

INTRODUCTION

PART
ONE

1.0 INTRODUCTION

1.1 PURPOSE & APPROACH

The Mandurah Foreshore Focus 2020 Study was initiated by the City of Mandurah in February 2005 to prepare a master plan for the Mandurah foreshore that is creative, innovative and unique to Mandurah.

Taylor Burrell Barnett were appointed to carry out the Mandurah Foreshore Focus 2020 Study and Vision in conjunction with the following consultants, who provided specialised advice through the duration of the project:

- NS Projects (Project Manager)
- Gresley Abas Architects
- TRACT (Landscape Architecture)
- Considine & Griffiths Architects
- CCS Strategic Management
- Ecoscape (Australia) Pty Ltd
- Ray Bird and Associates Consulting
- Connell Wagner (Transport, Traffic and Civil Engineering)
- Knight Frank (Property Consultants)
- MP Rogers & Associates (Coastal & Port Engineer)

Consultants were engaged to deliver the following project objectives:

- Maximise the potential for water-based activity;
- Protect and enhance the quality of the Mandurah Inlet waterway;
- Ensure that development is at a human scale and is pedestrian friendly;
- Ensure that development caters for all members of the community;
- Ensure that the foreshore caters for tourists and the local community including the potential to accommodate entertainment;
- Provide safe and accessible public areas;
- Provide an appropriate edge treatment between the water and foreshore;
- Maximise the potential of the public land by identifying the opportunities for its:
 - Recreational use
 - Educational / training and research use
 - Community use
- Maximise the opportunities to create new tourist-oriented business opportunities;
- Celebrate significant cultural and environmental aspects of the Study Area;
- Identify the opportunities for the public land/private land interface to be enhanced; and
- Ensure that the proposed uses are environmentally sound.

1.2 BACKGROUND

Mandurah is a prime example of a traditionally planned mixed-use town with strong physical, social and economic connections to its marine environment context. It's regional location, historic settlement pattern and origins as a tourist town have all contributed to Mandurah's successful urban structure and activity mix. The Mandurah foreshore and surrounding activity nodes are seen as playing a regional role for the Peel Region.

The Mandurah Estuary is a major recreational resource for local people, tourists and residents of Perth, supporting an important amateur and professional fishery. Water-based activities are popular and the area's attraction as a holiday and tourist destination is closely linked to fishing and crabbing in the Estuary.

The aim of the project is to outline a clear vision for the Study Area, which will guide the future development and use of the foreshore and the waterways, in addition to a number of key locations adjacent to the foreshore. As a result of the Vision process, the City of Mandurah aims to maximise the economic potential of the foreshore areas and create a pedestrian-oriented public domain that will attract visitors to Mandurah.

The Study aims to create a public domain that will be a focal point for the Peel Region and can be compared favourably with anywhere in the world. More importantly, the project seeks to create a place that people will remember due to the creativity of design and interrelationship between the various intrinsic components of the Mandurah foreshore. The Vision also reflects the environmental importance of the foreshore (and Peel-Harvey Estuary) and seeks to enhance its cultural and social importance to the Peel Region.

The project is required to build on the work undertaken as part of the Mandurah Central Revitalisation Strategy 'Mandurah Waterfront' to ensure that the future development of the foreshore and adjacent areas is consistent and compatible with the established vision, ensuring that the various sections of the Study Area relate to each other and are integrated in design and ultimate land use. The vision statement for the 'Mandurah Waterfront' is as follows:

"Mandurah: The Waterfront Capital of the Peel Region, offering vibrant and diverse commercial, retail, entertainment and lifestyle opportunities for residents and visitors."

Accordingly, the Study Area has been defined to respond to its context and importantly, its three major relationships: (1) between the eastern foreshore and the Mandurah Waterfront Study Area; (2) between the western foreshore and the planning of the future Halls Head Town Centre; and (3) the creation of stronger physical linkages between the eastern and western foreshores. Focus on developing these relationships will strengthen the physical and meta-physical bonds between place and community, and ensure the success of the overall strategy goals.

1.3 STUDY AREA DEFINITION – PRECINCTS

The Mandurah Foreshore Focus 2020 Study Area comprises the entire Mandurah Estuary Foreshore between the Indian Ocean to the north and the Mandurah Estuary Bridge to the south. **Figure 1.1** illustrates the defined Study Area. The Study Area extends variably inland from the foreshore in order to ensure that the Vision responds to its context and relationships with surrounding land use and activity.

The Study Area has been divided into the following precincts, as shown in **Figure 1.1**. As part of Council's consideration of the Vision, a number of the Precincts were combined, as follows:

Precinct 1

Precinct 1 includes Roberts Point and the western half of Halls Head Beach (including coastal reserve), the adjacent residential street block and the Gallop Street recreation reserve.

Precinct 2 & 10

Precinct 2 includes the eastern half of Halls Head Beach and the western wall of the Mandurah Estuary. The beach is a dog recreation area. The remainder of the precinct is largely unimproved and includes the old Yacht Club building and Victor Adam Park, which extends to the northern bank of the Mary Street Lagoon.

Precinct 10 includes the western and northern edges of the Mandurah Ocean Marina development and extends south along the Mandurah Estuary towards Stingray Point.

Precinct 3

Precinct 3 includes the Mary Street Lagoon and Mary Cooper Reserve, the residential street block bounded by Mary Street and Hill Street, Kingsley Fairbridge Reserve, Henry Sutton Grove and all of the residential land to the west bounded by canals.

Precinct 4 & 9

Precinct 4 is commonly referred to as the western foreshore and is bounded by a canal entrance to the north, canals to the west, Mandurah Bridge and Old Coast Road to the south and the Mandurah Estuary to the east.

The precinct includes the War Memorial, King Carnival and Hall Park, including the skate park.

Precinct 9 contains the Mandurah town centre waterfront area along the eastern foreshore of the Mandurah Estuary. The precinct includes the residential area north-east of Ormsby Terrace and all development fronting the foreshore along Mandurah Terrace. The precinct also includes Administration Bay, Mandjar Bay, Stingray Point and Dalrymple Park.

Precinct 5 & 6

Precinct 5 is bounded by Mandurah Bridge and Old Coast Road to the north and west, a canal entrance to the south and the Mandurah Estuary to the east. The precinct includes Samphire Point and Mandurah Marina and is predominantly a residential area.

Precinct 6 is south of Precinct 5 and includes the Mandurah Estuary and Samphire Cove. The Mandurah Estuary Bridge forms the southern boundary of the precinct and Study Area. The Mandurah Estuary and canals define the edge of the remainder of the precinct.

Precinct 7 & 8

Precinct 7 contains the Waterside foreshore reserve, which abuts the Mandurah Bypass and is also the southern Study Area boundary. The Mandurah Estuary and canals define the edge of the remainder of the precinct.

Precinct 8 contains Soldiers Cove. Soldiers Cove Terrace forms the eastern boundary of the precinct, with the remainder of the precinct comprising of foreshore reserve and Estuary. Several jetties are located in Soldiers Cove.



1.4 STUDY AREA CONTEXT

There is a range of land uses in the 'Study Area', with the Mandurah town centre situated on the central-eastern foreshore of the Study Area (refer **Figure 1.2**). The town centre is located at the edge of Mandjar Bay and near the mouth of the Peel Inlet, where the waterway is at its narrowest, hence being the most appropriate location to construct the Mandurah Bridge, which links Pinjarra Road (heading east) and Old Coast Road (heading west).

Mandurah Terrace extends north from the eastern side of Mandurah Bridge. The town centre has grown at the confluence of these dominant arterial roads. The central area is further supported by the radial configuration of key connector streets, such as Cooper Street, Leslie Street and Boundary Road, and local streets that focus traffic movement directly to the eastern foreshore.

Pinjarra Road also connects directly to the City's major retail node, Centro Mandurah, which is approximately 1.5 km to the east of the town centre. The Transit Station, incorporating bus and train, is situated approximately 2 km to the east of the town centre, with a direct road connection proposed to be formed east from Peel Street via Scott Street and Allnutt Street.

The South-West Metropolitan Railway Project is expected to be completed by December 2007. The fast rail service will link Mandurah and Perth with an anticipated total travel time of 48 minutes.

This Peel-Allnutt road connection, along with Pinjarra Road and Mandurah Terrace, provides direct linkages to Mandurah Road, which is the primary regional road connecting with Perth and providing access to Mandurah's other major employment areas.

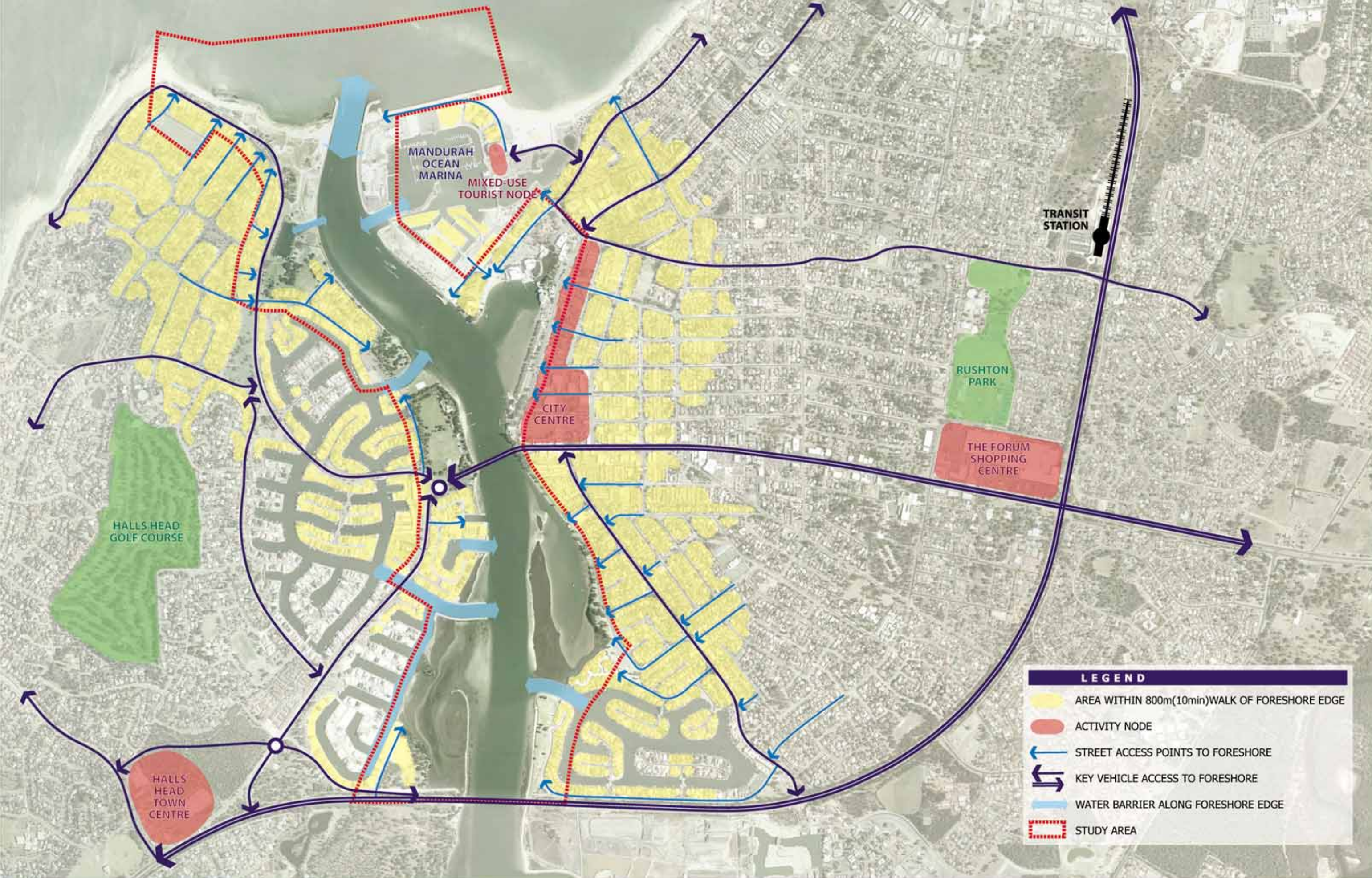
Halls Head Town Centre, which is connected by Old Coast Road, is planned as a 'District Shopping Centre' and is an important activity centre for the purpose of the study.

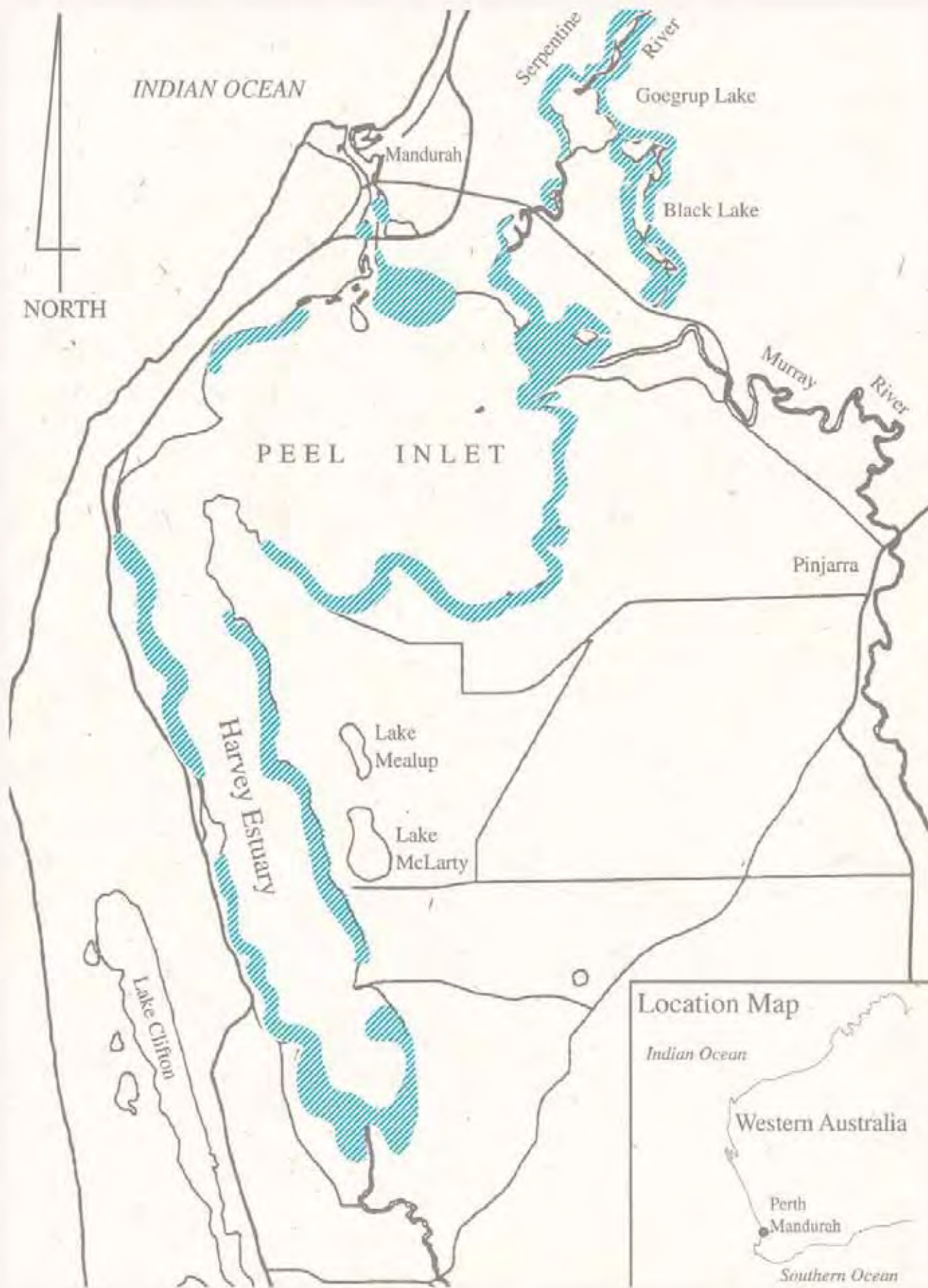
Mandurah Ocean Marina, which is situated on the eastern side of the Estuary entrance, is closely linked to the Mandurah town centre. The southern part of the marina development is still under construction and is planned for residential, commercial, retail, café, restaurant and tourist-based uses.

Development to the east of the town centre is predominantly low density residential and comprises of a traditional 'grid' street layout. Canal estates with low-density residential development dominate the remainder of the Study Area (including the southern portion of eastern foreshore and the majority of residential land on the western side of the Estuary).

Soldiers Cove (on the eastern Estuary side) and Samphire Cove (on the western Estuary side), located in the southern portion of the Study Area include large samphire salt marshes.

The Peel Preservation Group have mapped out the locations of salt marshes in the Peel-Harvey Estuary (refer to **Figure 1.3**). As illustrated in **Figure 1.3**, the extent of samphire salt marsh in the Study Area is relatively small when compared to the whole extent of salt marsh in the Peel-Harvey Estuary system but are still important to consider. The environmental values associated with the salt marshes within the Study Area will be a key consideration of this Vision.





1.5 STATUTORY AND POLICY CONTEXT

1.5.1 Peel Waterways Management Plan

In 2002, the Water and Rivers Commission finalised the *Economic Development and Recreation Management Plan for the Peel Waterways* (PWMP). The key purpose of the PWMP is to provide for clear and planned use of the waterways and related land-based activities.

The PWMP identified that if the current growth trend of the Peel and Perth regions continues, this will result in more than four million visitors per year in 30 years. This level of demand is likely to have a significantly detrimental impact on the waterways unless it is effectively managed.

Alternatively, increased visitor numbers can provide the basis for a vibrant economy focusing on the recreation, tourism and service industries associated with the waterways. Encouraging the private sector to participate in the remediation, management and provision of recreational services for the waterways is a recurring theme of the PWMP.

The methodology for the PWMP involved the identification of primary resource characteristics and, where necessary, separation of uses and activities to ensure compatibility with the resource, or between land uses. These are presented as *policy areas*. The PWMP also includes management measures and strategies. In relation to the Mandurah Foreshore Focus Study Area, the following PWMP policy areas apply:

Policy Areas	Purpose
Conservation	Conservation and, where necessary, rehabilitation of bushland, wetlands, foreshores, fringing vegetation, lakes and marshes. Low impact recreation only, consistent with detailed management plans.
Foreshore Recreation	Modified environment and low-impact to intermediate band of leisure activity according to management plans.
Town Centre-Waterways Precinct	Critical townscape and landscape focus. Planned full range of foreshore parks, recreation, cultural and commercial facilities. Includes high use areas.
General Purpose Marine	Marine areas not included in other policy areas. Recreation, navigation, conservation of natural values.

The PWMP provides the following table, which is a retrieval matrix showing those uses which are compatible with the various policy areas. Many uses or proposals may be compatible with controls or conditions.

POLICY AREA SUMMARIES

The following descriptions of the intent and rationale for the four policy areas found in the Study Area are taken from the PWMP, providing a clear direction for the scope of intervention that should be considered in each of the respective areas.

Conservation Policy Area

Purpose

Provide for bushland and foreshore conservation and where necessary, rehabilitation, while allowing low impact recreation.

Rationale

The protection of the natural foreshores and adjacent bushland reserves is integral to ensuring the intrinsic values of waterways are maintained for the whole community, for both the short and long term. Such measures can also sustain long term high value, low impact eco-tourism and recreation activities.

Facilities such as low-impact trails, boardwalks and viewing hides would be appropriate. In some locations, sensitively-designed and constructed cycle access may be considered. All improvements (especially car parks) should be scaled, located and constructed to minimise clearing. Scrupulous sensitivity to the natural/waterways environment and landscape would be essential.

Foreshore Recreation Policy Area

Purpose

To provide for intermediate and low-key leisure uses and recreation development areas, and to set guidelines for future subdivision and foreshore development.

Rationale

As there are limited areas for general access to the waterways, it is necessary to identify foreshore areas where leisure activities can occur. In terms of the level of activity, this policy area is intended to accommodate a band of activity generally between the considerably restricted level of activity within the *Conservation* policy areas and the dedicated high level of activity band intended within the *Town Centre-Waterways Precinct* policy areas. In some cases, existing areas with commercial and retail outlets will benefit from increased patronage, while in some other cases, new development will create economic and employment opportunities.

Compatible Uses in the Policy Areas

	Conservation	Marine Conservation	Foreshore Recreation	River Environs	Town Centre-Waterways Precinct	General Purpose Marine	Catchment Management	Heritage Conservation	Special Boating Areas	Low Wash Zone
Angling		C	C	C	C	C	C		NC	C
Aquaculture		NC	NC	CC	NC	CC	C	NC	NC	NC
Beach recreation			C	C	C	C				
Boat hire		NC	C	C	C	C		NC	CC	
Boating		C	C	C	C	C			C	C
Boat ramps	NC	NC	CC	C	C	C		NC	C	C
Camping	NC	NC	CC	CC	NC	C	C	NC		
Canoeing		C	C	C	C	C		C	NC	C
Car parks	CC		C	C	C		C	CC		
Charters	CC	CC	C	C	C	C		CC		C
Commercial Fishing		CC		C	NC	C			NC	NC
Conservation	C	C	C	C	C	C	C	C		C
Crabbing		C	C	C	C	C			NC	C
Cycle Paths	CC		C	C	C		C	CC		
Dredging		NC	CC	CC	CC	CC		NC	CC	CC
Trails	CC		C	C	C	C	C	CC		
Fuel sales	NC	NC	CC	CC	C	C		NC		NC
Habitat enhancement	C	C	C	C	C	C	C	CC	NC	C
Harbour facilities		NC	C	CC	C	C		NC		CC
Heritage conservation	C	C	C	C	C	C	C	C		
Houseboats		CC	C	C	C	C			NC	C
Jet skiing		NC	CC	CC	CC	CC		NC	C	CC
Moorings		NC	CC	CC	CC	CC		CC	NC	CC
Navigation aids	CC	C	C	C	C	C		NC	C	C
Picnicking	C		C	C	C	C		C		
Restaurants	CC		CC	CC	C	CC		CC		
Retail activity	NC	NC	CC	CC	C	CC		CC		
Rowing course	NC	NC	NC	NC	NC	CC	CC	NC	NC	CC
Sailing		C	C	C	C	C			CC	C
Swimming		C	C	C	C	C			NC	CC
Water skiing		NC	NC	NC	NC	CC			C	NC
Wildlife observation	C	C	C	C	C	C	C	C	NC	C

Key: C = Compatible
 CC = Compatible with Control
 NC = Not Compatible

General Purpose Marine Policy Area

Purpose

Provide for multiple use of those parts of the Estuary and waterways not included in other policy areas, whilst minimising conflict and negative impacts within an Ecological Sustainable Development framework.

Rationale

The general use zone provides for a full range of commercial and recreational uses consistent with the conservation of natural resources.

Town Centre-Waterways Precinct Policy Area

Purpose

To provide for intensive recreation uses and form a central feature of the townscape, and to maximise interactions between the waterway and inner urban uses.

Rationale

Cities and inner urban areas provide the settings in which social and business interaction occur. The design and character of civic centres and townscapes can therefore markedly affect the quality of those social and business interactions; for example, there is a trend back to the 'urban village', local shopping/business centres and the concept of 'main street', in recognition of the fact that people need to relate to one another and to their surroundings.

Arguably, the most effective example of where the close relationship between the waterways and urban development is effectively celebrated in the Mandurah CBD is the Cultural Centre and the small commercial development consisting of Simmo's, Cicerello's, Amalfi and Dome cafés.

Considering the projected population growth for the Peel Region, an increase in demand for additional well designed mixed-use developments that facilitate a better integration of commercial, cultural, recreational and tourist activities with the waterways can be expected. The existing location of the Mandurah CBD is well placed to meet this demand.

FORESHORE DEVELOPMENT

With particular relevance for the Study Area, the PWMP provides guidance for development in foreshore areas.

The limited amount of foreshore suitable for intensive development requires identifying those areas capable of sustaining commercial recreation developments including restaurants, retail and short-term accommodation. The Mandurah town centre, for example, has the capacity to accommodate a greater level of such recreation developments, particularly along the foreshore. An overall redevelopment plan, currently proposed, is required to optimise this location for the benefit of a greater number of people, with the added benefit of minimising such intensive developments in other locations on the waterways.

Strategies

- Initiate planning and consultation programs to improve the utility, landscape and accessibility of foreshore recreation areas.
- Accommodate selected *Leisure Activity Nodes* at strategic locations within the policy area for further detailed planning.
- Provide for shade, boardwalks, trails and facilities in design plans, particularly at regional nodes.
- Specifically consider the needs of all user groups, especially youth and the elderly, in the formulation of designs, programs and management plans.
- Ensure pedestrian access and where compatible, cycle access, is provided to and between all areas.
- Provide for vista parking around the waterways.
- Where possible, ensure appropriately zoned land for retail uses is available near regional foreshore nodes and boat ramps.
- Through better design, improve the accessibility of retail centre parking areas for trailers.

Tourism Strategies

The PWMP identifies the following strategies to optimise the best possible outcomes for tourism potential in the Peel Waterways:

- Secure key sites for possible future tourism development.
- Facilitate sensitively designed and managed waterways-based tourism development.
- Support strategies encouraging overnight stays.
- Promote 'hire and drive' and local boat storage facilities.
- Encourage public transport packages for day visitors.
- Provide for vista parking around the waterways;
- Consider a *Fishermens Wharf* style development at Mandurah.
- Protect, enhance and develop interpretative programs for culturally important sites.
- Ensure waterways facilities and enterprises offer off-peak services to public.
- Develop multi-lingual signs and literature for key locations and activities.

1.5.2 Peel Region Scheme

The foreshore component of the Study Area is generally reserved 'Regional Open Space' under the Peel Region Scheme (refer **Figure 1.4**), however there is a significant portion of foreshore land zoned 'Urban' and 'Regional Centre' under the Peel Region Scheme.

Other Peel Region Scheme reservations include the 'Other Regional Road' reservation over Pinjarra Road and Mandurah Terrace and the 'Primary Regional Road' reservation over the Mandurah Bypass.

1.5.3 Town Planning Scheme No. 3

Land use and development within the City of Mandurah is controlled by Town Planning Scheme No 3. In regard to Zoning and Reservations, the foreshore contains several different reservations, including 'Foreshore and Conservation', 'District Recreation' and 'Local Recreation' reserves. Portions of foreshore in the Study Area are included within the City Centre Development zone (Mandurah Town Centre) and the 'Urban' zone (with no foreshore reserve). (refer **Figure 1.5**).

1.5.4 Land Tenure

In terms of land tenure and management responsibilities, the majority of foreshore reserves within the Study Area are the responsibility of the City of Mandurah (i.e. 'District Recreation' and 'Local Recreation' reserves). Land reserved 'Foreshore and Conservation' is controlled by the Department of Conservation and Environment. **Figure 1.6** identifies the management responsibilities and purpose of recreation reserves.

1.5.5 Inner Peel Region Structure Plan

The function of the Inner Peel Region Structure Plan is to provide the basis for promulgating a regional planning scheme, statutory planning and development control and the planning of future infrastructure requirements. In relation to the Study Area, zonings are consistent with the Peel Region Scheme and the Structure Plan identifies the Mandurah Central Area as a 'Strategic Regional Centre'.

1.5.6 Local Commercial Strategy

The main objectives of the Local Commercial Strategy are to provide a strategic framework in which commercial development can occur within a planned hierarchy of centres. Key implications of this Policy with regard to the Study Area include:

- The large combined commercial complex of Mandurah town centre, Pinjarra Road commercial strip, and Centro Mandurah area are considered to constitute a Strategic Regional Centre, given its size, role and complexity. This strategic status has also been recognised in the Inner Peel Region Structure Plan.

- Link the town centre to the Centro Mandurah Shopping Centre via Pinjarra Road and the proposed Halls Head 'District Centre' via Old Coast Road.
- Centro Mandurah and town centre to be equally supported as transport node locations, with Transit Rail station being located north of Centro Mandurah, at Allnutt Street, and light rail or feeder busses to service adjoining residential areas and linking both centres along Pinjarra Road.

These centres are important considerations of this study in terms of the foreshore and relationship with surrounding built form and activity centres.

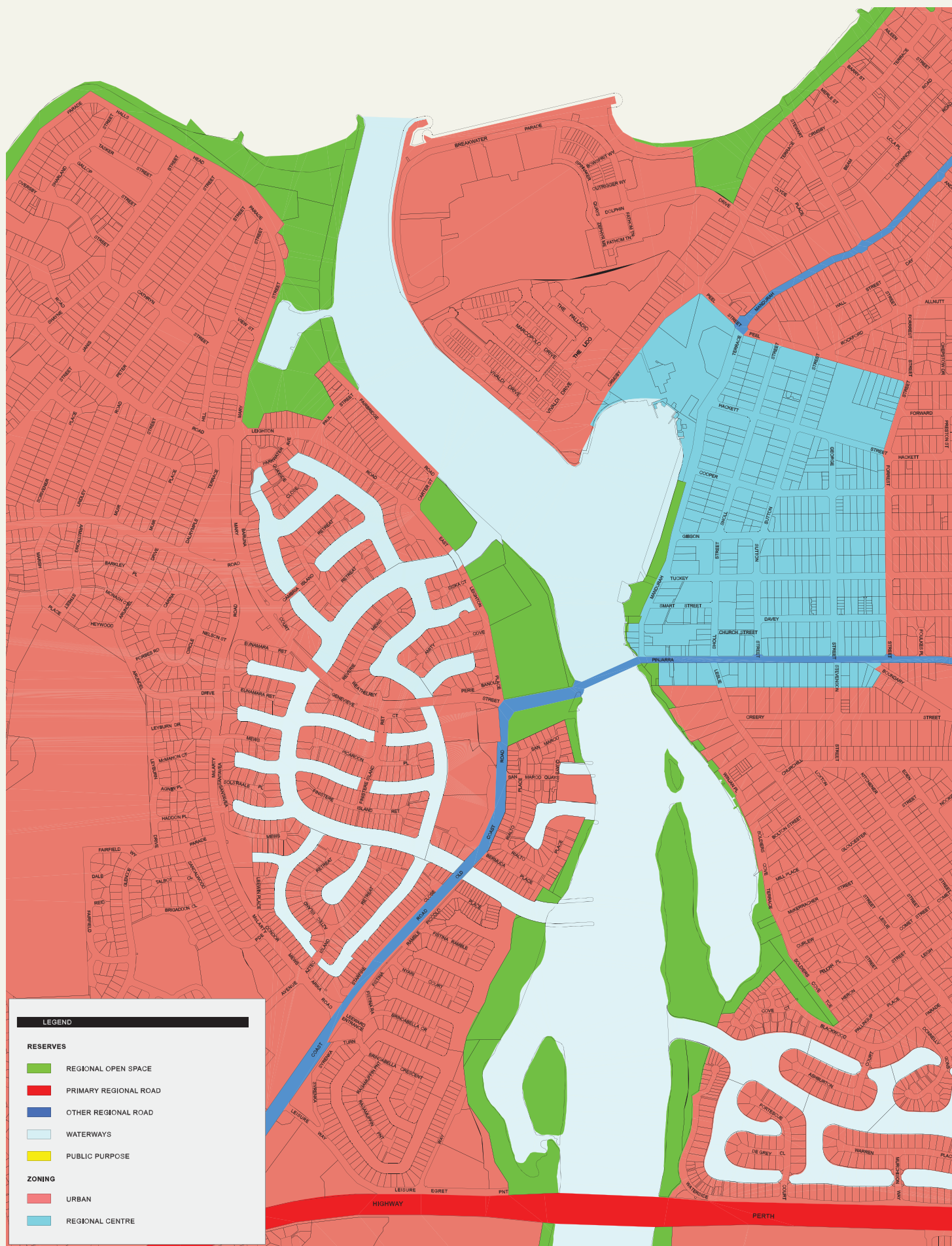
1.6 REPORT STRUCTURE

The overall methodology of the study is centred on a 'circular' approach of *Investigation – Design Proposition – Refinement*. This approach is undertaken in two cycles, with the first cycle having consisted of site analysis and background research, preparation of a draft Master Plan concept options and review through the Community Reference Group and the project Working Group. The second cycle consisted of further community investigation to refine the design for the final Vision, as adopted by Council.

Accordingly, this report is divided into two parts: Part 1 – Introduction; and Part 2 – The Vision.

Part 1 provides a summary of the background to the Study Area, including a summary of the detailed analysis of town planning, urban design, transport and traffic, heritage, environmental and cultural issues, and also establishes strengths, weaknesses, opportunities and constraints of the urban form, its operation and natural characteristics that were reviewed in order to assist in the preparation of the Vision. The detailed analysis undertaken is provided in Volume 2.

Part 2 details the proposed Mandurah Foreshore Vision, which includes the vision, key principles and strategic objectives for the Study Area. The strategic objectives have been formulated from the outcomes of the preliminary stakeholder and community consultation, literature research, site analysis, case study analysis, and concept options. Part 2 also identifies priority projects, provides an economic evaluation of achieving the objectives and outlines how the vision and objectives of the Vision will be implemented



Source : City of Mandurah







Source : City of Mandurah



1.7 SUSTAINABLE URBAN WATERFRONT DEVELOPMENT PRINCIPLES

A number of principles underpin 'best practice' in sustainable waterfront urban design. The following principles are key to achieving a good waterfront/foreshore redevelopment and are espoused in the overall study objectives:

- **Secure the quality of water and the environment.**
- New waterfronts should be conceived as an **integral part of the existing urban fabric** and contribute to its vitality.
- **The historic identity gives character** – the collective heritage of water and city, of events, landmarks and nature should be utilised to give the waterfront development character and meaning.
- **Mixed-use is a priority** – celebrate the waterfront by offering a diversity of cultural, commercial and housing uses.
- **Public access is a pre-requisite** – provide physical and visual access for locals and tourists of all ages and incomes.
- **Planning in public/private partnerships** leads to long-term economic, social and ecological success.
- **Public participation is an element of sustainability.**
- **Waterfronts are long-term projects** – the prioritisation of key projects and the staging of the implementation strategy must be supported by political level support and public administration guidance.
- **Revitalisation is an ongoing process** – Master plans should be flexible, adaptable to change and incorporate all relevant disciplines.
- Waterfronts profit from **international networking.**

1.8 COUNCIL ADOPTION

The resultant Vision for the Study Area was some two years in the making, and included one of the most significant community consultation and involvement in Mandurah in recent years.

Council adopted the Mandurah Foreshore Focus 2020 Vision in April 2007, which illustrates a future vision for the Mandurah Foreshore and builds upon the work undertaken as part of the City Centre Revitalisation Strategy.

The Vision was as a result of an extensive community involvement process that ran from May to October 2005. Proceeding that time, the Vision went through a formal 3 month public consultation period from December 2005 to March 2006.

During May 2006, four Elected Members and 3 senior officers visited successful foreshore developments in Cairns, Townsville (Queensland) and Geelong (Victoria) for first hand information and inspiration. Community feedback and comment was also obtained via a further community information session held on 29 November 2006. Additional workshops with Elected Members were held during February and March 2007 at which further modifications to the Vision were discussed.

The Vision seeks to build upon Mandurah's social and economic strengths while protecting and celebrating the City's unique natural environment. The Vision provides a vision to guide the future development and use of the foreshore's (and adjacent) areas, with the development of each precinct being subject to further detailed design and community consultation during the precinct planning process.

The Vision has been generated via a community engagement process involving a Community Reference Group of 16 members, which sought comments, ideas and feedback from the wider community as to its aspirations for this area of Mandurah. The consultants engaged for this project have interpreted the community's aspirations into the Vision.

It is acknowledged that the Plan presents Council and the existing Mandurah community, particularly those in close proximity to the Plan Study Area, with a number of challenges. In essence the Vision seeks to add to the amenity of Mandurah and this means change. If Mandurah is to become more than a dormitory suburb of Perth and more like the dynamic city referred to in the City's Scenario Planning exercise of 2003 then the existing urban amenity of the established inner areas of Mandurah, needs to be improved.

The Vision, in seeking to add to the amenity and prosperity of the City, does propose change, but change that will help facilitate the private sector investment required to ensure the 40,000 jobs referred to in the Syme Marmion Southern City model can become a reality.

The Vision should not be viewed in isolation but as part of a suite of City initiatives including the City Centre Revitalisation Strategy, the creation of the East-West link to the Transit Station, provision of a tourist bus to link the city centre with the Transit Station and the vision for the Mandurah Transit Station and future Gordon Road transit station, among others.

It is important that Council give consideration to the words of Craig Shepherd as quoted in the Peel 2020 Sustainability Report prepared by the Peel Development Commission “. *merely ‘managing’ growth would lead to boring below-average outcomes, reinforcing the economic and social divides which currently exist. Democratically speaking, our vision for 2020 has little to do with us/me. It isn’t about me, mine or ours but rather providing for others*” [‘Choices and the Superman’ Craig Shepherd Principal Economist, National Institute of Economics and Industry Research, September 2005]

In adopting the Vision, Council acknowledged that:

- The redevelopment of the Mandurah foreshore areas will add to the amenity of Mandurah;
- Further full community consultation will be required as part of the next stage during the preparation of the Precinct Plans;
- As part of the precinct planning stage, further economic, social and environmental impact assessments will be required to be undertaken;
- As part of the precinct planning stage, an assessment of the impacts of climate change on the proposed works will be required to be undertaken;
- This is a visionary document which will guide future development and further design work and community consultation; and
- A number of modifications were made to the draft Mater Plan as a result of the feedback received during the consultation period.

2.0 KEY ISSUES

The following is a summary of the Key Issues identified as part of the preparation of the draft Master plan.

A summary of broad-level key issues is set out below, with a full analysis available in Volume 2.

2.1 LAND USE

The following key land use issues are evident within the Study Area:

- The creation of a critical mass of activity in key nodes is important for the economic sustainability of individual developments and the Study Area overall.
- Planning for the long-term leisure needs of residents and visitors will require a small proportion of the foreshore area to contain commercial development.
- There is a prevailing desire to facilitate the upgrading and improvement to the quality of commercial uses and facilities within the Study Area.
- Accommodating the growth of tourism can be accommodated in a mix of private redevelopment and new foreshore-based commercial developments.
- With respect to proper planning, it is desirable to intensify land uses (commercial and residential) within the town centre and in strategic areas around the foreshore as part of private redevelopment.
- Some mixing of residential and commercial uses is acceptable, however the relationship with incompatible commercial uses should be managed.

2.2 MOVEMENT

The following key movement issues are evident within the Study Area:

- The circulation and legibility of the movement network should be improved.
- The personal safety and amenity of pedestrians within the town centre and other areas where there is vehicle movement should be improved. The Vision should promote safer public spaces for pedestrians (night and day).
- Convenient parking within the Study Area should be maintained.
- Pedestrian and cycle access within the Study Area should be improved.

- Existing pedestrian malls/laneways should be rationalised/ improved to ensure pedestrian safety and amenity.
- Improved opportunities should be provided for bus, rail and taxi integration within the Study Area.
- The Mandurah Bridge will require replacement.
- Maintain connections with activity centres outside of the Study Area such as Centro Mandurah shopping centre and the proposed Halls Head District Shopping Centre.

2.3 PUBLIC SPACES AND ENVIRONMENT

The following key public space issues are evident in the Study Area:

- Cultural heritage within the Study Area requires recognition.
- The public spaces in the Study Area are poorly integrated and disjointed to each other. Stronger connections between public open spaces are required.
- Public open space improvement is required to cater for a variety of active and passive recreation types in the area.
- Streetscaping requires improvement generally and should have regard to the nature and function of that street.
- Mandurah Terrace and the narrow strip of Eastern Foreshore is recognised by the community as a landmark and requires recognition.
- The upgrading of streets and pedestrian verges as vibrant public spaces should be promoted.

Particular emphasis of thresholds and gateways as unique places defining the edges of the Town Centre should be considered.

The protection of the natural foreshores and adjacent bushland reserves is integral to ensuring the intrinsic values of waterways are maintained for the whole community for both the short and long term. Such measures can also sustain long term high value, low impact eco-tourism and recreation activities.

Samphire Salt Marshes located within Study Area have a high environmental value and will be a key consideration of this report.

2.4 BUILT FORM

The following key built form issues are evident within the Study Area:

- Building heights within the surrounding the foreshore area need to be considered in terms of impacts views from existing residences and from within the foreshore itself.
- There should be emphasis on nodes and landmarks within the Study Area to establish both visual and physical connections, as well as sense of place.
- The heritage and cultural qualities of built form within the Study Area should be conserved and promoted.
- A mixture of modern built form as part of private redevelopment within the Study Area should not be discouraged, but sensitive design to respect the existing context should be encouraged.

3.0 COMMUNITY CONSULTATION

3.1 INTRODUCTION

The City of Mandurah determined that the community consultation program for this major project would be multi-faceted, including a project launch, direct mail to affected parties, repeated media releases, community meetings and most specifically through the engagement of a Community Reference Group.

The project was introduced and opened for public comment at the annual Crab-Fest on the eastern foreshore in March 2005. Some limited exposure was achieved. Media releases and a direct mail campaign invited interested parties to attend a workshop and presentation evening on 18 May 2005. The level of public interest in the project was overwhelming and to accommodate the numbers attending, the workshop was transferred from the Old Yacht Club building in Halls Head to the Atrium Hotel conference room. A second session was held on 1 June 2005 at the Mandurah Performing Arts Centre. Attendees at these sessions (approximately 300 in total) were invited to submit an application for consideration as a member of the Community Reference Group.

3.2 COMMUNITY REFERENCE GROUP

The Community Reference Group (CRG) was to comprise 15 members selected from stakeholders such as permanent residents, business owners and operators, holiday home owners and developers, working together to provide input and guidance to the project's design team.

More than 50 written applications were received and potential members were selected with a view to capturing a diversity of interests, skills and demographics.

A recommended membership list was presented to the Project Working Group and accepted in full with a requirement that the group be expanded to 17 members with representation to be sought from the youth sector. Two (2) candidates were approached and appointed to the CRG in the capacity of youth spokespersons.

The CRG's program was structured to:

- capture their initial views, values and ideas;
- inform them of current developments, decisions and strategies in play that would influence the study outcomes;
- introduce them to a wide variety of ideas and applications from other projects elsewhere in Australia and around the world;
- present a range of design solutions for their consideration and comment; and
- refine the design solutions based on their feedback and the imperatives of the study.

In addition to presenting their own views, CRG members were also requested and encouraged to meet with friends, relatives and associates throughout the community and to bring wider community views to the CRG meetings.

An innovation in this process was the allocation of a portfolio to each of the CRG members. This portfolio, or area of interest, was to be added to the member's personal network through which they were to focus their attention in taking CRG and design team ideas out into the community for further comment.

The efforts of the CRG members must be applauded, with many conducting community meetings, surveying portfolio representatives, answering calls from their network and generally taking the study, its processes, ideas and potential solutions to the community for comment.

This process has been enormously successful in providing direct and meaningful community input into the design process. There were many lessons learned along the way in designing and managing the process that will undoubtedly be of considerable use in future community consultation processes.

Some observations include:

- Mandurah has a very active and vocal older population who are keen to participate and be heard. To ensure all community interests are understood it is necessary to ensure all age groups are represented, even if it means targeted intervention. In particular Mandurah's Youth (13-24) and the 25 to 34 age group tend to be less vocal, more reserved and require focused attention.
- Meaningful community input and comment is best attained by dialogue with persons who are fully informed and have a complete appreciation of the facts affecting an issue. To achieve this informed status takes time and effort and obviously incurs a cost. Shortcuts only serve to reduce the validity of the consultation process. The CRG process may have benefited from a more gradual presentation of ideas and allowing more time for the group to consider and respond to the initial design solutions offered as Options 1, 2 and 3.
- In evaluating the CRG process for the Foreshore Focus 2020 project there remains some conjecture as to whether it is best to 'ask, educate and then design', as was done, or whether it is best to 'design, educate and then ask'. Each method naturally embracing an iterative process to progressively refine the design solutions, which were based on CRG feedback.

The former method as applied required the facilitator to go back to the CRG and ask them to look more openly and objectively at design solutions that would be world-class, innovative, exciting and sustainable, in line with the brief. Initially there was a large "no development" and a "not in my back yard" response and the CRG members had to be encouraged to think about broader community need and long term sustainability factors.

Whilst there remained some strongly independent and disparate views amongst the membership of the CRG, the final results indicate that they rose to the challenge and for the most part have collectively agreed to more than 85% of the design solutions proposed. Those areas where separate views remain are represented by design options in the draft Vision as it is offered for public comment

Had the design process gone the other way and presented a more cutting edge series of design solutions at the outset without first hearing their views and concerns of the CRG, the backlash may have been sufficient to de-rail the process. Alternatively there may have been a more visionary, commercially driven solution.

3.3 VISION & VALUES

At two public workshop sessions in May and June 2005, participants were asked to provide an indication of their vision and values for the Study Area. There was a clear indication from those present that Mandurah's key attractions of open accessible waterways, fishing, crabbing and wildlife must be maintained. There were concerns that foreshore development would preclude or restrict public access to the waterways in the Study Area and there was a general wariness about the concept of development. Canals and high-rise development were perhaps the two most prominent concerns.

When asked what were the recent changes to Mandurah that carried the greatest appeal, the participants cited the Mandurah Performing Arts Centre, the restaurant and café boardwalk precinct, the Dawesville Channel and the Mandurah Ocean Marina. These are all examples of development, but development which provides for public access.

Major detractors to Mandurah over time were summarised as the impact of development on the natural environment, increased traffic congestion and an increase in anti-social behaviour.

Later in the process, toward the end of July 2005, the CRG agreed to a series of key issues that must be addressed in the design solutions. These are listed below:

- Mechanical sand bypass process at the Estuary mouth must be replaced with a more natural long term sustainable process – not just bypass but rather all sand movement.
- Increase boat mooring/pen facilities and accommodation; also assess boat movement patterns which should perhaps not be allowed for in the Study Area.
- Provide short stay tourist accommodation - maybe provide this but not in foreshore public open space areas and look seriously at occupation forecasts and trends before factoring this in and place excessive parking requirement for cars and boats on proposed developments.

- Provide word class, quality park and foreshore developments - keep flora appropriate.
- Develop a major attraction in the area, e.g. family Water Playground in Precinct 4, but suggest not a large commercial high intensive theme park.
- Establish an outdoor music bowl, amphitheatre e.g. Belvoir.
- Relocate and/or upgrade King Carnival - perhaps elsewhere e.g. Victor Adam Park, enhance skate park with new attractions and add BMX and music event area.
- Create a major pedestrian and cycle link around the entire foreshore area.
- Enhance area with restaurants, cafés and other attractions (public art and events), bringing people into and servicing them on the foreshore areas. Consider needs of youth (e.g. licensed premises).
- Some sort of pedestrian connection from west to east (north of Hall Park) is desirable.
- Open up Hall Park for major community events and festivals or concerts with improved amenities and better parking opportunities. Access is the issue, i.e. public transport.
- Replace the Old Bridge with four lanes for vehicles but prioritise pedestrian access and fishing platforms, taking into account the impact larger boats have on the environment of the whole Estuary before the height of bridge is determined.
- Protection of Samphire Cove and Soldiers Cove is essential although area surrounding Leisure Way requires improvements.
- Preserve, protect and enhance all of the heritage features.
- The development of the foreshore area as a predominantly pedestrian area requires moving people into the area by alternate means - CAT transport, water taxis etc.

Importantly, the Vision presented by the design team incorporated an appropriate interpretation of each of these requirements.

Success in community engagement via a CRG is largely dependent upon the willingness of the design team to listen and respond to the comments of the CRG, and the CRG being adequately informed and prepared to make responsible comment. There were times during the process where CRG members expressed concern that they were not being heard and/or perhaps even ignored at times. Acknowledging external influences such as written submissions from individuals and community groups, together with input and guidance from the Project Working Group, seemed to clarify this issue.

Notwithstanding the challenges experienced along the way, the design team must be complimented on their openness and responsiveness to CRG suggestion and guidance. Moreover, members of the CRG must be commended for their incredible commitment to participate, explore, challenge and consult as representatives of their community, all of which has been offered in a voluntary capacity.

For the record, the Community Reference Group included:

Initial 15

1. Anne Lewington
2. Bill Bailey
3. Billie Friedlander
4. Callan Low
5. Coral Lowry
6. Craig Brown (retired)
7. Daniela Buters
8. David Miller
9. Don Brown
10. Graham Watkins
11. Jacqueline Sauvage
12. Janice Sullivan
13. Kim Wilson
14. Malcolm McGowan
15. Stephen Dean

Replacement member

1. Mike Wadsworth

Youth invitees

1. Taylor James
2. Mitchell Sellen

3.4 CONSULTATION PROGRAM

The community engagement commenced at the Crab Fest of 2005, where the City manned a stall which provided the community with its first opportunity to provide input into this process.

The Plan's preparation commenced with a community workshop held on 18 May 2005 at the Atrium Hotel which was attended by 206 people. A further workshop was held on 1 June 2005 at the Mandurah Performing Arts Centre attended by 60 people. From these workshops 50 community members registered their interest to be part of the Community Reference Group. Initially 15 members of the community were invited onto the Community Reference Group. These members, other community members, some Elected Members and others undertook a boat tour of the Study Area with the full Design Team on 3 June 2005.

The formal community consultation process ran from 12 December 2005 to 3 March 2006 and included the following elements:

- the mailing out of a four page brochure on the plan to nearly 7,000 residents;
- a four page wrap around the Mandurah Mail on 1 December 2005; and
- official public launch of the public consultation process at the Mandurah Performing Arts Centre on 12 December 2005 attended by 183 persons.

To assist in the feedback process, the City prepared feedback forms for each of the precincts, which listed the concepts within each precinct and provided the opportunity to rank the concepts from strongly agreeing through to strongly disagreeing.

The feedback forms also provided the opportunity to make general comments. In addition to feedback forms, 70 separate submissions on the Master Plan were lodged with the City. All comments received on the Master Plan have been collated and are available for viewing under a separate cover.

In May 2006 a tour of the foreshore developments at Cairns, Townsville (Queensland) and Geelong (Victoria) was undertaken by four Elected Members and 3 City officers. A report was subsequently considered by Council in August 2006 on the tour.

A workshop was held on Saturday 7 October 2006 with Elected Members, members of the Community Reference Group and members of the design team. Following this workshop over 150 people attended a further Community Information Session which was held on 29 November, at which meeting the Design Team responded to issues raised during the formal consultation period.



Draft Master Plan Brochure



Figure 3.1 – Draft Masterplan

Advertised Plan

The draft Master Plan as advertised contained the following elements within the individual precincts (Refer Figure 3.1):

Precincts 1 and 2 – Halls Head Beach to Mary Street Lagoon

The Plan seeks to widen the Halls Head beach west of the existing groyne structure, to prevent the foredunes from being eroded on a periodic basis, with this section of beach to be retained as a swimming area. Without some action Halls Head beach will continue to erode on an annual basis with highly visible mechanical sand bypassing on the beach.

The existing residential development along Halls Head Parade and other streets is proposed to be increased to R80 with tourist accommodation permitted.

The existing Old Yacht Club building is to be replaced with a multi-functional community building and a new marina is proposed on the eastern side of the existing groyne. The marina will allow for the mooring of 200-300 vessels and will also provide for a safer swimming beach in a similar style to the beach at the southern section of the Mandurah Ocean Marina and at Hillarys Boat Harbour. The marina is only proposed with Option 1 for the land area west of the estuary entrance. (see below). The sand bypassing operation will need to continue but in a new location, and in time the method of sand bypassing is to be improved.

The foreshore area from Halls Head Beach to Mary Street Lagoon will remain a public area incorporating a coastal botanical parkland, with a series of walk and cycleways along this section.

Two options existed for the western side of the ocean entrance, as follows:

Option 1 – an international hotel complex to a maximum of 8 levels (with a limited footprint of approximately 700 sqm) in addition to four and five storey components.

Option 2 – a tourist resort of two and three storey buildings over a larger footprint.

Both options included a tavern adjacent to the ocean entrance and a very significant pedestrian bridge across to the Mandurah Ocean Marina.

Precinct 3

Additional moorings are proposed for Mary Street Lagoon and with a modified vehicular access directly off Mary Street. The lagoon itself is not proposed to be modified, but a pedestrian and cyclist bridge is proposed over the lagoon entrance.

Henry Sutton Grove is proposed to be enhanced for use by families with younger children, including the beach area. Private property along Fairbridge Road and McLarty Road is recommended to be increased to R80 with tourist accommodation promoted. A bridge over the Port Mandurah Canal entrance is proposed. This bridge is seen as a high priority in terms of the seven pedestrian bridges proposed under the Master Plan.

Precinct 4 – Hall Park/Memorial Park

The War Memorial (Memorial Park) is to be retained. The amusement concept (currently King Carnival) is proposed to be retained, however to be relocated closer to the intersection of Mary Street and Old Coast Road, to create a stronger link with the City Centre. The multi-functional open space which currently exists on Hall Park is to be retained, but separated from the foreshore activity by a pedestrian oriented street which would allow for vehicle access to a new inlet for public boat access, surrounded by restaurants and function rooms. The existing swimming enclosure is proposed to be expanded. The potential exists for kiosks or night markets to be provided along the new street. A public water playground is proposed, which would link the estuary and the new location of the amusement concept and an upgraded skate park.

The old traffic bridge is proposed to be replaced in its current location (if possible), with the clearance under the bridge to be optimised. Pedestrian and cycling ways are to be provided on the bridge, along with some commercial outlets.

Precincts 5 and 6

Pedestrian bridges are proposed over the canal entrance into Mandurah Marina and Port Mandurah. The existing pedestrian boardwalk within the conservation area adjacent to Port Mandurah is proposed to be extended, with protective baffles to be installed (with or without a boardwalk) to protect the area from boat wash.

The City owned land on Leisure Way is proposed to be R40 and in part R160 (potentially 8 to 12 storeys), incorporating an interpretative centre and other public service outlets at ground level.

Precincts 7 and 8 (Waterside Foreshore – Soldiers Cove)

A couple of options have been prepared for this area, including a pedestrian bridge over the canal entrance with a boardwalk along the Soldiers Cove, or, no bridge and no boardwalk.

The land from Bolton Street to Pinjarra Road on the western side of Leslie Street is proposed to be R80 with tourist accommodation encouraged.

Dalrymple Park is to be protected with the old Dalrymple Jetty reintroduced.

Precinct 9 – City Centre Foreshore

The plan largely reflects what is shown in the City Centre Revitalisation Strategy for this area.

Precinct 10 – Mandurah Ocean Marina

An additional marina facility is proposed to be provided on the seaward side of the existing Ocean Marina with the potential to accommodate 400 to 500 vessels. The additional marina was provided to ensure that Mandurah becomes a “destination port” location along the Western Australian coastline for the boating community. The concepts of the marinas arose from the vision of Mandurah being the premier regional boating destination in Western Australia and to accommodate the expected future demand in Mandurah for mooring spaces of up to 1,000. The marinas do not purport to accommodate all of these moorings, but would make a significant contribution towards their provision.