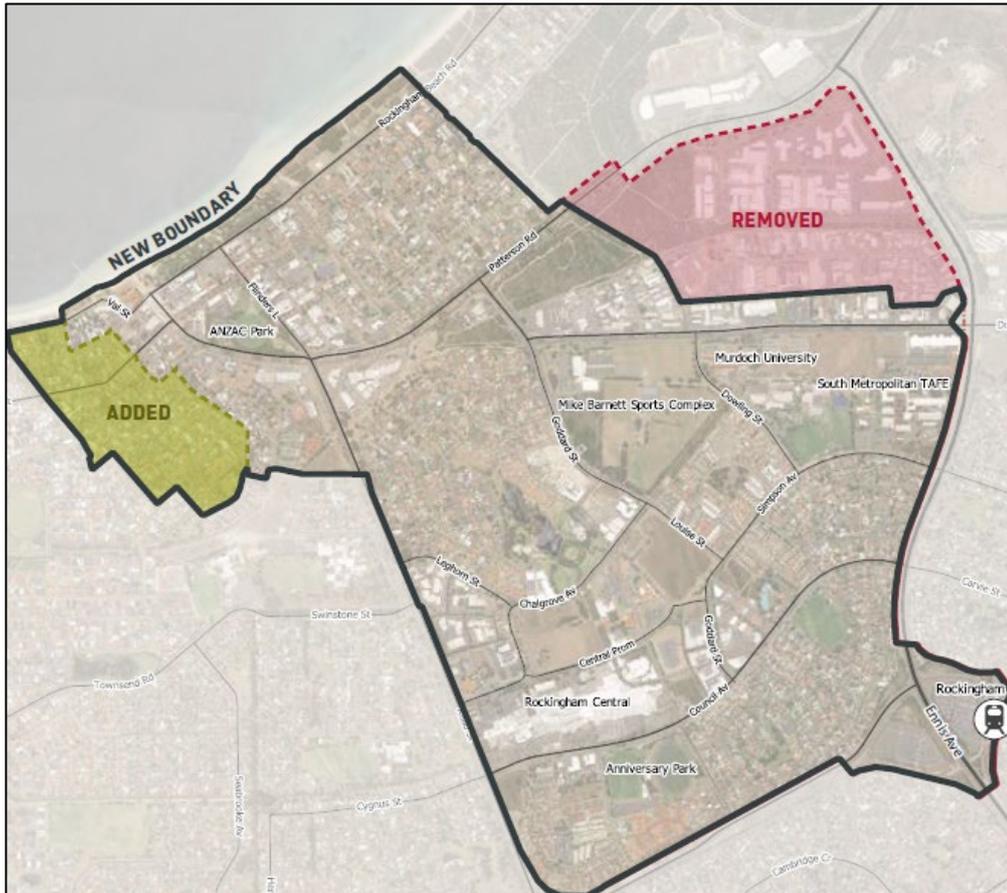
The draft Structure Plan is proposed to be reduced to approximately 521 hectares and extends from the Rockingham Station to the Rockingham Foreshore and includes:

- The area designed 'City Centre' in TPS2, as well as the Rockingham Waterfront Village, the joint campus of Murdoch University and South Metropolitan TAFE;
- A portion of the Dixon Road commercial and light industrial area, regional recreation reserves; and

- Some additional (limited) residential zoned pockets, south-west of Florence Street, Quin Street, Gregson Street and north-west of Houston Street ('P2' - Waterfront Village sub-precinct) and south of Goddard Street and north-west of Leghorn Street and Chalgrove Avenue ('P5' - City Park sub-precinct).

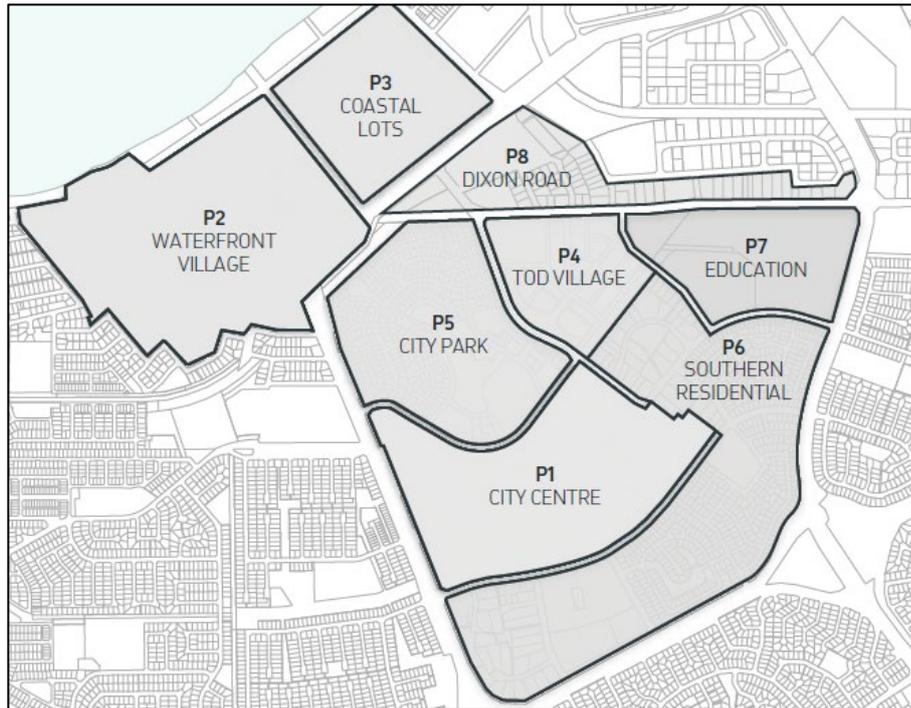
Land in proximity to the intersection of Ennis Avenue and Patterson Road is proposed to be removed from the Strategic Centre boundary. Whilst this land provides opportunities for local employment, it is physically disconnected from the City Centre and contain uses of a more light industrial nature. The growth of this parcel will be guided by existing TPS2 provisions.

The proposed boundary of the Strategic Centre, as endorsed by Council in June 2022 (PD-023/22) for the purpose of public advertising, is shown in Figure 6.



6. Proposed Boundary Change

Due to the size, complexity and unique character of different locations, the built form approach of the Rockingham Strategic Centre has been organised into sub-precincts (previously referred to as Sectors). The eight sub-precincts are illustrated in Figure 7 below.



7. Proposed Sub-Precinct Plan

2. Vision

Upon considering the feedback during the preliminary stakeholder engagement in mid-2022, the draft Structure Plan establishes a new vision for Rockingham to:

"leverage off its unique coastal atmosphere to establish a green and walkable centre that offers a diversity of uses and building types, celebrates local culture, and promotes a relaxed lifestyle. It is a regional employment destination that connects its distinct activity hubs via a high-frequency public transport".

The vision is defined and characterised by three themes, being:

Celebrate

- *Embrace the relaxed, welcoming ambience of a coastal lifestyle in streets and public spaces;*
- *Value the rich tapestry of cultural and social experiences that are found throughout Rockingham's diverse neighbourhoods; and*
- *Promote the Rockingham foreshore as a unique natural place that builds on proud legacy.*

Connect

- *Enhance a city-wide network that links people, businesses and neighbourhoods through natural landscapes;*
- *Promote a transit alignment that brings Rockingham's station, city centre, foreshore together in a sustainable, accessible and reliable way; and*
- *Design streets beyond car movement, with important place values promoted through urban development and street upgrade.*

Enable

- *Unlock opportunities for diverse housing options to attract residents from different life stages;*
- *Realise land and development potential that activates vibrant urban centres along Rockingham's transit route; and*
- *Encourage business opportunities and local employment to support sustainable growth of the City.*

3. Unlocking Large Vacant and Underutilised Parcels

Since implementation of the Centre Plan, one of the primary observations has been that limited large-scale, redevelopment has occurred since 2010.

The 'P1' - City Centre, 'P2' - Waterfront Village', and 'P4' - TOD Village and sub-precincts include a number of large underutilised and/or vacant land parcels. Protecting these sites from 'under-development' is essential in delivering on the Strategic Centre vision.

A built form approach, mindful of City's aspirations, has been introduced through implementation of a Precinct Local Development Plan (PLDP) mechanism.

PLDP's are a new planning assessment and guidance mechanism (under SPP 7.2), which is a tool to coordinate and assist in achieving site-specific, built form outcomes by linking lot design to future development.

The advertised Structure Plan outlines a PLDP is required prior to subdivision and development of areas requiring a PLDP. Seven (7) land parcels are identified to require the implementation of PLDPs, as specified within Figure 8.

| LDP | SUB-PRECINCT | PLDP INTENT | RESPONSIBILITY |
|-------|-------------------------|---|---------------------------------------|
| PLDP1 | P1 - City Centre | To coordinate future subdivision and development of the lots bounded by Civic Boulevard, Central Promenade, and Charlgrove Avenue in the City Centre. As the site incorporates two landowners, preparation of separate PLDPs may be considered by the City. Refer to Section 3.1.2 for further details. | Private Landowner/s |
| PLDP2 | P1 - City Centre | To coordinate future subdivision and development of the lots bounded by Charlgrove Avenue, Whitfield Street, Simpson Avenue, and Louise Street in the City Centre. Any development and subdivision applications must have consideration for environmental requirements set out in Section 2.2.12 . Refer to Section 3.1.3 for further details. | Private Landowner |
| PLDP3 | P4 - TOD Village | To coordinate future subdivision and development of the Dixon Road playing fields, to provide a balance of high density residential and employment opportunities along the RCCTS Route. Establish a green link between Goddard and Dowling Streets including the potential retention of remnant vegetation and associate fauna habitats in the vicinity of the Goddard Street frontage. Any development and subdivision applications must have consideration for environmental requirements set out in Section 2.2.12 . Refer to Section 3.4.2 for further details | Local and State Government |
| PLDP4 | P2 - Waterfront Village | To guide and coordinate future development of the Rockingham Beach Hotel Site. The PLDP shall have consideration for the following: <ul style="list-style-type: none"> + Conservation of conservation of the Rockingham Hotel and associated walls. + Retention of relocation (on-site) of existing mature trees. + Provision of a mid-block pedestrian connection between Kent Street and Rockingham Beach Road. + Contaminated site requirements set out in Section 2.2.13. | Private Landowner |
| PLDP5 | P7- Education | To guide and coordinate future development on the Murdoch University Campus. The PLDP shall have consideration for the following: <ul style="list-style-type: none"> + Construction of new loop road. + Exploration for centralised public open space, capable of holding organised sport. + Potential location for a primary school + Heights to be limited to 3-5 storeys. | State Government / Murdoch University |

8. Proposed Precinct Local Development Plans

Further commentary regarding the PLDP areas and recommended changes to the advertised approach is addressed within the 'Comments' section of this Report.

4. Short Term Uses on Vacant Development Sites

SPP 7.2 outlines the importance of balance between the long-term vision of a Structure Plan and the economic reality of delivering the desired outcomes.

Preliminary stakeholder engagement identified the need for some flexibility in the existing local planning framework to encourage development of larger vacant/undeveloped landholdings in the short term, whilst not prejudicing the ultimate development outcomes for the precinct.

Short-term, 'interim' land uses are identified in the 'P1' - City Centre sub-precinct only, on land referred to as 'PLDP1 and PLDP2' (refer to Figure 8 above). The focus will be on short term or interim uses which can generate activity and help stimulate development without requiring significant financial outlay.

The City engaged with the owners of these vacant parcels through the preliminary consultation phase to determine the likely success of these planning measures.

5. Infill Subdivision and Amalgamation

The existing local planning framework for the Strategic Centre generally requires lot amalgamation to achieve a minimum lot size in order realise the potential for residential/mixed use development.

The requirement for amalgamation was a policy response to address limitations of the Residential Design Codes applicable at the time. The State Planning Policy provided for a narrow development outlook to the street dominated by the loss of mature trees, garage doors and a proliferation of street crossovers.

The City's local planning framework introduced provisions to improve the quality of infill development, improve the development interface with the street and create desired streetscape outcomes, with enhanced landscaping as a focus.

In some sub-precincts (such as the 'Waterfront Village'), the DPP's necessitates the need for three lot amalgamation, in order to achieve the necessary minimum lot size.

The minimum lot size is proposed to be reduced to 1,000m² (from 1,200m² – 2,500m² depending on the relevant sector location). This means a substantial portion of residential lots in the 'Coastal' and some lots in the 'P2' - Waterfront Village and 'P5' City Park sub-precincts could be developed without the need for amalgamation.

The Design WA policy suite of documents (which guides development outcomes) are relevant to this and discussed within the 'Policy' section of this Report.

6. Building Height

The existing building height requirements set out in the 2009 Centre Plan, were principally based on achieving a sufficient population threshold of at least 50 persons per hectare to support the operation of light rail along the RCCTS route. Building heights along the Rockingham 'Foreshore Precinct' within the 'Waterfront Village' zone were modified in April 2019, following the preparation of a Building Height Study, extensive public consultation, and a resolution of Council.

A review of planning controls for the Rockingham Strategic Centre has identified several areas where building height/storey reduction is proposed within the 'P1' - City Centre, 'P2 - Waterfront Village, 'P3' - Coastal Lots, P4' - TOD Village and 'P6' - Southern Residential sub-precincts, most notably:

| Sub-Precinct | Centre Plan | Advertised Structure Plan |
|---|---------------------------|---------------------------|
| 'Waterfront Village' (West End) | 3 and 5 storeys | 3 storeys |
| Waterfront Village (Foreshore Precinct) | 12 and 16 (bonus) storeys | 8 and 12 (bonus) storeys |

| Sub-Precinct | Centre Plan | Advertised Structure Plan |
|---|--|---------------------------|
| 'Waterfront Village' (Patterson Road opposite Village Green) | 13 and 15 storeys | 8 storeys or less |
| 'City Centre' | 2 to 9 storeys (or higher for nominated prominent corner and landmark sites) | 8 storeys or less |
| 'TOD Village' | 5, 8 and 15 storeys | 6 storeys or less |
| 'Coastal Lots' | 5 and 8 storeys | 3 and 4 storeys |
| 'Southern Residential' | 3 and 5 storeys | 2 and 3 storeys. |

9. Building Height Summary

The existing Centre Plan building height provisions have been scaled back to better reflect the physical context, and 'strike a balance' between tested local market conditions and 'fit for purpose' built form needs.

Further commentary regarding building heights and recommended changes to the advertised approach is addressed within the 'Comments' section of this Report.

7. Carparking and Cash-in-Lieu of Carparking

Under the current planning framework, it is mandatory that development in the Waterfront Village (Rockingham Foreshore) provide a percentage of commercial parking (minimum 60%) and residential visitor parking in the form of a cash-in-lieu payment to the City.

This is designed to both allow for increased development intensity on a site and to assist in the funding of future public parking outlined for the Council's Community Plan Strategy - *Strategic Metropolitan Centre Public Parking*. This approach has been in place for more than 15 years.

In recognition of changes introduced to the Planning Regulations in 2019 with respect to cash-in-lieu of carparking, as well as observations and feedback received through early stakeholder engagement, the City has developed a draft Payment-In-Lieu of Parking Plan ('Parking Plan') for the Strategic Centre for the purposes of advertising (see November 2023 agenda item PD-038/23).

The purpose of the Parking Plan is to outline how the City can accept a payment in lieu of the parking being provided on-site, where a shortfall of more than two carparking is proposed. It also identifies nominated locations for where additional carparking in the public realm may be provided by the City. Funds collected as a result of a condition imposed on Development Approvals are to be generally spent within a 10-year timeframe from the time collected towards the infrastructure nominated as identified in Figures 10 and 11 below.

Under the Planning Regulations, the Parking Plan is required in order to apply a condition to a Development Approval relating to cash-in-lieu of parking.

The Structure Plan recognises this 'opt-in' approach to the provision of cash-in-lieu of carparking being provided on-site. This enables proponents to either fulfil carparking obligations on-site or provide a combination of parking on-site and provide cash-in-lieu for the City to provide public parking at nominated locations.

Cash-in-lieu of carparking provisions under the Parking Plan will not apply to change of use applications for tenancies with a net lettable area of less than 300m².



10. City Centre Payment in Lieu of Parking Areas



11. Waterfront Village Payment in Lieu of Parking Areas

The City is also simplifying the provision of non-residential carparking in the 'P1' - City Centre, 'P2' - Waterfront Village and 'P4' - TOD Village sub-precincts into one carparking ratio for all land uses. This permits land uses within mixed use or commercial development to change over time without the need for ongoing parking assessment.

The changes provide a flexible, 'circumstance based' approach to the provision of carparking across the Strategic Centre.

8. Rockingham City Centre Transit System

Over many years, the City has advocated for the establishment of the RCCTS system, which is designed to link major activity nodes at the Rockingham Train Station and traverses through the 'City Centre', 'Education' and the 'Waterfront Village' sub-precincts (see Figure 12). The Rockingham shuttle bus route ('555') is performing this function along the established portion of the alignment.



12. Existing and Proposed RCCTS Alignment

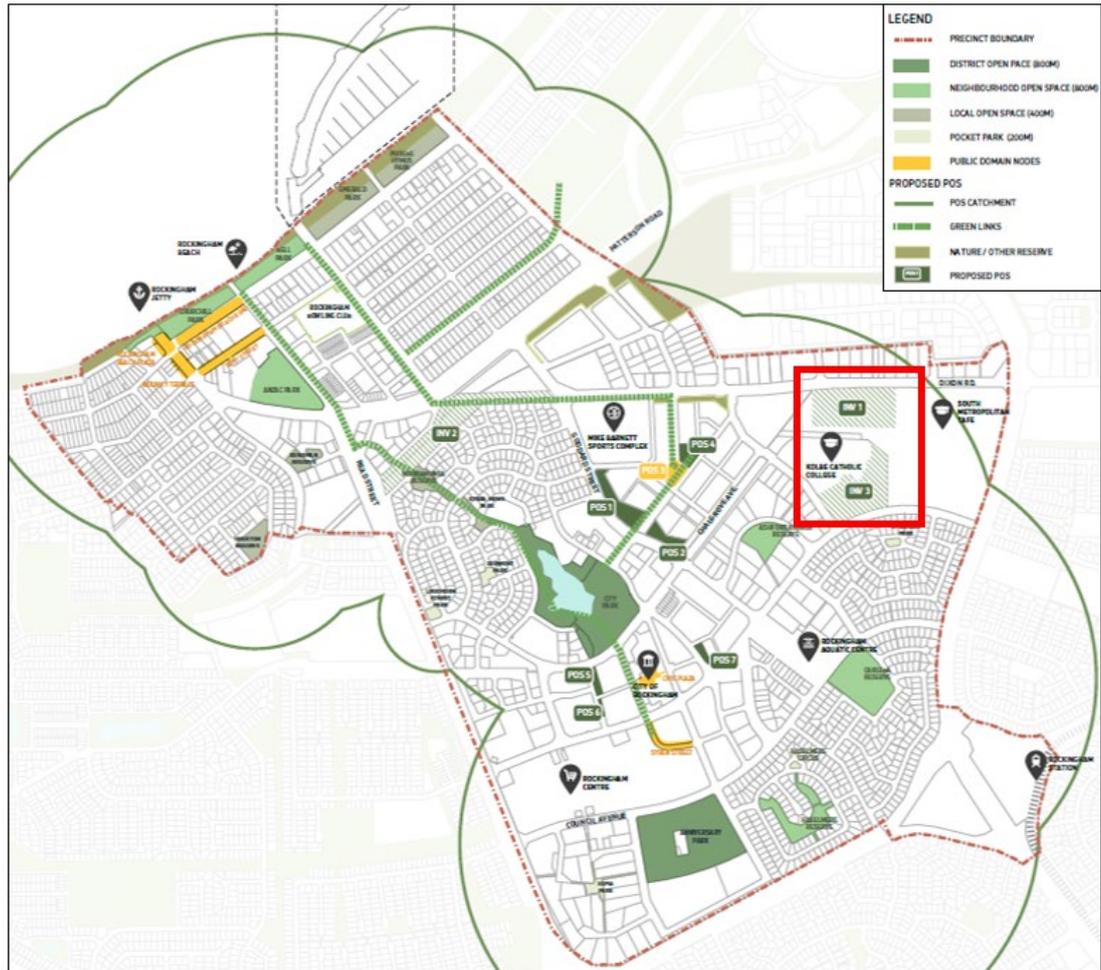
Amendments to the alignment of the RCCTS to connect Rockingham Station with the 'City Centre', 'TOD Village' and 'Waterfront Village' sub-precincts are proposed, in order to concentrate development activity within an 800m walking catchment of key stops and nodes along the link. The proposed alignment also seeks to reduce the number of transit stops along the route, especially along major distributor routes to potentially reduce the journey time and improve traffic safety outcomes.

9. Public Open Space

Currently there is approximately 33.74ha of usable Public Open Space (POS) within the existing Strategic Centre (excluding Foreshore reserve, Dixon Road playing fields, Murdoch University/TAFE and Kolbe College).

Implementation of the Structure Plan will see a loss of informal recreation space to make way for strategic employment and housing. When measured against similar Strategic Centres within the Perth Metropolitan area, the Structure Plan provides for more varied and versatile POS in excess of the 10% State government requirements to meet the recreation needs of the community.

A 'Public Realm Plan' was developed to guide the improvement of existing and development of new POS in the Strategic Centre. It also identifies investigation areas for additional POS to service additional active and passive recreation needs of the population. These are delineated as 'INV1-3, as contained within the red box in Figure 13 below.



13. Public Realm Plan

The Public Realm Plan demonstrates the Strategic Centre is capable of increasing its total (usable) POS capacity by an additional 3.94ha, equating to a total of approximately 37.68ha.

Given the location of proposed new POS areas is situated within the larger vacant and underutilised land parcels, its design and implementation will be delivered at a later stage by individual landowners/proponents.

The Public Realm Plan also provides guidance on the infrastructure themes within key open spaces and streets within the Strategic Centre to ensure integration and coordination.

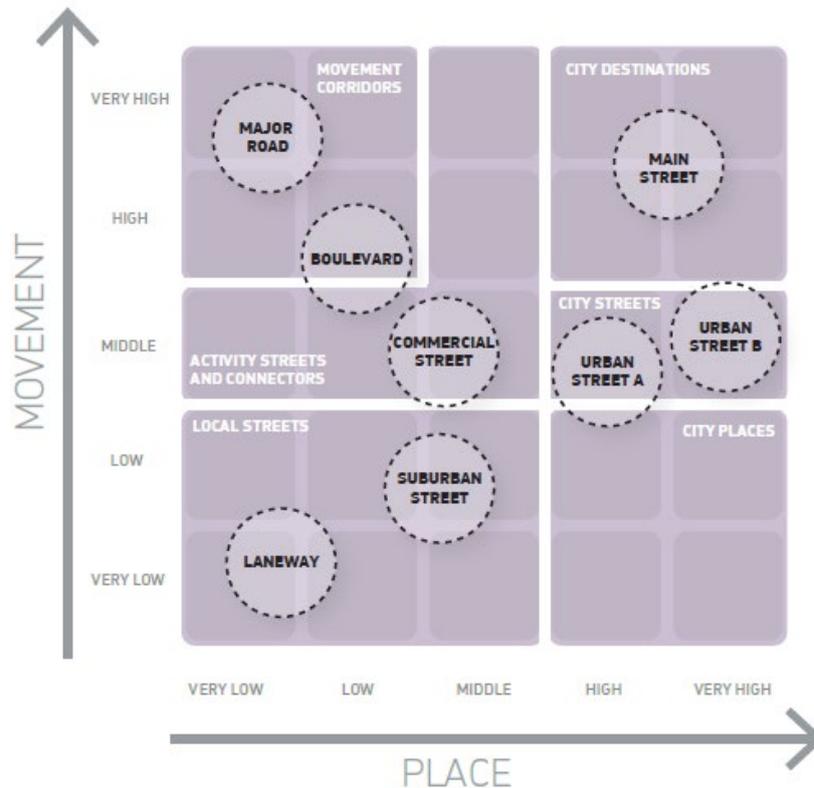
10. Street Interface

The existing local planning framework specifies different built form requirements for development as it relates to the desired profile of the street frontage through each DPP.

This approach has been consolidated into new 'movement and place' frontage typologies.

Through the preparation of the draft Structure Plan, a matrix was established to determine the built form requirements based on the function and value of each street in the Strategic Centre. This ensures that built form controls applied to future development appropriately responds to the function of the movement network.

Figure 14 provides a graphic representation of these values. When combined, the movement and place values form distinct groups which become a way of organising the desired development outcomes.



14. Movement and Place Frontage Types

Each street within the Strategic Centre was classified from 'Laneway' to 'Major Road', as shown above. For example, the 'City Centre' sub-precinct promotes active 'Main Street' buildings with ample space for retail, food and beverage related activities within the street verge area. In the 'Southern Residential' sub-precinct, streets become places for local residents ('Suburban Streets') and include generous front setback and landscaping requirements.

Different streets types require different frontage design responses to balance the movement and place qualities. As such, planning controls are proposed within the Structure Plan to ensure that a localised response can be delivered in accordance with the aspirations for the different street types.

11. Staging

The draft Structure Plan seeks to provide a balance between the long-term vision of the Structure Plan and the economic reality of the desired outcomes. This is important for the Rockingham Strategic Centre, where its strategic importance requires high quality development that meets the ultimate vision for the precinct.

As an interim measure to both protect significant vacant sites from under-development and encourage the activation of land, the Structure Plan provides for time-limited short term development approvals. The Structure Plan provides for a limited number of land uses to utilise this pathway within the 'P1' – City Centre Precinct.

The draft Structure Plan also acknowledges staging of built form and development in the Strategic Centre will largely be based on timing and willingness of individual landholders to develop their sites.

It is also acknowledged that staging will also be influenced by a number of key transport and infrastructure triggers.

The Project Team has identified the infrastructure projects that are needed to address growth or to assist in stimulating development within the Strategic Centre. In doing so, the funding mechanism to deliver these projects will also be established for the Council's consideration. The key actions critical to the implementation of the Structure Plan are set out in the 'Implications to Consider – Financial' section of this Report.

12. Structure and Terminology

The existing planning framework is proposed to be consolidated into one planning instrument being the Structure Plan, and accompanying statutory provisions within TPS2 for ease of use, to the benefit of all stakeholders and decision makers.

At present, the Centre Plan is accompanied by individual Sector DPP's which requires users to 'go between' a number of documents to understand the development vision and requirements.

The language used has also been simplified for ease of use, prevents duplication where possible and includes new and revised terms used, due to legislative changes.

13. Other Refinements

The draft Strategic Centre also proposes a number of other contemporary refinements to the existing planning framework, to clarify the Council's desired design outcomes for the Strategic Centre, including, but not limited to:

- The provision for landscape and deep soil areas on private land to enhance tree canopy, improve shade and shelter and improve biodiversity outcomes;
- The provision for improved pedestrian and cyclist connectivity through the creation of interconnected 'Green Links' to bridge the gap between green, recreational nodes and urban areas;
- Promoting the establishment of a heritage and cultural precinct in the Kent Street area;
- The 'P1' - City Centre and 'P2' – Waterfront Village sub-precincts encourage land uses and development that promotes Rockingham as a destination throughout the day and at night (noting land use intent remains relatively unchanged); and
- Promoting future strategic employment and service provision to fulfil Rockingham's function as a Strategic Centre.

Implications to Consider

a. Consultation with the Community

This draft Structure Plan was advertised in accordance with Schedule 2, Regulation 18(3A)(b) of the Planning Regulations, for an extended period of 60 days, commencing on 3 May 2023 and concluding on 3 July 2023.

The delay to advertise the Structure Plan, following the resolution of the Council in June 2022 was as a result of making required modifications to Amendment No.191 in response to WAPC feedback.

Amendment No.191 to TPS2 (PD-041/23) was advertised concurrently for an equal duration of 60 days.

Details of the advertising and consultation arrangements for the draft Structure Plan (inclusive of Amendment No.191), are as follows:

- (i) A notice was published in the Public Notices section of the Sound Telegraph newspaper on 3 May 2023;
- (ii) A total of 6,618 letters were posted to landowners/occupants as shown on Figure 15;
- (iii) An additional 400 letters were e-mailed out to individuals who registered for 'project updates';
- (iv) Letters were sent to key industry stakeholders, including the Rockingham, Kwinana Chamber of Commerce and the Kwinana Industries Council;
- (v) Copies of the draft Structure Plan and supporting documentation were made available for inspection at the City's Administration Offices, Rockingham Library and on the City's website, for duration of the consultation period;
- (vi) A media release was issued through 'City Chronicle (quarterly City newspaper) which included a section the on project and advertising of the documents, with delivery commencing on 12 June 2023 (in hard copy), to all landowners within the City of Rockingham;

- (vii) Four posts through City's social media platforms on the project and advertising of the documents during the consultation period;
- (viii) A community 'drop-in session' was also undertaken on 17th May 2023, between 5pm and 7pm, at the Gary Holland Community Centre;
- (ix) The City prepared a series of Fact Sheets (Attachment 6) to assist the community's understanding of the new Structure Plan and Amendment.

At the close of the public consultation period, the City received 30 public submissions received in total on draft Structure Plan and accompanying Amendment No.191.

Issue Summary

The following key matters were raised from the public submissions received:

Urban Ecology:

- Built heritage.
- Tree Retention with the Rockingham Foreshore.

Urban Structure:

- Request for flexible urban structure over Precinct Local Development Plan areas.
- Changes to subdivision requirements in established residential areas within Sub-Precincts 2 – Waterfront Village, 3 – Coastal Lots and 6 – Southern Residential.

Public Realm:

- Rationalisation of Green and Pedestrian Links.
- Foreshore Improvements.

Movement:

- Removal of the proposed 'through connection' at Anzac Place, Marks Place and Leeuwin Parade within Sub-Precinct 5 – City Park.
- The RCCTS alignment.

Land Use:

- Expansion of interim land uses.
- Requirement for strategic employment within TOD Village.

Built Form:

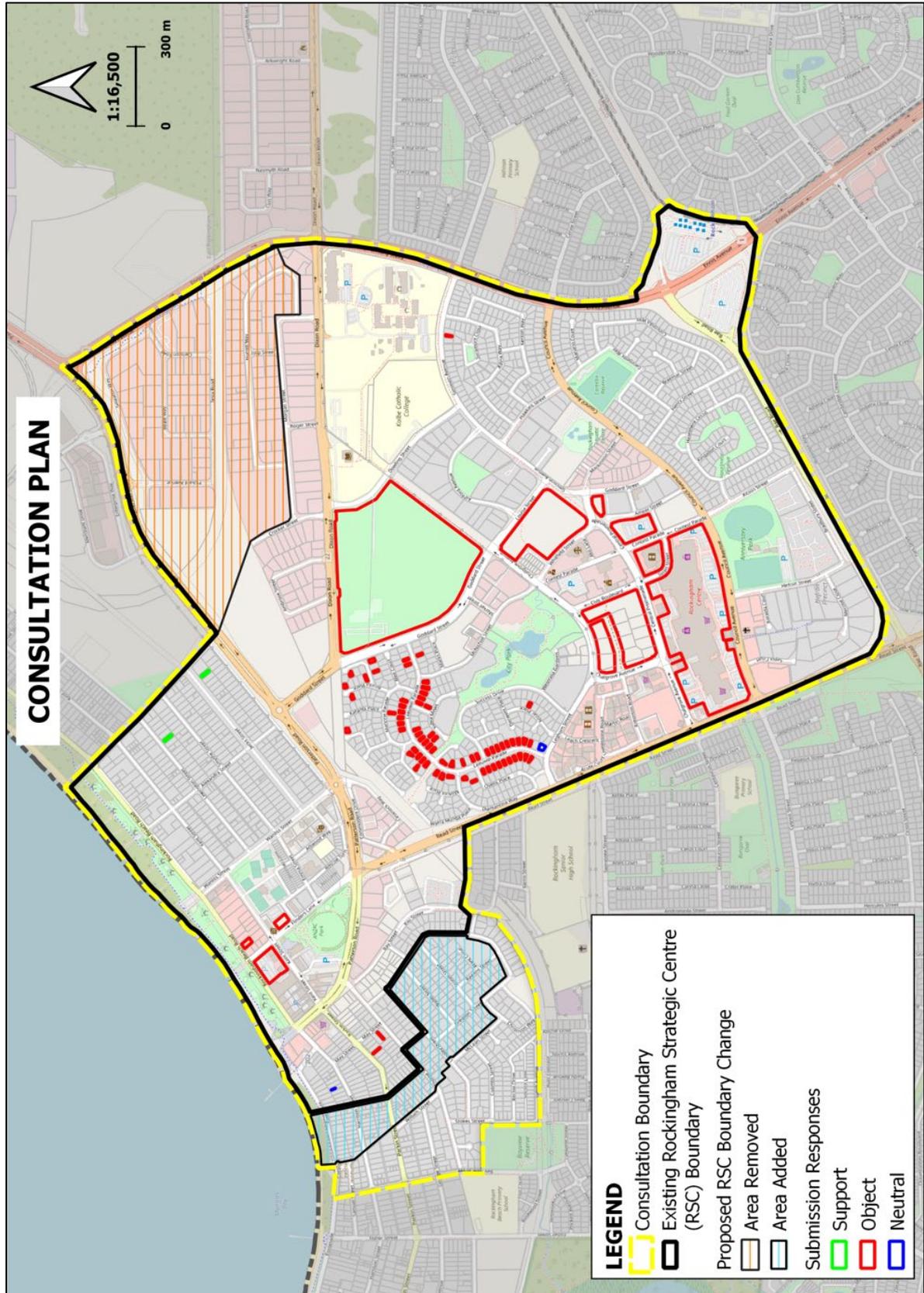
- Flexibility for minimum two-storey building height requirement.
- Maintain existing building height provisions for key sites within the City Centre and Waterfront Village Sub-Precincts
- Overshadowing.

Other:

- Development feasibility with the City Centre and TOD Village Sub-Precincts.

A Submission Summary Report outlining the manner the City advertised the Structure Plan, the key issues raised and recommended changes in response to the matters raised is provided in (Attachment 3).

A full copy of the submissions received during the advertising period is set out in the Schedule of Submissions (Attachment 4), which includes the City's detailed assessment of submission responses.



15. Consultation Plan

b. Consultation with Government Agencies

The following Government Agencies and service providers were also consulted, during the consultation period:

- APA Group;
- ATCO;
- Department of Biodiversity, Conservation and Attractions
- Department of Communities;
- Department of Education;
- Department of Fire and Emergency Services;
- Department of Health;
- Department of Jobs, Tourism, Science and Innovation;
- Department of Local Government, Sport and Cultural Industries;
- Department of Mines, Industry Regulation and Safety;
- Department of Transport;
- Department of Water and Environmental Regulation;
- Heritage Council of Western Australia;
- Main Roads Western Australia;
- Public Transport Authority;
- Telstra;
- Water Corporation; and
- Western Power.

At the close of the consultation period the City received 10 State agency submissions received in total on draft Structure Plan and accompanying Amendment No.191.

Issue Summary

The following key matters were raised from the State agency submissions:

Urban Ecology:

- Technical updates are required to the Water Management Plan.
- Further information is requested to identify known contaminated sites.
- Consideration of Mosquito Management.
- Requirement for a Bushfire Management Plan.

Movement:

- Updates to the Transport Impact Assessment Reporting.

Land Use:

- Provision for up to three additional primary school sites within the Rockingham Strategic Centre.
- Updates to the Structure Plan Map to reflect heritage sites worthy of protection.

Other:

- Consider incentives for accessible housing.
- Development feasibility with the City Centre and TOD Village Sub-Precincts.

The Submission Summary Report (Attachment 3) also addresses matters raised in State agency submissions.

A full copy of the Government Agencies and service provider submissions also forms part of the Schedule of Submissions (Attachment 4), along with the City's detailed assessment of submission issues.

c. Strategic

Community Plan

This item addresses the Community's Vision for the future and specifically the following Aspirations and Strategic Objectives contained in the Strategic Community Plan 2023-2033:

Aspiration: **1. Social - A family-friendly, safe and connected community**

Outcome/Objective: *Community health and wellbeing - Provide healthy lifestyle opportunities*

Aspiration: **2. Natural Environment - A place of natural beauty where the environment is respected**

Outcome/Objective: *Sustainable natural green spaces - Improve community open spaces*

Sustainable natural green spaces - Improve amenity

Sustainable natural green spaces - Increase tree canopy

Aspiration: **3. Built Environment - A built environment carefully planned for today and tomorrow**

Outcome/Objective: *Built infrastructure meets current and future community needs - Plan build and maintain current and future assets*

Plan for sustainable growth - Create safe community places to live, recreate and work

Plan for sustainable growth - Create vibrant coastal foreshores

Accessible and Connected - Plan and advocate for transport solutions

Aspiration: **4. Economic - A vibrant economy creating opportunities**

Outcome/Objective: *Local employment - Support existing and new businesses to increase local employment opportunities*

Growing the business economy - Actively support and develop local business growth

A visitor destination - Promote the City as a place to visit

Aspiration: **5. Leadership Aspiration - Transparent and accountable leadership and governance**

Outcome/Objective: *Quality Leadership - Active advocacy for the community*

Quality Leadership - Promote the City as a place for the future

Sustainable Local Government - Optimise City resources

Sustainable Local Government - Continual improvement

d. Policy

The Structure Plan has been prepared to address the State and local planning framework.

Part Two of the Structure Plan Report specifies the manner in which the Policy requirements have been addressed. The details for how the Local and State planning requirements have been satisfied can be found in greater detail within 'Attachment 2 - Part Two Explanatory Section 1.1 – Governance Context'.

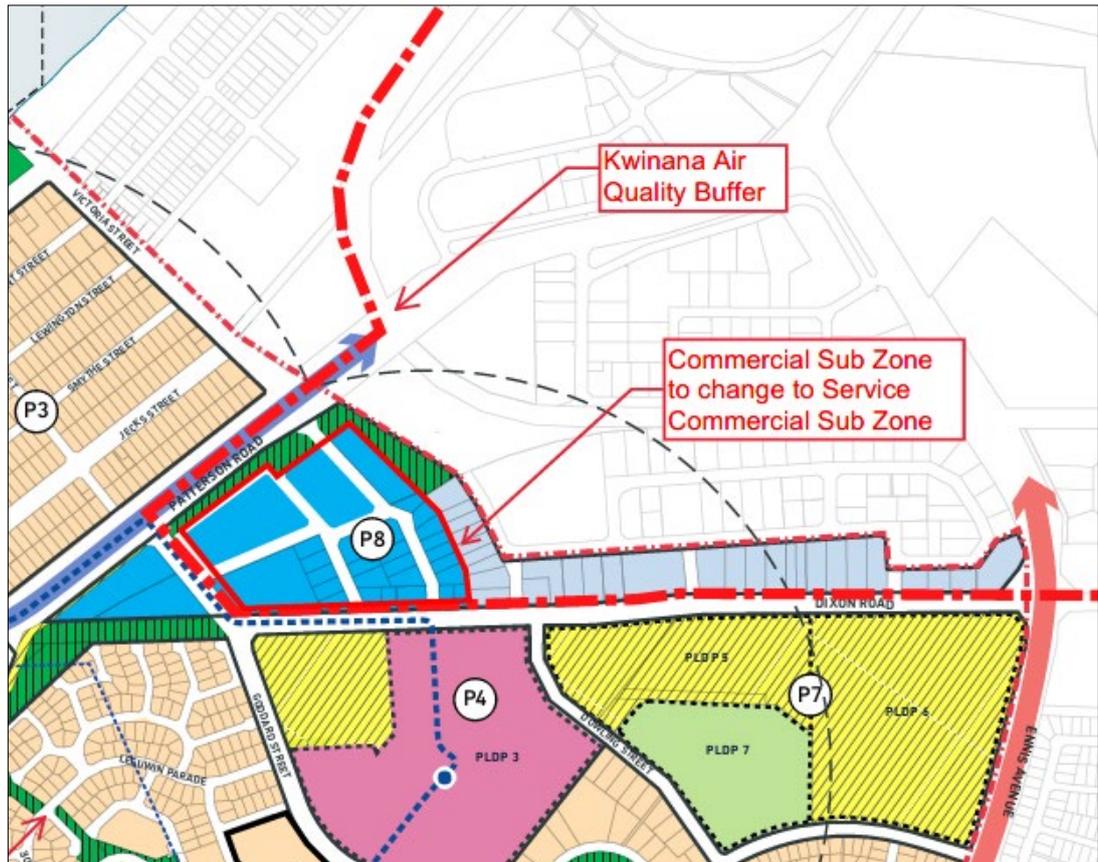
Planning Reform Changes

In the time since the Council accepted and granted consent to advertise the Structure Plan in June 2022, there have been a range of changes to the to both the Local and State Planning Framework.

The implications of the Policy Framework have been reviewed and the key policy implications are outlined as follows:

State Planning Policies

| State Planning Policy 4.1 - Industrial Interface (SPP 4.1) (Adopted July 2022) | |
|--|---|
| Policy Implication | Structure Plan Response |
| <p>This policy is to seek to prevent conflict and encroachment between industrial zones and sensitive land uses:</p> <ol style="list-style-type: none"> 1. Appropriate siting and long-term operational certainty for industry; 2. Appropriate siting of sensitive land uses for the protection of health and amenity for people and the environment; 3. Sustainable land use planning and development outcomes consistent with broader State strategic planning objectives. <p>Planning decision-makers are responsible for considering:</p> <ol style="list-style-type: none"> 1. Potential risks to health and amenity of people and the environment; 2. Any future strategic land use plans for the area including potential long-term expansion of industrial land uses; 3. The best option for dealing with impacts at the interface of industrial land uses 4. How to ensure a suitable transition is established between industrial and incompatible land uses. | <p>Sub-Precinct No.8 – Dixon Road (P8) is located on the edge of the Rockingham Industrial Zone and the majority of P8 is located within the Kwinana Air Quality Buffer area. The Air quality Buffer was established to prevent sensitive land uses encroaching into the broader Kwinana/Rockingham Industrial strip.</p> <p>The intent of this Sub-Precinct is to provide service and employment hub with enhanced streetscapes that acts as an appropriate transition between the Strategic Centre and adjacent industrial setting.</p> <p>The preferred uses for P8 include 'Office' for Commercial streets and uses such as 'Bulky Goods Showrooms' and 'Light Industry' for Major Roads, which are appropriate as a transition to an industrial area.</p> <p>It has been identified that the Commercial Sub-Zone permits sensitive land uses, such as 'Multiple Dwellings' and 'Serviced Apartments'. While these uses are appropriate within the City Centre Sub-Precinct, they are not appropriate as an industrial interface.</p> <p>This is not the intent of the Structure Plan and Amendment No.191 and it is recommended that modifications be made accordingly.</p> <p>As the 'Service Commercial' sub-zone provides for the preferred land uses envisaged in this location, it is recommended the Structure Plan be modified to change the 'Commercial' sub-zone to 'Service Commercial' sub-zone where in it impacted by the Kwinana air quality buffer.</p> |



16. Proposed Change to Sub-Precinct 8 – Dixon Road

| State Planning Policy 4.2 - Activity Centres (SPP 4.2) (Adopted July 2023) | |
|--|---|
| Policy Implication | Structure Plan Response |
| <p>As it relates to the Rockingham Strategic Centre SPP 4.2 requires:</p> <ol style="list-style-type: none"> The City to prepare and maintain an endorsed Precinct Structure Plan to guide the future development of the Strategic Centre. Preparation of a Needs Assessment to understand: <ul style="list-style-type: none"> projected demands Floorspace supply Property market profile land use development options The Structure Plan to meet a residential density target of at least 50 dwellings per hectare within an 800-1200m catchment to high frequency public transport. Consideration of appropriate supermarket, bulky goods and large format retail locations. | <ol style="list-style-type: none"> Meets requirement. The City has prepared a Needs Assessment to inform the <i>Local Planning Strategy</i> and <i>Local Commercial and Activity Centre Strategy</i> (LCACS), but it does not form a component of the Structure Plan. It is recommended that the Needs Assessment (as it relates to the Strategic Centre) be introduced as a technical appendix to the Structure Plan to strengthen future decision making. Section 4.5.5 in Attachment 2 addresses how the Structure Plan provides capacity to achieve the density target requirements as follows: Existing Dwellings: 3,967 Interim (10yrs+): 9,914 Ultimate (long term): 15,093 SPP4.2 Target: 10,300 Meets requirement. |

| Draft State Planning Policy 3.7 - Bushfire (SPP 3.7) (advertised July 2023) | |
|--|--|
| Policy Implication | Structure Plan Response |
| <p>The preparation and assessment of higher order strategic planning proposals, strategic planning proposals, subdivision and development applications, require the application of the Policy and Guidelines to prepare a Bushfire Management Plan where the proposal will:</p> <ul style="list-style-type: none"> - result in the intensification of development (or land use); and/or - result in an increase of visitors, residents or employees; and/or - adversely impact or increase the bushfire risk to the subject or surrounding site(s). <p>DFES have advised it does not object to the proposal moving forward without the submission of a BMP, on the basis that the City of Rockingham has confirmed that there will be no increase in the development potential of the development sites classified as bushfire prone.</p> | <p>The Structure Plan addresses the requirements of SPP 3.7 by requiring development and subdivision on lots identified as being Bushfire Prone on the Department of Fire and Emergency Services Bushfire Prone Mapping submit a Bushfire Management Plan with any development or subdivision application, in accordance with SPP3.7.</p> <p>The proposed proponent-led approach will allow holistic consideration of SPP3.7 as it applies to individual sites, prior to determining subdivision and development proposals.</p> <p>The Structure Plan will not result in an increase to the development potential of sites classified as being bushfire prone. The additional area in 'P2' - Waterfront Village that has been added into the RPSP boundary is not mapped bushfire prone. This bushfire assessment matter will be addressed as part of any future subdivision or planning (development) application where the land is mapped as bushfire prone.</p> |

| Draft State Planning Policy 7.3 – Residential Design Codes Volume 1 (Medium Density Code) (SPP7.3) 1 September Gazettal delayed – draft codes under review | |
|--|---|
| Policy Implication | Structure Plan Response |
| <p>The revised Residential Design Codes (R-Codes) that were proposed to be introduced, sought to address development standards for medium density development for residential areas with a density of R30 to R80.</p> <p>The policy was prepared to:</p> <ul style="list-style-type: none"> - ensure medium density development outcomes respond to context and character; - reduce environmental impacts of development; - reduce household energy consumption; - improve consistency and provide clarity for landowners and developers; - maintain commercial viability; and - guide proponents, assessors, decision-makers and community about good design in medium density context. | <p>The Structure Plan was prepared on the basis that the draft Medium Density Code would apply to the majority of the Strategic Centre as a mechanism to:</p> <ul style="list-style-type: none"> - provide improved development outcomes that met with the aspirations and expectations of the community. - assist with the simplification of planning controls within the Strategic Centre; and - provide for development outcomes to achieve infill density targets. <p>Section 4.6 within Part Two of the Structure Plan (Attachment 2), details built form testing to confirm the implementation of the Medium Density Code provisions can achieve desired infill development outcomes.</p> <p>Changes will be required to ensure provisions essential to achieving desired built form outcomes are in the Structure Plan. Key variations to the existing R-Codes will need to be introduced to address:</p> |

Draft State Planning Policy 7.3 – Residential Design Codes Volume 1 (Medium Density Code) (SPP7.3) 1 September Gazettal delayed – draft codes under review

| Policy Implication | Structure Plan Response |
|--------------------|---|
| | <ul style="list-style-type: none"> - Landscaping and deep soil areas: The area required for landscaping and planting/retention of trees. - Street interface: Location of garages and vehicles away from primary street. - Active streets: Promoting balconies and courtyards which overlook the street. |

Operational Policies

Draft Operational Policy 1.12 - Planning Proposals Adjoining Regional Roads in Western Australia (advertised March 2023)

| Policy Implication | Structure Plan Response |
|--|---|
| <p>This policy applies to planning proposals affecting lots adjoining Regional Roads and guides vehicular access, road reserve widening, road upgrading, scenic route considerations, infrastructure contributions and corner lot truncations.</p> <p>The policy seeks to promote an efficient and safe regional road network by providing general guidance to decision makers, land use planners and proponents.</p> <p>The policy applies to development adjacent to the following roads:</p> <p><u>Other Regional Roads (District Distributor (A and B):</u></p> <ul style="list-style-type: none"> - Council Avenue; - Dixon Road ; - Parkin Street; - Patterson Road; - Read Street; - Rae Road; and - Rockingham Beach Road. <p><u>Primary Regional Road:</u></p> <ul style="list-style-type: none"> - Ennis Avenue. | <p>The Structure Plan appropriately addresses the requirements of the draft policy.</p> |

Draft Operational Policy 2.3 - Planning for Public Open Space (POS) (advertised June 2023)

| Policy Implication | Structure Plan Response |
|--|---|
| <p>This draft policy outlines the underlying principle that additional residential lots generate additional community demand for POS, whether that be in new suburbs that are being developed, or via infill development in established suburbs.</p> | <p>Part Two Section 4.3 of the Structure Plan (Attachment 2) addresses the provision and network of POS within the Strategic Centre to meet the 10 percent requirement.</p> |

| Draft Operational Policy 2.3 - Planning for Public Open Space (POS) (advertised June 2023) | |
|--|--|
| Policy Implication | Structure Plan Response |
| <p>The draft policy reinforces the existing POS policy requirement for a minimum 10 percent POS provision in all residential areas for both infill and new development. Addressing the increased demand can be met in two ways, either:</p> <ol style="list-style-type: none"> 1. More land is provided to allow for new POS to be established; or 2. By providing additional and improved facilities within existing POS areas. <p>In an infill context, the policy outlines parameters when cash-in-lieu of the provision of POS may be considered for the upgrade or later delivery of POS areas.</p> | <p>The advertised Structure Plan outlines a provision for the collection of cash-in-lieu of POS which is contrary to the State led approach as follows:</p> <p><i>“Pursuant to s153(1)(b) of the Planning and Development Act 2005, all subdivision that creates three or more lots must be subject to a condition requiring that the owner of the land provide 10% of the site area, or make a payment equal to 10% of the value of that land to the City of Rockingham.”</i></p> <p>It is recommended this provision be removed for the following reasons:</p> <ol style="list-style-type: none"> 1. The circumstances the payment of cash-in-lieu of POS should be consistent with State policy requirements. 2. The Structure Plan demonstrates the provision of sufficient POS to service the existing and future population. 3. The provision serves as a significant disincentive for development within the Strategic Centre, contrary to the intent of the Structure Plan. |

| Operational Policy 2.4 - Planning for School Sites (adopted December 2022) | |
|---|--|
| Policy Implication | Structure Plan Response |
| <p>The City is required to engage with the Department of Education to ensure increase in residential densities do not create a cumulative impact to established schools.</p> <p>The Structure Plan is required to:</p> <ol style="list-style-type: none"> 1. Engage with the Department of Education to ensure increase in residential densities do not create a cumulative impact to established schools. 2. Consider the provision of sites for new schools required as a ratio of one new public primary school per 1500 dwellings; 3. Consider the requirements for the design and location of school sites, including: <ol style="list-style-type: none"> (i) Designed with at least three road frontages; (ii) Centrally located to catchment; (iii) Serviced by safe, convenient bike and pedestrian network. | <p>A modification to the Structure Plan is required to provide a primary school site to service the ultimate population of the Strategic Centre.</p> <p>The school site will not be required within the 10-year timeframe of the Structure Plan.</p> <p>The City’s response and justification for the location of the school site is contained within the ‘Comments’ section of this Report.</p> |

| Operational Policy 2.4 - Planning for School Sites (adopted December 2022) | |
|---|--------------------------------|
| Policy Implication | Structure Plan Response |
| The desired land area required for a primary school is 4ha, which may be reduced where there is appropriate merit attributed to: (i) infill development and/or (ii) unforeseen demands and/or (iii) innovative design. | |

WAPC Guidelines

| WAPC Planning Manual - Guidance for Structure Plans (Adopted August 2023) | |
|---|--|
| Policy Implication | Structure Plan Response |
| 1. Sets out revised information requirements for Precinct Structure Plans. 2. Sets out a revised manner and form for Precinct Structure Plans 3. Sets out new templates and guidance for reporting to WAPC. | 1. No changes required. 2. The Structure Plan will require a new executive summary to meet the manner and form requirements set out in the new Guidelines. 3. All information has been adapted to meet the new reporting requirements to the WAPC. |

e. Financial

Cash-in-lieu of Parking

Under changes proposed to TPS2 through Amendment No.191, a mandatory cash-in-lieu payment for new development will no longer apply.

The financial implication is that the City will no longer routinely generate cash-in-lieu funds, through conditions of Development Approval, to contribute to the provision of public parking. To date, the City has collected approximately \$1.8M cash-in-lieu funds which are placed in Reserve Accounts.

This matter was addressed in the Officer Report on the draft Payment in Lieu of Parking Plan that received consent to advertise by Council in November 2023 (see PD-038/23).

Future Development Applications proposing a shortfall of car parking required by the Structure Plan will be guided by the Parking Plan and will function in the following manner:

- Where an Applicant proposes a Development Application with a car parking shortfall, if agreed by the Council, a CIL payment can be sought for the shortfall.
- Prior to granting Development Approval and imposing a condition for payment in lieu of parking, the City must give the applicant a 'Notice of Apportionment' in accordance with the Regulations. Which is a notice of the parking shortfall and CIL payment amount.
- Existing funds which were collected prior to July 2023, through the current statutory requirements will not be affected by the Parking Plan and will not be required to be refunded.
- The Parking Plan will have lifespan of ten years with the expectation of this being extended. The Parking Plan will also be required to be reviewed and indexed annually or minimum every two years.
- Cash-in-lieu payments are only be able to be applied where a short fall in excess of two bays is proposed.

The Council's endorsed *Rockingham Strategic Centre Public Parking Community Plan Strategy* will require review following the approval of the Structure Plan to align with the new approach of accepting payment in lieu carparking.

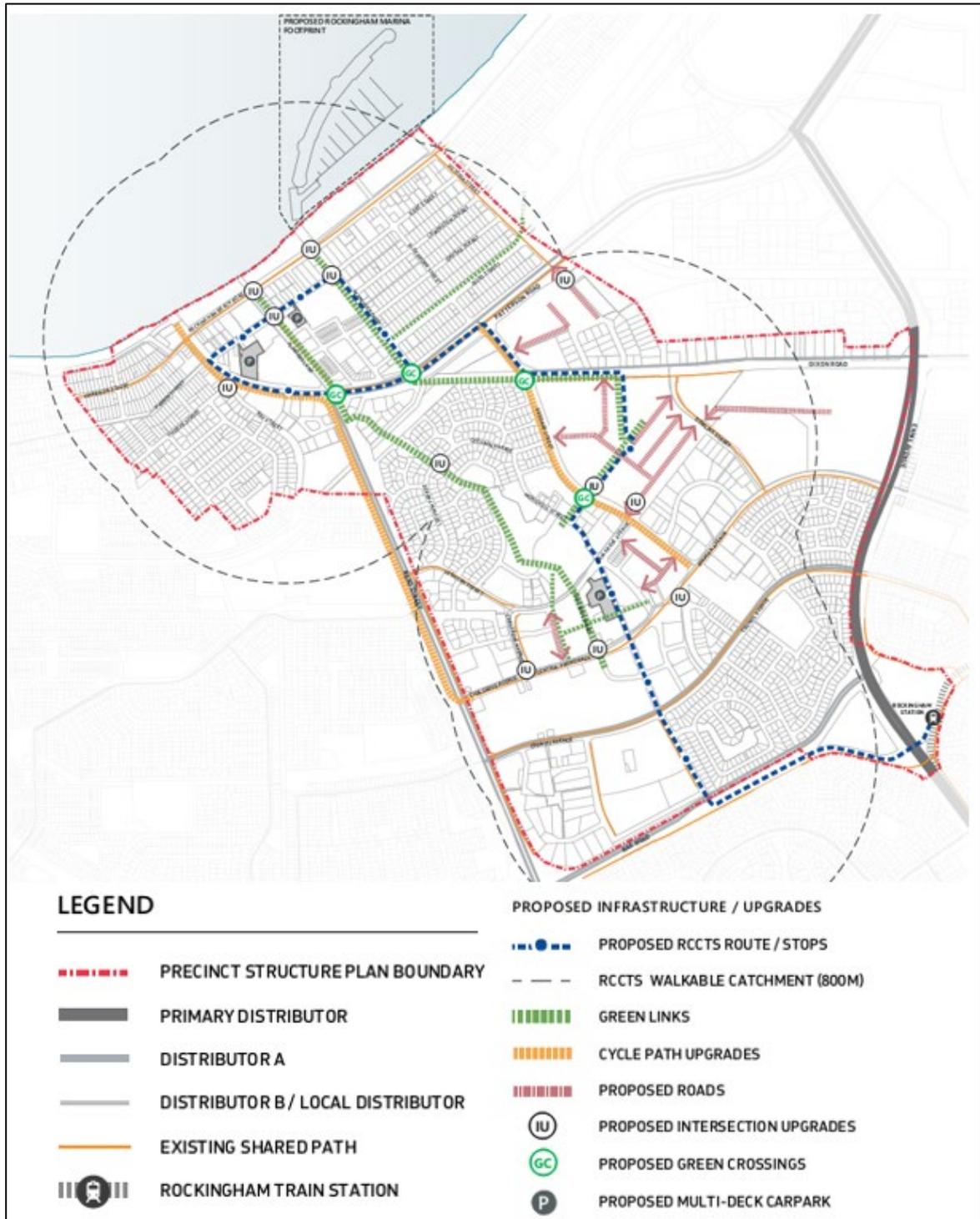
Proposed Capital Works

As per the requirements of SPP7.2 and its associated *Precinct Design Guidelines*, the Structure Plan must identify key actions that will drive its implementation.

In this regard, the Structure Plan provides an evidence based approach to determine what infrastructure is needed to achieve its vision and objectives. This includes capital works within the public realm and movement network to deliver or improve public infrastructure.

The capital works identified for implementation within the Structure Plan are set out below, with consideration for short (0-5 years), medium (5-10 years) and long (10+ years) term aspirations.

Figure 13 (see 'Details' section of this Report) shows locations for new public open space to be delivered by the private sector. It also shows locations of public domain nodes that are a focal point for community interaction and investment. Figure 17 shows the infrastructure upgrade locations within the Strategic Centre.



17. Movement Network Changes

The tables below outline actions for further work required to address capital works expenditure for the Strategic Centre.

| Public Realm | | |
|---------------------|--|--|
| | Staging Action | Funding Status |
| Short Term | Implement Patterson Road / Flinders Lane and Patterson Road / Wanliss Street 'Green Link Crossings' as trials. | Unfunded. |
| | Complete City Park Green Link with new path connections and planting from Bunbury Place to Patterson Road. | Unfunded. |
| | Establish Wanliss and Jecks Street Green Links. | Unfunded. |
| | * Green Crossing and Green Link Improvement at Leeuwin Parade. | Unfunded. |
| Medium Term | Staging Action | Funding Status |
| | Establish Dixon Road Green Link to Wanliss Street, including 'Green Link Crossing' at Goddard Street. | Unfunded. |
| | * Upgrade City Square Green Connection Between Civic Boulevard and Whitfield Street. | Unfunded. |
| | * Implementation of the Rockingham Beach Foreshore Master Plan improvements in Bell and Churchill Park. | Partly funded. Infrastructure renewal programme in progress. Wanliss Street car park upgraded and Rockingham Foreshore Activity Node funded through Business Plan. |

| Movement Actions | | |
|-------------------------|---|-----------------------|
| | Staging Action | Funding Status |
| Short Term | Undertake investigations detailed design and construction of the Central Promenade / Civic Boulevard intersection to enhance safety for all modes, in alignment with the intended land use vision. | Unfunded. |
| | Undertake investigations detailed design and construction of the Flinders Lane and Kent Street intersection to enhance safety for all modes, in alignment with the intended land use vision. | Unfunded. |
| | * Undertake investigations detailed design and construction of following Green Crossings: - Goddard Street and Dixon Road. - Patterson Road and Wanliss Street. - Patterson Road and Flinders Lane. - Leeuwin Parade. | Unfunded. |

| | | |
|--|--|--|
| | <ul style="list-style-type: none"> * Undertake investigations detailed design and construction of following Intersection Upgrades: <ul style="list-style-type: none"> - Rockingham Beach Road and Flinders Lane. - Rockingham Beach Road and Wanliss Street. - Kent Street and Wanliss Street. | Unfunded. |
| Medium Term | Staging Action | Funding Status |
| | Undertake investigations detailed design and construction of Central Promenade / Simpson Avenue intersection and Chalgrove Avenue / Leghorn Street to enhance movement permeability and safety in the City Centre. | Unfunded. |
| | Multi-deck Car Parks to be constructed as demand dictates in accordance with City's Parking Strategy. | Unfunded. |
| | Detailed design and construction of Read Street / Goddard Street cycle path upgrades. | Unfunded. |
| | <ul style="list-style-type: none"> * Undertake investigations detailed design and construction of following Intersection Upgrades: <ul style="list-style-type: none"> - Goddard Street and Chalgrove Avenue extension. - Goddard Street and Market Street extension (to also include Green Crossing). - Patterson Road and Thorpe Street. | Unfunded. |
| * Upgrade of Rockingham Beach Road between Railway Terrace and Wanliss Street in accordance with the Rockingham Beach Foreshore Master Plan. | Unfunded. | |
| Long Term | Staging Action | Funding Status |
| | Detailed design and construction of Read Street / Goddard Street cycle path upgrades. | Unfunded. |
| | Investigation for design and construction of new intersection at Patterson Road / Ambrose Street (extension). Subject to environmental approvals associated with development of proposed commercial lots. | Unfunded. |
| | * Formalisation / construction of nominated laneways in P3 Coastal Lots (subject to land availability). | Unfunded. |
| | <ul style="list-style-type: none"> * Undertake investigations and detailed design of following Intersection Upgrades: <ul style="list-style-type: none"> - Patterson Road and new North-South Road (P8). - Goddard Street and new East-West Road (P8). | Unfunded. |
| | * Implement Cycle path upgrades within the Strategic Centre in accordance with the Department of Transport's Long Term Cycle Network. | Part funded. Upgrades to Ennis Avenue completed, upgrades to Rae Road in progress. |

| Urban Ecology | | |
|----------------------|---|--|
| | Staging Action | Funding Status |
| | Implement Stage 1 of proposed street greening: - Wanliss Street - Goddard / Louise Street - Dixon Road - Contest Parade - Read Street - Chalgrove Avenue | Street greening will be addressed within the current review of the City's Greening Plan. The Greening Plan is currently under review and it will account for the priorities set by the Structure Plan. Budget requirements to fund actions and priorities of the Council will be determined through that process. The City currently provides an interim budget of \$160,000 per annum for street tree planting |
| | Staging Action | Funding Status |
| | Implement Stage 2 of proposed street greening: - Simpson Avenue - Victoria Street - Alexandra Street - Council Avenue - Rae Road - Leeuwin Parade - Dowling Street | Street greening funding will be accounted for within the current review of the City's Greening Plan. The Greening Plan is currently under review and a new budget will be determined through that process. The City provides an interim budget of \$160,000 per annum for street tree planting |

Items marked as an asterisk () are matters contained within the Structure Plan but are not accurately reflected in Section 1.4 – Staging (see Attachment No.1).*

A number of recommendations in the Structure Plan are already identified and funded through the City's Business Plan. Such examples include (but are not limited to) the implementation of the Greening Plan for the provision of new street trees, improvements to the pedestrian path network and the City's asset renewal program.

As demonstrated in the tables above, there are new capital work projects proposed by the plan that are currently not funded. The funding sources for new capital works are recommended to be determined outside this required planning process, through the preparation of a new 'Strategic Centre Infrastructure Plan'. This new Infrastructure Plan is recommended to:

1. Identify the funding relationships to other Community Plan Strategies;
2. Outline potential revenue sources to implement the plan;
3. Outline the cost/benefit of capital works to inform and refine project prioritisation and assist in obtaining assistance from funding providers; and

4. Set out project timeframes for infrastructure items to be delivered and resource allocation (which may include staff and/or funding).

The City has a reserve account containing \$2.9 million from funds collected from the sale of City owned land within the City Centre. It is intended that this reserve account provide a funding base for the future implementation of the Structure Plan, with particular emphasis on strategic projects that fall outside funding mechanisms delivered through the Asset Services division.

It is noted that a combination of State government and Council funding will be required to implement infrastructure projects within the City's remit; others may be delivered by third parties through the development process (see below). Accessing opportunities for grant funding an alternate revenue streams will also be important to realise the vision of the plan.

Private sector investment will also be required to deliver infrastructure with the progressive development of the City Centre, TOD Village and Dixon Road Sub-Precincts, as well as localised infrastructure upgrades adjacent to individual development proposals.

The allocation of funding from the Council to implement the draft Structure Plan will be considered as part of the normal corporate business planning process.

The process to prepare the new Strategic Centre Infrastructure Plan can only commence following the WAPC's determination of the Structure Plan. This is to ensure the scope of matters to be considered reflect the WAPC approval. It is recommended the new Strategic Centre Infrastructure Plan address the Council's priorities and capital works implementation for the Rockingham Strategic Centre.

Recommendation

The City to prepare a new Strategic Centre Infrastructure Plan for the Rockingham Strategic Centre, following the Structure Plan's approval by the WAPC, to provide recommendations for the prioritisation, funding and implementation of capital works.

f. Legal and Statutory

Planning and Development (Local Planning Schemes) Regulations 2015 (the Regulations)

1. Local Planning Policies

Under Schedule 2, Part 4, Clause 6 of the Regulations, a local planning policy may be revoked.

"(a) *by a subsequent local planning policy that-*

- (i) *is prepared in accordance with that Part; and*
- (ii) *Expressly revokes the local planning policy;*

or

- (b) (i) *prepared by the local government; and*
- (ii) *published by the local government in accordance with Clause 87.*

The existing DPP's will be rescinded following Final Approval of the Structure Plan and gazettal of Amendment No.191, pursuant to the requirements of Clause 6 of the Regulations.

2. Preparation of Precinct Structure Plan

Under Clause 14 of the Regulations, the following terms are used:

"precinct structure plan means a plan for the coordination of future subdivision, zoning and development of an area of land;

standard structure plan means a plan for the coordination of future subdivision and zoning of an area of land;

structure plan means a standard structure plan or a precinct structure plan."

Under Regulation 15, a structure plan in respect of an area of land in the Scheme area may be prepared if -

"(a) the area is-

- (i) all or part of a zone identified in the Scheme as an area suitable for urban or industrial development; and
- (ii) identified in this Scheme as an area requiring a structure plan to be prepared before any future subdivision or development is undertaken.

or

(b) a State planning policy requires a structure plan to be prepared for the area; or

(c) the Western Australian Planning Commission considers that a structure plan for the area is required for the purposes of orderly and proper planning."

Under Regulation 16, preparation of a structure plan must:

"(a) be prepared in a manner and form approved by the Western Australian Planning Commission; and

(b) include any maps, information, or other material required by the Western Australian Planning Commission; and

(c) unless the Western Australian Planning Commission otherwise agrees, set out the information required under subclause (1A).

For the purposes of subclause (1)(c) — (a), a precinct structure plan must include the following information

- (i) the key attributes and constraints of the area covered by the plan including the natural environment, landform and the topography of the area;
- (ii) the planning context for the area covered by the plan and the neighbourhood and region within which the area is located;
- (iii) any major land uses, zoning or reserves proposed by the plan;
- (iv) estimates of the future number of lots in the area covered by the plan and the extent to which the plan provides for dwellings, retail floor space or other land uses;
- (v) the population impacts that are expected to result from the implementation of the plan;
- (vi) the extent to which the plan provides for the coordination of key transport and other infrastructure;
- (vii) the proposed staging of the subdivision covered by the plan;

A precinct structure plan must also include the following information —

- (i) the standards to be applied for the buildings, other structures and works that form part of the subdivision and development covered by the plan;
- (ii) arrangements for the management of services for the subdivision and development covered by the plan;
- (iii) arrangements to be made for vehicles to access the area covered by the plan;
- (iv) the proposed staging of the development covered by the plan."

Note: The provisions of TPS2 are to be read in conjunction with the Structure Plan (and any relevant PLDP or LDP). The preparation of the draft Structure Plan is guided by the requirements contained within SPP4.2 and SPP 7.2 (See Figure 12).

3. Process Following Advertising

In accordance with Clause 19(1) of the Regulations, the local government:

- (a) *must consider all submissions made to the local government within the period specified in a notice advertising the Structure Plan;*
- (b) *may consider submissions made to the local government after that time;*
- (c) *may request further information from a person who prepared the Structure Plan; and*
- (d) *may advertise any modifications proposed to the Structure Plan to address issues raised in submissions.*

Determination of a Structure Plan ultimately rests with the WAPC. In accordance with Clause 20 of the Regulations, the local government must perform the following actions:

- "(1) *The local government must prepare a report on the proposed Structure Plan and provide it to the WAPC no later than 60 days after the day that it is the latest of:*
 - (a) *the last day for making submissions specified in a notice given or published under clause 18(2); or*
 - (b) *the last day for making submissions after a proposed modification of the structure plan is advertised under clause 19(2); or*
 - (c) *a day agreed by the Commission.*
- (2) *The report on the proposed Structure Plan must include the following:*
 - (a) *a list of submissions considered by the local government, including, if relevant, any submissions received on a proposed modification to the Structure Plan advertised under clause 19(2); (See Attachment 4)*
 - (b) *any comments by the local government in respect of those submissions; (See Attachment 4)*
 - (c) *a schedule of any proposed modifications to address issues raised in the submissions; (See Attachment 5)*
 - (d) *the local government's assessment of the proposal based on appropriate planning principles." (Matters contained within this Report).*
 - (e) *a recommendation of the local government on whether the draft Structure Plan should be approved by the WAPC, including a recommendation on any proposed modification is required.*
(See Officer Recommendation).

Pursuant to Clause 20(1)(c) of the Regulations, the WAPC extended the City of Rockingham reporting timeframe until **16 January 2024** to allow Council to pass a resolution on the draft Structure Plan at its Council meeting on 19 December 2023 (or earlier) and submit the relevant documentation to the WAPC.

The accompanying Amendment No.191 had been extended in the same manner.

In accordance with clause 22(1) of the Regulations, the WAPC must then consider the Structure Plan submitted by the City and make a decision to:

- "(a) *approve the Structure Plan;*
- (b) *require the local government or the person who prepared the Structure Plan to*
 - (i) *modify the plan in the manner specified by the Commission; and*
 - (ii) *resubmit the modified plan to the Commission for approval; or*
- (c) *refuse to approve the structure plan."*

If the WAPC resolved to require modifications to the Structure plan, it will only be approved when changes have been made to the satisfaction of the WAPC. It is also likely that the approval of the Structure Plan will occur in tandem with the corresponding Amendment No.191.

g. Risk

All Council decisions are subject to risk assessment according to the City’s Risk Framework.

Implications and comment will only be provided for the following assessed risks.

Customer Service / Project management / Environment: High and Extreme Risks

Finance / Personal Health and Safety: Medium, High and Extreme Risks

Nil

Comments

Response to Matters Raised in Submissions

In response to submissions from the public and State Agencies, the following comments are provided to matters raised requiring modifications to the Structure Plan or are in relation of matters where submissions are seeking significant changes to the Structure Plan.

The City’s response to all matters raised in submissions received is contained within Attachment 4:

Element 1 - Urban Ecology

| Issue (summarised) | Recommended Change to Structure Plan |
|---|--|
| <p>Heritage</p> <p>The Structure Plan is not specific about its intentions for the Rockingham Hotel complex.</p> <p>Flexibility in relation to the complex’s heritage classification is requested due to condition, degree of authenticity and structural deficiencies, which make its retention unfeasible.</p> | <p>The Structure Plan sets out:</p> <ul style="list-style-type: none"> - An objective to reinforce Kent Street as a secondary main street with a focus on heritage, culture and the arts; - Development incentives, doubling the development height limit from 12 storeys to 24 storeys where the Rockingham Beach Hotel, existing mature trees and associated walls are retained and enhanced. - A flexible approach to adaptive reuse of the heritage assets to contribute to the local identity and character. <p>The Structure Plan provides reference to and reflects the required considerations as set out in <i>Local Planning Policy 3.3.21 - Heritage Development Design</i>, the <i>City’s Heritage Strategy 2020-2025</i> and <i>Heritage List</i>.</p> <p>No changes are recommended and this matter is being considered by the City separately upon application by the landowner.</p> |
| <p>Chemical Hazards (Contaminated Sites)</p> <p>Three areas locations have been identified on Department of Water and Environmental Health’s Contaminated Sites Database that are not referenced within the Structure Plan.</p> <ol style="list-style-type: none"> 1. Lot 99 Rockingham Beach Road (petroleum hydrocarbons in shallow groundwater) 2. McNicholl Street (Remediated for Restricted Use – asbestos) 3. Goddard Street (Remediated for Restricted Use – asbestos) | <p>The Structure Plan is to be modified to acknowledge known contaminated sites.</p> |

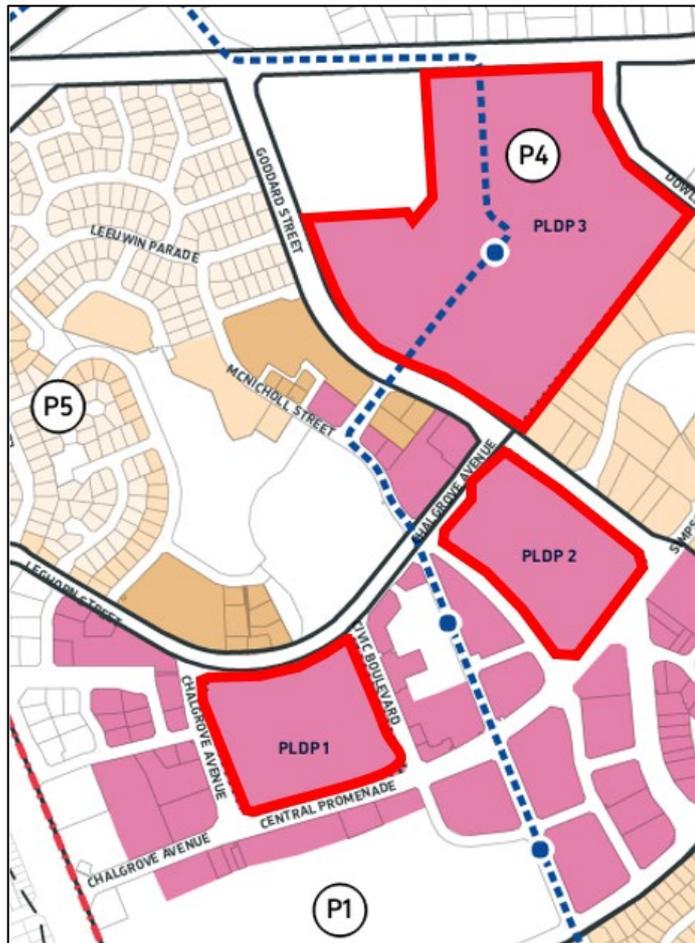
| Issue (summarised) | Recommended Change to Structure Plan |
|--|--|
| <p>Underground Power</p> <p>A plan is required to deal with above ground power lines to improve streetscapes and views.</p> | <p>In March 2023 (see AS-004/23), the Council voted to progress plans that would see remaining overhead power lines in the Safety Bay and Shoalwater area go underground. The resolution enables Western Power to commence project planning and design.</p> <p>Currently, Western Power has not identified the Strategic Centre as an area requiring a switch to underground power.</p> <p>While the intent of this submission is supported, an action to implement underground power is beyond the scope of the Structure Plan.</p> <p>It is recommended that the Council consider, as part of its ongoing advocacy program, a separate advocacy position and process to address a future underground power project for the Strategic Centre.</p> |
| <p>High Pressure Gas Pipeline</p> <p>There is a high pressure gas pipeline located within the Precinct and any sensitive land use or high density community use developments within proximity of a High Pressure Gas Pipeline requires further consultation with ATCO prior to preliminary designs being finalised.</p> | <p>The protection of essential ATCO Gas Infrastructure is acknowledged and understood. The inclusion of relevant measures to ensure appropriate measures are considered in proximity to high pressure gas is supported.</p> |
| <p>Urban Water Management</p> <p>The Department of Water and Environmental Regulation and Water Corporation have recommended further information be provided within the Water Management Strategy (WMS) to ensure existing infrastructure can appropriately capture and infiltrate stormwater throughout the Strategic Centre.</p> <p>The WMS should:</p> <ul style="list-style-type: none"> - Reference to sub-surface drainage be set at or above maximum groundwater level; - Quantify the volume of additional runoff from proposed density changes; - Quantify the amount of additional land required, if any, for drainage/infiltration purposes; - If required, identify likely areas available for future stormwater drainage infrastructure; | <p>The City's approach to urban water management was to provide high level guidance for future detailed planning processes to confirm the disposal of stormwater. This approach was taken due to the size of the precinct boundary.</p> <p>Based on advice from State Agencies, the City acknowledges there is a desire to address some of the matters proposed to be deferred through this process. In this regard, the Water Management Strategy is proposed to be modified to:</p> <ol style="list-style-type: none"> 1. Confirm the capacity of existing stormwater flood storage areas to confirm its capacity to hold additional stormwater; 2. Confirm the impacts that future development will have on surface runoff water; 3. If existing flood storage infrastructure is not capable of accommodating additional stormwater runoff, the Structure Plan must consider options for additional storage within each catchment; 4. Demonstrate any increased stormwater runoff must be accommodated within the Strategic Centre stormwater catchments; and 5. Demonstrate that future development will not contribute additional stormwater flows into Lake Richmond. |

| Issue (summarised) | Recommended Change to Structure Plan |
|---|--------------------------------------|
| <ul style="list-style-type: none"> - Discuss the potential for increased groundwater recharge and possible effects on groundwater dependent ecosystems and current and future development; and - Confirm bio-filtration systems are appropriate to the Strategic Centre context. - Ensure existing drainage infrastructure no additional flows into this network | |

Element 2 – Urban Structure

| Issue (summarised) | Recommended Change to Structure Plan |
|--|--|
| <p><i>Precinct Local Development Plans</i></p> <p>Submissions were supportive of the utilisation of a Precinct Local Development Plan to manage future subdivision and development of the lots but have concerns regarding however, have concerns regarding:</p> <ul style="list-style-type: none"> - The coordination of PLDP’s due to multiple land ownership, suggesting separate PLDP’s for each landowner; - Further flexibility relating to the movement network and public open space location within the Structure Plan for the PLDP relating to the TOD Village Sub-Precinct. - Removal of green link in LDP 1 (see separate discussion in relation to public realm); - Interim land uses within PLDP 1 and 2 (see separate discussion in relation to land use); and - Relaxing minimum height requirements in the City Centre PLDP (see separate discussion in relation to built form. | <p>DPLH, who have been consulted throughout the process on an ongoing basis, has advised that the utilisation of Precinct Local Development Plans for more flexible and refined planning to inform urban structure (and future subdivision) is unlikely to be supported by the WAPC.</p> <p>As such, the approach to address any future refinements to the precinct’s urban structure through the preparation of a PLDP is proposed to be modified.</p> <p>It is now recommended the Structure Plan be modified to stipulate the urban structure and built form requirements previously proposed to be addressed by PLDP’s in the ‘P1’ - City Centre and ‘P4’ - TOD Village sub-precincts. As a result, there will be a range of consequential amendments to the Structure Plan to implement the approach recommended by DPLH.</p> <p>It is still recognised there is a need for some flexibility for refined planning of key sites within ‘P1’ – City Centre and the ‘P4’ - TOD Village sub-precinct. It is recommended that the Structure Plan be modified to stipulate matters that:</p> <ol style="list-style-type: none"> 1. Could be modified and refined through a future amendment to the Structure Plan; and 2. Matters that must be implemented to ensure the delivery of critical planning outcomes, including: <ul style="list-style-type: none"> - Implementation of the RCCTS alignment; - Retention of existing vegetation adjacent to Goddard Street to meet a requirement of the Environmental Protection Authority; - Protection of the footprint of the Mike Barnett Sporting Complex; - Access points onto Goddard Street; and - Street frontage requirements. |

| Issue (summarised) | Recommended Change to Structure Plan |
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|--------------------|--------------------------------------|



18. Precinct Local Development Plan areas to be Integrated into the Structure Plan

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| <p>Subdivision</p> <p>It was requested that there be further flexibility in the Structure Plan to enable subdivision on sites smaller than 1,000m² in 'P2' Waterfront Village and 'P6' Southern Residential sub-precincts.</p> | <p>Through a review of the submissions received against the draft documents, it is recommended the Structure Plan be modified to support development of lots less than 1,000m² where a site meets all of the below criteria:</p> <ul style="list-style-type: none"> (i) Has a minimum site area of 800m²; <u>and</u> (ii) Is situated on a corner lot. <p>This is for the following reasons:</p> <ul style="list-style-type: none"> - Sites with multiple road frontages are simpler to redevelop, with more options to consider consolidated access and address both street frontages. - There is an improved ability to retain existing mature trees and provide green space through redevelopment, as less land area is required for service access and vehicle manoeuvring. - With respect to 'P2' - Waterfront Village sub-precinct, this area is identified as having 'medium' to 'high' level of development potential that is likely to attract redevelopment in the next 10 years. The sub-precinct as a range of corner sites that are approximately 800m² or greater that can meet the criteria for redevelopment in an appropriate manner. |
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| Issue (summarised) | Recommended Change to Structure Plan |
|--------------------|---|
| | <p>- The irregular nature of lot sizes in 'P5' – City Park and 'P6' – Southern Residential sub-precincts that are not both 800m² and located on a corner were determined to be difficult to effectively redevelop without a larger contiguous area of 1,000m² as proposed by the Structure Plan.</p> <p>This approach ensures the provision of greater flexibility and incentive to deliver high quality infill development that meets the vision and objectives of the Structure Plan to maintain the character of the residential focused sub-precincts and protect existing mature trees as part of any redevelopment.</p> <p>It is recommended the Structure Plan be modified to enable subdivision on lots with both a minimum area of 800m² <u>and</u> where located on a street corner.</p> |

Element 3 - Public Realm

| Issue (summarised) | Recommended Change to Structure Plan |
|--|---|
| <p>Rockingham Beach Foreshore There is no strategy to ensure the protection of Tuart Trees in Bell Park.</p> | <p>Churchill and Bell Parks are 'A' class reserves that are designated as 'Parks and Recreation' reserves under the Metropolitan Region Scheme. This status affords certain level of protection for mature trees on site.</p> <p>The preservation of established mature trees remains a high priority of the City.</p> <p>In this regard, the City's <i>Rockingham Beach Foreshore Master Plan Community Plan Strategy</i> provides the basis for all improvements to the Rockingham Foreshore and specifies the retention of existing trees.</p> <p>More broadly, the Rockingham Foreshore represents the Precinct's most important and strategic public space. As such, it is recognised that the Structure Plan needs to acknowledge the Council's adopted Strategic Community Plan and address the identified priorities to improve the public realm over time. To this end, it is recommended the Structure Plan be amended to:</p> <ul style="list-style-type: none"> (i) Identify the priority improvements and upgrades to be listed as staging actions within the Structure Plan. (ii) Amend the Structure Plan to acknowledge and reflect the outcomes of the City's <i>Rockingham Beach Foreshore Master Plan Community Plan Strategy</i>. |
| <p>City Centre Green Link A submission questioned the need for the paired green links along Civic Boulevard and Precinct Local Development Plan 1 within sub-precinct 'P1' – City Centre, where one consolidated link can provide greater benefit.</p> | <p>It is recommended the Structure Plan be modified to remove the secondary green link and provide a focus to Civic Boulevard as both a strategic green link and a main street in the 'P1' - City Centre sub-precinct.</p> <p>All references to the proposed 'green link' between Chalgrove Avenue and Central Promenade will be removed.</p> <p>It is noted that reference to an east/west green link from undeveloped land west of Civic Boulevard to Whitfield Street is not consistently referenced on all relevant figures within the Structure Plan and it is recommended the Structure Plan be updated to reflect the intent to implement this east/west green link.</p> |

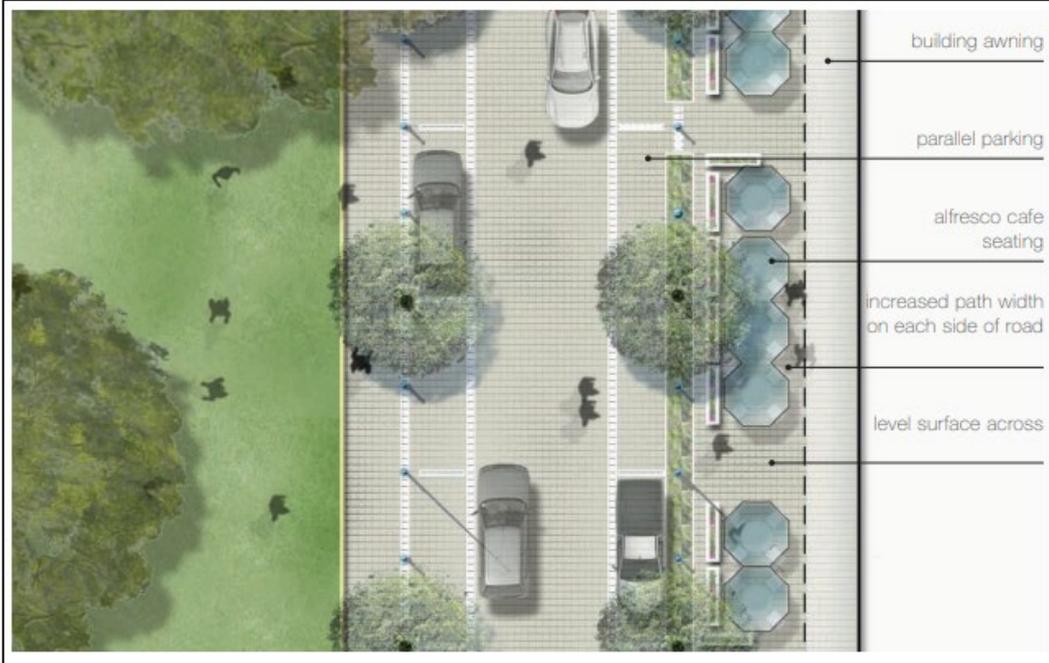
| Issue (summarised) | Recommended Change to Structure Plan |
|---|---|
| <p>Waterfront Village Pedestrian Walkways</p> <p>The proposed mid-block connection through the Rockingham Beach Hotel site is not supported because it is considered the street network provides sufficient permeability for pedestrians.</p> <p>Mandating the walkway (in the event that the 12-storey bonus is adopted) could have unintended consequences, because there is significant risk that it could be unattractive and ineffective.</p> | <p>The Green Link on Flinders Lane is part of a broader north-south link connecting to the City Centre. Its function is to support pedestrian and cyclist journeys across sub-precincts. The proposed mid-block connection is essential in delivering a walkable and permeable Waterfront Village, consistent with the existing local planning settings.</p> <p>SPP 7.2 – <i>Precinct Design Guidelines</i> (Urban Structure) states that where block lengths exceed 120m, that mid-block connections should be provided. With a total block length of 277m, 1 - 2 mid-block connections are deemed appropriate as it will:</p> <ul style="list-style-type: none"> - Enable shorter and more convenient journeys for pedestrians (of all ages and abilities); - Provide connectivity between the foreshore and proposed RCCTS stops on Kent Street; - Provide connectivity between the foreshore and the existing public carparks located adjacent to Kent Street (which in future are intended to be expanded in a decked format); and - Provides a direct link to Gary Holland Community Centre and ANZAC Park. <p>In light of this, no change is recommended to the Structure Plan.</p> <p>This planning intent is illustrated in Figure 19.</p> |



Element 4 - Movement Network

| Issue (summarised) | Recommended Change to Structure Plan |
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| <p>Leeuwin Parade Connection (City Park Sub-Precinct)</p> <p>Objections were raised for the shown reopening of Leeuwin Parade within the City Park Precinct will result in:</p> <ul style="list-style-type: none"> - Adverse impacts to the established amenity; - Impacts to property values; - Reduced safety to pedestrian and road users; - Traffic congestion; and - Increased traffic using Leeuwin Parade as a through route for non-local traffic. | <p>Leeuwin Parade is a neighbourhood connector residential street, which is approximately 900m long. It connects Read Street to Dixon Road via Leghorn Street and Goddard Street.</p> <p>Due to pressures from development and the increasing use by motorists of Leeuwin Parade as a shortcut, in 1998 the Council resolved to 'temporarily' close a section of Leeuwin Parade to traffic and preserve residential amenity within the Meadows estate. The temporary closure also allowed for unresolved strategic planning matters associated with the Strategic Centre to be resolved before determining the ultimate status of Leeuwin Parade.</p> <p>It is noted that the current 2009 Centre Plan provides for the reinstatement of Leeuwin Parade as a through connection.</p> <p>Further analysis determined that Leeuwin Parade is unlikely to warrant a through connection to serve as a component of the broader surrounding vehicle movement network, or to address traffic generated by the Structure Plan's ultimate development potential being realised.</p> <p>In this regard, it is recommended:</p> <ol style="list-style-type: none"> 1. Leeuwin Parade remain closed to vehicle through traffic; and 2. That the Structure Plan include a short term action to enhance a green link connecting between City Park and the Rockingham Foreshore (located at the site of the road closure) to improve pedestrian and cyclist user experience. |
| <p>Anzac Place Connection (City Park Sub-Precinct)</p> <p>The Structure Plan shows Anzac Place as a through traffic connection.</p> | <p>With respect to Anzac Place, there is a drafting error whereby existing road cadastral boundaries are missing. It was not the intent of the Structure Plan to provide a through connection. A modification is recommended to clarify this intent.</p> |
| <p>Marks Place Connection (City Park Sub-Precinct)</p> <p>The Structure Plan shows a connection from Mark's Place onto Goddard Street as a through traffic connection.</p> | <p>Marks Place the initial proposal sought an additional 'left-in, left-out' intersection at Goddard Street to facilitate access to 7 (Lot 9001) McNicholl Street.</p> <p>Further analysis has determined that, while this connection is a desirable planning outcome under the WAPC's <i>Precinct Design Guidelines</i>, the connection is not required to address a vehicle transport requirement for the function of the Strategic Centre.</p> <p>As such, the connection is recommended for removal.</p> |
| <p>Rockingham Beach Road</p> <p>The focus should be on calming the traffic on Rockingham beach road and in particular making the cafe strip one way or better still car free.</p> | <p>Potential traffic calming is identified as a key sub-precinct objective for the Waterfront Village sub-precinct.</p> <p>The City has an established vision for the upgrade of Rockingham Beach Road within its adopted <i>Rockingham Beach Foreshore Master Plan</i>, which seeks to create a low speed shared space environment (refer to Figure 20).</p> <p>The Structure Plan is proposed to be amended to recognise the intended improvements to Rockingham Beach Road between Railway Terrace and Wanliss Street and provide indicative staging timeframes to guide its implementation.</p> |

| Issue (summarised) | Recommended Change to Structure Plan |
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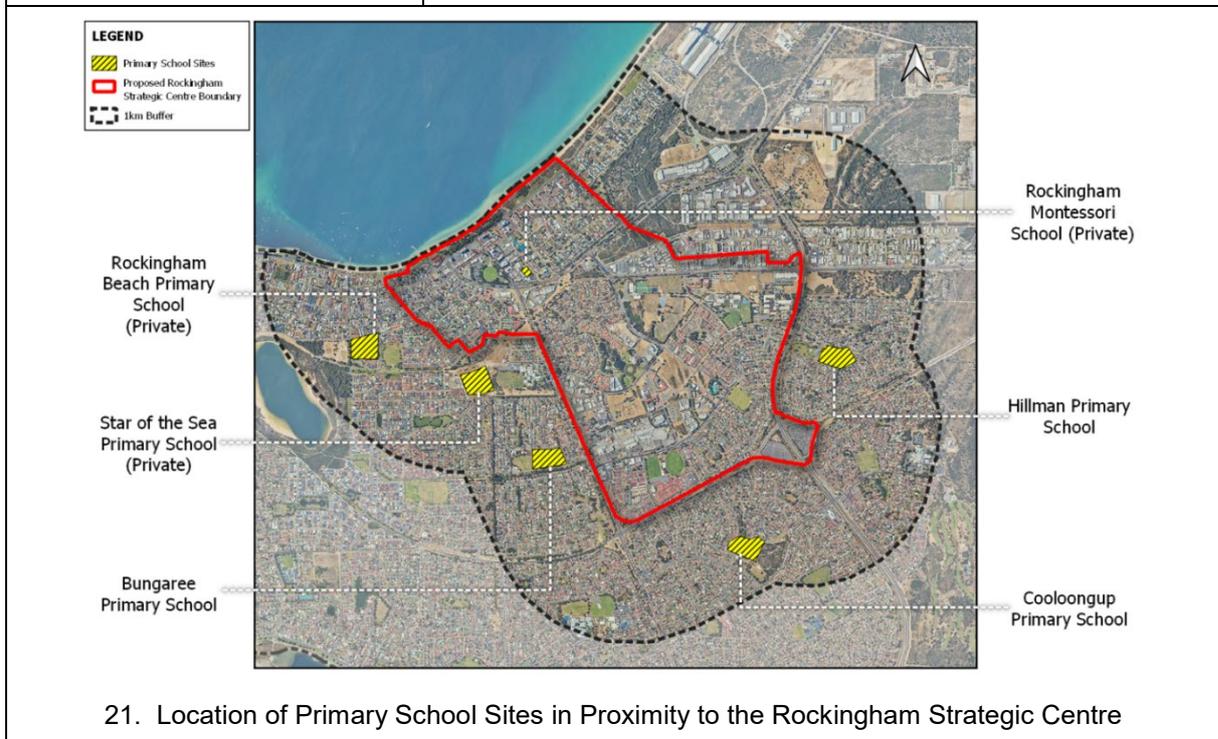
20. Rockingham Beach Foreshore Master Plan Street Profile Concept

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|---|--|
| <p>Intersection Treatments</p> <p>There is a need for a proper, up-to-date master plan to account for all intersection treatments.</p> | <p>The Structure Plan will provide the strategic basis for the implementation of future improvements to the movement network that are consistent and appropriate to the function of the street in question.</p> <p>Improvements will need to consider the purpose of the street for movement of traffic and people together with the value and priority of place. It is intended that consistent treatments for streets are selected based on these considerations.</p> <p>It is recommended that further guidance be provided to assist the delivery of proposed intersection treatment upgrades and the profile of streets throughout the Strategic Centre. In this regard, the following changes are recommended:</p> <ol style="list-style-type: none"> 1. Outline key design criteria to guide the design of future intersection treatments in locations identified by the staging plan. 2. Street cross-section profiles as recommended for the six types of streets identified by the Structure Plan being: <ul style="list-style-type: none"> - Movement Corridors - Active Streets and Connectors - City Destinations - City Streets - City Places - Local Streets <p>This is to provide for consistent considerations for movement network and public realm improvements.</p> <p>The funding arrangements are further discussed in the 'Financial Implications to Consider - Financial' section of this Report.</p> |
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Element 5 – Land Use

| Issue (summarised) | Recommended Change to Structure Plan |
|--|---|
| <p>School Site</p> <p>The Department of Education (DoE) have indicated a preliminary analysis of the proposed dwelling targets indicates that an additional of 1 to 3 public primary schools will be required and that the capacity of the High School will need to be increased once the Structure Plan is fully developed.</p> <p>Public primary schools are generally designed to accommodate students in a locality based on the prescribed dwelling threshold of one public primary school site for every 1,500 dwellings as per the WAPC’s Operational Policy 2.4 – Planning for School Sites.</p> <p>This would have a broader impact on the quality of educational outcomes, the operation and resourcing of schools and traffic management issues for the local community if a thorough strategic approach is not adopted.</p> <p>Whilst the Department acknowledges the broader intent to meet the infill dwelling targets and identify potential growth areas, it is imperative to balance the residential growth and resultant student population with public school provision in the locality.</p> <p>Given that there are no future public school sites within the Structure Plan, the Department has reservations with the proposed Structure Plan and associated Amendment.</p> | <p>The comments contained in the submission by DoE raise concern with the Structure Plan and accompanying Scheme Amendment given that there are no future public primary school sites identified for the Strategic Centre.</p> <p>DoE has confirmed that its established schools (see Figure 21) have capacity to accommodate the population generated from approximately 10,000 additional dwellings, which represents the Strategic Centre’s interim infill development target.</p> <p>Assuming the prescribed dwelling threshold of one (1) public primary school site for every 1,500 dwellings (as per the WAPC’s Operational Policy 2.4 - <i>Planning for School Sites</i>), an additional 11,500 dwellings would need to be delivered within the Strategic Centre, prior to a new school being required.</p> <p>DoE has also confirmed in subsequent engagement that only one (1) addition primary school site would be required to address the ultimate population visaged for the precinct.</p> <p>As such, it is anticipated the requirement for an additional school is a long term proposition beyond the life of the Structure Plan.</p> <p>The information received in relation to the school site, following advertising, is insufficient to inform a modification to the Structure Plan. In this regard, resolution is required with relevant State agencies to provide the following information within the Structure Plan:</p> <ul style="list-style-type: none"> (i) Staging requirements, including an indicative timeframe and development triggers for the provision of a new primary school; (ii) Confirmation of the land area requirements for the school; (iii) Confirmation of a location to be shown on the Structure Plan map, which provides for suitable access to the catchment, whilst not sterilising strategic landholdings for employment and mixed use development that constitute the function of a Strategic Centre; and (iv) A conceptual design to inform future implementation appropriate to an infill context. <p>On review of Operational Policy 2.4, the preferred location for a potential primary school site be contained within the Education Sub-Precinct (P7), on vacant land that is already owned by DoE for the following reasons:</p> <ul style="list-style-type: none"> - The site provides good access from Dixon Road and is in close proximity to P4 – TOD Village, one of the primary areas identified for increased density. - The site is capable of satisfying all criteria listed under Clause 3.4 - Physical Site Requirements, Servicing and Access. - The site is capable of satisfying all criteria listed under Clause 3.5 - Movement Network and Road Safety. This would include creation of new roads to ensure access from three frontages and to ensure that the school is not provided directly accessed from Dixon Road. |

| Issue (summarised) | Recommended Change to Structure Plan |
|--------------------|--|
| | <ul style="list-style-type: none"> - The site is capable of satisfying all criteria listed under Clause 3.6 - Relationship to Nearby Land Uses. The land uses to the north are a combination of light industry and service commercial. Under the proposed framework, these uses on Dixon Road are proposed to transition towards less sensitive uses, with a greater focus on service commercial. It is the City's opinion that there are not any perceived land use conflict issues. - Due to the strategic importance of the Rockingham Strategic Centre as the primary centre in the sub-region for employment, and a key area for infill development it is strongly recommended that the WAPC consider implementing Clause 3.3.5 (b) to allow for an 'innovative' design response to provide a limited footprint. |



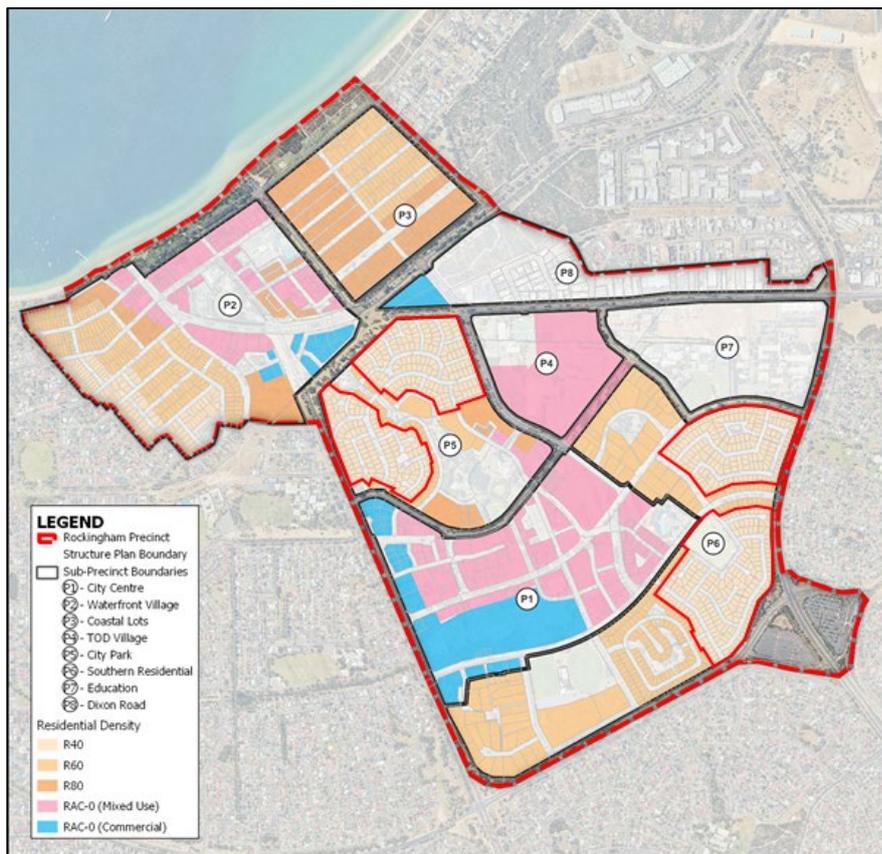
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|---|---|
| <p>Land Uses (Dixon Road Sub-Precinct)</p> <p>Concerns regarding the development of Supermarkets outside of the City Centre precinct. This will lead to a dilution of the retail core and compromises the accessibility and energy of the CBD.</p> | <p>This area is proposed to be rezoned from 'Commercial' to 'Service Commercial' to address an identified anomaly within the advertised Scheme Amendment that enabled incompatible land uses within the Kwinana Air Quality Buffer.</p> <p>As a result of this change, a supermarket ('Shop' land use) cannot be approved in this location.</p> <p>Land use permissibility for the Dixon Road Sub-Precinct is addressed in the City's consideration of Amendment No.191 Schedule of Submissions.</p> <p>Supermarkets can still be considered within the Mixed-Use sub-zone. Both the DPLH and the City consider it is a preferred outcome that a small supermarket be established within the TOD-Village sub-precinct to support access to daily goods and services within a walkable catchment, whilst not impacting the broader hierarchy of centres.</p> |
|---|---|

| Issue (summarised) | Recommended Change to Structure Plan |
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| | The City's adopted, draft <i>Local Planning Strategy</i> , <i>Needs Assessment</i> and <i>Local Commercial and Activity Centre Strategy</i> (2023) support the intended approach. |
| <p>Expansion for the number of Interim Land Uses</p> <p>It is requested that there be an expansion of interim use provisions to enable more land uses and additional vacant sites that can be accommodated.</p> | <p>Interim land use sites and associated uses are only contemplated in 'P1' City Centre sub-precinct to encourage temporary use of larger vacant / undeveloped landholdings in the short term, while not prejudicing the ultimate development outcomes.</p> <p>The City supports a broadening of the list of interim uses which include the addition of 'Community Purpose', 'Convenience Store', 'Exhibition Centre', 'Shop' and 'Small Bar' land uses.</p> |

Element 6 – Built Form

| Issue (summarised) | Recommended Change to Structure Plan |
|---|--|
| <p>Minimum Two-Storey Height Requirement</p> <p>The provision of two storey minimum height was not supported for the following reasons:</p> <ul style="list-style-type: none"> - The Waterfront Village sub-precinct west of Patterson Road does not lend itself to two storey development. - It impacts affordability. - Residents may not want to live in a two-storey dwelling. - Interim land uses are required to develop to a two-storey height. | <p>The minimum two (2) storey building height requirement were informed by a market feasibility analysis and built form testing, which sought to:</p> <ul style="list-style-type: none"> - Preserve and enhance space for deep soil, trees and landscaping; - Deliver built form which enhances streetscape character and reflects intended outcomes commensurate of a Strategic Centre type environment; and - Consolidated access. <p>The Structure Plan and Scheme Amendment No.191 does not impose a higher minimum standard for residential development than the City's existing planning requirements.</p> <p>The City is unable to verify any of the claims made regarding market impacts and activity, however, as part of preparation of the Structure Plan, it was recognised that the challenge in developing with the Strategic Centre is the ability for developers/proponents to construct projects that are financially feasible.</p> <p>After further consideration of the submission and development potential analysis, it is recommended that the minimum height provisions be retained, in a modified format, to ensure desired urban building and street outcomes can be achieved.</p> <p>In this regard, the Scheme Amendment wording is proposed to be updated to provide some flexibility to vary this requirement, clarifying when two-storey development is required and enabling single storey development in certain circumstances. This includes:</p> <ol style="list-style-type: none"> (i) Outlining a new provision to enable the Structure Plan to identify limited circumstances to relax the two-storey requirement. For example, exemptions for interim land uses and development proposals for additions, alterations, incidental structures to established development. (ii) Relaxing the two-storey requirement for all sites coded R40 under the Structure Plan 'Residential Density Plan' in 'P5' City Park and 'P6' Southern Residential sub-precincts. <p>This is proposed for the following reasons:</p> <ul style="list-style-type: none"> - These residential areas are located away from the primary movement network and/or key areas of interest. |

| Issue (summarised) | Recommended Change to Structure Plan |
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| | <ul style="list-style-type: none"> - They are identified as having 'low to medium' development potential under the Structure Plan, meaning the land is either highly unlikely (low) or may be likely (medium) to be developed in the next 10-20 years. - As it relates to the vision for the Structure Plan, the desired built form outcomes in these locations are considered of 'lower priority'. <p>With respect to P2 Waterfront Village sub-precinct referenced by the submission, this area is identified as having 'medium' to 'high' level of development potential, that is likely to attract redevelopment in the next 10 years.</p> <p>Following review of the submission and consideration of development potential areas for the Strategic Centre, this provision is recommended for retention, in a modified format, to ensure desired urban building and street outcomes can be achieved.</p> <p>With respect to the 'Residential' sub-zone, over the entire Structure Plan the following number of vacant lots will require a two-storey built form outcome:</p> <p>P2 Waterfront Village 7 vacant lots P3 Coastal Sub-Precinct 8 vacant lots</p> <p>The locations where the mandatory minimum two-storey development is proposed to be relaxed for new development is shown within the solid red boundaries in Figure 22.</p> |



22. Strategic Centre Density Plan and Locations for Reduced Building Height Requirements

| Issue (summarised) | Recommended Change to Structure Plan | | | | | | | | | | | | | | | | |
|--|---|--|---|---------------------------|-----------------|-----------------------|---|--|---|-------------|-----------|-----------|-----------|---------------|------------|-------------------------------|------------|
| <p>Foreshore Height Limits It was requested that:</p> <ol style="list-style-type: none"> The existing building height controls for the Rockingham Beach Foreshore be maintained in the new Structure Plan. That 24 storey development be permitted on sites within a land area of 5,000m² in lieu of 1ha. | <p>1. Following review of the submission and consideration of development potential areas for the Rockingham Foreshore, it is recommended the Structure Plan building heights for the sites bounded by Kent Street, Flinders Lane, Railway Terrace and Rockingham Beach Road be modified to reflect those set out in the existing Development Policy Plan 3.2.5 – Waterfront Village.</p> <p>Further, information will be included in Part Two of the Structure Plan to set out the rationale for how the height limits in the Waterfront Village Sub-Precinct were developed. It is recommended the high controls reflect the following change:</p> <table border="1" data-bbox="655 622 1428 1043"> <thead> <tr> <th>Frontage</th> <th>Existing Policy</th> <th>Advertised Structure Plan</th> <th>Proposed Change</th> </tr> </thead> <tbody> <tr> <td>Rockingham Beach Road</td> <td>12 storeys bonus to 16 storeys for lots 4,000m² or 24 storeys for lots >1ha</td> <td>8 storeys bonus to 12 storeys for lots >2000m²; or 24 storeys for lots >1ha</td> <td>12 storeys bonus to 16 storeys for lots 4,000m² or 24 storeys for lots >1ha</td> </tr> <tr> <td>Kent Street</td> <td>8 storeys</td> <td>6 storeys</td> <td>8 storeys</td> </tr> <tr> <td>Flinders Lane</td> <td>12 storeys</td> <td>8 storeys bonus to 12 storeys</td> <td>12 storeys</td> </tr> </tbody> </table> <p>2. The provisions, as drafted, are clear that it is the City’s intent that 24 Storeys will only be contemplated on the former Rockingham Beach Hotel site, as the site is large enough to mitigate potential impacts associated with bulk and scale. This is consistent with the existing planning framework, which permits this bonus height for the ‘Rockingham Beach Hotel Site’.</p> <p>A reduction to 5,000m² has the potential to introduce unintended consequences for the provision of significant development in locations not envisaged by the City’s Rockingham Beach Height Study, and could make it more feasible to allow amalgamation of other sites, which are deemed to be less appropriate for development of this scale. To avoid any unintended consequences, no changes are proposed.</p> | Frontage | Existing Policy | Advertised Structure Plan | Proposed Change | Rockingham Beach Road | 12 storeys bonus to 16 storeys for lots 4,000m ² or 24 storeys for lots >1ha | 8 storeys bonus to 12 storeys for lots >2000m ² ; or 24 storeys for lots >1ha | 12 storeys bonus to 16 storeys for lots 4,000m ² or 24 storeys for lots >1ha | Kent Street | 8 storeys | 6 storeys | 8 storeys | Flinders Lane | 12 storeys | 8 storeys bonus to 12 storeys | 12 storeys |
| Frontage | Existing Policy | Advertised Structure Plan | Proposed Change | | | | | | | | | | | | | | |
| Rockingham Beach Road | 12 storeys bonus to 16 storeys for lots 4,000m ² or 24 storeys for lots >1ha | 8 storeys bonus to 12 storeys for lots >2000m ² ; or 24 storeys for lots >1ha | 12 storeys bonus to 16 storeys for lots 4,000m ² or 24 storeys for lots >1ha | | | | | | | | | | | | | | |
| Kent Street | 8 storeys | 6 storeys | 8 storeys | | | | | | | | | | | | | | |
| Flinders Lane | 12 storeys | 8 storeys bonus to 12 storeys | 12 storeys | | | | | | | | | | | | | | |
| <p>Height Provisions for Rockingham Centre A submission noted a need to clarify the height controls assigned to the Rockingham Centre site so that instead of being mandated they are preferred with ability to negotiate variation subject to design quality and nature of uses proposed.</p> <p>The submission sought the existing height controls remain, requesting a preferred 4-6 storeys allowance.</p> | <p>The intent of the submission is supported, the maximum building height for the Rockingham Centre site will be increased to 6 storeys.</p> | | | | | | | | | | | | | | | | |

| Issue (summarised) | Recommended Change to Structure Plan |
|---|--|
| <p>Overshadowing Concern was raised regarding the building heights permitted on the Rockingham Beach foreshore overshadowing the Azure Apartments and public realm. Concern was also raised regarding potential overshadowing from a future planned decked carpark.</p> | <p>The Structure Plan has been designed with consideration of the City's Waterfront Village Height Study to address impacts of building height to avoid overshadowing onto streets, public spaces and where possible nearby and adjoining buildings. Together with the requirements of State Planning Policy 7.3 – <i>Residential Design Codes Volume 2 – Apartment (R-Codes)</i>, states outlines criteria for the consideration of overshadowing impacts, future development will need to minimise overshadow impacts.</p> |
| <p>Applicable R-Coding for the Commercial Sub-Zone A submission recommended the provision of a R-Code for the Commercial sub-zone, as this sub-zone can support development applications for multiple dwellings and serviced apartments.</p> | <p>The intent of the submission is supported. An RAC-0 coding will be applied to the Rockingham Centre site to support residential development, however, it will retain its Commercial zoning.</p> |

Other Issues

| Issue | Recommended Change to Structure Plan |
|--|---|
| <p>Development Feasibility in City Centre and TOD Village Submissions raised concern that:</p> <ul style="list-style-type: none"> - Development outcomes sought in the TOD Village sub-precinct are too ambitious and needs to be amended to reflect the capacity of the market to deliver a timely urban development solution - The business case determined that the high-density option results in a loss and is considered unfeasible on today's market evidence. - The development feasibility testing should be updated based on the market conditions that exist today and not those that existed in 2021. | <p>Due to the size of the Rockingham Strategic Centre precinct, its complex land tenure and associated development intentions, the City considers it is highly unlikely that it will be fully developed in the medium term.</p> <p>The contention that feasibility testing should be reviewed at this point in time is not supported. As the Rockingham Strategic Centre will need to be reviewed in 10 years (post approval) as per the Planning Regulations, the feasibility can be reviewed again at that point in time.</p> <p>Further, through an action in the draft Local Planning Strategy, the City is committing to undertake 5-yearly market feasibility testing to understand how this relates to its local planning framework.</p> <p>The challenges associated with delivery of the apartments in the City Centre Sub-Precinct today are understood, however, the City Centre will continue to have a tertiary economic and employment focus, with the retail anchor of an expanded shopping centre merging with Main Street mixed use development.</p> <p>The Structure Plan provides a flexible land use framework, with provision for a range of development types (and scales), as is expected for a Strategic Centre. No changes to this intent are supported.</p> <p>The feasibility assessment undertaken by DevelopmentWA is valuable and provides some insights into the potential timing for realisation of development in the TOD Village. The primary built form typologies contemplated under the proposed layout are terraces, walk-up apartments, mid-rise apartments, and mixed use. The City supports flexibility on the amount of non-residential floorspace provided.</p> <p>Given how long development uptake will be (even in the 'low' scenario), it is critical that a flexible framework is proposed that allows adaptability in line with market conditions over time.</p> |

| Issue | Recommended Change to Structure Plan |
|---|--|
| <p>- The feasibility testing should be peer reviewed prior to progressing the planning framework.</p> | <p>Staging should be a major consideration to ensure that this strategically important site is not 'underdeveloped'. Reducing the minimum dwelling target by 35% to 650 is not supported, particularly with a relaxation on the extent of mixed-use / non-residential floorspace contemplated.</p> <p>A lowering of the residential density is also contrary to the intent of SPP 4.2, which requires future planning for Strategy Centres to achieve at least 50 dwellings per hectare in centres with access to a railway station.</p> |

Response to Matters identified by Department of Planning, Lands and Heritage

Following the advertising process, the City has been in ongoing discussion with DPLH to progress the finalisation of the Structure Plan. Through those discussions, officers raised the following matters that will be investigated further through the assessment of the Structure Plan. The City recommends the following changes in response to outlined below:

| Matters raised by DPLH | City Response |
|--|---|
| <p>1. Provision of further justification and review of Bonus Height Criteria and Community Benefit</p> | <p>The City maintains that a detailed community benefit framework is not required due to the context of building height, outcomes of extensive public advertising submissions and the detailed work that has gone into setting the framework.</p> <p>To access bonus building height within adjacent to the Rockingham Foreshore the structure Plan requires:</p> <ul style="list-style-type: none"> (i) Improved infrastructure through the provision of pedestrian access between Kent Street and Rockingham Beach Road, which can provide for street level activation; (ii) Retention of local heritage buildings; and (iii) Contributions to local character and identity. <p>The provision of additional building height, consistent with the current planning requirements, incentivises development outcomes that provide for the economic prosperity of the Rockingham Foreshore. This is achieved through increasing population density to support local business and providing opportunities to further develop Rockingham Foreshore as a tourist destination.</p> <p>To access bonus building height on the Rockingham Foreshore, a modification is proposed to provide greater clarity for the criteria and community benefit to be addressed, requiring development to be:</p> <ul style="list-style-type: none"> (i) Located on a single consolidated site within the Waterfront Village Precinct, with a minimum site area of 4,000m²; and (ii) Contribute to improvements to local character and identity (to a standard supported by the City's Design Review Panel or State Design Review Panel (if applicable) through: <ul style="list-style-type: none"> (a) Provision of a mid-block connection (with a minimum width of 8m) framed with development that provides passive surveillance and ground floor activation between Kent Street and Rockingham Beach Road (in dedicated locations); and (b) Can demonstrate that the design permits winter sun (mid-day, June 21) penetration to the main kerb line of the footpath along the southern side of Kent Street between Railway Terrace and Wanliss Street; |

| Matters raised by DPLH | City Response |
|--|---|
| <p>2. Precinct Local Development Plans to be removed and incorporated into the Structure Plan.</p> | <p>This is not the preferred approach of the City or stakeholders who provided submissions on PLDP's. It is acknowledged that this change will be required for effective decision making for the implementation of the Structure Plan by both the City and WAPC. The following change is proposed:</p> <ul style="list-style-type: none"> (i) PLDP1 and PLDP2 to be removed and integrated into the Structure Plan. (ii) PLDP3 to be removed. Key requirements that must be achieved in the TOD Village sub-precinct will be outlined through the Structure Plan, and matters that could be refined through an amendment process will be stipulated. (iii) PLDP4 for the Rockingham Beach Hotel site is recommended for retention. This is to address built form requirements and ensure a coordinated development outcome on a strategically important site. (iv) A new PLDP is proposed for Lot 9001 McNicholl Street, which is also adjacent to Goddard Street. This is to replace the existing integrated development guide plan and coordinated development outcomes for a large site. (v) PLDPs in education sub-precinct to be retained. <p>It is noted that for nominated sites subdivision and development cannot occur prior to the preparation of a PLDP.</p> |
| <p>3. Expansion of Built Form Controls for Precinct Local Development Plan areas</p> | <p>This comment is noted as a by-product of point 2 above. A modification is proposed to change the approach outlined by the Structure Plan.</p> |
| <p>4. Outline Population Targets for Sub-Precincts</p> | <p>Modification supported.</p> |
| <p>5. Movement Mode Share targets to be provided</p> | <p>Modification supported. The City mode share targets from its draft Local Planning Strategy are proposed as a long term objective.</p> |
| <p>6. Reiterating alignment of all development with the ten design principles of SPP 7.0.</p> | <p>Modification supported.</p> |
| <p>7. Clearly setting out/explaining modifications to the deemed-to-comply requirements of the R-Codes (Volumes 1 and 2)</p> | <p>Modification supported.</p> |
| <p>8. Alignment of Car Parking standards for non-residential uses to reflect the interim WAPC Guidance Statement</p> | <p>The Amendment and Structure Plan have been modified to change the approach for parking as follows:</p> <ul style="list-style-type: none"> - The Structure Plan will outline parking requirements for the Strategic Centre, with reference proposed to be removed from the Scheme Text; - Mandatory cash-in-lieu payment for car parking is proposed to be removed from the Scheme Text and replaced with a new Payment in Lieu of Carparking Plan as required by the Planning Regulations; and - Carparking ratios reflect the latest WAPC guidance for non-residential land uses. |

Conclusion

Following an extensive community and stakeholder consultation process, there was a high level of support for the general direction and vision of the draft Rockingham Strategic Centre Precinct Structure Plan without the need for significant changes to the Structure Plan.

The changes proposed through the consideration of submissions received principally sought to refine the planning considerations in each of the eight sub-precincts. In response to this and from a thorough review of the Structure Plan following advertising, it is recommended a suite of modifications be made to the Structure Plan to:

1. Introduce additional flexibility into the planning framework where it aligns with the Structure Plan's vision and objectives to enable effective implementation of development outcomes;
2. Provide further guidance for the upgrade of the public realm and movement network over time to help the Strategic Centre reach its potential; and
3. Refine the Structure Plan's planning provisions to provide for fit for purpose and simpler planning controls to deliver high quality development outcomes.

It is noted that a majority of the submissions related to the reopening of Leeuwin Parade to vehicle traffic, which was an action carried over from the current Centre Plan. Upon further investigation, it is recommended the connection remain closed and the green link between City Park and the waterfront (intersecting with Leeuwin Parade) be enhanced for pedestrians and cyclists.

Changes are also recommended to address the State Government's significant planning reform agenda and ensure the Structure Plan provides a contemporary approach into the future.

Some elements of the planning reform agenda, specifically those relating to the implementation of the Medium Density Code, have the potential to significantly impact development outcomes in the Structure Plan. This element will require ongoing liaison with State government agencies to ensure the community and City's aspirations can be incorporated into the Structure Plan.

Further discussion regarding the location, size and trigger for the provision of an additional primary school within the precinct will also require further discussion with State government agencies. The City has identified an appropriate location within the Education sub-precinct for the future school that maintains the strategic intent of the precinct whilst providing for site that can meet education requirements beyond of timespan of this Structure Plan.

The changes described above and contained in full within Attachment No.5 are consistent with the vision and intent for the precinct, and as such, do not warrant further public consultation.

The Rockingham Strategic Centre Precinct Structure Plan is a contemporary planning instrument that provides for best practice planning outcomes and an ambitious vision for the future. As one of the largest 'precincts' in Western Australia, the Structure Plan provides for a considered approach to each of its eight sub-precincts, which together form the broader Strategic Centre to service its catchment principally within the Cities of Kwinana and Rockingham.

In light of the above, it is recommended the Council support lodgement of the Rockingham Strategic Centre Precinct Structure Plan and attachments to the WAPC for approval, subject to the modifications contained in Attachment 5.

Voting Requirements

Simple Majority

Officer Recommendation

That Council:

1. **APPROVES** the lodgement of the Local Government Report, Schedule of Submissions and Schedule of Modifications to the Western Australian Planning Commission, with respect to the proposed Precinct Structure Plan for the Rockingham Strategic Centre, recommending the Structure Plan be approved subject to the modifications contained in Attachment 5 that address:
 - (i) Matters raised in submissions received;

- (ii) The requirements of new or amended State Planning Policies, Operational Policies and WAPC Guidelines introduced since the preparation of the Precinct Structure Plan; and
 - (iii) Technical refinements identified by the City to:
 - (a) Address administrative changes;
 - (b) Improve the clarity of development standards and user experience; and
 - (c) Provide further guidance for the implementation of the Structure Plan.
2. **DIRECTS** the Chief Executive Officer to prepare a new 'Strategic Centre Infrastructure Plan', following the Precinct Structure Plan's approval by the Western Australian Planning Commission, to provide recommendations for the prioritisation, funding and implementation of capital works.

Committee Recommendation

That Council:

1. **APPROVES** the lodgement of the Local Government Report, Schedule of Submissions and Schedule of Modifications to the Western Australian Planning Commission, with respect to the proposed Precinct Structure Plan for the Rockingham Strategic Centre, recommending the Structure Plan be approved subject to the modifications contained in Attachment 5 that address:
 - (i) Matters raised in submissions received;
 - (ii) The requirements of new or amended State Planning Policies, Operational Policies and WAPC Guidelines introduced since the preparation of the Precinct Structure Plan; and
 - (iii) Technical refinements identified by the City to:
 - (a) Address administrative changes;
 - (b) Improve the clarity of development standards and user experience; and
 - (c) Provide further guidance for the implementation of the Structure Plan.
2. **DIRECTS** the Chief Executive Officer to prepare a new 'Strategic Centre Infrastructure Plan', following the Precinct Structure Plan's approval by the Western Australian Planning Commission, to provide recommendations for the prioritisation, funding and implementation of capital works.

Committee Voting (Carried) - 6/0

The Committee's Reason for Varying the Officer's Recommendation

Not Applicable

Implications of the Changes to the Officer's Recommendation

Not Applicable

Council Resolution

Moved Cr Jones, seconded Cr Hudson:

That Council:

1. **APPROVES** the lodgement of the Local Government Report, Schedule of Submissions and Schedule of Modifications to the Western Australian Planning Commission, with respect to the proposed Precinct Structure Plan for the Rockingham Strategic Centre, recommending the Structure Plan be approved subject to the modifications contained in Attachment 5 that address:
 - (i) Matters raised in submissions received;

- (ii) The requirements of new or amended State Planning Policies, Operational Policies and WAPC Guidelines introduced since the preparation of the Precinct Structure Plan; and
 - (iii) Technical refinements identified by the City to:
 - (a) Address administrative changes;
 - (b) Improve the clarity of development standards and user experience; and
 - (c) Provide further guidance for the implementation of the Structure Plan.
2. **DIRECTS** the Chief Executive Officer to prepare a new 'Strategic Centre Infrastructure Plan', following the Precinct Structure Plan's approval by the Western Australian Planning Commission, to provide recommendations for the prioritisation, funding and implementation of capital works.

Carried – 12/0

The Council's Reason for Varying the Committee's Recommendation

Not Applicable