

City of  
**Cockburn**



wetlands to waves

# Cockburn Central Background analysis report and action plan



FEBRUARY 2015





## Mayor's Forward

The City of Cockburn has set a goal for Cockburn Central to be the most influential Activity Centre in the region by 2031. This Activity Centre Plan provides the foundations for the long term sustainable development of Cockburn Central and will act as a guide in evolving this area into one of Perth's most diverse and vibrant centres.

The activity centre is on the cusp of becoming a unique service, knowledge and entertainment precinct by capitalising on significant public and private investment, both current and future. Careful planning is required to ensure that Cockburn Central continues to be an inviting place to live, work, visit and invest now and into the future.

The activity centre plan will guide the City's decision making to 2031 and provide a platform for lobbying of state and federal governments for provision of funds for additional infrastructure. The plan will also assist the City in advocating and encouraging for further private sector investment in the area to further the City's economic goals for the district.

With the continued growth of the south west corridor of Perth and an increasing need to focus on in-fill development to meet Perth's housing needs, locations such as Cockburn Central will become increasingly important into the future.

It is by clearly articulating the City's long term strategic goals and putting in place a sound and achievable implementation plan that Cockburn Central will become the most important and influential activity centre in the southern metropolitan corridor.

A handwritten signature in black ink that reads "Logan Howlett".

**Mayor Logan K Howlett, JP**

## Summary

The Cockburn Central Activity Centre currently exists as a collection of divided precincts punctuated by a burgeoning mixed use Town Centre and Gateways Shopping City. With the addition of other areas earmarked for high density mixed use development and significant public infrastructure, the activity centre is in a strong position to become a diverse, vibrant and successful activity centre as described in State Planning Policy 4.2.

There are significant opportunities for the centre based on its natural attributes, including proximity to critical industries and population, which enable the real opportunity for the activity centre to become the most important centre south of Perth.

Significant parcels of undeveloped land zoned for high density residential and mixed use development, high levels of amenity, proximity to natural settings and high levels of public infrastructure, presents an activity centre that is well positioned to produce high density walkable living environments. In turn the activity centre is well placed to assist in adding new medium to high density housing option for the Perth region, which importantly provide significant diversity of choice in the southern region.

The core area of the centre is clearly defined by zoning and land uses that are reflective of the long term desires and aspirations of the City. The surrounding frame area, typified by lower density residential, commercial and industrial development, provides for the ability to have greater influence on land deemed to have direct influence on and reliance on the activity centre.

## Introduction

The City of Cockburn has experienced significant and sustained growth over the past several decades, quadrupling in size since 1971 to now over 100,000 residents. The City's population is expected to continue to grow with the Western Australian Planning Commission's WA Tomorrow Forecasting additional growth of between 30,000 and 40,000 by 2026.

As the City has grown, centres of activity and influence have shifted with the concentration of populations. A new core population exists within the southern corridor of Cockburn; straddling the Kwinana Freeway and Perth – Mandurah Railway. This trend is expected to continue with the opening up of development land in the locality of Banjup.

The Western Australian Planning Commission through their high level Spatial Framework and Strategic Planning, have identified Cockburn Central as the highest order activity centre within the City; identifying it as a Secondary Centre, the third highest classification.

The City has long understood the strategic role Cockburn Central does and will play within the wider Southern Corridor of Perth. Moreover, the continued growth and development of Cockburn Central is vital to the positioning of the City of Cockburn within the metropolitan region. The expected level of development, its urban form and intensity instigates the need for long term strategic planning to be undertaken at the local government level. Through this document it is hoped that the Activity Centre will grow in a holistic and organised manner, allowing the maximum return on investment and increased quality of living for residents.



It is clear that how we plan for a Cockburn Central Activity Centre to be Liveable, Prosperous, Accessible, Sustainable and Responsible Centre will face significant challenges, as well as opportunities. The Activity Centre Plan will provide the framework that will alleviate and manage these challenges going forward.

### **What is the Activity Centre Plan?**

The Cockburn Central Activity Centre Plan ('The Plan') is a City level strategic document designed to provide broad direction for the development of Cockburn Central Activity Centre through to 2031.

The Plan will assist in the creation of a connected, vibrant and responsive Activity Centre as desired in Directions 2031 and Beyond and State Planning Policy 4.2. The Activity Centre Plan does not form the basis of an Activity Centre Structure Plan as outlined in State Planning Policy 4.2. However, the Plan Implementation Framework recommends the need for the City to undertake a comprehensive Activity Centre Structure Plan over the Core Area of the Plan. The endorsement of such a document is seen as important to guiding this as a next logical step for the City to take over the short term.

The Strategy will draw on extensive and detailed background research and analysis of issues facing the Activity Centre. Both context and site analysis will be undertaken to ensure a comprehensive understanding of the Plan study area and surrounding catchment.

The Plan builds on the work of the City's Local Commercial and Activity Centre Strategy ('LCACS') and is designed to

operate in conjunction with the City's Housing Affordability and Diversity Strategy and Economic Development Directions Strategy, which are currently under formulation. The integration of these documents and fulfillment of the aims of LCACS is important to achieving the identified goals of the Activity Centre and the Vision of the Plan.

The Plan has three parts:

1. Discussion Paper;
2. Background and Issues Paper; and
3. The Plan (Implementation Framework).

The Discussion Paper formed the initial part of the Plan and was used to create interest and attempt to draw out visionary ideas from the community, business leaders and interested parties. The Plan provided four broad topics of discussion based around the themes of the Plan. The Discussion Paper unlike the other two parts of the Plan, is a standalone document.

The Discussion Paper goals were as follows:

- Identify opportunities for the Cockburn Central Activity Centre to grow;
- To stimulate discussion and encourage ideas; and
- Identify new issues that are important to the future of the area.

Community feedback was received during the formal advertising of the Discussion Paper; this is discussed later in this report. This information was utilised to further refine the Plan and also in the formulation of the Implementation Framework. The Background and Issues Paper (the second section of the

document) forms the investigative segment of the Plan, and looks into the following:

- Documents findings of background studies;
- Site analysis;
- Contextual analysis;
- Assessment of existing structure planning; and
- Discussion of issues affecting the Activity Centre.

Finally, the Implementation Plan utilises the information gathered in the previous two stages to formulate an implementation framework going forward. The Plan will provide the basis and direction for statutory decisions and advocacy going forward.

### **What kind of Activity Centre will Cockburn Central become?**

Cockburn Central has evolved quickly from being a small district level activity centre focused on a small shopping centre in the early 2000's to a vibrant mixed use activity centre that it is today. The continued evolution of the Cockburn Gateways Shopping City, Success Central and the Cockburn Central Town Centre has led to a Centre like no other in Perth. This coupled with the current planning over Muriel Court Structure Plan area and the Cockburn Central West Structure Plan precinct, sees a strong and prosperous future for the Centre.

With the recent and planned investments in civic, educational and commercial infrastructure, Cockburn Central is in a unique setting to be an Activity Centre, well positioned to help achieve the State Government's Directions 2031 goals and objectives.

#### **The Vision of the Plan:**

***Cockburn Central positioned as a Strategic Metropolitan Centre and the most influential Activity Centre in the South West Metropolitan Sub-Region by 2031.***

#### **Drivers and Opportunities**

***Cockburn Central has all the key requirements to become the most influential Activity Centre in the South West Metropolitan Region:***

- ***A diverse mixed use centre***
- ***Good transport infrastructure and public transport links***
- ***A growing population catchment***
- ***Compact Centre with extensive future development sites***
- ***Strong links to the surrounding natural environment***
- ***High quality Civic Infrastructure***

***The vision is supported by five overarching themes:***

The vision is supported by five overarching themes:



**A Prosperous Centre**

The success of the Activity Centre will depend on the ability to build on the current prosperity

**A Responsible Centre**

Guide the Activity Centre in a responsible manner to manage urban growth and make the most efficient use of land and infrastructure

**A Liveable Centre**

Living in or visiting Cockburn Central should be a safe, comfortable and enjoyable experience

**An Accessible Centre**

Most people should be able to meet their education, employment, recreation, service and consumer needs within Cockburn Central

**A Sustainable Centre**

Cockburn Central should grow within the constraints placed on it by the environment

The five key themes are drawn from Directions 2031 and all future statutory planning instruments and initiatives of the City would be expected to justify how they are consistent with the five key themes.

Each theme is supported by an overarching objective drawn from the City's Strategic Plan, Commercial and Activity Centre Strategy and Directions 2031 and will be used, in conjunction with the overarching themes, to guide the formulation of the Activity Centre Plan and future decisions of the City within the Plan's area.

### **The Challenge: Raising the Dials**

The City's Local Commercial and Activity Centre Strategy (LCACS) sets the strategic vision and broad framework to guide the planning and development of the City's activity centres and to help guide planning for the City's strategic employment centres over the next 15 years. LCACS identifies Cockburn Central as the highest level activity centre in the City.

LCACS looked at the City's existing activity centres and the existing strategic employment centres and assessed them based on their performance against six criteria, being: intensity, diversity, employment, accessibility, economic activation and urban form. The City's activity centres largely perform at Perth metropolitan average levels or below. LCACS clearly showed that there is a need for improvement of activity centre performance in the future.

Cockburn Central overall performed below the average expected for a Secondary Centre. Only one indicator, urban form, registered an average result largely attributed to a high score for development potential. It is clear that there is significant scope for improvement in the performance metrics of Cockburn Central. Increased performance is expected as the Centre grows.

### **Study Area**

The Study Area accounts for approximately 1,428 ha, equivalent to 27% of the total area of the City.

The Study Area is broadly bound by Berrigan Drive and Jandakot Road in the north, the future Banjup Urban Precincts and Lyon Road in the east, Bartram Road to the South and the boundary of Lake Yangebup and Thompsons Lake to the West.

The size and form of the Study Area was selected to allow the appropriate framing of the Central Core Precinct of the Activity Centre, which includes the immediate surrounds of the Cockburn Central Station.

### **Core Area**

The Core Area of the Study Area covers approximately 169 ha and is centred on the immediate environs of the Cockburn Central Town Centre, Cockburn Central West and Cockburn Gateways Shopping Centre. The boundary of the Core Area is broadly consistent with the Activity Centre boundary as outlined in the City's Local Commercial and Activity Centre Strategy.

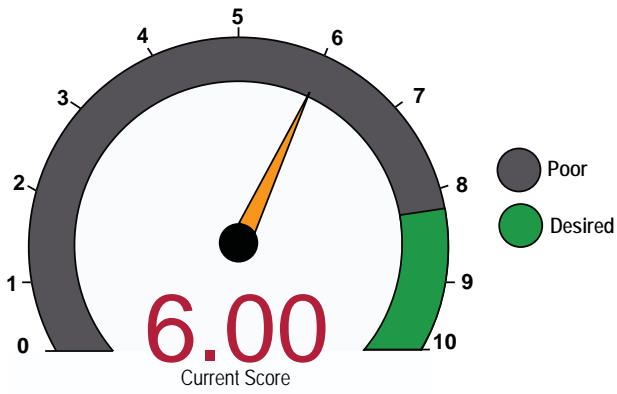
Land within the Core Area can be expected to feature higher more intense level of development out to 2031; with a concentration of jobs and more substantial built form.

The City has previously set a target of 35 dwellings per gross hectare as the desirable density target for the combined Cockburn Central Town Centre and Cockburn Gateways precincts. This equates to a total of 1,435 dwellings. Analysis of recent population figures indicates that this target is likely to be met. This target remains appropriate. The wider Core Area has also previously been expected to achieve a desirable population density of

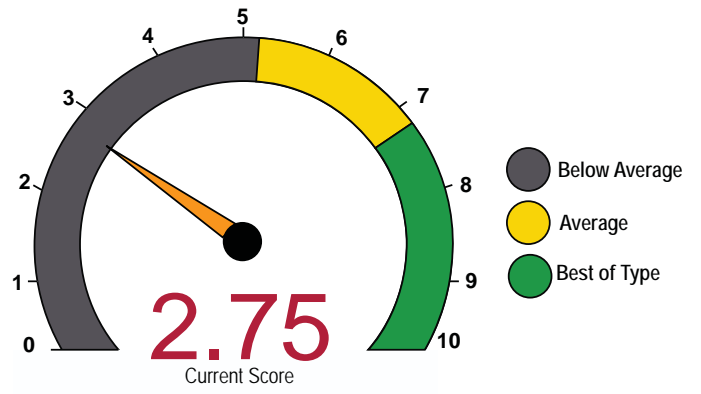


# LCACS DIALS - HOW COCKBURN STACKS UP

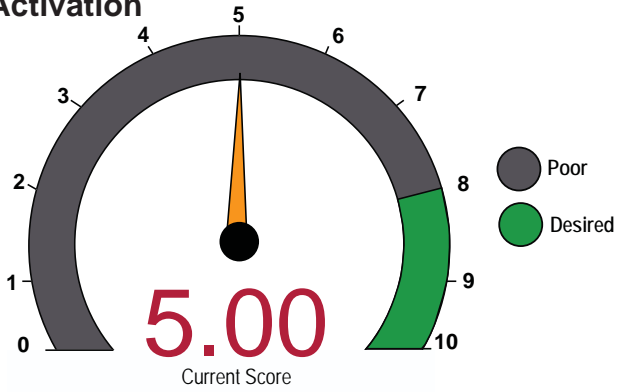
## Cockburn Accessibility



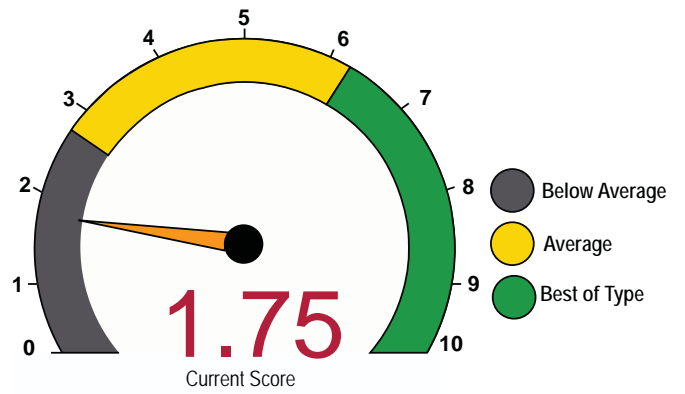
## Cockburn Diversity



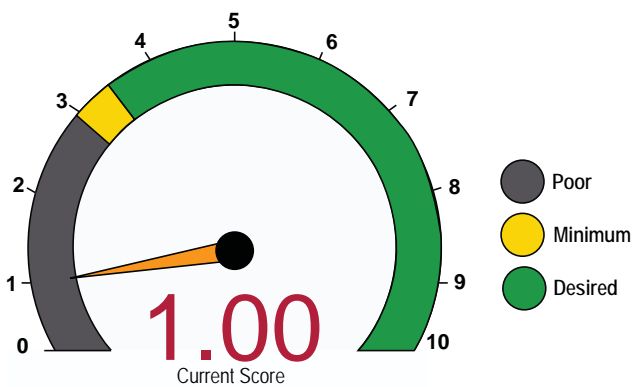
## Cockburn Economic Activation



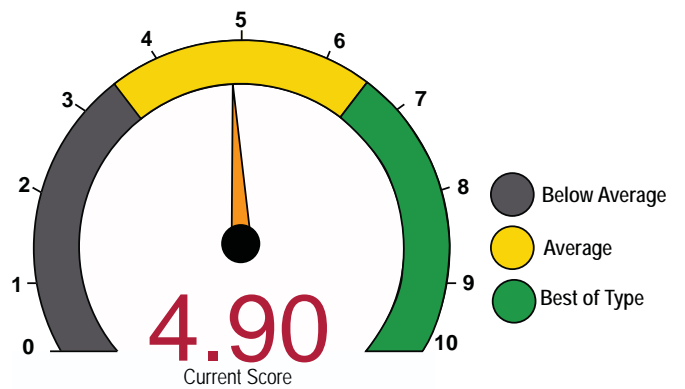
## Cockburn Employment



## Cockburn Intensity

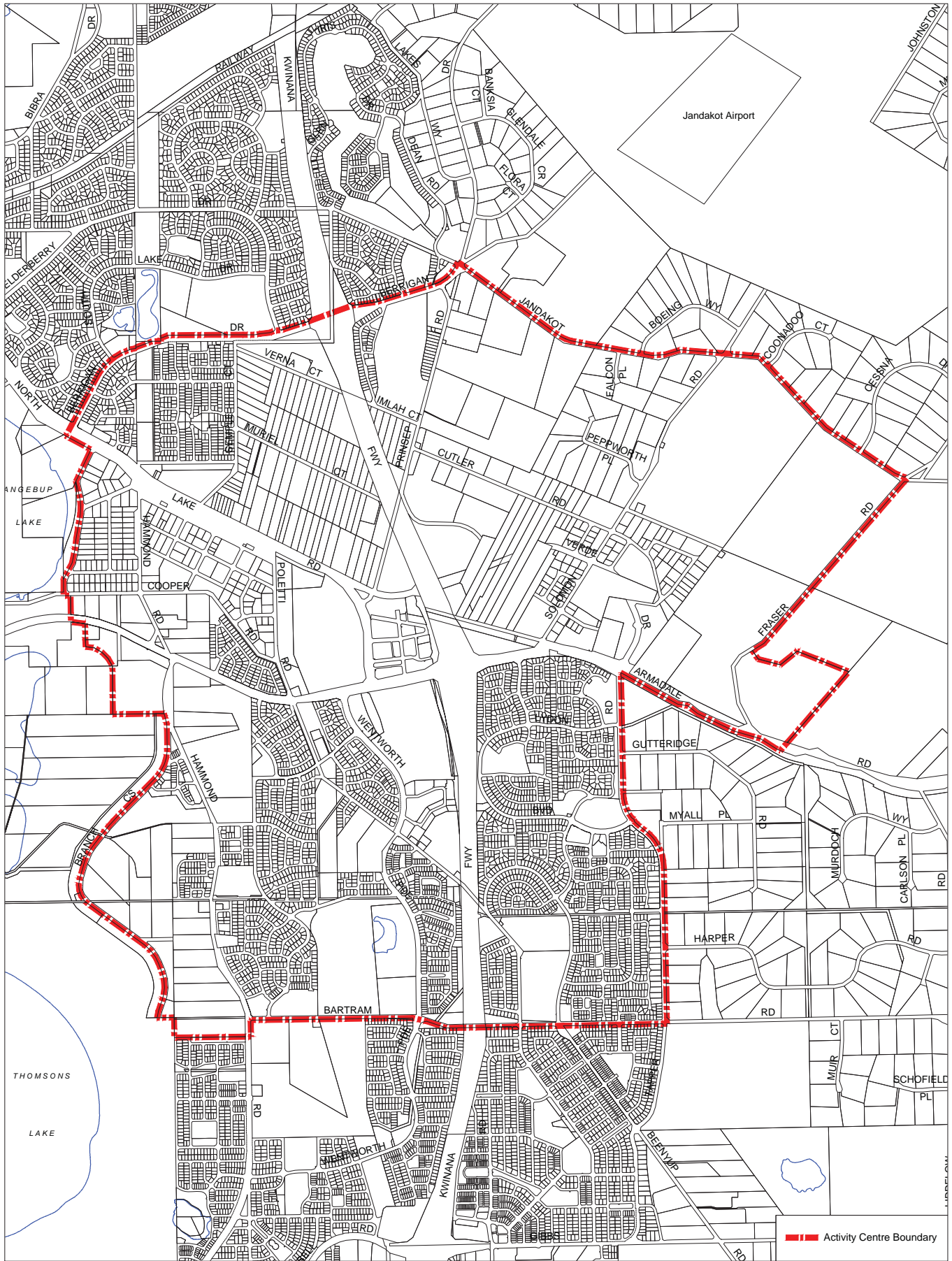


## Cockburn Urban Form



### Cockburn Central – Secondary Centre

Intensity	Diversity	Employment	Accessibility	Urban Form	Economic Activation
Below Average	Below Average	Below Average	Below Average	Average	Below Average





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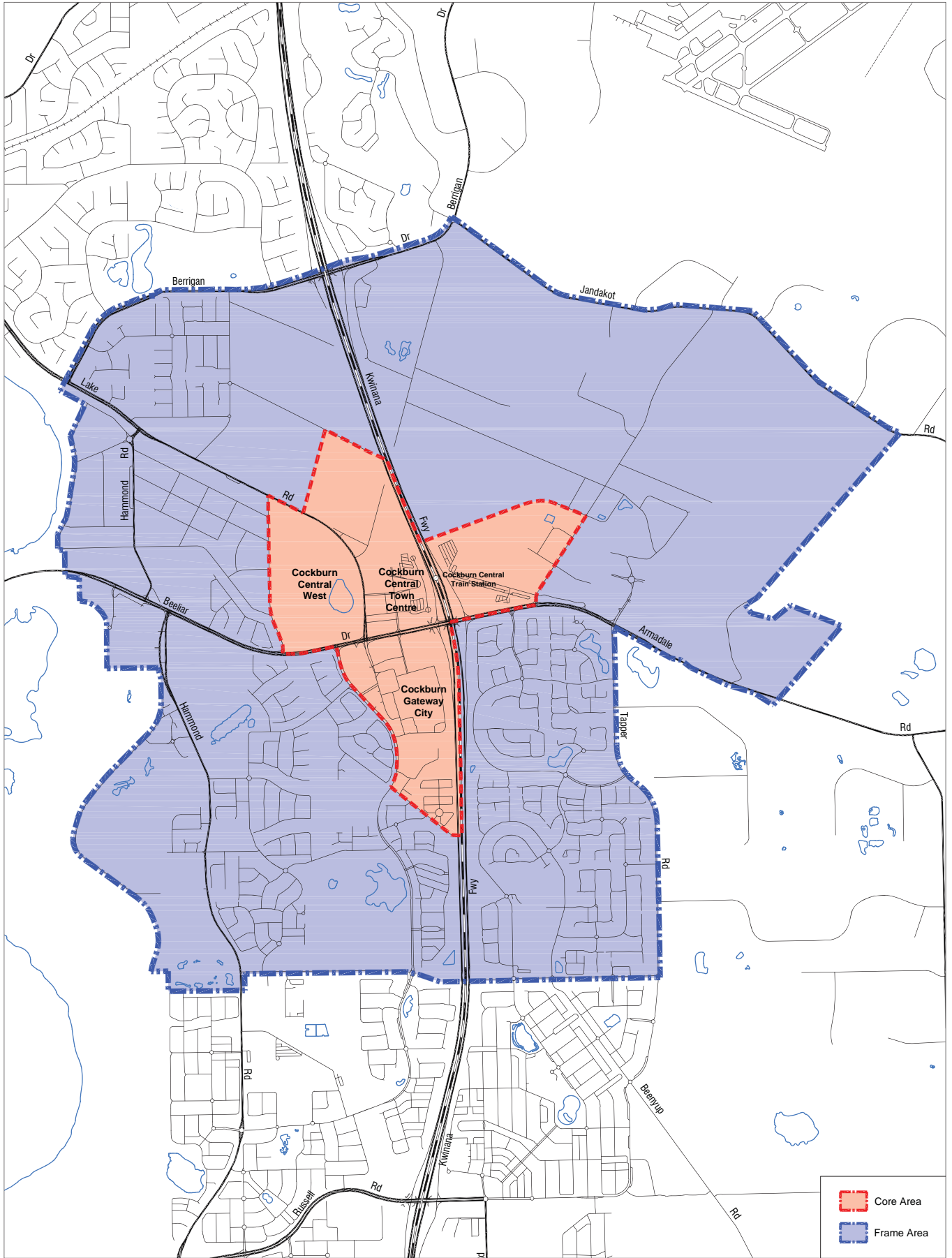
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## STRATEGY AREA

### COCKBURN CENTRAL ACTIVITY CENTRE PLAN



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## CORE & FRAME AREAS

### COCKBURN CENTRAL ACTIVITY CENTRE PLAN

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35 dwellings a hectare. This target remains achievable and appropriate and would likely to yield 3,168 dwellings.

Within the Core Area a total of 946 employment opportunities existed at time of the Local Commercial and Activity Centre Plan. The long term aspirations for the Centre would see this rise to a level that allows the Centre to perform above what is expected of a Secondary Centre.

### Suburban Frame Area

The remainder of the Study Area is divided into the suburban frame area. The Frame area is deemed to have direct influence on and reliance on the Cockburn Central Activity Centre for daily and weekly needs, as well as transport, entertainment and commerce.

Areas outside the Frame area also display these traits; however, it is land within the Study Area and how that land develops that is deemed to have significant impact upon the Activity Centre for the purposes of enacting an implementation strategy.

The Frame area also dictates the extent that tangible Implementation Plan items will be found and enacted as part of this Plan.

The Suburban Frame Area presents tangible opportunities for increased densities and improvements in local commercial activities. The areas within the suburban frame experience high level of service from the existing and proposed transit systems.

### Implementation Framework

The overarching vision of the Plan is to lift the importance of Cockburn Central Activity Centre to one of metropolitan level importance, being a Strategic Metropolitan Centre. The Implementation Framework will provide broad guidance (Implementation items) towards this vision; through the identification of a range of

initiatives and actions. These items are linked to the key themes of the Plan and also allocated an expected timeframe to indicate importance.

Due to the Strategic nature of the Plan, a number of implementation actions are identified as advocacy items. The City would have limited ability to facilitate the outcome, but see the outcome as vital for the fulfilment of the vision of the plan.

### Observations

Each Implementation Item is supported by a set of overarching observations; these have been drawn from the background and issues paper and previous community consultation. Observations have been included to provide insight into the Item for decision makers going forward. It is vital that future decision makers can ascertain the basis for the establishment of each Implementation Item.

### Issues

Each Implementation Item is supported by a broad summary of the identified issues, raised through the background and issues paper, that influenced the inclusion of the Items in the Framework. These are not intended to be an exhaustive list of issues but a summary of those raised and identified.

Removing the disconnect between issues and actions is important considering the length of time between this Paper and the actioning of some Implementation items.

### Actions

Each implementation item is broad in nature, therefore under each item sits one or more actions to be acted upon by the City. These actions are more specific in nature and achievable, while the items are more strategic and aspirational in nature. The

below timeframes relate to actions not the implementation items.

### Timeframes

The following timeframes relate to the various actions that sit beneath the Plan's implementation items. The timeframes utilised in the Plan are below.

Short Term	Actioned 0 - 5 Years
Medium Term	Actioned 5 - 10 years
Long Term	Actions prior to 2031
Ongoing	Actioned immediately and is continuous
Advocacy	Council limited in ability to facilitate item independently. Advocacy for item at appropriate level of Government to be continuous





## *Key Stakeholders*

Implementation items are related back to relevant stakeholders key in the successful completion and achievement of the item. It would be expected that key stakeholders be directly engaged with early in the actioning of each implementation item.

# Context

For the Cockburn Central Activity Centre to realise its goal by 2031 to be a Strategic Metropolitan Centre it is vital that the current local, regional and demographic context is understood. What the Centre currently is and how it got there are vital components to understand the journey the Centre will take into the future.

The following compartmentalises the Activity Centre into its many parts (precincts) and further provides insights into the various matters that influence the Activity Centre, being: predominant land uses, social infrastructure, key functional components, connections and influences.

## *Cockburn Central Town Centre*

This precinct forms the core mixed use precincts of the Cockburn Central Activity Centre. The area has developed under Transit Oriented Development principles due to the proximity of the Cockburn Central Train and Bus Interchange. Medium density residential development of the precinct coincided with the opening of the Perth to Mandurah railway line with continued densification of the precinct with each preceding development. In recent years mixed use development has become feasible, with ground floor commercial space and residential above. The Town Centre Precinct is

also home to significant public and private office development

A centrally located town square is located adjacent to the Train Station; this provides the central meeting point for the precinct.

A number of significant development sites remain in the Town Centre and development is expected to be finalised over the short term. The expected long term population of the Town Centre is predicted to be approximately 2,100 people.

## *Cockburn Central West*

Cockburn Central West (CCW) forms the next expansion of the Cockburn Central Activity Centre. Located directly west of the current town centre, CCW is poised to accommodate approximately 1,100 dwellings, the City's Integrated Recreation Centre and the Fremantle Football Club. CCW is expected to continue the existing urban form of the Town Centre; medium and high density mixed use developments are expected to sit alongside the retained wetland area and community facilities.

It is expected that CCW will yield approximately 1,100 dwellings, for a population of more than 2,000 people with some 20,000 square metres of commercial floor space.

CCW is expected to mature over the coming years and reach completion some time next decade.

## *Cockburn Gateways Shopping City*

Cockburn Gateways Shopping City (Gateways) forms the retail and commercial heart of the Activity Centre. The precinct is currently typified by a large scale, 'big box', retail shopping centre and associated food and beverage and highway commercial uses.

Gateways is currently undergoing an expansion

to approximately 50,000 square metre of retail floor space and 10,000 commercial in accordance with an approved Structure Plan over the land. The expansion will include significant increases in retail trading space, the establishment of a main street environment and also additional commercial space. It is expected that any future significant expansions of Gateways will be done under a comprehensive Activity Centre Structure Plan. The current expansion also includes a significant public realm associated with the main street, which will seed the environmental to foster broader levels of activity especially in to the evening hours.

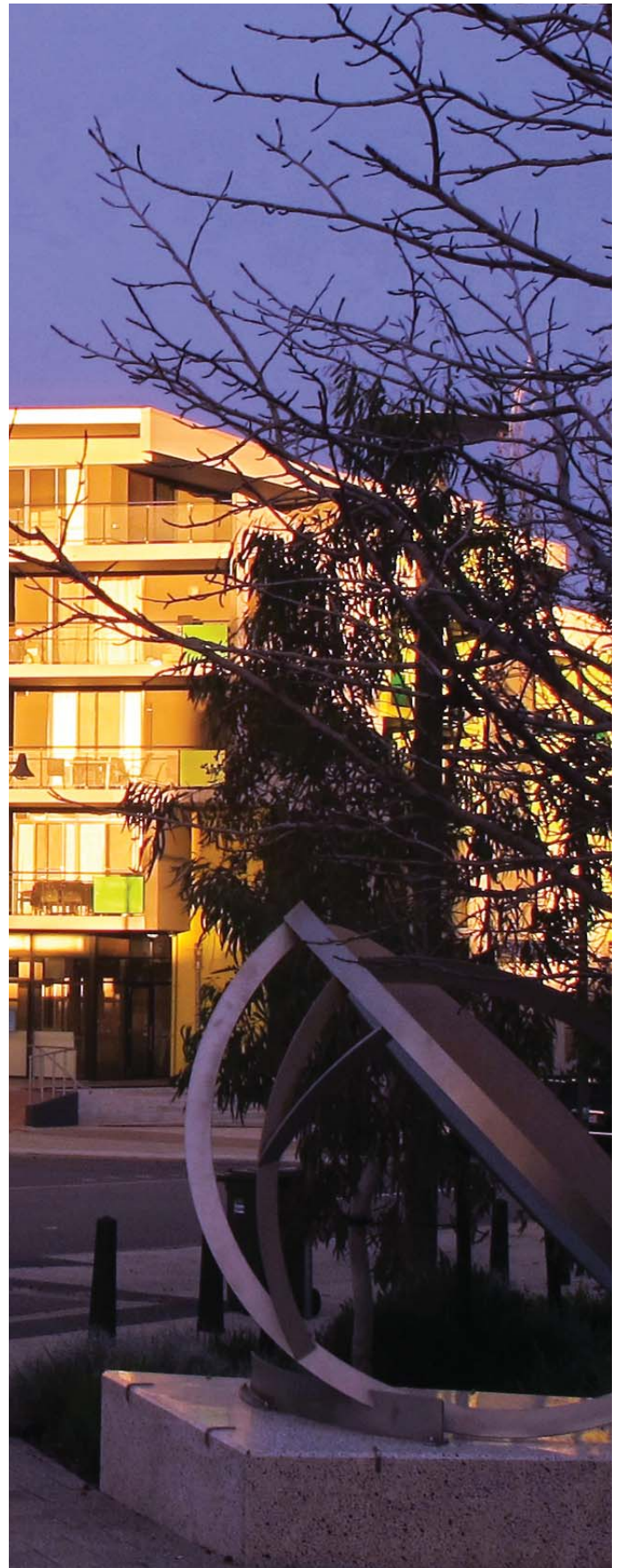
Located within the Gateways Precinct is significant community facilities; the City of Cockburn's Youth Centre, Success Library and Cockburn GP Super Clinic are all co-located on the western boundary of the precinct.

### *Success Central*

Success Central is a high density residential precinct of the Activity Centre located directly to the south of Gateways. Success Central falls under a Council adopted Masterplan that regulates its development height and building design.

To date the medium density elements in the south of the precinct have been completed with two, three and four story apartments and townhouses being the predominant built form. Recent developments in the north of the precinct are of a higher density, with six and seven story apartments completed and under construction. It is understood that building height will generally increase as development progresses.

At this stage some 440 dwellings are either completed or under construction. Once all current projects are completed the projected population of the precinct is expected to be approximately 800. Within the Precinct some







3.1ha of land remain undeveloped, with high density residential likely on all remaining land.

It is not expected that the Success Central precinct will feature significant commercial floor space, though limited 'daily needs' retail may be present as the area develops.

The precinct has good connectivity to local open space, the Cockburn Central Town Centre and excellent pedestrian connectivity to the Cockburn Gateways Precinct.

### *Muriel Court*

The Muriel Court Structure Plan was initially prepared by officers of the City in conjunction with a private planning consultant. The City's leadership initially was seen as vital given the multiplicity of land ownership and the relatively small lot sizes. The involvement of the City was considered the only practical way of progressing planning of the subject area and facilitating its development potential.

The initial Structure Plan was prepared to be consistent with the WAPC's Liveable Neighbourhoods and Network City Strategic Planning Document (now superseded by Directions 2031). At the heart of the planning for the area was providing a diverse and compact urban outcome that in turn supports alternative transport choices and further supports the Cockburn Central Activity Centre and train station.

In total the Structure Plan is expected to yield between 2,170 and 2,894 dwellings. All subdivision and development in the subject area is expected to achieve at least 75% of the nominated density. At time of writing a major amendment to the Structure Plan was being formulated to provide for some residential density increases across the Muriel Court precinct. This modification is expected to yield an approximately 500 additional dwellings.

It is expected that the Muriel Court precinct will feature significant commercial floor space, particularly along North Lake Road, other uses within the centre of the precinct would likely be limited to 'daily needs'.

Due to the site constraints and multiplicity of land ownership it is expected that Muriel Court will develop over the next decade.

### *Industrial Precincts*

Bordering the eastern and western portions of the Core Area of the Activity Centre Plan are two established industrial estates; to the West is the Jandakot Industrial Area and to the east is the Solomon Road Industrial Area. A breakdown of approved uses for both Industrial Areas can be found in the appendix.

Industrial land uses in the Jandakot Industrial Area date back to the mid-20th century when the area began to utilise its proximity to the Fremantle to Armadale Freight Line via the establishment of wool scouring industries. Significant general industrial development began to occur during the 1970's as the Jandakot Townsite expanded. The land use patterns have remained generally the same through to modern times. The former wool scouring site was developed over the mid 2000's for 'mixed business' and 'light and service industry' uses.

The Jandakot Industrial Area features predominately ageing building stock, with a review of historical aerial photography indicating that significant building stock dating back to the 1970's. The area is typified by a permeable grid street network that supports the current land use patterns.

To the east of the Core Area is the Solomon Road Industrial Area. This area has been predominantly developed for 'Light and Service Industry' and 'Mixed Business' land

uses. Showroom and highway commercial development also front Armadale Road. Significant undeveloped land is present in the west of the precinct directly adjoining the Cockburn Central Train Station. The Solomon Road Structure Plan current exists over this portion of the Plan, providing land use and urban form guidance to landowners seeking to develop.

The future extension of North Lake Road transects the area, but the timeframe for the construction of this piece of infrastructure remains unknown. Although the road itself remains a responsibility of the City and Development Contributions arrangements are in place, the interchange and bridge structures are a State responsibility and not in the gambit of the City to fund and implement.

### *Suburban Frame*

The outer Frame Area of the Activity Centre Plan is dominated by traditional suburban neighbourhoods of varying ages.

Development of these areas largely occurred from the mid 1990's and continues today in the far east of the subject area. The area is a personification of the typical Perth suburban environment of its time; large lots, single free standing homes and limited street connectivity.

Densities of these areas are low, for the most sitting at approximately 10 dwellings per gross hectare.

Newer residential estates, developed under the Liveable Neighbourhoods framework, within the suburban frame have slight increases in density and more permeable street networks.

Within the suburban frame a number of residential zoned areas remain undeveloped. Several of these are strategically placed in close proximity to the core area particularly in the suburb of Success.

### Local Commercial Centres

The Local Context Map identifies all established and planned (zoned) local commercial centres within the Activity Centre Plan area. These centres form local and neighbourhood level functions in the locality. These predominantly cater for daily and weekly retail and service needs of residents. As can be seen in the Local Context Map the Centres are well dispersed allowing for the significant number of residents in the Study Area to be within 400m walk of such a site.

### Public Open Space

The Activity Centre area is well serviced by Public Open Space, featuring significant local, neighbourhood and regional spaces as well as significant retained areas of ecological significance.

The Plan area is bound on the entirety of its western edge by portions of the Beeliar Regional Park, which provides for regional level environmental significance and important ecological corridors. This 'green' corridor is protected being part of the network of parks and reserves which form the Beeliar Regional Park (and within the Conservation Estate of WA). It is unusual in the Perth context to have such significant environmental assets in such close proximity to a key activity centre.

The Plan area also features multiple active playing fields and associated community facilities. These are outline on the Local Context Map.

The Local Context Map highlights the major active playing fields and significant areas of ecological value in the Plan area.

### Education Facilities

The Local Context Map indicates all existing and planned places of education, both public and private within the Plan area.

According to the Department of Education, adequate public schools are provided for within the Activity Centre. However, with the expected development potential of the Core area, particularly the level of high density development, doubts have been raised regarding the suitability of planning for primary education.

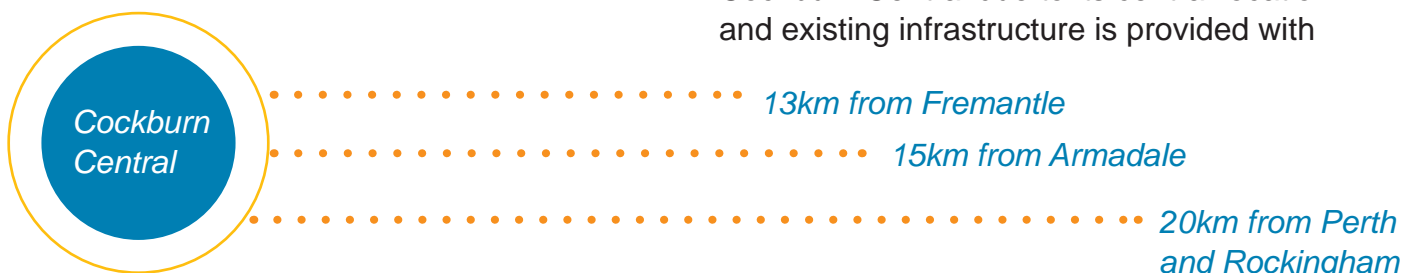
A number of private schools are present within the Plan area. These provide alternate educational choices to residents within the Plan area and further afield. These educational establishments are predominantly found in the western portion of the suburban frame.

### Regional Context

Cockburn Central Activity Centre is strategically located in the southern suburbs of Perth; being highly accessible to both public and private transportation and within proximity to other Strategic Activity Centres. The Regional Context Map provides a macro overview of Cockburn Central location within the Perth Metropolitan Region.

### Regional Connectivity

Cockburn Central due to its central location and existing infrastructure is provided with





high quality connectivity to surrounding activity centres and nodes of employment. Regional road, passenger rail, freight rail, air and cycle infrastructure are all present within the local context providing high level regional, intrastate and interstate connectivity

Dissecting the Activity Centre is Kwinana Freeway and Armadale Road/Beeliar Drive. Both these routes provide high level private vehicle and road freight connectivity through Cockburn Central. Additional regional road infrastructure is proposed for North Lake Road in the form of an interchange with the Kwinana Freeway and connection to Armadale Road.

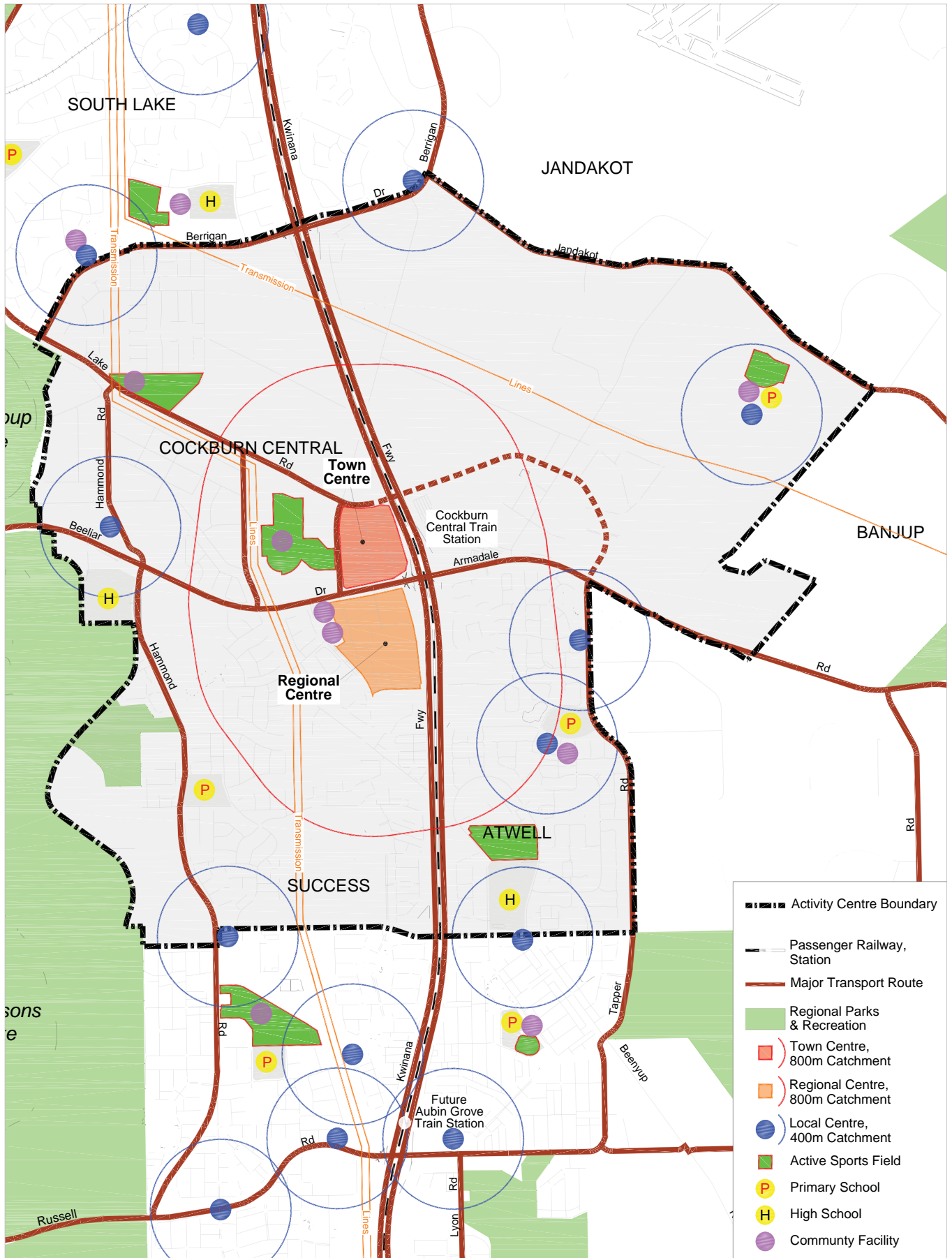
The Perth – Mandurah Rail Line provides high speed passenger rail connections to several higher level Activity Centres within the Perth Metropolitan Region. Perth Central Business District, Stirling, Rockingham, Mandurah, Murdoch and Joondalup Activity Centres can all be reached via direct journeys on passenger rail. Centres to the west and east of Cockburn Central features less conducive public transport connections and are often not time competitive with trips via private motor vehicle.

Cockburn Central Train Station is utilised as the southern suburbs hub for regional bus traffic to the South West of Western Australia.

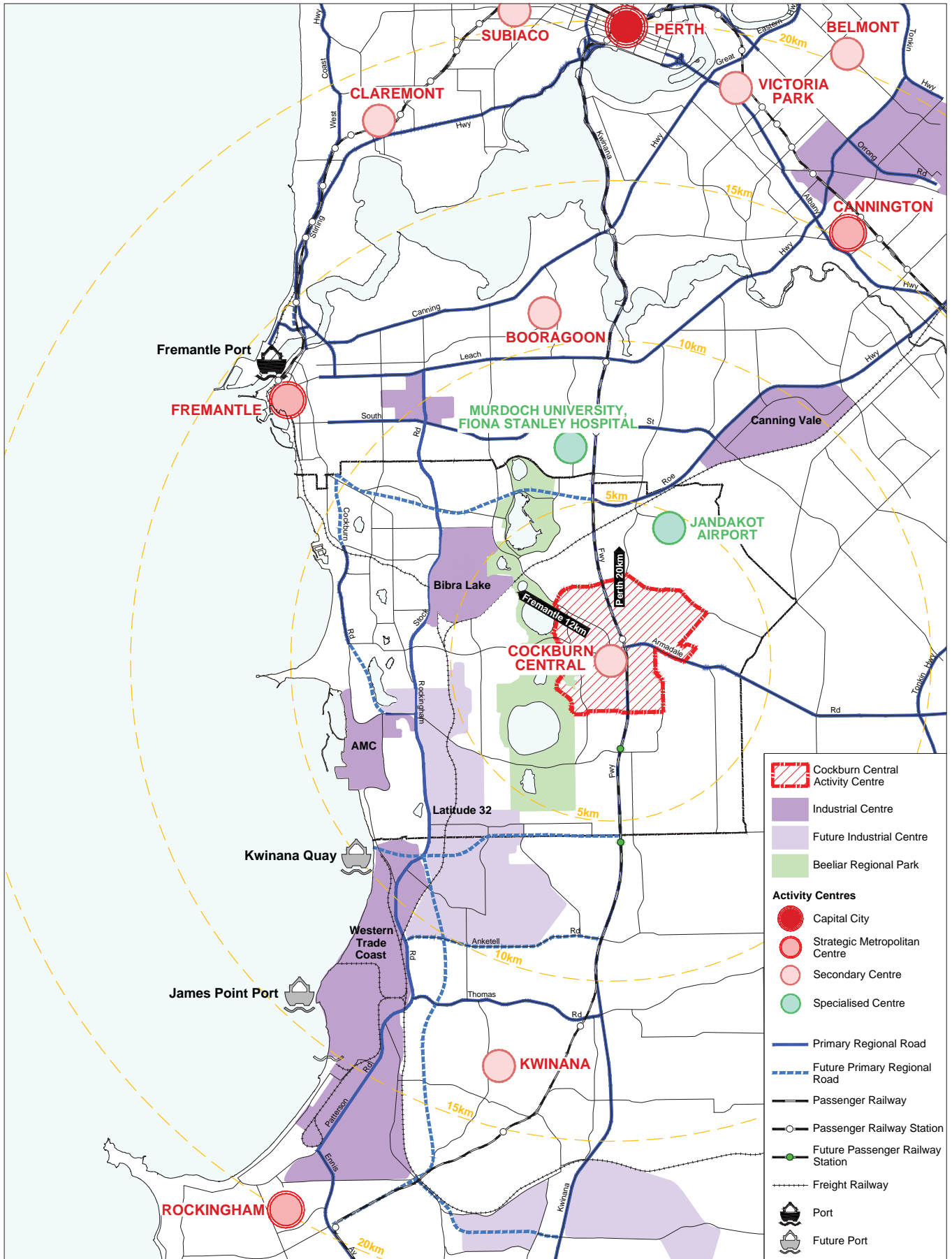
### *Proximity to Existing and Planned Industrial Areas*

Cockburn Central benefits greatly from its proximity to both existing and planned industrial areas. Two smaller areas are located within the Plan boundary, while the Bibra Lake Industrial Area is located a short distance away. The Western Trade Coast Industrial Precinct is located directly to the west of Cockburn Central and is expected to provide significant job growth and general economic output for the region and the State going forward.













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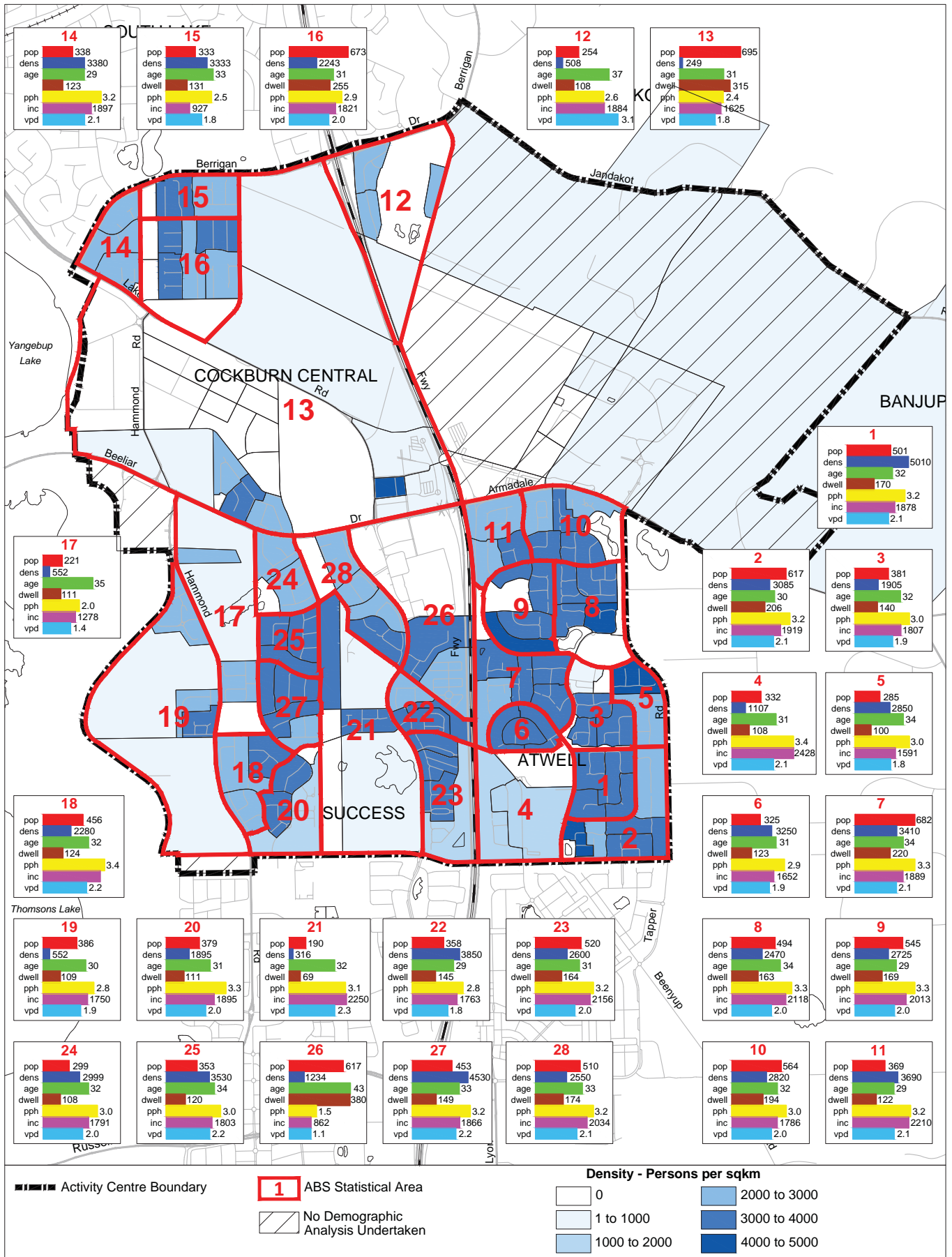
# REGIONAL CONTEXT

## COCKBURN CENTRAL ACTIVITY CENTRE PLAN



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## *Demographic Analysis*

For Cockburn Central to be successful it will be a place where people from a diverse range of demographic groups choose to live, access, work and/or play. To better understand what is currently provided for and what is missing from the Activity Centre, the following demographic analysis has been undertaken.

At the 2011 census some 11,300 persons resided within the Activity Centre boundary. This equates to approximately 10% of the City's current population.

The Demographic Analysis Map provides two levels of demographic breakdown for populated portions of the Study area. Analysis at the Statistical Areas Level 1 (SA1) and Mesh Block levels under the Australian Bureau of Statistic's Geographic Framework has been undertaken. The Demographic Analysis Map provides SA1 information covering the following matters: total population, density, median age, total dwellings, average persons per household, average household income and average vehicles per household. Mesh Block data is limited by the ABS due to privacy; the Demographic Analysis Map provides data related to population density for each Mesh Block and provides a more micro analysis of the nature of the density and built form in the various parts of the Plan area.

The observed demographics of the Study area are in general consistency with those of the wider metropolitan area. The housing stock, number of persons per dwelling and number of vehicles per dwelling are consistent with suburbs of similar location and age within Perth. Overall average weekly household income is above the Perth metropolitan region average, though SA1's within the locality of South Lake report below average results on this indicator.

The SA1 areas typified by higher density residential development, being Success Central

and Cockburn Central Town Centre have lower vehicles per dwelling, less bedrooms per dwelling, utilise public transport more frequently as their method of travel to work and are more likely to rent than the Perth and City of Cockburn averages. This trend would be expected to continue as these areas develop further.

The Demographic Analysis map reflect a lack of development through areas such as Muriel Court and Cockburn Central West due to lack of development activity to date. Due to the nature of the zoning of such land demographic trends similar to Cockburn Central Town Centre would be expected.

By 2031 a reasonable component of Perth households are expected to be more compact households (single, couple and small family). The provision of dwellings suitable to this growing cohort places Cockburn Central Activity Centre in a strong position going forward to be relevant to future needs of Perth residents.

Development of recently approved residential estates in the Study Area, such as Lakeside Success and the Banjup Quarry development are likely to be demographically similar to the existing suburbs of the Frame Area, though moderate increases in site density are expected in line with recent planning policy changes.

## *Transit Analysis*

Cockburn Central Activity Centre is well served by public transport infrastructure. Existing heavy rail and bus services provide a reliable high frequency service to most parts of the Plan area. Services in shoulder and off-peak times are typified by less frequency and less choice. The Public Transport Map indicates current routes and bus stop locations in the Plan area.

A walkability analysis undertaken shows that the majority of dwellings within the built up



portions of the study area are within a 400m (5 minute) walk of a bus stop. Although promising such analysis is limited as it does not take into consideration nature of the walk nor the bus route frequency.

Cockburn Central Station, outside the Central Business District, is one of the busiest stations on the Perth to Mandurah Line with approximately 5,000 daily boardings, with bus to train transfers accounting for approximately 30% of all boardings. The Public Transport Authority manages some 1,300 'park and ride' bays adjacent to Cockburn Central Station. Anecdotal evidence indicates that demand for these bays is high, with capacity reached by 7:30am each weekday with limited bays available until mid-afternoon. Site surveys of the Cockburn Central Town Centre at peak times indicates that a significant portion of commuters 'kiss and ride' and are 'picked up' at the Station, a significant portion of these being school aged passengers.

The site surveys also indicated a number of local businesses operate private shuttle services to Cockburn Central Station bridging the 'gap' between the place of work and the train station.

The majority of bus routes into the Activity Centre Plan area act as feeder services for Cockburn Central Station, providing seamless connections at peak times for services to and from Perth. Multiple services allow connection through to Fremantle in approximately 45 minutes. Bus connectivity to other identified Activity Centres is limited. Previous direct connections to Armadale by bus have been trialed.

The majority of bus routes operate frequencies between 10 and 20 minutes in peak times with frequencies between 30 minutes and 1 hour common outside of peak. Bus routes converge

on a number of key points in the network providing for improved level of service in peak and off peak and shoulder times.

The recent completion of the bus underpass between Cockburn Gateways and Cockburn Town Centre will improve bus flows and on time performance of local bus routes.

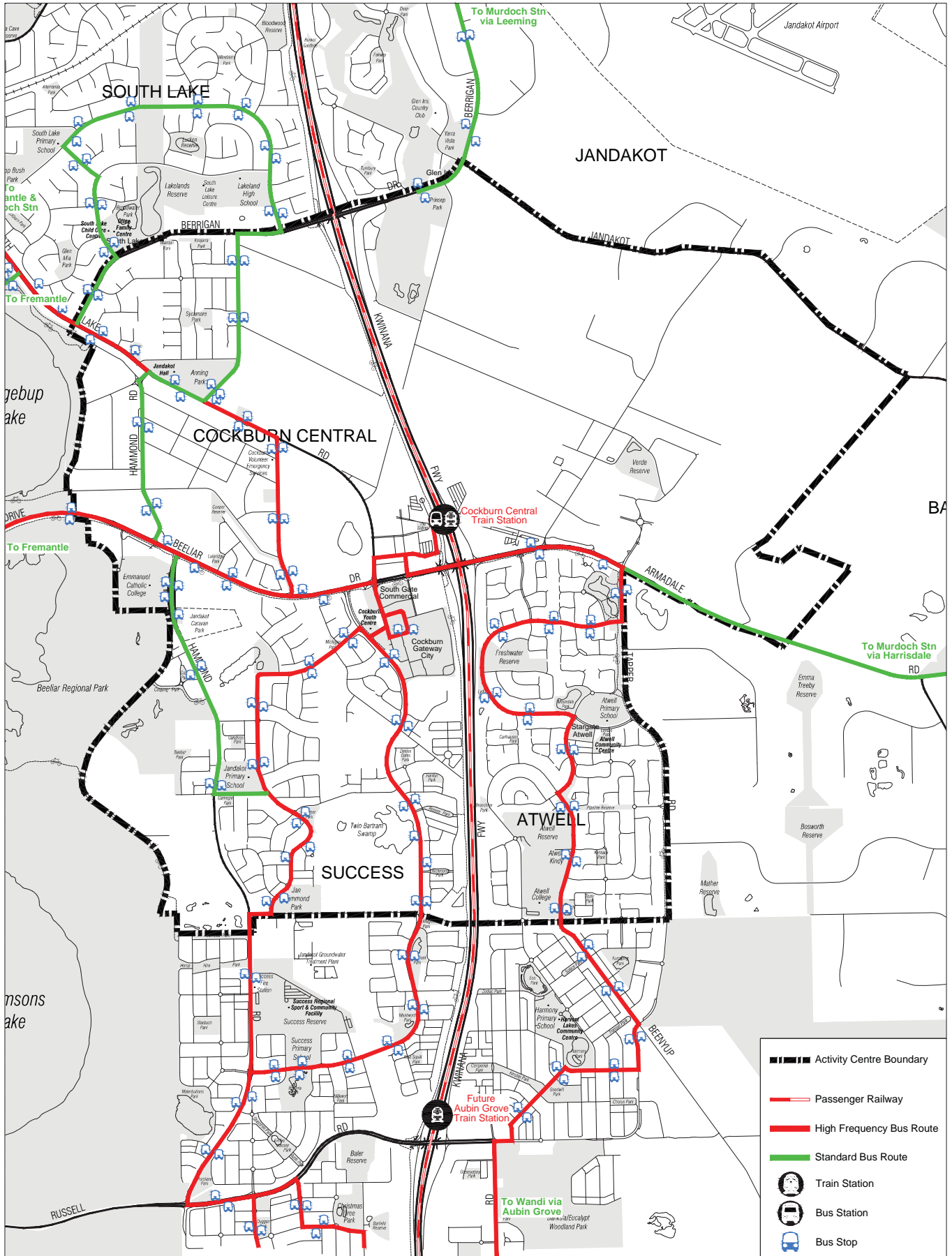
Aubin Grove Train Station, located approximately 3km south of Cockburn Central Station (outside the study area) is expected to be completed by early 2017. The Station will feature a bus station and a significant car parking facility with some 2,000 bays. The establishment of this additional train station is expected to have an impact on the number of passengers utilising Cockburn Central in the short term and also provide temporary relief for the 'park and ride' and reduce overcrowding on some feeder bus routes, particularly the 527 bus.

It is understood that three additional bus routes will be created following the commissioning of Aubin Grove Station. The existing routes 525, 526 and 527 will operate between Cockburn Central and Aubin Grove Stations, no longer servicing areas south of Russell and Gibbs Roads. New services, the 535, 536 and 537, will operate south of Aubin Grove Station. Shorter running times and increased frequencies can be expected to increase bus patronage going forward. These new services are not indicated on the Public Transport Map.

### *Driving/Traffic*

Cockburn Central is well served by existing and planned regional, sub regional and local road networks. The Core area sits at a significant interchange that provides strategic links to other Activity Centres to the north, south, east and west.

Armadale Road/Beeliar Drive, North Lake





GNA 10/2013

0 500m

SCALE

# PUBLIC TRANSPORT

## COCKBURN CENTRAL

### ACTIVITY CENTRE PLAN



wetlands to waves



Road and the Kwinana Freeway form the road skeleton on which Cockburn Central Activity Centre is formed around. In general the location of the various Regional and other Regional Roads have directly influenced the form and functionality of the Core Area of the Activity Centre Plan.

Recent and ongoing widening and upgrades to the road network within the Study Area include:

- Widening of Beeliar Drive between Wentworth Parade and the Kwinana Freeway
- Realignment and widening of Midgegooroo Avenue between Beeliar Drive and North Lake Road,
- Widening of North Lake Road between Midgegooroo Avenue and Hammond Road
- Minor upgrades to the southbound off ramp of the Kwinana Freeway.



Identified major future upgrades to the road network within the Plan area include:

- Bartram Road freeway flyover
- Widening of Hammond Road, between Beeliar Drive and Bartram Road
- North Lake Road extension and Freeway interchange
- Widening of Armadale Road east of the Activity Centre
- Widening and upgrade of Poletti Road

It is widely believed and experienced in the various traffic modelling that there is a necessity for the establishment of the North Lake Road Overpass/Interchange to be in place as soon as practical to assist in the alleviation of congestion within the Core Area of the Plan.



# Issues

This is summed up by the City's District Traffic Study 2013 which identifies that without the North Lake Road Overpass, congestion rises significantly on Beelias Drive through Cockburn Central and Berrigan Drive west of the Kwinana Freeway.

Moreover, should significant regional traffic not be shifted to North Lake Road the ability to provide priority to walking, cycling and public transport into the Core Area along Beelias Drive remains restricted.

The following section forms the issues portion of the Activity Centre Plan. The matters raised below stem from information gathered during the advertising of the Discussion Paper, research undertaken as part of the background portion of the Plan and previous reports and strategies prepared by the City and others.

The matters raised below are not an exhaustive list of issues, but a culmination of the concerns and issues raised thus far. These have been grouped into various groupings and are outlined following.

## Core Area Statutory Provisions

The Core area of the Plan currently sits beneath a number of different statutory planning documents providing a lack of consistency. Gateways, Cockburn Central Town Centre, Cockburn Central West, Muriel Court and Solomon Road precinct are all governed by independent Structure Plans; these plans identify zoning, land use permissibility and have controls over built form. Further complicating this is that within the same area are a number of Development Area and Development Contribution provisions of the City's Scheme that also apply.

Having various statutory provisions has the potential to create confusion, reduce synergies between the different precincts and potentially limit economic growth. Overall such situations are not conducive to achieving the Vision of the Plan.

Areas within the Suburban Frame Area are largely guided by expectations set out in State Government Policy and Guidelines related to suburban development, as such inconsistency of statutory provisions in these locations has limited impact on the viability and growth of the Activity Centre.

## Congestion

Traffic congestion has been raised in various forums by residents and other stakeholders as a serious impediment to the growth and success of Cockburn Central Activity Centre. It is like the rest of Perth one of the most challenging issues facing the liveability and success of Cockburn Central.

Within the Core Area significant congestion occurs during morning and afternoon peak and also present frequently on weekends. Congestion is most pronounced on the major arterial road within the Plan Core Area but is also present on some local distributor roads, particularly where these intersect with regional roads. Congestion also occurs in proximity to the eastern entrance to the Cockburn Central Station, with acute congestion in the afternoon peak on Knock Place.

Significant localised congestion is present in the proximity of Jandakot Airport. This Specialised Activity Centre is expected to grow over the coming decades with jobs growth and trip attrition rates set to multiply substantially. Congestion relief is expected to come via additional access points to the south and east of the airport, though with continued growth,





congestion at peak times can be expected going forward.

The City's District Traffic Study 2013 identifies a number of scenarios that relate directly to the flow of traffic and expected level of service that can be expected within the Plan area by 2020 and 2031. This information has fed into the Plan's Implementation Framework where the actions relate to transit and road infrastructure.

The social and economic issues associated with congestion should not be underestimated, particularly their ability to stymie growth within the Activity Centre.

According to the Bureau of Transport and Regional Economics' 2007 working paper into estimating urban traffic and congestion cost trends for Australian cities, traffic congestion in Perth will be a growing and significant economic cost going forward. In 2009 the cost of Perth's congestion was estimated to be nearly \$1 billion. By 2020 this figure will more than double to \$2.1 billion. Steps taken to reduce congestion will have a significant positive impact on productivity, especially in inner and central areas.

It has been estimated that Perth commuters lose 14 million hours annually stuck in traffic.

### **Pedestrian Amenity**

Previous Community Consultation and site surveys have identified a number of pedestrian hot spots where improvements may be necessary. In general these community responses relate to pedestrian hazards, dangerous behaviour and poor pedestrian networks.

Of highest order is the pedestrian connections between Cockburn Central Town Centre and Cockburn Gateways. Currently organised crossings occur at Midgegooroo Avenue

and the Beeliar Drive underpass. However, unorganised crossings occur mid block between these two points. Site surveys indicate that this is frequent and undertaken by persons of various ages at all times of the day. Desire for a grade separated pedestrian crossing at this point has been frequently requested by the community.

A crossing between Cockburn Gateways and Atwell, some 600m south of the Freeway interchange, has also been desired by the community in multiple forums. This would greatly increase the number of persons within a 800m (10 min) walk of Cockburn Gateways, it would also increase accessibility to the Principle Shared Path network and increase walkability to Atwell College. In general there is an identified desire from the community to reduce the barrier created by the Kwinana Freeway to pedestrian movements.

Overall there lacks a comprehensive Activity Centre wide plan for pedestrians and pedestrian movements.

## Parking

Significant parking congestion occurs within the Cockburn Central Town Centre, Solomon Road and Gateways precincts at various periods.

As noted previously in the background portion of this paper the PTA provided 'Park and Ride' bays are fully utilised by 7:30am on weekdays. Spill over parking then occurs into City managed streets and the on street parking of the Town Centre. Due to the nature of commuters the PTA provided parking stations are full until mid afternoon and this limited access to the Station post peak hour. From July 1, 2014 all PTA provided parking bays will be charged. This is expected to have an impact on the dynamic nature of parking in the precinct.

Sight surveys of the Town Centre precinct indicates high take up of on street parking in the by commuters. This leads to a lack of parking for commerce, visitors and increased overall traffic volumes as vehicles 'circle the block' in the search for parking. In general on street parking provided on built up streets in the Town Centre have time restrictions, with most being 2 hour maximum. No parking provided by the City is charged.

Currently parking demand at Cockburn Gateways is high, particularly on weekends, though this is expected due to the nature of the precinct. Additional parking is to be provided as part of the current expansion, this is not expected to have significant impact on the demand. Gateways indicated a parking time maximum of 4 hours to discourage commuters from parking. No fee is charged to park at Cockburn Gateways.

It would appear that within the Core Area a number of supply and demand issues as well as limited public transport options and multiple providers of parking are hindering the implementation of a broadly consistent parking strategy which sets appropriate indicators that can work to change travel behaviour.

## Regional Connections

As noted in the background issues portion of this paper the Activity Centre features sound and functional access to the wider regional transport network, particularly the road network. Strong road connections exist to all important Activity Centres in the Perth Metropolitan Region, though noting that congestion hampers this connectivity for significant portions of the day.

However, regional connectivity via public transport is limited to those accessible from the Perth - Mandurah Line only. Limited regional connectivity exists to the east and west of the





Plan area, while travel times to any Activity Centre not on the Perth - Mandurah is not currently competitive.

Options exist and have been researched that would greatly increase the regional connectivity of Cockburn Central, opening up a greater portion of the City to access the Centre. Moreover, these proposals would help reduce the localised and regional congestion that hamper Cockburn Central's growth.

Extensions of the Thornlie Train Line, via Canningvale, to Cockburn Central have been subject to detailed design by the State Government. Such a proposal would greatly increase Cockburn Centrals connectivity to Cannington, Victoria Park, Burswood Activity Centres as well as significant industrial job centres in the east of the City. An option would exist to include a train station at Jandakot Airport where the PTA has a significant landholding to assist in the reduction of congestion the area suffers from as noted before.

## Implementation

The Implementation Framework provides broad guidance towards this vision of the Plan; through the identification of a range of initiatives and actions that are to be taken by the City. These items are linked to the key theme of the Plan and also allocated an expected timeframe to indicate importance.

Due to the Strategic nature of the Plan, a number of implementation actions are identified as advocacy items. The City would have limited ability to facilitate the outcome, but see the outcome as vital for the fulfilment of the vision of the plan.



Each Implementation item is supported by a summary of observations and issues relevant to the item; these were determined via the information gathered through the background and issues portion of the Plan. These summarised points are included in the table to provide easily identifiable rationale for each item.





Item/Strategy	Observations	Issues	Actions	Timeframes	Key Themes	Partners
That all future decisions of Council or major proposal by a landowners/developer that have the potential to impact on the Cockburn Central Activity Centre to justify how the proposal is consistent with the 'Themes' of the Activity Centre Plan and their overarching objectives.	*The City should be aware of the impacts of proposals on the ability to meet the vision of the Activity Centre Plan. *It is vital that decisions of Council are not undertaken in a manner that is contrary to the successful fulfilment of the objective of the Plan.	*Inconsistent development proposals that hinder the growth of the Activity Centre and detract from the Vision of the Plan	*The City to ensure that all major Proposal submitted are to include reference to the 'Themes' of the Plan and robust justification as to how the proposal aligns with the overarching objectives of the Plan.	Ongoing	A Responsible Centre	The City; Proponents
Rezoning Core Area to Centre City Area in the Metropolitan Region Scheme	*Currently the Cockburn Central Activity Centre is predominantly zoned Urban under the Metropolitan Region Scheme. *The land uses both current and proposed and the intensity of this development is more reflective of that described in the WAPC's definition for 'Central City area'	The current Metropolitan Region Scheme zoning hinders the fulfilment of the ultimate development form of Cockburn Central.	Write to the Western Australian Planning Commission and request a modification to the Metropolitan Region Scheme from 'Urban' to 'Central City area' for the Core Area of the Activity Centre Plan	Short Term	A Responsible Centre	Department of Planning (DOP)
Cockburn Central to be a the primary transit hub for Public Transport in the Southern Suburbs of Perth	*Cockburn Central currently acts as a transit hub for regional bus coach services to the South West Region. *Planning of the extension of the Thornlie Line is currently proposed to terminate at Cockburn Central. *The Public Transport Authority is in ownership of significant landholdings adjoining Jandakot Airport and the Freight railway. *The Department of Transport's draft Public Transport Plan for Perth indicates the need for east-west priority public transport infrastructure along Beeliar Drive and Armadale Road by 2031. *Extension of the Thornlie Line to Cockburn Central may facilitate direct access to a number of Strategic Metropolitan Centres, the new Perth Stadium and potentially the new Consolidated Perth Airport Terminal.	*Congestion stemming from parking infrastructure associated with Cockburn Central Station. *Localised congestion inhibiting timely scheduling of bus routes through the Activity Centre area. *Limited timely and realistic public transport from Cockburn Central to Armadale, Fremantle, Spearwood and Cockburn Coast.	*Action 1 - The City to continue to lobby for the extension of the Thornlie Railway Line and that this extension terminate at Cockburn Central. *Action 2 - The City lobby for any extension of the Thornlie Railway line to include a station at Jandakot Airport. *Action 3 - The City lobby for and formulate a case for the inclusion of a stop at Cockburn Central as part of any high speed rail project to Bunbury and beyond. The City take a position that this station could form the initial northern terminus of the high speed rail project. *Action 4 - Future planning of Beeliar Drive and Armadale Road through the Activity Centre area to consider long term provision of bus rapid transit or light rail infrastructure. *Action 5 - Work with the PTA and Landholders to investigate ways to improve running times and scheduling of buses into Cockburn Central Station	*Action 1 - Short Term (advocacy); *Action 2 - Short Term (advocacy); *Action 3 - Medium Term (advocacy); *Action 4 - Short Term (ongoing); *Action 5 - Short Term (ongoing)	An Accessible Centre; A Prosperous Centre; A Sustainable Centre	DOP; PTA; DOT; Jandakot Airport; Landowners; Parliamentary Representatives
The City prepare an Activity Centre Structure Plan, in line with the requirements of SPP 4.2, to be implemented over the Core Area of the CCACP Study Area.	*Currently separate Structure Plan exist over different portions of the Activity Centre Plan area. *The individual Structure Plan's do not provide sufficient depth of information as to how each interact with and leverage of the investment of the others. * The Activity Centre lacks an overarching statutory framework and vision. *Significant community desire exists for improved pedestrian, bicycle and public transport access between the precincts of the Core Area.	*Varying statutory provisions exist across the different cells. * The lack of overarching technical supporting documentation hindering decision making and stymieing growth toward a Strategic Metropolitan Centre.	*Action 1 - The City to prepare in consultation with relevant stakeholders an Activity Centre Structure Plan, to the requirements of State Planning Policy 4.2 over the core area of the study area. *Action 2 - Any Activity Centre Structure Plan to be accompanied by a Pedestrian and Cyclist Access Strategy, Vehicle and Parking Management Strategy and Public Transport Movement and Access Strategy.	*Action 1 - Short Term; *Action 2 - Short Term	A Liveable City; A Responsible Centre; A Sustainable Centre; A Prosperous Centre ; An Accessible Centre	DOP; PTA; Landowners; Main Roads; Visitors
The City actively pursue State and Commonwealth financial commitments to the North Lake Road/ Kwinana Freeway interchange	*The North Lake Road/Kwinana Freeway interchange and extension of North Lake Road to Armadale Road forms an important role in the proper functioning of the district road network. * The deviation of North Lake Road, as Midgegooroo Avenue, through to Beeliar Drive is detrimental to the long term function of the Activity Centre Core Area. * The removal of regional east west traffic from Beeliar Drive where it adjoins the Cockburn Town Centre will greatly remove barriers to walking, cycling and public transport functionality. * The extension of North lake Road will allow for the urbanisation and calming of Midgegooroo Avenue and Beeliar Drive over the long term.	* A lack of funding commitment from both State and Federal Governments creates uncertainty in the project.	*The City continue to lobby for and make the case to both levels of Government for the need for the North Lake Road/Kwinana Freeway interchange	Ongoing	An Accessible Centre	Commonwealth; Main Roads; Landowners; PTA; Parliamentary Representatives

Item/Strategy	Observations	Issues	Actions	Timeframes	Key Themes	Partners
Investigate both broad and targeted increases in residential density in Frame Area to support activity in the Core Area	*The majority of existing residential zoned land within the suburbs of Atwell and Success, in proximity to the Cockburn Central Activity Centre is zoned R20 or R30. *The City's Local Commercial and Activity Centres Structure Plan identifies a below expected population density in the areas adjacent to the Core Area. *The majority of the housing stock in the two cells was developed prior to the year 2000. *A number of undeveloped sites, suitable for residential development, remain in the Frame Area. *The City is experienced in undertaking broad and targeted rezoning's to existing residential areas through revitalisation strategies.	*Potential community sentiment to higher density development. *Housing typologies present will require demolition of existing dwellings to facilitate redevelopment.	*Action 1 - Modify the City's Revitalisation Strategy Staging Plan to include northern Success and northern Atwell, as one project, and schedule for the year 2019 - 20. *Action 2 - The City continue to monitor the development progress of the Muriel Court Precinct and the suitability of the residential zonings. *Action 3 - The City to investigate mechanisms to ensure that all remaining undeveloped residential land in Success, where feasible, be developed to a minimum of 30 dwellings a gross hectare.	*Action 1 - Medium Term *Action 2 - Ongoing *Action 3 - Short Term	A Liveable Centre; A Responsible Centre	Landowners; Residents
Investigate and work with relevant stakeholders on the potential rezoning of Industrial Zoned land at the periphery of the Activity Centre Plan Core Area	*Two large Industrial Areas are present within or close to the Core Area.*The Solomon Road Industrial Area, adjacent to the Cockburn Central Train Station is largely undeveloped. *Large Portions of the Solomon Road Industrial Area are within the 800m walkable catchment of Cockburn Central Train Station. *The Jandakot Industrial Area is typified by older building stock and permeable grid network; further it is directly adjacent to Cockburn Central West Precinct.	*The Department of Planning and Department of State Development have previously noted their strong desire for land currently zoned Industrial to remain. * Multiplicity of land ownership and elongated lots in the Solomon Road precinct. *Land uses, not compatible with sensitive uses may be present within both Industrial Precincts.	*Action 1 - Investigate MRS and TPS rezoning of Core Area east of the Kwinana Freeway from Industrial to Urban to facilitate the expansion of the Cockburn Central Town Centre *Action 2 - Investigate MRS and TPS Rezoning of Jandakot Industrial Area (east of Hammond Road) from Industrial to Urban to facilitate the expansion of the Cockburn Central Town Centre.	*Action 1 - Short Term *Action 2 - Medium Term	A Liveable Centre; A Responsible Centre; A Prosperous Centre; A Sustainable Centre	DOP; Landowners; DSD
Investigate with the Department of Education the future needs educational needs of the Core of the study area; particularly as they relate to Primary Education	* Currently the area is served by South Lake Primary, Jandakot Primary and Atwell Primary. All three schools are located outside the core area, separated by major roads and outside what would usually be deemed reasonable walking distance. * The projected dwelling yields from Muriel Court, Cockburn Central Town Centre and Cockburn Central West is approximately 6,000 dwellings. * The standard ratio for a Primary School is 1 per 1,500 dwellings. *No provision for a Primary Education has been made for the Core Area. * Traditional Primary Schools require 4ha of land.	* The lack of Primary Education Establishments in close proximity to the Core Area could have a detrimental impact on its development. *Education Establishments are pivotal to the development of a community a. * No site has been identified within the area for a Primary School. *The lack of a Primary School may impact on the social cohesion of the area and lead to less families moving to Cockburn Central.	*The City to open a dialogue with the Department of Education concerning the long term education needs of the Core Area.	Short Term	A Liveable City; A Sustainable City; A Responsible City	DoE; Landowners
The City actively pursue investment within the Cockburn Central Activity Centre by knowledge intensive consumer services such as education, healthcare, and strategic services; Particularly where these relate to regional, state, national and international employment.	*The provision of the right mix of employment will contribute strongly to the maturity of our centres into the future. *Cockburn Central Activity Centre, the only secondary centre within the City of Cockburn, is forecast to experience particularly strong demand for commercial floor space to 2031. *This strong demand reflects the projected high population growth for the area, the centre's existing infrastructure, and the types of uses proposed in the Structure Plan for the centre.	*Support needs to be provided to business owners/stakeholders of our centres, to prepare medium to long term strategies to ensure Activity Centres mature in a way that will; ensure their sustainability, support local population, reduce escape spending into surrounding areas, and ensure we have public spaces that people want to visit.	*Any Activity Centre Structure Plan prepared under State Planning Policy 4.2 to be consistent with the City's Economic Development Strategy.	Ongoing	A Sustainable Centre; A Prosperous Centre ; An Accessible Centre	DoE; Education Providers; Landowners



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