

Cottesloe Enquiry by Design Report

For

Department for Planning and Infrastructure in association with the Town of Cottesloe

March 2009



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EXECUTIVE SUMMARY



Introduction

An Enquiry by Design (EbD) was held at the Town of Cottesloe in the later part of 2008 to address two unresolved aspects of the Town of Cottesloe draft Local Planning Scheme No 3 (LPS3). The first area deals with the railway lands adjacent to the Cottesloe town centre and, the second deals with the Cottesloe Beach Hotel and Ocean Beach Hotel sites. In 2006 the then Minister for Planning and Infrastructure required the EbD be undertaken by the Town of Cottesloe and the Department for Planning and Infrastructure (DPI) as a suitable mechanism to resolve a range of issues associated with these areas in the draft LPS3. It was agreed to also use the EbD process to produce an Indicative Concept Plan for the overall development of the Cottesloe public foreshore area.

The enquiry was focussed on two study areas. In the case of the railway land, the study area included land west of the town centre between Railway Street and Curtin Avenue. The town centre did not formally form part of the study area, however it and the surrounding Cottesloe residential areas, provided the urban context. The aim was to produce a preliminary structure plan to guide the railway land's future development. In the case of the two hotel sites, the study areas were the sites themselves, however the workshop participants considered the area bounded by Forrest Street, Eric Street, and Broome Street as the context. The Cottesloe foreshore study arose as a logical extension of studying the hotel sites because it provided an immediate context.

The EbD provided a forum where the Town of Cottesloe, various State Government agencies and, representatives of the community could present their respective views and issues for consideration by the professional experts assembled to undertake the enquiry.

Workshop process

An EbD process differs significantly from other planning or design processes because it involves public input during the planning development process and it allows members of the community to have some influence on the enquiry's progress. It also provides a forum for professional debate among a panel of experts. A lead urban design consultant had the coordinator's role and had the task of reconciling all views. With more than twenty five full-time participants, the balancing act in this EbD was sometimes very challenging and compromises were inevitable. The outcomes report therefore does not reflect every view of those who participated but rather the consensus views of the majority.

The EbD included three workshops run over five days. The railway lands were explored during the first workshop and the hotel sites, along with the beachfront and foreshore were explored in the second workshop. The third workshop combined and finetuned earlier work.

Each workshop included a mix of participants from the Department for Planning and Infrastructure, the Town of Cottesloe and a range of government agencies. Cottesloe Council elected members, including the Mayor and Deputy Mayor, represented the community of Cottesloe in each workshop. A core team of expert planners, architects, urban designers, traffic engineers and property consultants were active throughout the workshops offering advice and developing outcomes.

The first two workshops each ran for two days and at the end of each day the community were invited to attend an open forum to observe progress and to make comment. The views of the community were presented and considered at the following day's workshop. The community input often resulted in participants looking at particular issues again.

Following these workshops a final one-day response workshop was held to enable the community to comment on and refine the evolving work. A final open day was also held to share the EbD work with the community. Comments were invited on process only.

One of the most important goals in the workshops was for participants to act in an objective manner, giving all parties a reasonable hearing and to ensure impartiality of the final outcomes.

In any process where a variety of individuals, groups and organisations are involved there will always be differing views and during these workshops some divergent views and objectives surfaced. Workshop participants were encouraged to work conscientiously to understand the positions of all stakeholders and to arrive at outcomes that were broadly acceptable and suited to long-term planning for the area. It was particularly important for workshop participants to understand that the State Government and the Town of Cottesloe sometimes had differing positions because the State Government was charged with taking a wider regional perspective while the Town of Cottesloe was focused on representing the needs of its community from the perspective of detailed local area planning and the preparation of draft LPS3.

The character of Cottesloe

Workshop participants heard that Cottesloe is one of Perth's unique and beautiful suburbs and is regarded as one of the State's major tourist attractions. It has a unique sense of place characterised by its proximity to the beach, a traditional town centre and beautiful landscape. The wide streets, varied coastal topography and imposing Norfolk Island pine trees all serve to create the place that is Cottesloe. One of the workshop presenters described Cottesloe as having a 'villa landscape' quite different to other western Perth suburbs. During the street walks undertaken by the EbD team it became very obvious that Cottesloe did indeed exhibit a special character.

The foreshore is undoubtedly Cottesloe's jewel in the crown and it has a long history as a popular regional beachfront entertainment area. There are few other foreshores in the Perth metropolitan area where the foreshore land slopes to the sea and people are able to enjoy the white sandy beach from the comfort of well elevated lawn terraces. When asked to describe what gave Cottesloe its unique character, most workshop participants used terms such as low key, village-like, serene, casual, good human scale.

Cottesloe Beach is not adjacent to a major north-south road system and consequently visitors must access the beach by driving through Cottesloe's streets. This indirect approach serves to reinforce the physical sense that the beach is actually part of the Cottesloe suburb, unlike many other metropolitan beaches which are divorced from their suburbs by major roads or highways. It is this close relationship between beach and town that most likely gives rise to the local feeling that this is a local community beach rather than a regional beach. Cottesloe Beach is however a regional asset to be enjoyed by all and this was reinforced many times during the workshop. The rail service to the Town Centre provides access to the beach for a significant number of Perth's residents and visitors who use Forrest Street as a pathway to the beach.

It was accepted by most participants that the Cottesloe foreshore area was a little run down and in need of upgrading. It was also acknowledged that the seasonal use of the beach made it difficult for some businesses to survive in winter time.

Views of key stakeholders

The Cottesloe community, through various representative groups, expressed their great fondness for their beautiful suburb and its iconic foreshore. Presentations made to workshop participants by several community groups stressed their desire to see the unique character of Cottesloe preserved. There was considerable community concern expressed about building heights, overshadowing, preserving views, addressing anti social behaviour associated with the two hotels, and increased density. Representatives of the community attending the workshop community evenings, together with interest groups such as SOS Cottesloe and Keep Cott Low had a clear message that those in the Cottesloe community they represented did not wish to see buildings higher than three storeys along the beachfront. There were others who expressed support for higher development although this was not heard as a significant view.

Development proponents for the two hotel sites expressed their general concern that current development controls made development of their sites unviable, from their view points. The two hotel owners and their representatives outlined their proposals for each site and argued that their developments, which significantly exceeded what is permitted in the current development controls,

would benefit local business, reduce anti social behaviour, promote Cottesloe as a destination, meet accommodation demands and stimulate improvement of adjoining sites.

The State Government promoted development of residual railway land around the town centre for a variety of uses with a focus on residential development. This is in keeping with State Government policy to intensify development around existing railway stations. Tourism WA and DPI also reminded the participants that Cottesloe Beach is a regional amenity and as such more tourist accommodation should be encouraged. It was also agreed that in the true spirit of an enquiry the EbD would explore the impact of developing taller buildings on the hotel sites having regard to the WAPC's State Planning Policy 2.6, which provides for a primary threshold of buildings up to five storeys or 21 metres, yet allows for consideration of higher structures up to eight storeys or 32 metres, subject to certain criteria being met. These criteria include having broad community support and the development is suitable for the location. The policy also specifically provides for local planning schemes to set height limits of lower than five storeys, as anticipated by draft LPS3.

The Town of Cottesloe generally sought outcomes that reflected the views of the overall Cottesloe community consistent with the detailed local area planning and preparation undertaken over the past several years. On the railway land the Town sought final resolution regarding the future alignment of Curtin Avenue and that the redevelopment of any surplus land should be done in a way that is supported by the general community and town centre business operators. On the hotel sites, the Town strongly supported the existing three storey height limit along the Marine Parade frontage. The Town's significant concern about solving anti social behaviour associated with the hotel sites was also presented to the workshop participants. The importance of the hotel uses was acknowledged with a general desire to retain their facilities in a better managed way.

Railway lands: workshop output

The primary workshop output for the railway land is a preliminary structure plan that takes into account the final alignment of Curtin Avenue and the Perth to Fremantle railway line. The structure plan is intended to guide future development of the railway land by indicating road and rail reserves, land subdivision, land use, principles and guidelines for development.

In order to prepare the structure plan, the first steps were to resolve the rail and road alignments as well as addressing a looming problem for the Jarrad Street crossing. Workshop participants were advised that future passenger demand on the Fremantle line could increase from 8 to 12 trains per hour in each direction. This will require closure of the Jarrad Street crossing every two minutes which would make the current crossing unworkable. The safety aspects associated with this were made apparent as well as the impact on connectivity to the beach.

Prior to the workshop a number of conceptual proposals for a possible road link between the east and west sides of the railway were prepared, the aim being to overcome the Jarrad Street problem. These options, including horseshoe bridges and serpentine roads, were all rejected because of their complexity and dominance of the railway lands (Refer to page 109 of Appendix II). The concept of providing a rail crossing that connected Forrest Street to Stirling Highway was also considered and rejected because of the negative impact associated with increased traffic on Forrest Street. It would also have comprised the primacy of Napoleon Street as the main street in the town centre.

The railway land workshops focussed necessarily on transport issues, both regional and local. Various workshop presenters reminded participants that Curtin Avenue is and always will be a regional road much to the expressed concern of a number of people at the community meeting. The dominance of transport issues was however tempered by social and planning discussions about local access, connectivity, and uses such as affordable housing and tourist accommodation.

Following a full briefing about transport issues the workshop participants prepared a number of options for Curtin Avenue and the railway line. One of the obvious constraints on this land is the Western Power sub-station site which will remain in this location for many decades. Working with this as a constraint the participants workshopped the following four options proposed by the project team:

- A. Sink the rail line in a new alignment east of the Western Power site and retain Curtin Avenue on its current constructed alignment. This option involved building over the sunken rail line
- B. Co-locate Curtin Avenue and the rail line east of the Western Power site and raise both to cross over Jarrad Street
- C. Retain Curtin Avenue west of the Western Power site and raise the rail line to cross over Jarrad Street
- D. Co-locate Curtin Avenue and the rail line east of the Western Power site and sink both to go beneath Jarrad Street



Following a review of these options the participants agreed not to advance option A and D due to the likely high costs of any substantial sinking of the railway and construction over a water lens lying below the current rail line position. Option B was rejected at workshop 3 because Curtin Avenue would become a high-speed through road with no possibility to access the town centre. The group decision was that option C should be developed further. Not all participants agreed and this option did not accord with the Town of Cottesloe's pre-workshop preference, however the majority of participants supported the option and representatives from the Town of Cottesloe could see the compounding problems associated with sinking either the rail or the road.

Option C provides the sought after east west connections and it resolves the major problem with the Jarrad Street crossing. It also releases 3.8 ha of land for new uses such as mixed use development including parks, as well as providing an opportunity to upgrade Railway Street and give the town centre a better interface with the railway. The redevelopment could include permanent residential, short-stay accommodation, offices and limited retail. Provision of additional public parking as the result of new developments could address the current parking shortage in the town centre. Buildings can range in height from three to five storeys and should be designed to be environmentally sustainable.

Some members of the local community expressed a desire to see residual railway land developed solely as parkland or community gardens however, the workshop participants agreed that some development was preferred to provide a wider diversity of housing and economic activity next to the station and the town centre. The preliminary structure plan sets aside large portions of land for parkland and public open space.

Concern was also expressed that raising the railway line too high would be a visual blight and compromise connectivity. The preliminary structure plan takes these issues into account through the inclusion of a centrally positioned rail bridge to provide connectivity and development of buildings along Station Street to reduce the visual impact. The issue of the raised track needs to be carefully considered in any future development.

Main Roads WA provided the workshop participants with information about the width of the redeveloped Curtin Avenue. The road cross-section and reserve width it suggested would use most of the current Curtin Avenue road reserve. Most participants expressed the firm view that retention of the Norfolk Island pines along Curtin Avenue was important to consider and that the width of Curtin Avenue be reduced in this area to try and save these trees, and if this is not possible then new ones should be planted now.

Cottesloe Foreshore

The scope of the EbD included the preparation of an Indicative Foreshore Concept Plan for the beachfront locality.

The Cottesloe foreshore is both a local and regional beach environment within an established and historic seaside suburb. It is internationally recognised for its clean, sandy beaches, Norfolk Island pine trees, shaded lawns and grassed terraces close to the water. The Cottesloe Beach Precinct is listed on the Heritage Council's Places Database at interim level for formal heritage classification.

The general view expressed at the workshop was that the foreshore area is in need of upgrading. It was also clear that the upgrades should not cause the foreshore to lose its low key, casual feel. A street environment like that which currently exists at Scarborough Beach was not generally supported.

The workshop participants considered that the major issues for consideration with the foreshore were: dominance of public parking; narrow footpaths along marine Parade; poor universal access to

the beach; and, the traffic speed and intensity along Marine Parade. It was also felt that the separation between North Cottesloe and Cottesloe, which occurs at the No2 car park, should be addressed. It was interesting to note that some community members expressed the desire for this separation to remain.

The most positive elements of the foreshore, apart from the tall Norfolk Island Pines and the beaches, were thought to be the continuous pedestrian boulevard and the grassed areas.

The Indicative Foreshore Concept Plan presents a range of ideas for future development, the main ones being: relocation of most public parking to No2 car park site; realignment of Marine Parade to provide better pedestrian movement and generous alfresco spaces in front of street level restaurants and cafes; low leasehold development on the area in front of No2 car park; universal access to Cottesloe Beach via a lift; and, increasing the grassed areas.

Cottesloe Beach Hotel and Ocean Beach Hotel sites: workshop outputs

The purpose of studying the two hotel sites was to formulate a set of building design controls for the sites in the context of the Cottesloe beachfront. The building design controls will be considered by the Town of Cottesloe for incorporation into draft LPS 3, following a period of advertising and consideration of submissions in accordance with the scheme-making process.

The beachfront commercial activities rely on tourist and seasonal trade from beachgoers, and potential for growth was considered limited. There is, however, potential for updating and improving facilities, including introduction of a broader range of smaller entertainment and eating places and provision of more short stay accommodation. Development of local centre retail, such as supermarkets, was not favoured because it exists at the Eric Street and town centre shopping centres.

Redevelopment proposals for both hotel sites were presented on behalf of the owners including a model of the two conceptual proposals. These proposals included buildings with heights of up to seven storeys for the Cottesloe Beach Hotel and to eight storeys for the Ocean Beach Hotel. They were predominantly permanent residential and proposed retention of the hotel functions as smaller establishments.

The majority in the local community and Town of Cottesloe expressed their dislike of large-scale redevelopment proposals because of their impact on the visual character and amenity of the beachfront. Issues of concern identified during the EbD included: building height; bulk and scale; shadow impacts on the beach and beachfront; parking impact; loss of views from public places; and, provision of public facilities and urban design.

Both hotel owners suggested that redevelopment of their sites would solve the anti social behaviour associated with the two hotels, however, community input during the workshop voiced objection to the concept that redevelopment should be linked to solving a problem that really should be solved through appropriate venue management and liquor licensing requirements.

The issues of height, public views and shadow effects were studied very closely on each site. Through a combination of computer-generated site envelopes, three dimensional shadow models and photo montage imagery of view corridors, the participants tested various height scenarios on each site. Recommendations about suitable building heights were largely based on: solar access to surrounding street and the foreshore; overshadowing public spaces; views primarily from local streets, the foreshore and the Cottesloe Civic Centre; and, streetscape character. It was agreed by the majority of participants that the three storey limit along Marine Parade is appropriate however up to five storeys may be suitable for specific parts of the Ocean Beach Hotel site and up to four storeys on parts of the Cottesloe Beach Hotel site. On the Cottesloe Beach Hotel site, the majority felt that the four storeys should only be achieved if prescribed design standards are met and uses are maintained including hotel functions and tourist accommodation. In the case of the Ocean Beach Hotel, most considered that five storeys should only be achievable if the current 'chocolate box' building is

demolished as part of redevelopment and hotel and tourism functions continue, albeit in a more diverse way.

The support of the majority of participants to restrictions on building heights on properties along the foreshore is consistent with major recent coastal planning studies such as the Coastal Design Guidelines for NSW (2003) which recommends that in coastal cities ‘locations close to the foreshore or sites visible from beaches and important public landmarks are not appropriate for tall buildings’. The NSW guidelines suggest buildings up to three storeys are appropriate. The view of the hotel land owners that taller buildings were needed to make development on their land viable was considered very seriously by the participants, however the impact of taller buildings on these sites and the feeling that it would create a precedent for others doing similar in the future swayed the most toward supporting the three storey limit as a general principle. The viability of existing hotel uses was raised.

Due to the expansive nature of the Ocean Beach Hotel site, which is not a single site and comprises 17 titles, there should be special site planning considerations for this site requiring that view lines through and public access across the site be taken into account if redevelopment of the site as a whole was considered. It was also agreed that the hotel use be protected through zoning the corner portion of Eric Street and Marine Parade as ‘hotel’ in the new scheme.

On the Cottesloe Beach Hotel site, the EbD recommended the refurbishment of the existing hotel in its entirety due to its heritage significance and its cultural and entertainment contribution to the precinct. The development could also include basement parking with access off John Street, at least 50 hotel rooms with most in the existing heritage building. Permanent residential, currently not permitted under draft LPS3, could be permitted at the rear of the site, although short-stay accommodation would also be suitable.

A suitable range of uses on both sites includes residential, restaurants, cafes and hotels; subject to any changes to draft LPS3 to enable this to occur. Much of the parking requirements for each site could be accommodated in a centrally managed car park located on the current No2 car park site, a crown reserve, via cash in lieu contributions to the Town, rather than limit development opportunities through on site parking.

Part of the redevelopment of each site needs to include a proportion of short stay accommodation in order to satisfy the State’s tourism needs as outlined by Tourism WA.

Building design controls were developed for each site dealing with issues such as: desired character; views and vistas; activities and uses; site planning and streetscapes; access and parking; energy and water use; security and privacy; and, open space. These are to be the principal tools within draft LPS3 to guide and manage the built form and amenity of development on the subject sites in the context of the beachfront.

Contribution of the EbD

The workshop outcomes are many and varied and some time will invariably pass before the totality of the outcomes can be achieved. It is very important therefore to take a long-term view, perhaps 50 years, when considering these outcomes.

The most important contribution made by the workshop participants, including the local community, was to provide a rich framework to guide future development in the immediate and long term. An EbD process is limited by time and consequently not everything can be explored. Therefore this framework should not be static and remain untested. As time goes by the needs and wants of the community and governments will change, our environment will change, and financial imperatives will change. This framework therefore should be a dynamic document subject to regular review.

The following lists the principal outcomes resulting from the workshop. They should be interpreted as recommendations, guidelines or suggestions.

A **preliminary structure plan** for the railway land adjacent to the Town Centre was produced which includes:

- Future mixed use development on residual railway land up to five storeys (predominantly residential)
- Curtin Avenue to be slightly reconfigured but remain in its current location
- Perth to Fremantle railway line to be realigned westward and raised to cross over Jarrad Street
- A significant pedestrian and cycle connection below the railway line linking the Town Centre to the residential community and leading to the beach via public open space on the west of the railway
- A cycle path between Curtin Avenue and the railway, grade separated over Jarrad Street
- Conservation of trees and landscape, especially the Norfolk Island Pines, where practical.

An **indicative foreshore concept plan** was produced which exhibits the following principles:

- Recognition of coastal processes and climate change
- Preserve and enhance the foreshore's heritage values
- Provide a range of experiences
- Maintain the legibility and dominance of the topography
- Achieve a balance between tourism and recreation
- Create a better public realm on the east side of Marine Parade
- No additional permanent buildings be located west of Marine Parade, except within existing footprints and where public benefit is demonstrated
- Protect and conserve the coastal reserve
- Create an appealing and safe pedestrian/cycling environment
- Acknowledge the Indiana Teahouse site as a focal point
- Maintain a sense of safety and security
- Provide consistency of materials, colours and textures for street furniture and public art
- Improve night time usability and safety
- Ensure universal access to the beach and groyne
- Minimise visual intrusiveness of car parking
- Link the Cottesloe Civic Centre to the foreshore
- Allow for new parking to be on a pay basis with funds directed towards public transport/foreshore management and provision/management of public parking
- Lease rental returns from Crown reserves should be directed towards foreshore management
- No2 car park at Napier Street developed as an underground car parking facility, absorbing some foreshore parking
- Consideration given to leasehold tourism development between No2 car park and the foreshore, with native landscaping and public toilets included
- Universal access provided to beach via a lift at the Indiana Teahouse, as well as through the incorporation of ramps within an extended terraced area to the north of the existing terraces;
- Protection and enhancement of northern dune area between Cottesloe and North Cottesloe
- Retain an element of 'look out' parking west of Marine Parade in the locality of Car Park No1

A set of **draft building design controls for the Ocean Beach Hotel and Cottesloe Beach Hotel sites** was produced addressing the following:

- Respect for the existing building and landscape character
- Preservation of public views and vistas that help to give Cottesloe foreshore area its distinct and attractive sense of place
- Ensure retention of hotel use of the Cottesloe Beach Hotel and Ocean Beach Hotel
- The types of additional uses on each site may include short-stay residential, tourism, retail and commercial, and permanent residential
- Site planning and streetscape on each site giving due consideration to issues such as street width, site edges, connectivity, overshadowing, contextual scale, building arrangement and orientation
- Building height on each site prescribing a maximum of 12metres or three storeys along Marine Parade, and generally across the sites
- Building height up to 18 metres or five storeys on part of the Ocean Beach Hotel site and 15 metres or four storeys on part of the Cottesloe Beach Hotel site, subject to conditions and site planning
- Access and parking where opportunities for reciprocal and centralised off-site parking are maximised and the impact of car parking does not dominate development on the hotel sites
- Designing for climate including low energy and water use
- Designing to ensure active street level uses, security and privacy, and separation of addressing in particular the issues of conflicts between permanent and short-stay residents
- Provision of open space and landscape that is appropriate for the Marine Parade precinct.

1 Introduction



1.1 PURPOSE, OUTCOMES AND STUDY AREA

Purpose

The primary purpose of the Enquiry by Design (EbD) was to help complete the proposed Local Planning Scheme No 3 by firstly, preparing a draft structure plan for the railway land adjacent to the town centre and secondly, to formulate Building Design Controls for the Cottesloe Beach Hotel (CBH) site and the Ocean Beach Hotel (OBH) site. Additionally, the EbD was tasked with preparing an Indicative Foreshore Concept Plan.

The Town of Cottesloe Council and the Department for Planning and Infrastructure agreed to the process and each was involved in facilitating the EbD. The Town of Cottesloe Council promoted the following conditions:

- The Marine Parade frontage of the Ocean Beach Hotel site and the Cottesloe Beach Hotel site not exceeding 3 storeys (12 metres)
- Not presuming that more than 3 storeys are necessary for the remainder of these sites
- An absolute maximum building height of 5 storeys (21 metres)
- Separate public advertising following the EbD to finalise the outcome of the EbD process before being included in the final Local Planning Scheme No 3
- The EbD also addressing the foreshore, the railway lands and Curtin Avenue.

Options for testing building height up to 8 storeys on the two hotel sites, as provided for in the Western Australian Planning Commission's State Planning Policy 2.6 (SPP2.6) were included in the scope of the EbD for testing in the true spirit of an enquiry and in response to the position of the former Minister for Planning and Infrastructure.

Town of Cottesloe Council will consider the EbD report findings early in 2009, and then make recommendations to finalise LPS3. These recommendations will be made available for further public comment. Once this process is concluded, the final proposed scheme will go back to the Western Australian Planning Commission (WAPC) for assessment and approval by the Minister for Planning.

Outcomes

The following project outcomes were sought.

For the railway lands west of the Cottesloe town centre develop a preliminary structure plan for Development Zone E (refer to page 24) in advertised draft LPS3 addressing:

- Road alignment/junction options for Curtin Avenue, including the railway
- East-west connectivity for this part of the district and to the beachfront
- Railway land development scenarios
- Transit-oriented development and town centre enhancement
- Appropriate land uses and built form

For the Cottesloe beachfront/foreshore locality:

- Develop a set of Building Design Controls for the sites occupied by the Cottesloe Beach Hotel (CBH) and the Ocean Beach Hotel (OBH) (both under Special Control Area No.2 (SCA2) and OBH as Development Zone A in advertised draft LPS3)
- Develop an indicative Foreshore Concept Plan for the public realm in the beachfront locality as a context for the Building Design Controls

Objectives

The objectives of the EbD workshops were to:

- Introduce the application of best practice sustainable urban design to development in a participatory and non-binding setting
- Consider as a framework the approach taken in LPS3 to planning for the relevant sites and locations, the available information, and the outstanding issues under investigation
- Develop a thorough understanding of the wider context of the locations, their role and function and future potential
- Test current plans and proposals and evolve them in the process
- Bring representatives together from the planning and development sector and other invited parties, and provide the opportunity to technically debate and agree upon the best ways to realise the EbD objectives
- Help participants to understand the development opportunities and constraints on key sites and how designs may be implemented within the proposed LPS3 framework
- Ensure participants contribute to the design process
- Deliver the required output in a manner that allows LPS3 to be concluded and progressed through the planning process

Study area and introduction to Cottesloe

The Cottesloe EBD study area is shown on Page 16.

The Town of Cottesloe is roughly 4km² in area and has over 7,000 residents. Located on the western side of Stirling Highway, Cottesloe falls within the western suburbs of the Perth metropolitan area, offering access to a world-renowned beachfront. It has a unique sense of place which is characterised by its varied topography, proximity to coastline and beaches, a traditional town centre, low scale residential setting, distinctive Norfolk Island pine trees and pattern of wide street reserves. The walkability of the town centre is a key feature, promoted by local businesses as having a village ambience.

Cottesloe provides a range of activities and services for the broader Perth community, national and international visitors. It offers a premier beach environment and beachfront hotels that act as magnets for our regional population and tourists. Good arterial road and rail links to the Perth CBD, Fremantle and the northern suburbs via West Coast Highway ensures that Cottesloe is conveniently located for the local community and visitors alike.

Cottesloe is characterised by a mix of housing types, local commercial and retail centres, and community facilities. There is limited opportunity for further urban development on either government or institutional land. Redevelopment opportunity exists on some key sites with high amenity and potential to attract greater diversity of activities.

Study Area



1.2 ENQUIRY BY DESIGN PROCESS

In October 2008, DPI, in conjunction with the Town of Cottesloe, initiated the EbD process. An EbD process differs significantly from other planning or design processes because it involves public input during the planning development process and it allows members of the community to have some influence on the enquiry's progress. It also provides a forum for professional debate among a panel of experts. With more than twenty five full-time participants, the balancing act in this EbD was sometimes very challenging and compromises were inevitable. The outcomes report therefore does not reflect every view of those who participated but rather the consensus views of the majority.

Hames Sharley was appointed as lead urban designers and planners and Estill & Associates was appointed to manage community consultation and facilitate the workshops. These consultancies,

and any sub-consultants, were engaged to carry out their roles in an objective, neutral way and not to bias their findings to any particular interest.

The process involved input from a range of professionals from the Town of Cottesloe, many State Government agencies, consultancies, as well as the local Cottesloe community.

EbD Structure

The EbD was structured as three workshops and a final community display.

Workshop one dealt with the railway lands and Curtin Avenue. The aim was to develop a preliminary structure plan for the railway lands east of Railway Street and to determine the future alignment of Curtin Avenue.

Workshop two dealt with the Cottesloe Foreshore & the two hotel sites. The aim was to develop a set of building design controls for the sites occupied by the CBH and OBH as well as produce an indicative foreshore concept plan for the public realm in the beachfront locality.

Workshop three was a response workshop during which concepts developed from the previous workshops were presented and discussed. The aim of this workshop was to arrive at general agreement on the outcomes.

A final community display day was held as an open public session to enable the community and stakeholders to see the workshop results and to make comments on the process.

Workshop one was held on 10th and 11th November 2008 and workshop two was held on 27th and 28th November 2008. The response workshop (Workshop 3) was held on the 10th December 2008. The final community display was held on 13th December 2008.

The venue for all workshop sessions and the community display was the Lesser Hall, Town of Cottesloe Civic Centre.

The outcomes of the above sessions were consolidated, in conjunction with DPI and the Town of Cottesloe, into one report. A graphical summary of the outputs and information considered during the workshops can be seen in Appendix II.

1.3 PARTICIPANTS

Workshop attendees comprised a core project team which managed and coordinated the workshops. Many State Government agencies participated through attendance. Other consultants attended the workshops as invited to offer expert advice. A range of other participants were invited to attend including representatives of key stakeholder groups. The following lists the participants.

Core Project Team

Professional contributors to the workshops included representatives from:

- Town of Cottesloe
- DPI
- Brian Curtis Pty Ltd
- Hames Sharley
- Estill & Associates

Invited Workshop Participants

Invited workshop participants were selected to ensure that a range of specialist expertise and input was available. This included:

- Police
- Main Roads WA
- Public Transport Authority
- Tourism WA
- Heritage Council of WA
- Western Power
- Urban Design Centre

Participants varied between workshop one and workshop two and included statutory planners, coastal planners, strategic planners, cycling infrastructure engineers, transport engineers, civil engineers and urban designers.

Other Participating Consultants

In addition to the core group DPI engaged Sinclair Knight Merz to provide input into the EbD on traffic, transport and parking issues. The Town of Cottesloe also engaged the services of Brian Curtis Pty Ltd, Ecotect Architects, Byrnes & Associates, Maunsell AECOM and Ken Adam and Associates.

Key Stakeholder Groups

Key stakeholder groups were identified to participate directly in the EbD to inform participants of their current status and aspirations, including land owners, business and community interest groups. Several interest groups were defined as having a direct interest in the workshop proceedings and were offered an opportunity to contribute at the workshops by making a short presentation. They were not however invited to be part of the technical workshop proceedings. Other interest groups were engaged with in one-on-one interviews or focus groups discussions prior to the workshops commencing.

Stakeholder Interviews

Key stakeholder group interviews were held prior to the relevant workshops.

The following were interviewed for workshop one:

- ProCott – Katherine Kalaf (President)
- Keep Cott Low – Max Hipkins (consultant)
- SOS Cottesloe – Chris Wiggins, Vicki Woods (President/Member)

The following were interviewed for workshop two:

- Foreshore Vision Plan - Paul Jones (JCY Architects)
- OBH -Stan Quinlivan (owner) and Dave Quinlivan (owner) and consultants
- CBH – Martin Steens – Multiplex (owner) and consultants
- Cottesloe Surf Lifesaving Club – Richard Olson (President)
- SOS Cottesloe – Chris Wiggins, Vicki Woods (President/Member)
- Cottesloe Coastcare Association (CCA) – Robyn Benken, Rob & Sue Freeth

In addition, the core project team met with representatives of the Seapines/Il Lido landowners including Alan McGillivray (owner) Dean Capelli (owner) and consultants.

Some of the content raised by stakeholder groups were relevant to all workshops and were noted in the briefing information prepared for the respective workshops.

The first two workshops were structured so that invited key stakeholder individuals or groups could make a presentation in the first part of day one of each workshop. This was then followed by a technical session involving representatives of the State, Town, and various consultants.

The workshops were structured to maintain a relatively small and manageable size, generally a requisite in EbD processes.

At all stages of all the workshops the Mayor and Deputy Mayor were present, as well as several Councillors. There was an open invitation for all Councillors to be present at any stage throughout the EbD in an observer capacity.

Community Participation

There has been considerable public consultation conducted during the preparation of LPS3 and the general public were invited again to participate in the EbD in the following ways:

- By direct contact with the Town of Cottesloe
- Registering of interest via a website managed by Estill & Associates (link under Town of Cottesloe website)
- Telephone contact with Estill & Associates directly or via a project information hotline specifically set up for this project
- The evening before each workshop the community was invited to a briefing on the following workshop which allowed for their views and opinions to be aired
- In the evenings following each day of the workshops further opportunity was provided for community briefing on progress, questions and comments
- The final community display allowed for additional opportunity for the community to informally review progress and give feedback on the process
- The Town of Cottesloe Council will formally consider the outcomes of the EbD in 2009 in relation to LPS3 and make recommendations which will be made available for further public comment.

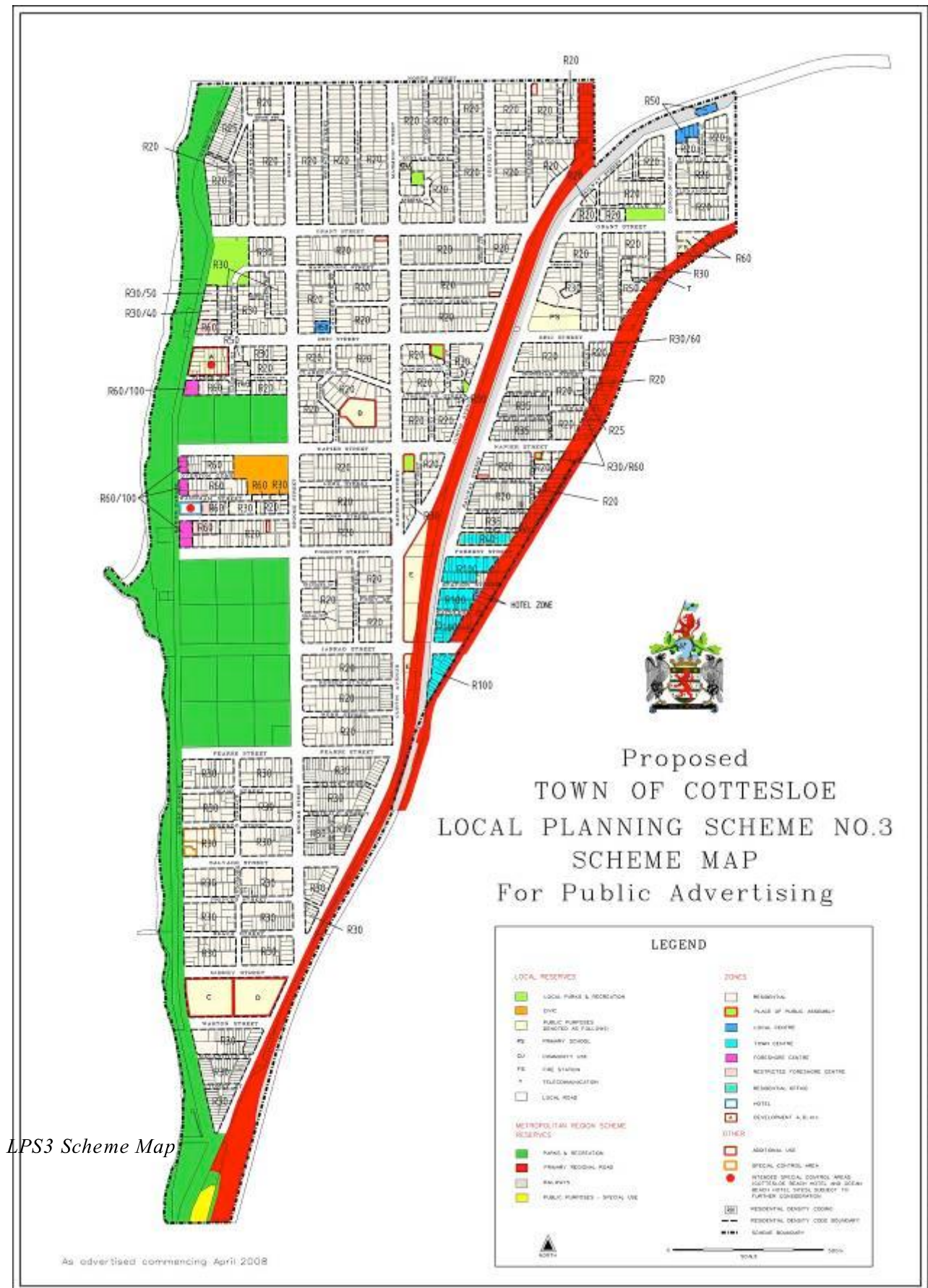
1.4 PLANNING CONTEXT

The EbD recognised that the process to finalise LPS3 is underpinned and guided by planning parameters at both state and local government levels, both statutory and at a policy level. Relevant planning legislation and policy frameworks are summarised in Appendix I: Planning Context.

The Metropolitan Region Scheme Map for Cottesloe and the proposed LPS3 Scheme Map have been included here for reference.



MRS Map of Cottesloe



2 Railway lands and Curtin Avenue at Cottesloe town centre



2.1 INTRODUCTION FOCUSING ON THE RAILWAY LANDS

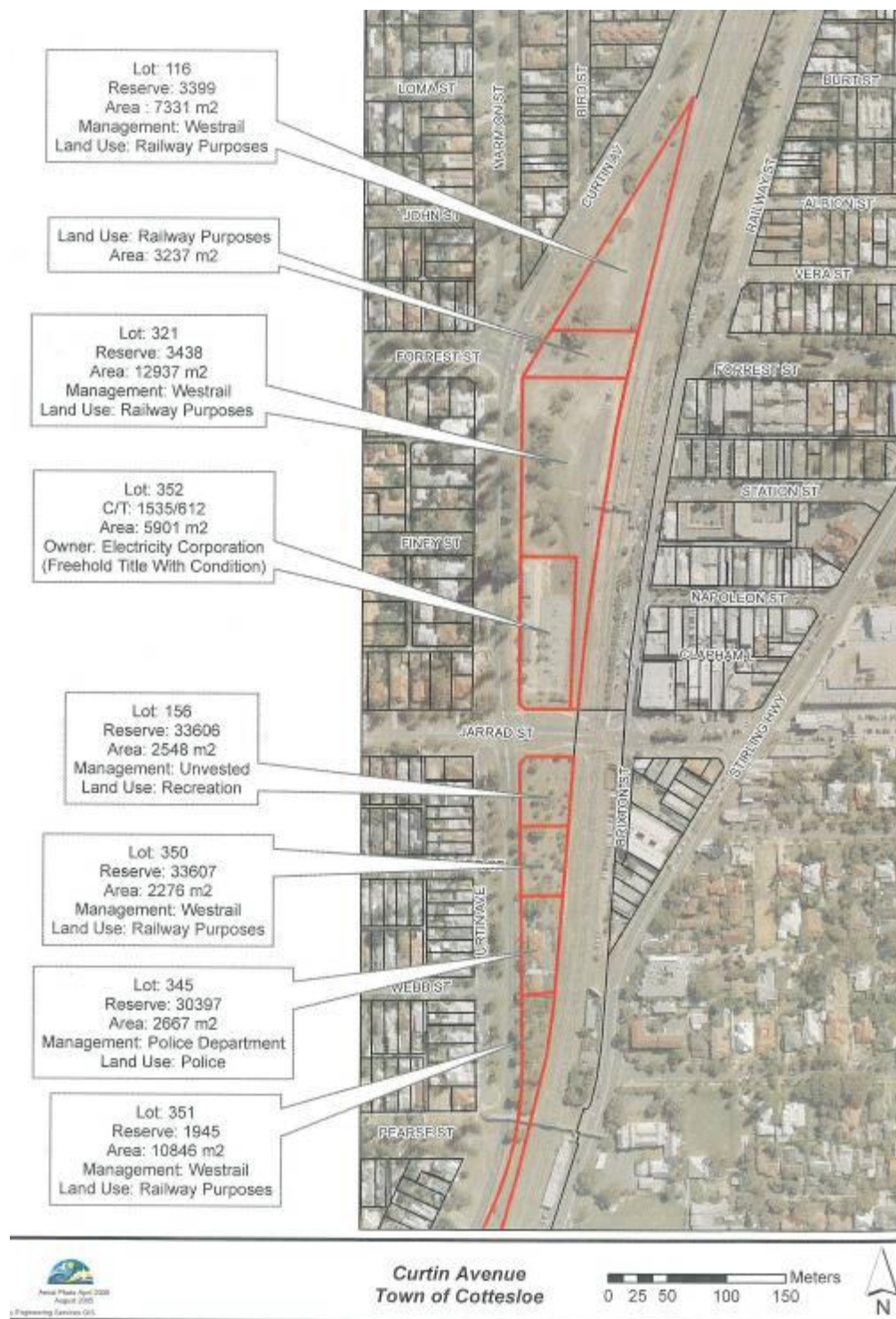
The scope of the EbD included preparing a preliminary structure plan for the railway lands near the town centre known in LPS3 partly as Development Zone E. While Development Zone E only covers part of the railway lands, the EbD considered all of the railway lands including portions reserved for railways and primary regional roads under the MRS. A final structure plan will then be required to be prepared by the owners of the land under the Town of Cottesloe's LPS 3. This can only be done once LPS3 is in force as it is currently only a draft however the preliminary plan will act as a guide.

The preliminary structure plan will address:

- Road alignment and junction options for Curtin Avenue
- Alignment and configuration of the railway line
- East west connectivity for this part of the district
- Connectivity to the beachfront
- Railway land development scenarios
- Transit oriented development and town centre enhancement

The preliminary structure plan will guide future development on the land by providing road and rail reserve layouts, land subdivision and uses, principles and guidelines for development.

The EbD scope is limited to this purpose and does not include investigation of regional road issues beyond the Cottesloe town centre. An achievable outcome is sought by the Cottesloe Council and community who wish to see resolution of the regional road issues with limited impact on residential amenity and with maximum benefit to the town centre. A railway land tenure plan is provided here to clarify the actual lots involved in the EbD enquiry.



Railway lands tenure plan

2.2 HISTORY AND CONTEXT

An interesting historical and contextual background was presented at the commencement of the workshop.

The Town of Cottesloe is one of the well-established western suburbs in the Perth Metropolitan area. It has a unique sense of place characterised by proximity to the coastline and beach, a traditional town centre with local shops and services and accessible recreation and schools. The suburb is an attractive residential setting with wide street reserves, varied coastal topography and characteristic Norfolk Island pine trees. In addition to its local charm and amenity, Cottesloe has a long history as a regional beachfront entertainment area with good access for tourist and regional visitors.



In the 1880s the railway arrived at Cottesloe. The suburb developed as a seaside destination and the Albion Hotel was built as a half way house between Perth and Fremantle. Forrest Street provided the historical link down to the popular beachfront.

Situated on a narrow peninsula between the ocean and Swan River, the regional transport corridors, both road and rail, have a big impact on the amenity of the area. There has been a long planning history for Curtin Avenue and the rail line. Between December 1990 and February 2008 there have been a number of studies and proposals.

Previous Studies and Proposals

In December 1990, the Cottesloe Railway Lands Study for the state government Asset Management Taskforce by BSD and Philip Cox, Etherington and Jones and Saulmanns recommended:

- A four lane regional road reservation be set aside
- The balance of land be used for predominantly residential and open space
- That the road alignment take account of the existing Norfolk Island pine trees and further trees be planted

In 1995, a Forrest Street grade separated crossing was proposed replacing the Jarrad Street crossing. It was considered by stakeholders that this moved the crossing away from the town centre and had an adverse impact on the residential amenity of Forrest Street.

In 1999, a rail option was considered for the rail to be sunk in a trough for some distance to provide an at - grade crossing at both Eric Street and Jarrad Street. This was considered very costly at the time.

In 2000, the Fremantle and Cottesloe Planning Concept Options Study by Halpern, Glick, Maunsell for the Department of Transport considered grade separated crossing options at Jarrad Street, Forrest Street, Station Street and Napoleon Street with a new regional road alignment collocated with the railway and Curtin Avenue as a local road. The options are shown below.





FIGURE 6.45
Jarrad Street Crossing
Underpass



FIGURE 6.7
Napoleon Street Crossing



FIGURE 6.8
Station Street Crossing



FIGURE 6.9
Forrest Street Crossing

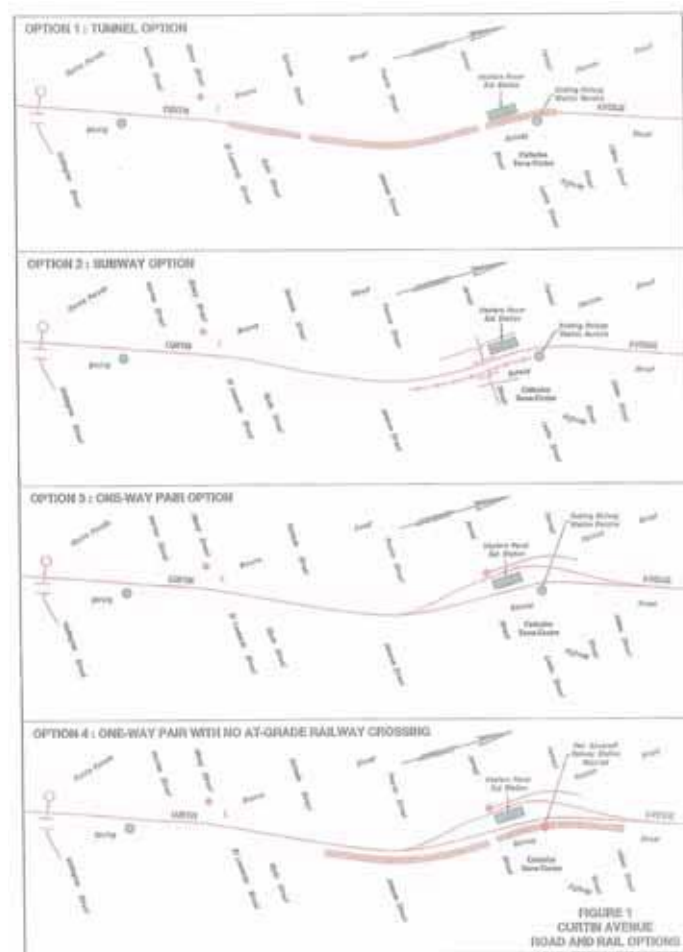
In 2002, the Cottesloe Traffic Crossings Study by Sinclair Knight Merz, for the Department for Planning and Infrastructure, investigated a Jarrad Street bridge and a Napoleon Street underpass.

In 2005, the Cottesloe Town Centre Study recognised potential for the railway lands to provide for some expansion of the town centre and improvement to the station surrounds and Railway Street. Sinking of the railway and road in a transport corridor east of the Western Power sub station was considered as one solution. At the time the sub station had not expanded to its current capacity. The study recognised the opportunity for mixed use development along the east side of the rail along Railway Street to improve the town centre edge and interface with the train station.

More recently, the State Government (MRWA, DPI, PTA,) and the Town of Cottesloe explored options for both the road and rail alignments. In February 2008 the Road Network Options Report by Main Roads WA looked at 4 options:

- A trench for the regional road
- A subway under the raised road and railway at Jarrad Street
- A one way pair for the road east and west of the substation and
- A one way pair with no at grade railway crossing by lowering the railway and station.

The Jarrad Street subway option was preferred by most stakeholders at the time. The options are shown below.



The various studies since 1990 have focussed on the transport engineering solutions and less on land use opportunities and constraints.

On 11th April 2008, following the various studies, the Town of Cottesloe Council resolved, in relation to the road options, that Council:

- (1) Confirms its support in-principle for the alignment of Curtin Avenue immediately west of the Town Centre as a two-lane road located between the railway line and the Western Power substation.
- (2) To achieve the primary objective of improving local connectivity, support the complete grade-separation of Jarrad Street from the railway and Curtin Avenue, and assert that neither the trench option nor the subway option deals satisfactorily with local connectivity.
- (3) Promote that an option of both sinking the railway and the realigned Curtin Avenue, in order to enable full integration of land use and transport, to facilitate transit-orientated development of the Town Centre, and to optimise the development potential of the western land, be further explored with the State Government agencies to ensure the best long-term planning outcomes for the area having regard to Network City objectives and principles for activity centres and corridors.
- (4) Acknowledge the subway option as preferable to the trench option in terms of achieving local connectivity, but note that the subway option would have its own physical and visual impacts.

The Town of Cottesloe recognises that the railway lands have potential for transit-oriented development and in particular development such as high density residential, short stay tourist accommodation and parking to take pressure off the Cottesloe beachfront.

2.3 ISSUES AND OPPORTUNITIES

A range of issues and opportunities for the railway lands focussing on regional transport, local access and connectivity access, activity and uses, amenity, staging and implementation were raised and discussed at the workshop. These are summarised below:

2.3.1 REGIONAL TRANSPORT

The EbD scope considered the land use and road network at the Cottesloe town centre. Regional transport implications and issues north or south of the study area were discussed however they were not part of this study.

Regional Road

The future of Curtin Avenue has been debated by the local community since the 1970s when Servetus Street was planned and the MRS reservation was put in place. The regional traffic issues are particularly difficult to resolve at Cottesloe due to its location at the narrowest part of the western suburbs peninsula with Cottesloe town centre being at the confluence of Stirling Highway and Curtin Avenue.

Curtin Avenue is a designated primary regional road under the MRS and is a 'declared main road' in the Main Roads Act. It has a regional transport role to link Yanchep to the north and Fremantle to the south. A minimum headroom clearance of 6.5 metres is required along its full length to accommodate trucks from the Fremantle port. The road will continue to carry trucks as a designated 'over-dimensioned' road into the future as there is no alternative route available. Currently, Curtin Avenue traffic volumes are about 20,000 to 25,000 vehicles per day (vpd) north of Jarrad Street, with truck volumes comprising about 6% to 10% of the total.

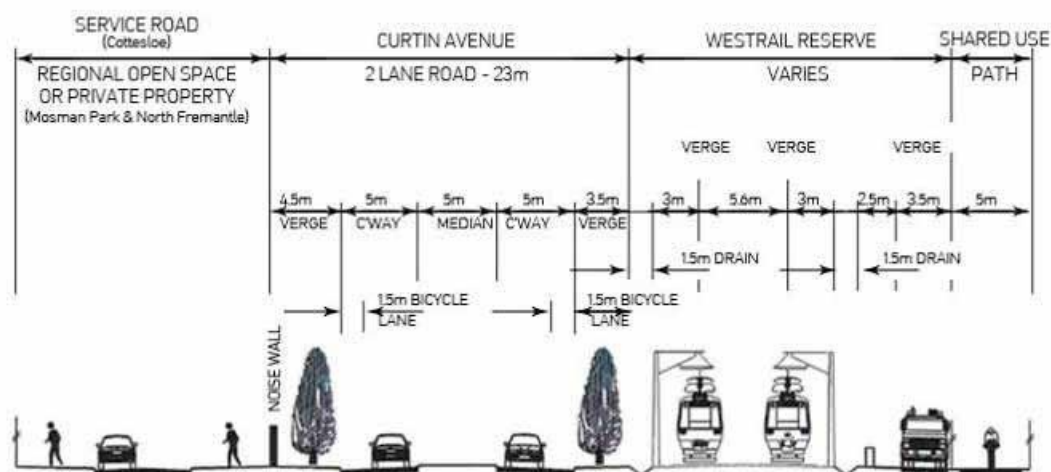
These traffic volumes compare to volumes on Beaufort Street in Mount Lawley at 25,000vpd to 30,000 vpd and Rokeby Road in Subiaco at 13,000 to 15,000vpd. While these roads do have different roles they have different posted speeds through specific locations such as school and town centre areas. This is the approach proposed under the Stirling Highway Activity Centre Study on Stirling Highway which is currently carrying 30,000 to 35,000vpd and projected to increase to 35,000 to 40,000vpd by 2031.

Traffic volumes in the western suburbs are projected to increase. There are conflicting views with projections in the order of 60% increase by 2031 now considered by some to be on the high side. There has been little increase since 1998 and several factors including the road capacity, limited population increase and trend to other modes of transport potentially contributing to reduce rate of growth.

The Main Roads WA Regional Operations Model predicts significant growth in traffic in the western suburbs by 2031. This is despite growth having reached a plateau along many major routes between 1993/ 1994 and 2003/ 2004. The predicted growth is likely to be overestimated for the following reasons:

- The existing road network, particularly Railway Road/ Gugerri Street, Stirling Highway and Curtin Avenue, has insufficient capacity to accommodate this scale of growth
- The scale of growth is inconsistent with State sustainability strategies to minimise road widening projects and instead facilitate increased public transport trips
- Plans to increase activity intensity along Stirling Highway will prioritise development of public transport, walking and cycling infrastructure, rather than increased capacity for cars
- Fuel price rises are likely to have a significant impact on rates of driving

Curtin Avenue is currently fully connected to the local road network at Cottesloe providing good access to the town centre and the beach. This will change if it becomes grade separated. No frontage access or local road connections will be allowed and service roads will be necessary. The current MRS reservation allows for a future four lane (two lanes in each direction) road. The figure below shows the widths involved if Curtin Avenue and the rail line were co located in the same reserve.



Curtin

Avenue realignment typical cross section **Perth to Fremantle Passenger Rail**

Cottesloe train station is currently not well patronised and passenger numbers have not increased since 1996. There are 1500 boardings and departures per average weekday compared to 5,500 (300 in 1996) at Subiaco, 9,000 at Fremantle and 4,000 at Bassendean. The station is used by commuters along the Perth to Fremantle line and also as a destination by beach goers. The metropolitan passenger rail system is getting busier overall with a 30% growth in usage on the Perth-Midland line

in recent years. Usage has grown in the last 18 months and is likely to continue due to petrol price increases, traffic congestion, parking difficulties and awareness of sustainable lifestyle choices.

To address future demand, train frequency is expected to increase from 8 to 12 trains per hour in each direction. This will require closure of the at-grade road crossing at Jarrad Street every two minutes and bring greater pressure for a grade separated crossing.

There appears to be opportunity to increase both origin and destination rail patronage at Cottesloe. The surrounding streets are generally considered walkable, being attractive and safe, and the train station is about an 800metre walk from the beach. In the summer months, the Cottesloe Cat bus provides convenient access to the beach from the station.

An increased residential population within 800metres walk of the station will increase origin patronage.

At Maylands, this potential was quantified as 1.2 trips per household of 1.8 persons. About 25% of the local population work in the Perth CBD, giving Cottesloe added potential to increase its 'origin station' function. 'Park and ride' is available to the north of the station which could be expanded and used on weekends for beach parking. There is also 'kiss and ride' drop off on the raised service road at the station. The station could be upgraded to further encourage use, including improved shelter, seating, lighting and bicycle storage facilities.

There are some benefits perceived in having a visible railway line to encourage usage. The visibility and presence of the train station at Cottesloe could be improved along with pedestrian linkages to both the town centre and the beach. The station could become the 'connector' between the beachfront and the town centre.

Cottesloe CAT (Central Area Transit) Bus Community Transport Service

The feasibility study for the provision of a commercial or subsidised community transport service by ARRB Transport Research for WESROC, City of Fremantle and DPI in November 2004 noted the existing Cottesloe Cat bus service commenced in December 2003 on weekends and public holiday. It is a free service which operates a 15 minute circuit stopping at the Cottesloe train station, Indiana Tea House at Cottesloe beach and in front of the Ocean Beach Hotel in Marine Parade. The study considered the promotion and expansion of fixed route transport services like the Cottesloe Cat bus to key accessible public transport locations including Cottesloe Train Station would be beneficial to the community.

Regional Pedestrian and Cycle ways

There is no regional Principal Shared Path (PSP) in the vicinity of the Cottesloe town centre and minimal bicycle racks at the Cottesloe train station. A 5.0 metre wide regional principal shared path (PSP) for pedestrians and cyclists is planned along the rail alignment and will be connected to the station and foreshore. Local connections to the PSP will be required including an improved widened path along Forrest Street to the beach.

Summary of transport projections and dimensional requirements

- Current traffic volumes on Curtin Avenue: 25,000 vehicles per day
- Potential increase in trains from 8 to 12 per hour on the Perth to Fremantle passenger rail line
- 6.5 metre minimum overhead clearance on Curtin Avenue for trucks
- 4.6metres minimum underpass clearance for local roads
- 5.0 metre minimum setback from edge of track to edge of walls
- 23 - 26 metres reserve width for Curtin Avenue (see diagram)
- Gradient of rail line is 3% absolute maximum, 2.5% desirable maximum and 1% absolute at train station
- 5.0 metre wide Principal Shared Path (PSP) located west of rail line
- No frontage access (crossovers) or direct access to intersecting roads on upgraded Curtin Avenue
- An effective greenway (birds and flora) corridor would be 7 to 10 metres wide

2.3.2 LOCAL ACCESS AND CONNECTIVITY

Local Streets

The streets in the town centre are set out on a grid that is more closely spaced than in the residential areas of Cottesloe. The reserves therefore are narrower.

Napoleon Street is the heart and historic focus of the town centre and functions well with active and attractive, narrow frontage shops and cafes serviced by short term, on-street parking on a one-way carriageway. Traffic lights at Stirling Highway give good access into Napoleon Street.

Station Street was originally a low-lying, swampy area, which was developed later than Napoleon Street. It lacks any significant heritage character, does not provide a well-defined link to the train station and is in need of some revitalisation. Station Street does not have signalised access onto Stirling Highway although the eventual widening would allow a right turn pocket on Stirling Highway.

Forrest Street provided the historic link across the peninsula from beach to river. The Forrest Street timber bridge across the rail, built in 1900, leading directly to the beach, has long since gone as it was found to be too steep for vehicles. There may be potential to redefine this important link as a heritage walk. Investigating the option of a grade separated vehicle crossing of the current rail track at Forrest Street found that to achieve universal access, a long horseshoe bridge or deep cutting would be necessary and would be very costly and intrusive as a structure.

Jarrad Street currently provides the at-grade crossing of the rail line giving access between Stirling Highway and Curtin Avenue and from the town centre to the beach. The Jarrad Street at-grade crossing is becoming increasingly busy and queuing distances and safety are becoming an issue. The Jarrad Street rail crossing carries about 8,000vpd while the Eric Street Bridge crossing to the north carries 12,000vpd and the Victoria Street crossing to the south carries 5,000vpd. There are some conflicting issues between the rail crossing and the convenient use of the shopper car park serving the Boat Shed fresh food outlet fronting Jarrad Street.

Railway Street, to the eastern edge of the rail reserve, is considered the ‘back end’ of the town centre providing access to the train station, vehicle circulation and parking. It offers a poor pedestrian environment with little active development facing the street.

Local Pedestrian and Cycle Access

Cottesloe is considered to have good walkable streets that are interesting and safe. Interesting walks could also be provided by a parkway or greenway along the regional transport corridor.

Pedestrian crossings of the rail line include at-grade rail crossing mazes at Jarrad Street and Forrest Street (also accessing the central station platform) and a bridge over the rail at the Cottesloe train station.

There is no pedestrian crossing phase at the signalised intersection at Jarrad Street and Curtin Avenue and no defined pedestrian crossing point at Forrest Street over Curtin Ave. This is of particular concern to the local community as Forrest Street is the traditional and most direct pedestrian route between the train station and the beach. It is well used, by particularly young people during the summer. Pelican lights provide safe crossing of Curtin Avenue for train patrons at Grant Street station. These were recently installed following considerable community lobbying.

East-West Local Connectivity at the Cottesloe Town Centre

The rail line and Curtin Avenue form a barrier between east and west Cottesloe and therefore between the Town centre and the beachfront. The effect of projected increases in traffic on Curtin

Avenue and the Perth to Fremantle rail line will be to increasingly restrict east-west local vehicle, pedestrian and cycle movement and consequently decrease safety at the Cottesloe Town Centre.

2.3.3 ACTIVITY AND USES

Existing Land Uses and Tenure Details

There are a variety of land uses and owners on Development Zone E (Refer to page 24). These include:

- Vacant land reserved as Curtin Avenue reserve and alignment which is located alongside the railway line
- The majority of the site is managed by the Perth Transport Authority and nominally used for railway purposes. This includes access and car parking
- Cottesloe Train Station is located at the end of Station Street but lacks any presence in or integration with the town centre. It is not visible from Napoleon Street and consists of only a small shelter on a central platform. In the past it has been a much more significant structure. The platform is accessed by a bridge and ramp from both east and west and by a pedestrian maze crossing at the Forrest Street end. There is no clear directional signage to the beach or a defined pedestrian path. Pedestrians walk across the railway lands, cross Curtin Avenue without signals and follow a narrow footpath along Forrest Street
- Western Power Cottesloe Substation Located on Lot 352 is owned by the electricity corporation. The Western Power substation provides a significant constraint to the alignment and width of the regional transport corridor and to any westward expansion of the town centre. The substation supplies power to a large area of the western suburbs including parts of Nedlands, Claremont and Mosman Park. It has recently been upgraded and expanded at a cost of \$10 million. It is located in the narrower portion of land just north of Jarrad Street and has buffer and setback requirements for residential development. Relocation has been discussed with Western Power, but the cost (in the order of \$50 million) of relocating the substation itself along with the 'spaghetti' maze of high voltage cables that extend in all directions is considered prohibitive. Further expansion or upgrade is not envisaged for 30 to 40 years and no suitable relocation site has been identified nearby. Any grade separated connection across the road and or rail as an extension of Napoleon Street, as considered in July 2000 by Department of Transport is not possible with the sub station remaining. It is possible to build over the top of the substation with car parking or similar, and to screen around the compound. Vehicle access to the sub-station will have to be retained in any structure plan and high voltage lines will remain above ground
- Cottesloe Police Station is located on Lot 345 and reserve 30397 to the south of Jarrad Street and managed by the Police Department. It is intended to be relocated and combined into a regional facility in the future. The site will become available for other uses
- The narrow strip of railway reserve on the east side of the rail is leased to the Town of Cottesloe for car parking to serve the town centre. Informal, unsealed car parking occurs west of the rail. Park and Ride parking is provided to the north of the train station
- The railway reserve presently acts as an informal green corridor. An area of land (Lot 156) to the south of Jarrad Street and west of the rail is unvested and used as local public open space. The railway land widens to the north of the substation, currently operating as informal open space. This area provides some opportunity for development
- The low area to the north of the Western Power substation is currently used for stormwater retention and disposal. There will be some continued stormwater function required
- Western Power transmission lines and underground services run through the site and along Curtin Avenue.

Potential Land Uses

LPS3 recognises that this land is suitable for transit oriented development to expand or boost the town centre and for higher density residential. This is consistent with state policies for transit oriented development and urban consolidation. Potential uses include:

- Retail and commercial - Recently rebranded ‘Cottesloe Village’, the Cottesloe town centre is characterised by small, eclectic boutiques offering a variety of merchandise within a low-key, historic precinct that relies on both local and tourist custom. Cottesloe town centre should be consolidated and enhanced with well-designed buildings that respect the heritage streetscape and village character. While designated a ‘district centre’ and allocated up to 15,000sqm retail floor space under the WAPC Metropolitan Centres Policy, Cottesloe is located quite close to Claremont, which has developed into a significant regional retail centre with approval for 50,000sqm retail floor space. The retail trading potential in Cottesloe town centre therefore is quite fragile and no significant retail expansion is likely. Retail uses extend from Napoleon Street to Jarrad Street in the south and to Station Street in the north with some limited commercial uses within the streets beyond. The Boatshed fresh food outlet and associated car parking is located on Jarrad Street together with a few other retail and commercial uses. There are 2 council owned sites on the north side of Station Street that both have potential for mixed use development including car parking for the town centre. These 2 sites could form the catalyst for redevelopment of Station Street and the train station surrounds
- Residential - Only 54% of dwellings in Cottesloe are separate houses, compared to the metropolitan average of 72%, and 17% of dwellings are 1- 2 bedroom. There is a recognised need for an increase in the number and variety of dwellings including small aged and single person apartments close to the amenities of the town centre. Cottesloe is a very desirable inner metropolitan location for housing. Development could be guided to encourage good quality design for climate and low energy use
- Tourist accommodation - Short stay accommodation facilities could be developed at the Town Centre. Close proximity to the Cottesloe foreshore, Cottesloe train station, convenient shopping and restaurants would be appealing to tourists. Facilities provided here could help reduce development pressure on the Cottesloe beachfront
- Car parking - The town centre suffers from a shortage of short-term shopper parking. Development on the railway lands and other sites should include significantly increased parking provision and rationalisation of existing parking. There is potential for cash-in-lieu arrangements to be used by Council to fund new or upgraded car parking. Public parking could also be used on weekends in conjunction with the CAT bus for beach visitors
- Open space and landscape - Cottesloe town centre does not have a village square and there is also a lack of open space in the eastern precincts of Cottesloe. Local community input suggests that both a village or town square and a ‘community garden’ somewhere to the west of the railway line or a greenway maintaining existing ecological links would be appropriate use for some of the land.

2.3.4 AMENITY AND PHYSICAL CHARACTER OF THE RAILWAY LANDS

The railway lands are in a natural topographical depression with the lowest point being just to the north of the Western Power substation. It can be seen from historical photographs that this naturally low-lying area originally extended into the Station Street area. The current railway line and train station have been raised two or three metres from this originally swampy, low-lying land. The rail now sits above the town forming a visual and access barrier and a stone retaining wall at Station Street separates Railway Street from the service road above. The train station therefore has a poor visual approach from both the town centre and from the west.

The topography presents issues of universal access and visual permeability.

The natural depression of the railway lands behind the ridge provides opportunity for some taller buildings on this land and while LPS3 suggests building heights of three to five storeys are appropriate, more height might be acceptable subject to location and design. The railway lands are essentially undeveloped except for the Cottesloe Police Station and Western Power sub-station. There are some mature trees on the site including Norfolk Island pine trees.

2.4 EBD CONSIDERATION

Options for the future configuration of regional transport corridors at Cottesloe Town Centre were explored and assessed during the EbD workshop. The workshop process was intended to address the alignment, connection and barrier issues and their impact on adjacent land use and the urban environment. It was anticipated that the process of design exploration by engineers, planners and urban designers would lead to principles for a preferred option, which would then form the basis of the preliminary structure plan. The technical details of the preferred option would follow.

As previously described, there has been a long history of options prepared for the road and rail at Cottesloe and many of these were explored at the workshop however the focus was more on the recent studies and land use implications.

Sinclair Knight Merz presented a range of possible scenarios for the alignment of both Curtin Avenue and the railway line. These had been prepared as a starting point by the core project team. Following discussions and technical briefings, four possibilities were chosen for further study. Workshop participants were divided into four groups each with one option to explore in terms of land use, connectivity, and urban development implications. Their deliberations were presented to Workshop One participants who were eventually required to rank the options based on the following criteria:

- Likely support from stakeholders including the local and wider community, Town of Cottesloe, DPI/WAPC, transport authorities and energy providers
- Demonstration of sustainability: social, economic, environmental
- Viability and implementation including practicalities, comparative cost and staging issues

The following outlines the four options.

2.5 SUMMARY OF OPTIONS INVESTIGATED BY THE EBD

Option A: Sinking the rail on a new alignment and retaining Curtin Avenue on its current alignment

This option involves an underground railway station for Cottesloe that is similar to Subiaco. Substantial new development including a town square would be built above it. Curtin Avenue would remain on its current alignment allowing connection to the local road network at both Forrest and Jarrad Streets. Both Jarrad Street and Forrest Street could be connected across the lowered rail fully linking the town centre to Stirling Highway and Curtin Avenue.

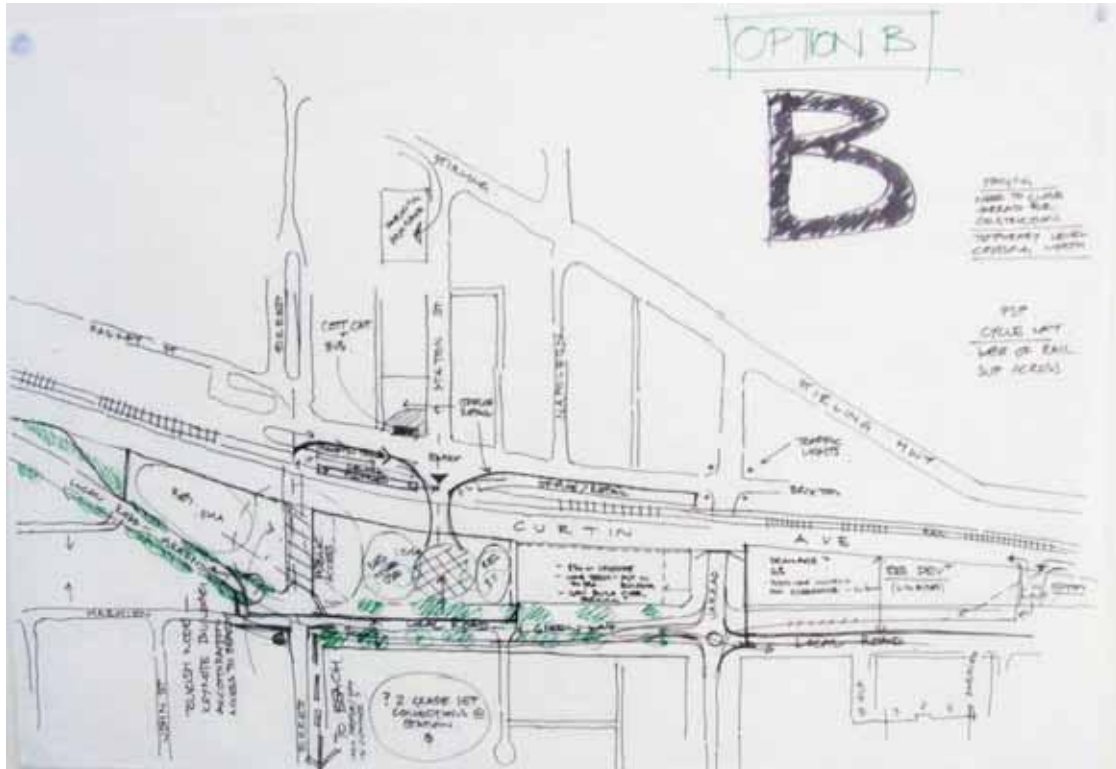


Key points of option A:

- Sinking the rail line that is already at a low point. This requires a long run of rail to be lowered approximately 1.3km in each direction to allow the platform to be at the same level as Napoleon Street. If the rail were to be sunk further to achieve this option with new station below a town square at Napoleon Street grade level, the rail will be lowered for a significantly longer length.
- Possible impact on the Cottesloe 'fresh water lens' requires further investigation. The rail cutting would become a continuous barrier for water moving below ground in this area where the town draws irrigation water. Salt water intrusion is possible
- Significant earthworks and retaining walls for the trench and tunnel to a depth to suit the overhead wires for the rail
- A new train station with new platforms and station infrastructure including mechanical ventilation if fully covered
- The need for substantial intense development of land surplus to infrastructure needs

Option B: A combined road/rail corridor to east of Western Power site overpassing Jarrad Street

Initial proposals, in the early 1990s, brought the two transport corridors together to limit the number of edges that needed to be resolved for amenity and safety.



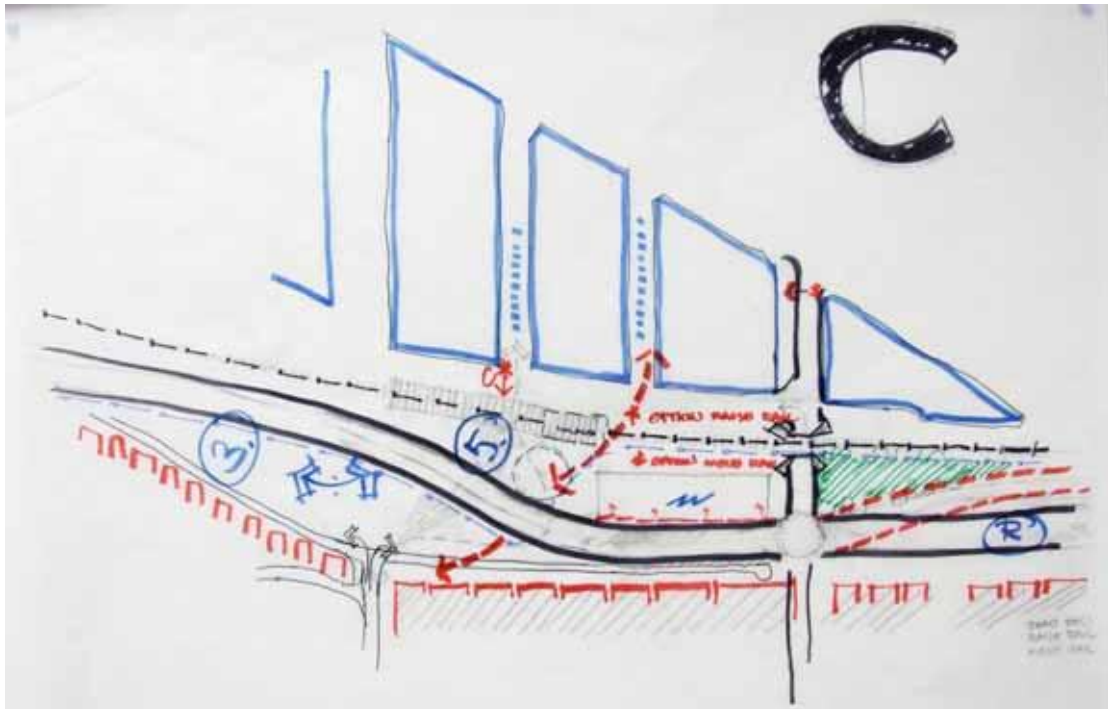
Key

points of option B:

- No regional road connection to the Cottesloe town centre
- A regional road and rail corridor forming a very wide overpass over Jarrad Street. The road and rail are raised two metres over a lowered Jarrad Street, requiring concurrent modifications to the local road network
- With heavy structure and continually moving cars, this would be visually and acoustically dominant and limit amenity and development on Railway Street
- The future regional road is moved away from houses fronting current Curtin Avenue thus reducing traffic impacts. This will reduce noise levels by an average of 3 decibels south of Jarrad Street and 8 decibels north of Jarrad Street.
- The future regional road is moved toward the town centre. This is expected to have marginal impact on noise levels in the town centre
- A consolidated area of developable land becomes available to the west of the regional transport corridor but disconnected from the town centre
- Cottesloe town centre is disconnected from the raised Curtin Avenue at Jarrad Street. Eric Street or Victoria Street would be used as alternative access to the town centre
- Significant staging costs and logistics, as raising the rail line on its current alignment would require temporary diversion on the new road reserve. However, the Cottesloe Train Station could remain at its current level and location

Option C: Realigned Curtin Avenue remains west of Western Power site and rail overpasses Jarrad Street.

Separating the road and rail allows the rail to be moved west while being raised. This limits the rail realignment to one stage of construction and provides additional development potential on Railway Street. Jarrad Street is able to connect to Curtin Avenue at its current intersection while being lowered to pass under the rail.



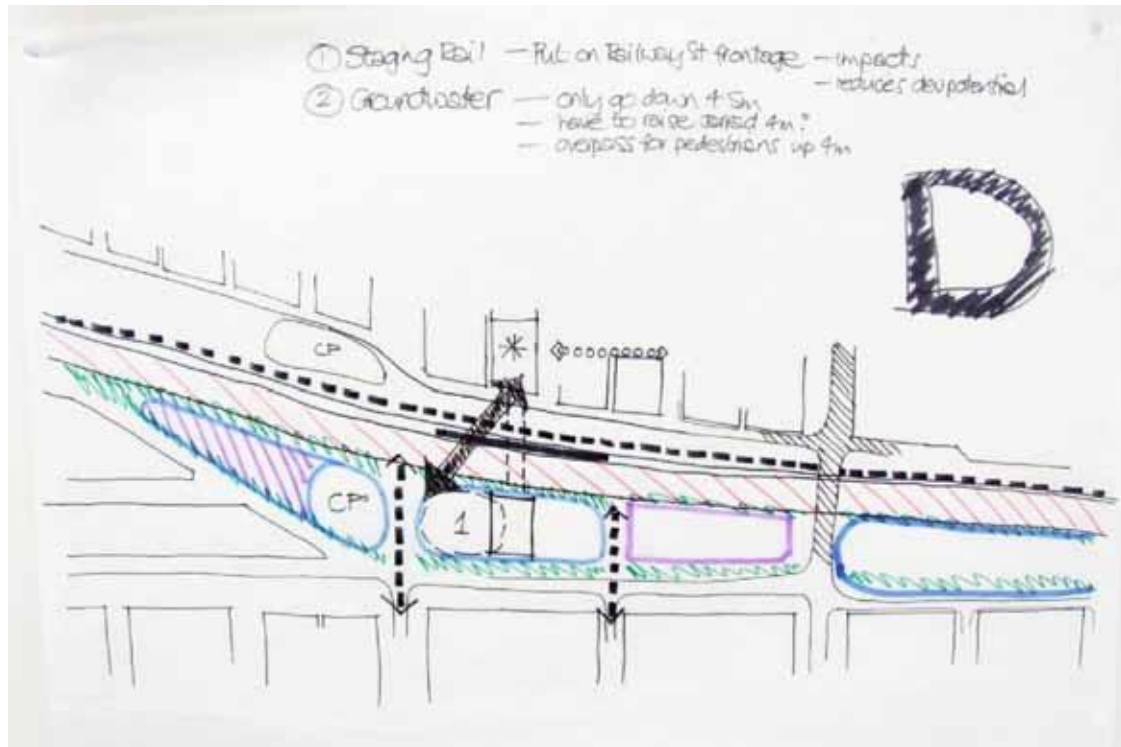
Key

points of option C:

- Regional road connection is provided to the Cottesloe town centre
- A grade separated rail crossing is provided at Jarrad Street
- The bridge at Jarrad Street is narrower, as it is only rail and cycle, and is less invasive
- The rail will need to be raised by 4 metres to achieve the 4.6m vertical clearance to allow Jarrad Street to connect to Curtin Avenue
- While the regional road is closer to some existing houses on Curtin Avenue than in option B, traffic noise is reduced by dropping the road slightly below adjacent housing
- Forrest Street is disconnected from Curtin Avenue but connected to the local road network
- Pedestrian access to the beach is via a bridge over Curtin Avenue at Forrest Street
- Residual developable land west of the rail is limited and split with access and integration issues
- Land fronting Railway Street that is suitable for development becomes available with the westward shift of the rail

Option D: Combining and lowering the road and rail east of the Western Power site

Sinking the rail and road together in a single trench appeared the best way to reduce their impact and prior to the workshop was the Town of Cottesloe's preferred option. A bridge across the cutting at Jarrad Street could provide east-west connection for Cottesloe between the beach and town but no connection to the regional road.



Key points:

- Significant earthworks and retaining walls required for the cutting to a depth to suit the 'over dimensioned' headroom clearance of the road and the overhead wires for the rail
- Sinking the rail line that is already at a low point. This requires a long run of rail to be sunk 1.3km if the station is at the level of Napoleon Street and considerably larger if the station is below this level. Added to this is the possible impact on the Cottesloe 'fresh water lens.' The transport cutting would become a continuous barrier for water moving below the ground in this area.
- Significant staging costs and logistics since sinking the rail line on its current alignment will require temporary diversion and a temporary station
- A new train station with new platforms and station infrastructure

Arriving at Preferred Options

Options A and D were seen as high cost options, with a similar order of infrastructure costs and complexity to Subiaco. This was not seen as appropriate to the Cottesloe context where there is limited residual developable land available and limited demand for commercial and retail development land. Cost analysis has been carried out subsequent to the workshop in order to validate this decision.

Options B and C received most support from workshop participants and were therefore considered worthy of further exploration because neither involved sinking the railway and thus were less expensive. Option B however did not provide access from Curtin Avenue to the town centre so it too was put aside. Only option C achieved the local and regional connectivity regarded as essential for the town centre and also improved the safety of the Jarrad Street crossing.

While design details, levels and alignment will require further consideration Option C became the preferred option at the completion of Workshop One.

2.6 PREFERRED CURTIN AVENUE ALIGNMENT (FROM WORKSHOP 3)

At the response workshop, Option C was presented with two possibilities for the alignment of Curtin Avenue. One approach was to leave Curtin Avenue on its current alignment. The other was to keep

Curtin Avenue to the west of the Western Power site and to divert it eastward once it passed this constriction point.

The preferred approach at the conclusion of the response workshop was to:

- Retain Curtin Avenue essentially on its current alignment with some improved noise and visual buffers and service road frontage for residential properties
- Move the rail to the west to increase development opportunity on Railway Street
- Raise the rail line by 4.0 metres and lower Jarrad Street by 2.5 metres rather than two metres allowing Jarrad Street to pass under the rail at its current level and still connect into Railway Street
- Build a new train station for Cottesloe giving it a new image and presence in the town centre and encouraging increased patronage. This would be raised to allow pedestrian and possible vehicle access underneath, thereby connecting the town centre with the land to the west of the rail.

2.7 EMERGING KEY ASPECTS

The key aspects summarised below emerged out of workshop discussion as being important to the preferred outcome:

- Provide a sustainable solution which minimises costs, impacts or intervention
- Provide improved residential and town centre amenity
- Continue rail operations throughout redevelopment works
- Grade separate vehicle crossing at Jarrad Street
- Assume the Western Power substation with recent upgrades will remain in its current location with the possibility to build over it in the future
- Retain a local vehicle connection from the town centre to the upgraded Curtin Avenue to ensure that the town centre is not regionally isolated
- Provide safe pedestrian crossing of both Curtin Avenue and the railway line
- The Cottesloe Train Station is in need of a ‘facelift’ however, retaining the station at its existing location and level will limit infrastructure costs
- Allow for an appropriate intensity of development to occur around the Cottesloe Train Station that will enhance and not compete with the existing town centre
- Moving the rail west provides a good opportunity for town centre mixed use development fronting Railway Street. This development can be used to screen the rail line and improve the street’s activity and character
- Maintain the existing informal greenway along the transport corridor and integrate with bicycle and pedestrian connections
- Provide a principal shared path regional cycle link along the rail line
- Resolve transport configuration issues as a priority over the provision of land for development
- Development should be low key, three to five storeys with careful design, and have good climatic response including cross ventilation, solar access, shade and wind protection
- Protect residents from noise with appropriate design
- Provide a town square or open space as the heart of the town centre

2.8 URBAN DESIGN PRINCIPLES

Following the EbD workshop, a set of principles for future configuration and development of the railway lands and Curtin Avenue was developed. The following principles together with the preliminary structure plan form the framework for future development of the railway lands and Curtin Avenue.

2.8.1 REGIONAL TRANSPORT

- Acknowledge the regional significance of the Perth to Fremantle railway line and Curtin Avenue as part of the wider Perth transport network

- Support a strategy to reduce vehicle traffic volumes and car dependency by increasing usage of the train, cycling and walking
- Resolve regional transport issues and ameliorate their negative impacts on local amenity as a priority, over maximising development potential of surplus land
- Design Curtin Avenue as an attractive, well-landscaped road with a different character and lower posted speed of 60kph as it passes by Cottesloe town centre, thereby limiting noise and other detrimental impacts of through traffic
- Recognise the presence of the rail system as the dominant public transport mode for the town centre and the beachfront and promote the train station as a significant and attractive built element in the town
- Encourage rail commuter patronage and beach destination patrons at the Cottesloe train station through improved station environs such as safe and universal access, shelter, kiss and ride drop off, and signage, while also providing for continued park and ride usage
- Provide good regional cycle routes that connect well to the local network including the town centre and the beach

2.8.2 LOCAL ACCESS AND CONNECTIVITY

- Ensure continued vehicle access to the Cottesloe town centre from Curtin Avenue for regional and local traffic
- Recognise that Cottesloe is a walkable place. Privilege people over cars in street design and improve pedestrian, cycling, public transport and private vehicle connections and safety between Cottesloe town centre and the beachfront
- Provision of grade separated rail crossings to address safety for vehicles and pedestrians as train frequency increases
- Address safety issues of pedestrians crossing Curtin Avenue at Cottesloe through overpasses or signalised crossings
- Provide for improvement to the Cottesloe Cat bus service from the Cottesloe train station including a direct route, suitable stopping locations and frequency, good signage, shelter and seating for waiting patrons

2.8.3 ACTIVITY AND USES

- Recognise Transit Orientated Development (TOD) objectives by increasing the intensity of development within 800 metres walk of the Cottesloe train station
- Recognise that there is room for future redevelopment and increased local employment opportunities within the town centre as a designated district centre under the WAPC Metropolitan Centres Policy
- Recognise the significant potential of the railway lands at Cottesloe to provide improved land use synergies between the town centre and the beachfront. This could include provision of low key, short stay tourist accommodation and facilities
- Encourage consolidation rather than expansion and spread of town centre commercial activity in order to compliment and not compete with existing provision. Use the rail line as a natural boundary for town centre commercial uses
- Focus revitalisation opportunities around Station Street and Railway Street noting that Napoleon Street is functioning well at present
- Propose development that is predominately high density residential with some mixed-use, offering a diverse range of housing types and sizes (including small dwellings) in order to increase local dwelling provision and choice in a sustainable way consistent with Network City objectives
- Provide guidelines for a new model of residential development that is designed for climate and offers a range and diversity of accommodation

- Recognise open space and parkland as valuable land uses in the vicinity of the Cottesloe town centre. This includes a town square relating to the train station
- Explore the opportunity to reduce the impact and footprint (or relocate all or part) of the Western Power site including potential to screen, cover or include the facility into future buildings

2.8.4 AMENITY AND CHARACTER

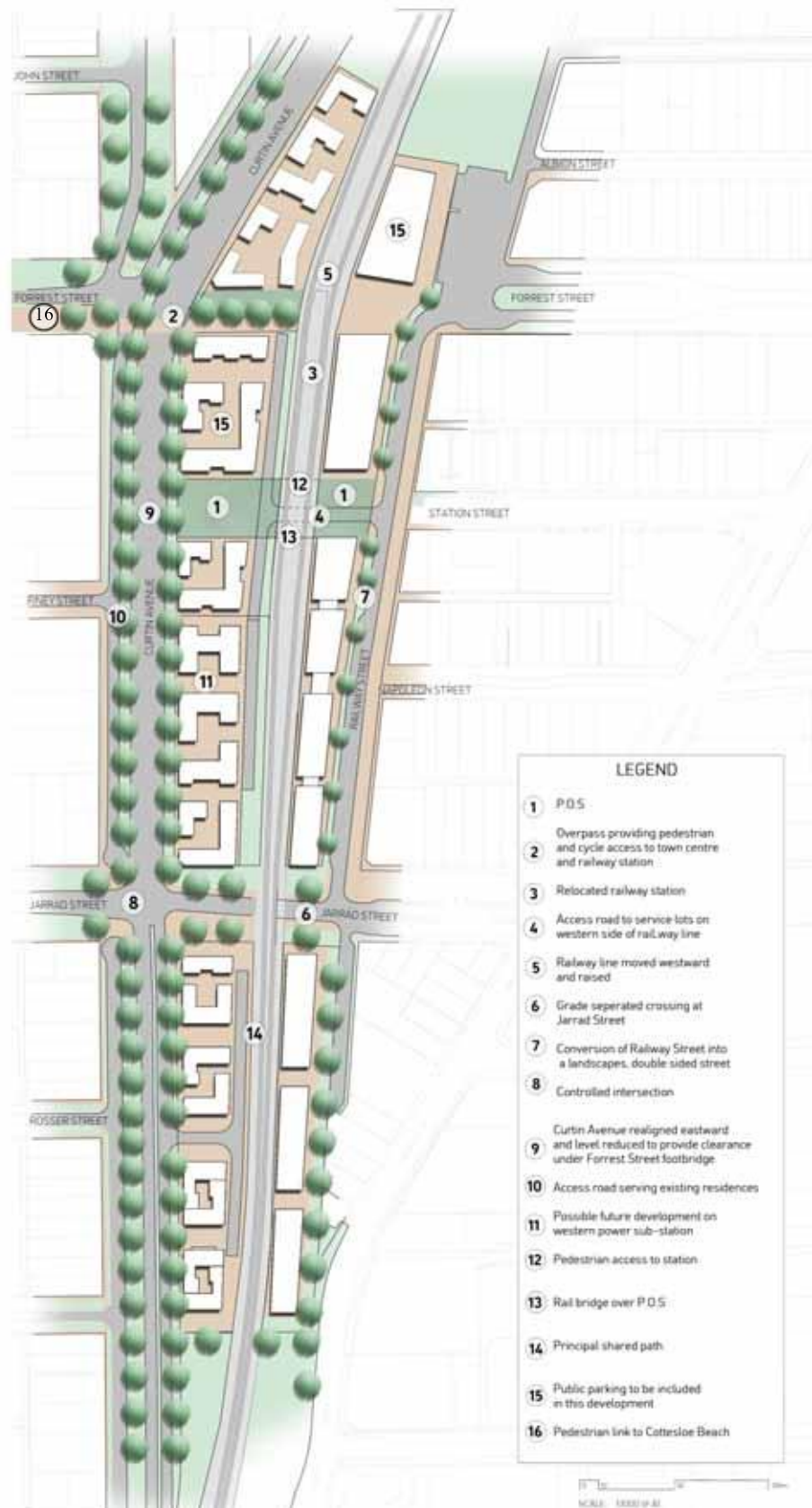
- Enhance the identity of Cottesloe as a seaside suburb. This includes improving the arrival experience for tourists and beachgoers at the train station. While you cannot see the sea it would never the less be valuable to understand the way to the sea through visual cues, landscape, built form design, layout and pathway design. The railway lands can become a transition from the town centre to the beach
- Protect the social identity, economic well being and village character of the town centre. The character and scale of new buildings close to the town centre should complement its village-like atmosphere and amenity. Building heights of three to five storeys are appropriate but there may be some opportunity for carefully positioned, taller buildings of distinctive architectural character
- Focus new development and activity close to Station Street, with amenity and character appropriate to the Cottesloe town centre village atmosphere
- Design for climate considering solar access, cross ventilation, overshadowing, and energy requirements. As a starting point, layout of any new development should allow for orientation of new residential buildings for good solar access
- Respect the street pattern, street character and scale of the town centre
- Design a high quality public domain that integrates any new development and the station environs into the town centre
- Reduce the impact of development and infrastructure on topography by responding to topography as the foundation of local character and the starting point for development layout. This includes minimising intervention and modification to infrastructure such as the road and rail
- Ameliorate the impact of regional traffic on local residents as far as possible. Protect local residential amenity by the use of noise buffers, landscape and the aesthetics of infrastructure design. Include noise attenuation measures in guidelines for new developments. These should be attractive and not intrusive or vulnerable to graffiti
- Design for safety, security and universal access around the train station. Provide passive surveillance and a direct, logical and attractive pedestrian route from the Cottesloe train station to the beach along Forrest Street
- Enhance the natural landscape of the railway lands. Endeavour to provide for the continued function of the land as an informal green corridor and limit impacts on existing vegetation such as the Norfolk Island pines

2.8.5 STAGING AND IMPLEMENTATION

- Plan development that can progress in a well-staged manner as funding from both State and Local Government sources becomes available
- Maintain continuity of rail service and regional road usage throughout development works and limit adverse impacts on the local community during redevelopment
- Propose achievable, cost effective and sustainable outcomes by considering order of cost and other implementation issues. Prefer low impact solutions to large scale, heavily engineered intervention

2.9 PRELIMINARY STRUCTURE PLAN

The Preliminary Structure Plan, shown in the following drawings, embodies the issues previously discussed and has been prepared to guide future structure plans.



PRELIMINARY STRUCTURE PLAN FOR RAILWAY LANDS
AND CURTIN AVENUE AT COTTESLOE TOWN CENTRE



DATE: 10/12/2009
 FOR: P142000 Cottesloe EbD 2009 Outputs from P142000/2 Report
 REPORT: GRAPHIC PRESENTATION OF VISIONING CONSULTATION

Hames Sharley

42204
PSP01



Preliminary Structure Plan land uses

Key elements of the preliminary structure plan are highlighted below.

2.9.1 KEY ELEMENTS – ACCESS AND CONNECTIVITY

- Curtin Avenue should remain on its current alignment to the west of the Western Power site
- The railway raised and realigned westward to provide development opportunities along the western side of Railway Street
- Jarrad Street connected to Curtin Avenue and lowered by 2.5 metres to achieve 4.6 metre headroom clearance below raised rail
- A new raised train station for Cottesloe with an improved sense of arrival and integration with the town centre
- Curtin Avenue lowered to allow a pedestrian link over as a continuation of the Forrest Street pedestrian path
- A Principal Shared Path, five metres wide, along the rail and connected into the local network
- A major pedestrian link below the railway line as a continuation of the alignment of Station Street
- A local access road under the railway line opposite Station Street to provide vehicle access to future buildings on the western side of the rail line but not connected to Curtin Avenue
- A landscape corridor, about ten metres wide, running along the western side of Curtin Avenue
- Provision of a local access road to properties facing Curtin Avenue
- Curtin Avenue narrowed at the Western Power site to enable retention of Norfolk Island pines

2.9.2 KEY ELEMENTS – ACTIVITY AND LAND USES

The EbD identified the railway lands as appropriate for:

- Residential development at higher than existing surrounding densities
- Higher buildings than surrounding areas
- Limited commercial and retail at ground level to west of the rail line
- Commercial retail to the east of the rail to complete the Railway Street streetscape on its west side
- Opportunity for revitalisation of Station Street
- Provision of public open space in the form of a town square and greenway connecting town centre and station with the west.

2.10 IMPLEMENTATION AND FURTHER INVESTIGATION

2.10.1 AN ACHIEVABLE PLAN

Curtin Avenue is probably the key strategic issue facing the district, which for several decades has remained uncertain, contributing to local traffic problems, urban blight and potential loss of amenity. The growth of Perth has increased pressures on the regional road network and resultant impacts on local communities. A responsible approach is needed to finalise a preferred alignment and design for Curtin Avenue through Cottesloe and amend the MRS.

It is important that a structure plan for the railway lands at Cottesloe is supported by both Local and State Government agencies and gives clarity. The plan should be achievable in viable stages that do not impact on local or regional amenity.

2.10.2 COSTING OF ROAD AND RAIL OPTIONS

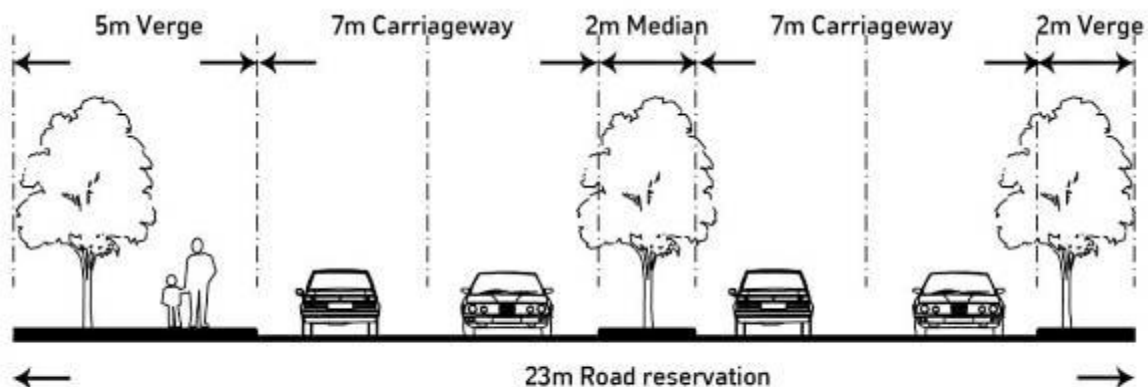
Following the workshop and preparation of this report, relative costing of several options has been prepared for the Town of Cottesloe. This information is contained in Appendix III.

2.10.3 STATUTORY PROCESSES

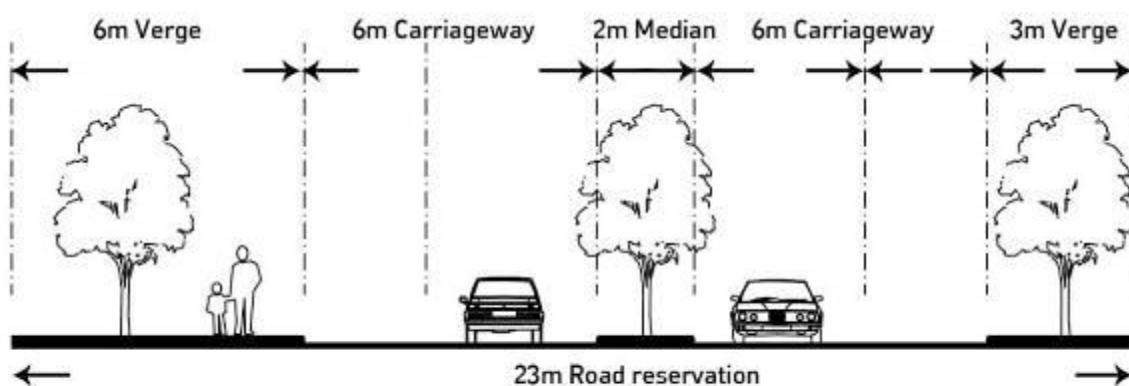
The current Metropolitan Region Scheme (MRS) Primary Regional Road (PRR) reservation for Curtin Avenue represents a major constraint to planning for the district and land use and development in the vicinity of the route. The uncertainty and potential impacts are impediments to solving regional and local traffic movements and providing for a Town Centre activity node consistent with the State Government's Network City planning strategy. In this respect Council's proposed Local Planning Scheme No. 3 (LPS3) is under an expectation to respond to regional requirements, but is affected by the future of Curtin Avenue. Once an appropriate realigned road reservation is defined, the MRS and Council's Scheme can be amended to clarify the route for Curtin Avenue and free-up the surplus land west of the railway for structure planning in the proposed Development Zone. E This statutory implementation will be a major step forward to the long-term benefit of the transport system and urban development characterising the district.

2.10.4 CURTIN AVENUE ROAD GEOMETRY AND CROSS SECTIONS

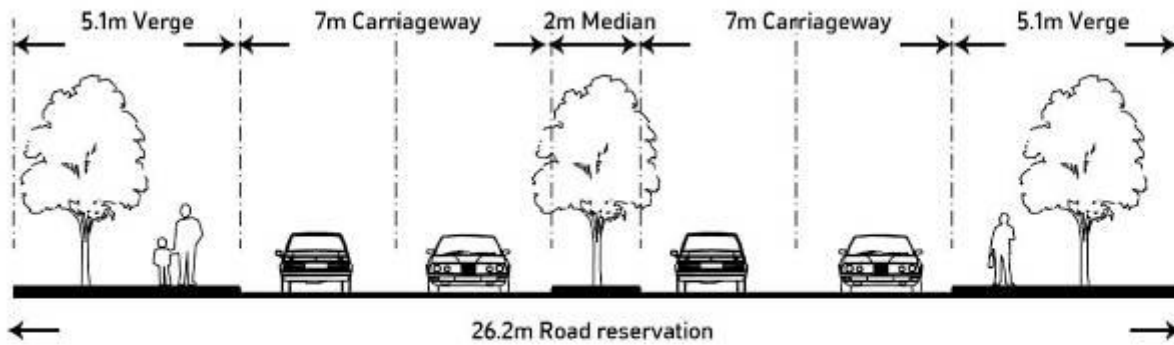
Following the workshop further work on the future road geometry and some examples of possible road cross-sections of Curtin Avenue were been carried out by MRWA. This is summarised by the following diagrams.



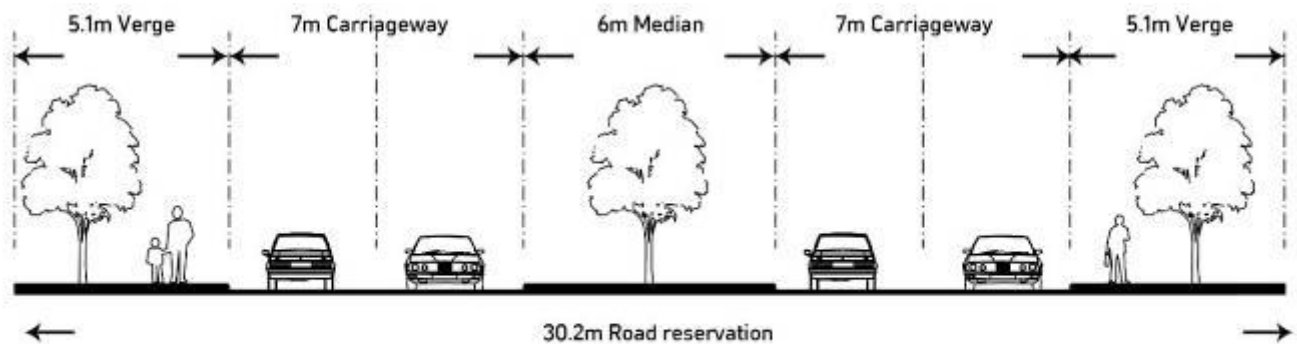
COMBINED TRANSPORT CORRIDOR: ULTIMATE MIDBLOCK



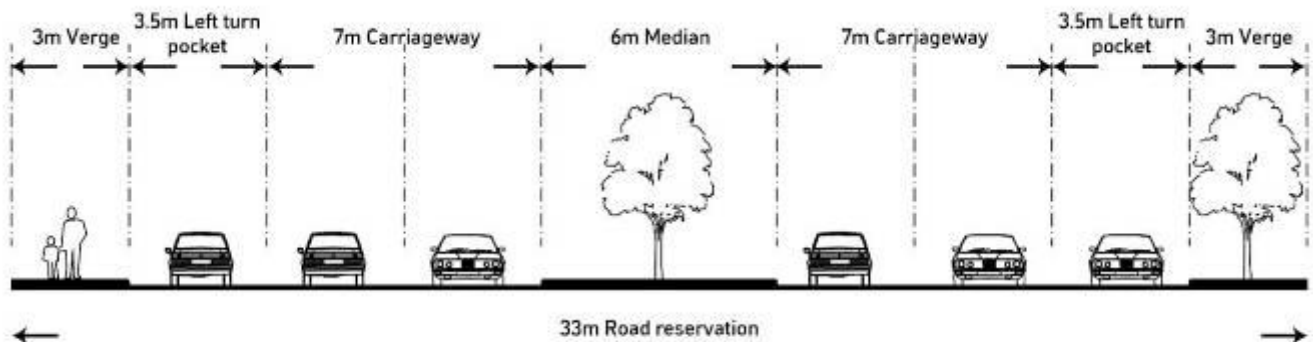
COMBINED TRANSPORT CORRIDOR: INTERIM MIDBLOCK



TRANSPORT CORRIDOR SPLIT: ULTIMATE MIDBLOCK - 26.2m ABSOLUTE MINIMUM ROAD RESERVATION



TRANSPORT CORRIDOR SPLIT: ULTIMATE MIDBLOCK - 30.2m DESIRABLE MINIMUM ROAD RESERVATION



TRANSPORT CORRIDOR SPLIT: ULTIMATE AT INTERSECTION

It can be seen in the above cross sections that the desired width for the Curtin Avenue road reserve can range from 23m to 33m depending on where the section occurs. The overall width of the Curtin Avenue reserve is currently 40m and on either side of the reserve are stands of large Norfolk Island pines. The preference of the EbD participants is to retain the trees and this would mean that Curtin Avenue would need to be a minimum width to retain these trees.

2.10.5 CONTINUITY OF RAIL SERVICE

In order to grade separate the rail from the road crossing, it will be necessary to temporarily or permanently realign the tracks and overhead rail to provide continuity of service. Although a temporary realignment does not require the same geometry and specification as a permanent line, it would be preferable to shift the rail only once horizontally to a new alignment if it is lowered or raised.

2.10.6 URBAN REGENERATION & DEVELOPMENT POTENTIAL

Resolving Curtin Avenue is vital to removing uncertainty about the route and to enabling urban regeneration to occur in this part of the district and as part of the western suburbs. Unless the alignment for Curtin Avenue is defined, and the preferred design solution refined, then the existing situation of regional road impacts, a limited town centre, old railway station, poor connectivity and vacant, unkempt reserve lands will continue. Where temporary closure of Jarrad Street will be required to carry out necessary road and rail works, there will be long term benefits including improved safety and amenity that will outweigh the short term inconveniences.

Cottesloe does not have a large area of land or potential intensity of development that would usually occur in a CBD project. It is necessary to understand the scale of development that will be acceptable in the town centre and therefore the need to limit the infrastructure costs associated with creating new development land.

2.10.7 FUNDING

Construction of a realigned Curtin Avenue would be an MRWA cost. The Town of Cottesloe will incur future costs in addressing the related local road system and land use planning for the surrounding area. As to funding regional infrastructure and transit-orientated development (TOD), the cost of a superior solution for Curtin Avenue would be offset by an enhanced return on development, as opposed to mediocre yields.

3 Cottesloe Foreshore



3.1 INTRODUCTION

The scope of the EbD included the preparation of an Indicative Foreshore Concept Plan for the public realm in the beachfront locality as a context for the Building Design Controls prepared for the 2 hotel sites. This chapter describes the proposed Foreshore Concept Plan and summarises relevant workshop discussions.

The Foreshore Concept Plan which focuses on the Foreshore reserve will be considered by the Town of Cottesloe who may use it as a guide for management of the reserve. It is not a statutory plan and will not form part of the local planning scheme or be submitted to the WAPC.

3.2 HISTORY AND CONTEXT

The Cottesloe foreshore is both a local and regional beach environment within an established and historic seaside suburb. It is internationally recognised for its clean, sandy beaches, Norfolk Island pine trees and shady terraced lawns close to the water. It is also well known for its beachfront strip along Marine Parade which includes the Indiana Teahouse, the Cottesloe Beach Hotel and the Ocean Beach Hotel. The foreshore offers a range of public and recreational activities while remaining a tranquil place with a sense of openness.

The coastline, landform and vegetation of Cottesloe provide a distinctive natural landscape setting, which underpins its identity as a suburb with prime ocean frontage. The topography falls toward the coast from an elevated ridgeline to the east. Marine Parade and the beachfront buildings are set above the beach providing a unique character, offering views from vantage points back toward the ridge and limiting the impact of built form along Marine Parade when viewed from the beach. The coastal landscape is a mix of revegetated dunal areas and grassed terraces and verges.

Marine Parade runs in a north-south direction and is relatively level. It is set about 30 metres from the steep embankment to the beach, and generally the beach is hidden from view. Built form to the east side of Marine Parade is generally limited to one and two storeys, ensuring a particular sense of place, character and scale. Currently, the dominant buildings visible from the beach are the 'Chocolate Box' on the Ocean Beach Hotel site and the Indiana Teahouse.

It is apparently thought by some beach goers and local community members that there should be a separation between Cottesloe Beach and North Cottesloe beach. This is a historic phenomenon which some say translates into the social dynamics of the local community and is expressed physically with a break in the built form along Marine Parade at No.2 car park and John Black Dune Park Reserve. The two beach precincts are in fact different in character and there may be value in continuing to express this character difference in future development.

The Cottesloe beach and foreshore have been one of the State's premier recreational areas since the early 1900s, with the beachfront heavily influencing the early development of Cottesloe, particularly in terms of construction of tourist accommodation, guest houses, tearooms and associated recreational facilities primarily along Marine Parade. The first surf lifesaving club in WA was established in Cottesloe in 1909.

The Cottesloe Beach Precinct is listed on the Heritage Council's Places Database (at interim level for formal heritage classification) and described as "the stretch of coastline on the west side of Marine Parade, running between Napier Street in the north and Jarrad Street in the south comprising the beach, groyne, pylon, tea rooms, surf life saving club and change rooms, Norfolk Island pines, landscaping, wading pools and adjacent Cottesloe Reef extending into the Indian Ocean. It is a popular recreation area for locals and interstate tourists alike, has achieved wide spread renowned as an iconic beach, and is a prominent image used in the identification and portrayal of a distinctive Western Australian way of life. Cottesloe Beach Precinct is rare as a suburban beach within the metropolitan area of Perth that stands at the edge of a residential area established in the Federation and Inter-War period" (Heritage Council of WA, 2008).

In the waters of Cottesloe beach stands the last remaining pylon of the shark net enclosure which is the subject of recent public interest and resolution by Council to save. It is also listed on the Heritage Places Register, and remains an important visual symbol associated with the foreshore.

A portion of the Cottesloe Reef has also been declared a Fish Habitat Protection Area under the Fish Resource Management Act (1994), reinforcing the value of its marine environment and its importance to the community.

The Precinct obtains its particular character from a range of complex and interwoven factors, derived from the topography, built form, social, and historic factors. Under its listing in the State Heritage Places Register, the Precinct has been described in more detail in terms of zones, arranged linearly:

- Recreational park
- Car park
- Indiana Teahouse
- South beach
- Headlands
- Cottesloe Reef ecosystem

There are a number of built elements within this precinct. These structures reflect the changing attitudes over time towards how the foreshore is perceived and also the severity of coastal marine conditions. Such structures and elements have included at various stages from the early 1890s bathing boxes, a wooden clubhouse, two pylons with shark nets, the Centenary Pavilion, a wooden jetty, and other structures. The following key elements still remain:

- Limestone walling/grassed terraces
- Remnant of shark net (pylon)
- Groyne
- Cottesloe Surf Life Saving Club building
- 1960s change rooms built over by the more recent Indiana Teahouse
- 1990s sundial
- Mudurup Rocks.

The planting of Norfolk Island pines could have started as early as the mid 19th century but planting along the foreshore probably occurred in the early 1900s.

In 2005, a privately funded master plan was presented to the Town of Cottesloe which considered possible future development for the foreshore. In early 2006, the Town of Cottesloe advertised this vision for public comment in parallel with the draft LPS3 process. There were mixed reactions from the local community to the plan and to date it has not been endorsed formally by Council.

While the foreshore was considered by the EbD, proposals arising from it are not directly relevant to draft LPS3. The foreshore is reserved for “Parks and Recreation” in the WAPC’s Metropolitan Region Scheme and also a reservation under current TPS2 and future LPS3. All planning control relating to the foreshore reserve rests with the WAPC on the advice of the Town of Cottesloe. EbD recommendations can be incorporated in a foreshore plan which may guide future decision making. Consideration of the foreshore at the EbD also gave the necessary context for discussion regarding development on the two hotel sites.

3.3 ISSUE AND OPPORTUNITIES

During Workshop Two, a range of key issues and opportunities about the foreshore were raised and these are summarised below.

Key Issues and Opportunities

- The future character of beachfront development will impact on the foreshore
- Traffic speeds need to be reduced along Marine Parade
- Conservative scenarios suggest that by 2030, coastal vulnerability impacts will still be contained within foreshore reserve, although further detailed studies are required
- Foreshore management is increasingly important when considering coastal vulnerability
- Anti-social behaviour associated with the two hotel sites negatively impact on the foreshore area
- The Cottesloe beach and foreshore is iconic
- The area has a particular character and ambience which should be retained and enhanced
- Cottesloe is a major regional recreational resource for a range of communities

- Tourism planning is integral to the foreshore development
- No further traffic growth is anticipated in the beachfront vicinity
- The beach shuttle service from the Cottesloe train station is very popular and needs to continue
- Alternative off-site parking arrangements such as near the train station should be explored
- The portion of land between Napier and Gadsden Streets reserved for Regional Parks and Recreation reserve in the MRS may have potential for redevelopment
- Paid parking should be further explored as a mechanism to provide funds to improve amenity
- Preservation of remaining natural environment

3.4 INDICATIVE COTTESLOE FORESHORE CONCEPT PLAN

Key Principles

During the workshop, the following draft principles for the foreshore were developed:

- Preserve and enhance the foreshore's heritage values
- Provide a range of experiences
- Maintain the legibility and dominance of the topography
- Achieve a balance between tourism and recreation
- No permanent buildings be located west of Marine Parade, except within existing footprints and where public benefit is demonstrated
- Protect and conserve the coastal reserve
- Protect/adapt the coastline from climate change and mitigate future risk
- Create an appealing and safe pedestrian/cycling environment
- Maintain the Indiana Teahouse as a focal point
- Improve sense of safety and security
- Provide consistency of materials, colours and textures for street furniture and other products
- Improve safety of night time use
- Improve universal access to the beach and groyne
- Minimise visual intrusiveness of car parking
- Link the Cottesloe Civic Centre to the foreshore
- Allow for new parking to be on a pay basis with funds directed towards public transport/foreshore management, maintenance and provision of public parking
- Lease returns should be directed towards foreshore management

Desired Future Character

Considerable discussion took place on the existing character of the foreshore and the desired future character. The main points are listed below:

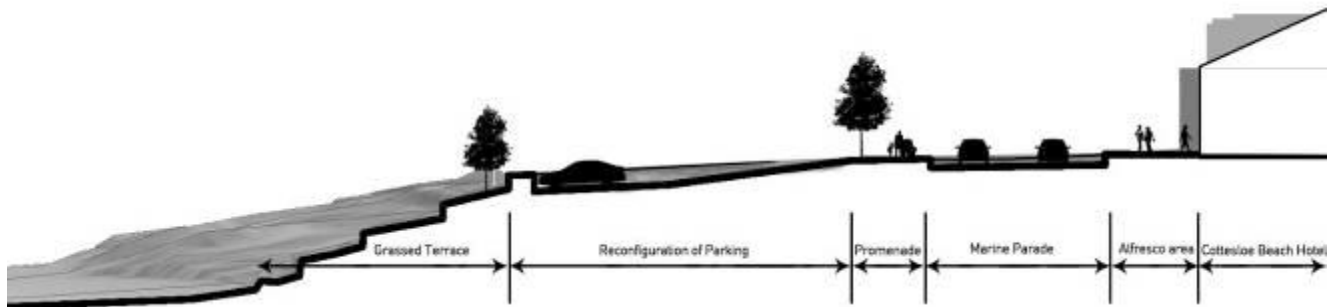
- Continues to be an attractive and appealing regional beach
- Offer a range of recreational and low key tourism experiences
- A low key, tranquil meeting place
- International appeal
- Maintains its special sense of place

3.5 KEY ELEMENTS OF INDICATIVE FORESHORE PLAN

An Indicative Foreshore Concept Plan was prepared at the workshop. A more developed plan was then displayed at the community information session. The following sections outline the key elements and principles of the Plan.

Marine Parade

- Marine Parade to be realigned to create wider pavement areas in front of buildings fronting Marine Parade enabling alfresco dining activities
- Realign Marine Parade in a curvilinear manner to encourage slower travel speed as well as ensuring safer crossings for pedestrians between Forrest and Eric Streets
- Defined crossings by means of slightly raised crossings with material and texture treatment along realigned Marine Parade to John Street, Warnham Road and Overton Gardens
- Traffic roundabouts at Eric and Forrest Street intersections to provide visual definition of the foreshore and provide improved vehicular traffic circulation
- Limited parking at Cottesloe beach lowered to prevent cars blocking view from Marine Parade. See section below.
- Consistency in application of paving materials and street furniture along Marine Parade, with special attention in the section between Forrest and Eric Streets



Cross-section of proposed parking along parts of Marine Parade

Promenade or PSP

- New Principal Shared Path (PSP) widened to 5m including small public gathering spaces. This would reinforce the notion of interconnected linear pathways and spaces
- The proposed PSP would allow for the safe movement of pedestrians, cyclists, people with prams or in wheelchairs and others who need a slow speed and sometimes stationary environment.

Parking

- Removal of Car park No.1, replaced in part with redesigned parking bays at a lower level than Marine Parade to retain the 'look out' element which currently exists
- Loss of bays from Car park No.1 and to the south of Barchetta and Blue Duck cafes provided in the proposed Napier Street car parking facility
- Additional parking along Forrest Street immediately abutting the golf course to the east of the existing parking
- Provision of managed paid parking facilities in a redeveloped Napier Street car park No.2. This facility would be setback from Marine Parade, cut into the topography to achieve up to two levels, and be covered with re-established dune vegetation
- Subject to a repeal of the current restriction preventing the Town of Cottesloe charging for car parking on land under its control west of Broome Street, income generated from a centrally managed parking facility could be used for subsidisation of public transport and improvements to the foreshore reserve. Further arrangements for cash-in-lieu of parking spaces could apply to the hotel sites and other non-residential developments in order to reduce their on-site parking requirements and assist the Town in funding construction of the car park.

Napier Street development precinct

- Subject to all the necessary approvals, this area could be considered for leasehold cafes, restaurants, public toilets, tourist retailing and short-stay accommodation
- Through sensitive building design, site planning, additional lighting and appropriate uses this area could have a sense of security, especially at night time, that it currently lacks

Boardwalk

- New boardwalk adjacent to the protected waters of the groyne allowing universal access from the existing pathway to the water. The idea for this came from a relative new comer to the Cottesloe community who attended one of the open community forums in his wheel chair. He described how frustrating it is not to be able to get to the water when you are wheel chair bound and he presented ideas used internationally which allowed wheel chair users to cross the sand on boardwalks and enter the water

New beach access

- Opportunity for providing universal access from Marine Parade directly to the main beach via a lift attached or adjacent to the Indiana Teahouse. The participants discussed building a pathway with minimum grades in the landscaped south of the Indiana Teahouse however the extent of destruction of this beautiful area of the foreshore was not seen as a suitable option

Temporary or seasonal structures

- To cater for either events or seasonal fluctuations temporary structures could be licensed by the Town and erected within the foreshore reserve, in appropriate locations of course, to provide a higher level of support for people using the area. Most well known international tourist destinations are seasonal and during the high season temporary structures or stalls serve the needs of increased numbers of visitors. They are then removed in the off season

Extended grassed terraces

- The existing terraces are proposed to be extended northwards to accommodate demand for spaces for families and tourists to gather in close proximity to both Marine Parade and the main beach. Included in the design would be a universal access ramp

Viewing platform

- This elevated structure would be located in front of the proposed Napier Street Development Precinct and would make the meeting point between North Cottesloe and Cottesloe. It would provide an important space along the foreshore where one could stop to view over the ocean or where formal activities could occur. It also is the first major space people see when they emerge from the public parking facility so it will attract them and guide them to the pedestrian promenade

3.6 DESIGN PRINCIPLES

Foreshore

- Ensure the foreshore is protected in its landscaped setting
- Ensure the long-term amenity of the precinct is preserved and enhanced
- Ensure the maintenance of ecological corridors and linked spaces
- Protect natural conservation areas
- Ensure adequate setbacks for natural areas
- Provide for a range of active and passive recreation opportunities both permanent and temporary
- Provide safe and convenient universal access to the foreshore

Streetscape

- Adopt a palette of materials and street furniture details that reflect the Cottesloe character through the use of natural materials and colours that gracefully weather and age in the coastal environment
- Protect key views along the foreshore, beach and dunes, groyne, Marine Parade, and from side streets leading into Marine Parade
- Provide ambient lighting to enhance safety and reinforce the special character of the foreshore and promenade

Structures

Built structures should be minimised within the Foreshore Reserve and should only be leasehold. The following principles relate to any building structures:

- The existing character of the foreshore and beachfront should be respected, retained and enhanced by any future development
- Development should respond to the themes and design intent of the Indicative Cottesloe Foreshore Concept Plan
- Development should be located and designed to respond to the effects of coastal processes
- The distinct topography and natural landscape at Cottesloe should be preserved by ensuring that any new buildings within existing footprints and building envelopes do not dominate the established scale or character
- Should be sensitive to expansive views along the foreshore, Marine Parade, the beaches and groyne
- Provide an appropriate interface with the public realm
- Must be universally accessible

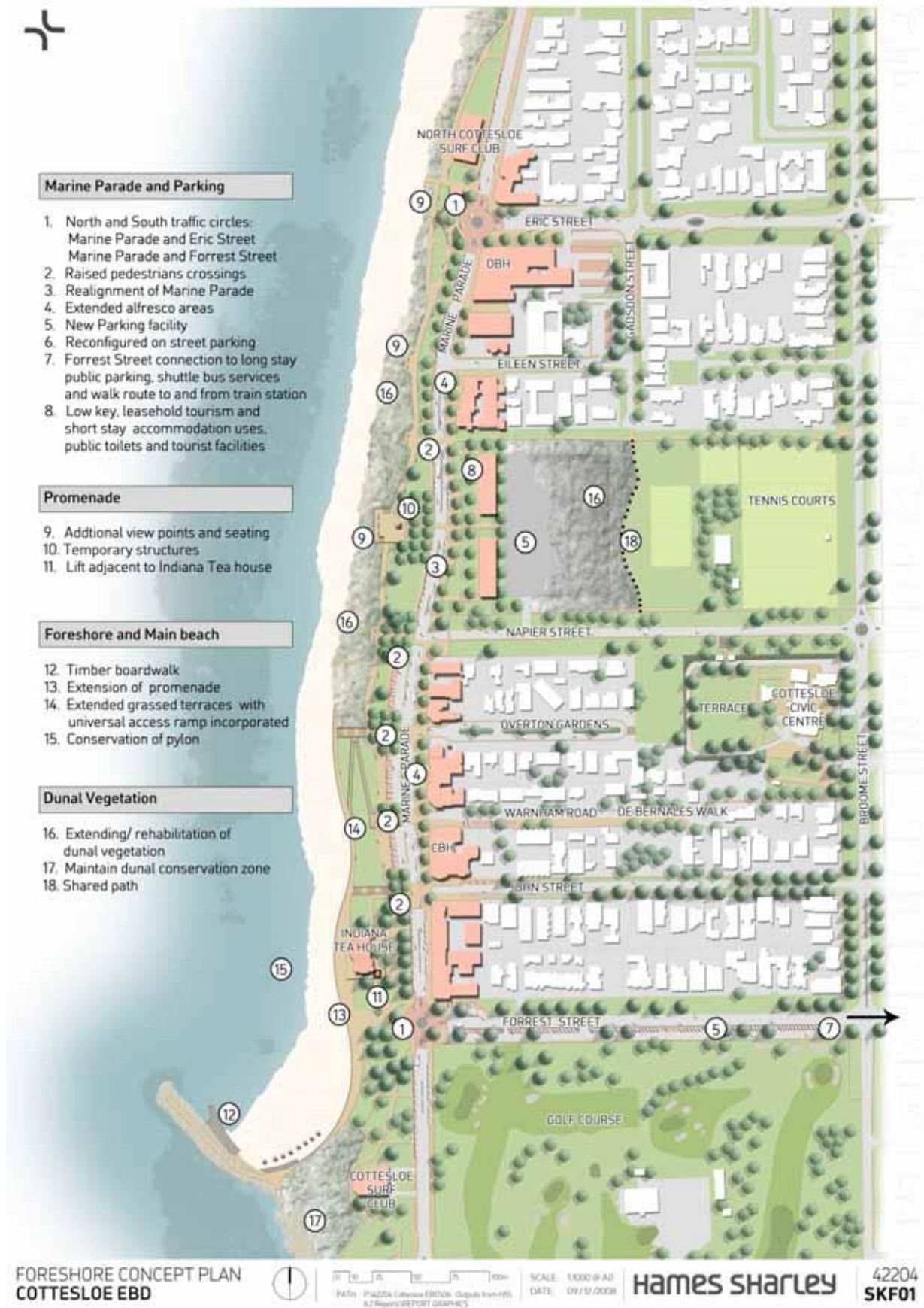
Temporary or seasonal structures

There may be an opportunity for some temporary or seasonal structures within the Foreshore Reserve which will comply with the following principles:

- Must be seasonal or temporary and provided according to demand
- Inflict no permanent damage to its surroundings
- Should not dominate the scale or character of the area
- Should respond to the themes and design intent of the Indicative Cottesloe Foreshore Concept Plan
- Should not unduly disrupt overall views from Marine Parade

Movement and Parking

- Promote continued operation of the Cottesloe Cat shuttle bus service and investigate long-stay parking arrangements located at the Cottesloe train station for peak summer periods and special events
- On-street parking along Marine Parade should be minimised and designed for minimal visual impact



Indicative Foreshore Concept Plan

3.7 IMPLEMENTATION ISSUES

The following implementation steps can take place:

- Adoption of the Indicative Foreshore Concept Plan by the Town of Cottesloe as a management plan for the Cottesloe foreshore
- An overall implementation strategy for phasing of key elements of the Indicative Foreshore Concept Plan should be prepared
- Detail design of projects within the foreshore reserve can take place guided by the Indicative Foreshore Concept Plan
- A comprehensive street furniture, details and materials manual can be prepared
- Costing can be included into a capital works programme to be carried out in stages by the Town of Cottesloe

The following relates specifically to implementation issues associated with a redeveloped Napier Street car park.

The proposal

The Napier Street car park and existing dune area adjacent to Marine Parade provide the opportunity to relocate some existing public car parking from the foreshore and Marine Parade, as well as parking generated by new commercial developments or redevelopments along the beachfront area (via cash-in-lieu to the Town), into a larger, one or two level car park set further back on the site from Marine Parade. It could be set into the topography and covered by re-established dune vegetation. The new car park would have the advantage of being shaded in summer.

As is the case with all such facilities, an important aspect of its design would be to ensure personal security and safety of users and their cars. A sound management regime would be necessary, and given the costs of this, it is not considered unreasonable that the Town should be able to charge parking fees for its use. If any surplus parking fees were generated, these could also be used to assist with the management of the dune area/foreshore area as well as public transport infrastructure.

Between the new car parking structure and Marine Parade some leasehold and public amenity development could occur. This could include public toilets, and cafes/restaurant/retail of a tourist nature with short term accommodation above (this could be of the 'backpacker' type which is unlikely to be provided anew on private sites). Surplus rents from such uses could be applied by the Town to the on-going maintenance and capital improvements of the dune and foreshore areas.

A new shared pedestrian/cycle path could be built between Napier Street and Bryan Way, continuing the alignment of Gadsdon Street.

Tenure/Implementation Issues

The existing car park and dune area forms part of Class A Crown Reserve 3235 which has the purpose of "Recreation". It comprises three of the original subdivisional "suburban lots" of Cottesloe - Lots 37, 38 and 39 (total area is 5.76 ha).

The current management order for Reserve 3235 vests management with the Town of Cottesloe with power to lease for terms up to 21 years.

Under the *Land Administration Act 1997*, the Minister for Lands (assisted by State Land Services of DPI) has the overall responsibility for decisions and recommendations about management and changes to the use and tenure of Class A reserves. Part 4 of the Act provides in essence that a proposal for the change of a designated purpose, or for the excision of a portion of Class A reserve for a non-public purpose, is subject to tabling in Parliament and disallowance by either House.

The reserve is within the "Parks and Recreation" planning reservation of the Metropolitan Region Scheme (MRS) which means that development approval rests solely with the Western Australian Planning Commission after considering any recommendation of the Town of Cottesloe.

The existing uses of tennis courts/club and public car park as well as the proposed additional uses of a shared path and public toilets are considered consistent with the "Recreation" purpose of the A Class reserve and the MRS "Parks and Recreation" reservation.

Limited term leasehold cafes and restaurants on Crown Recreation reserves which are also MRS "Parks and Recreation" reservations, are common, including in the Cottesloe foreshore reserve. Leasehold tourist retailing and short term accommodations have also been determined to be consistent with these reservation purposes in tourist locations.

It is likely, however, that a change to the "Recreation" purpose of the A Class reserve would be required for tourist retailing and short term accommodation to occur, necessitating Parliamentary acquiescence. Free holding of any portion of the A Class reserve would also require Parliamentary acceptance as well as its prior rezoning in the MRS from "Parks and Recreation" to "Urban" and a corresponding zone in the Town's Local Planning Scheme.

Given the above, and the identified vulnerability of the foreshore at this location to erosion and inundation over time, it would be prudent for any non-public development to be short to mid term Crown leasehold managed by the Town with a requirement that all surplus proceeds be used for on-site dune or foreshore works.

Since the introduction in 1998 of regulation 2A of the *Local Government (Functions and General) Regulations 1996*, the Town is not empowered to charge a fee for car parking on any land under its care, control or management in any part of the district of Cottesloe west of Broome Street. This regulation would need to be repealed or amended for the Town to charge parking fees. The responsibility rests with the Local Government Minister.

4 Cottesloe Beach Hotel and Ocean Beach Hotel sites



4.1 INTRODUCTION

One of the main tasks set for the EbD was to formulate a set of building design controls for the sites occupied by the Cottesloe Beach Hotel and the Ocean Beach Hotel. The building design controls will be used by the Town of Cottesloe to assist in its decision-making and can be incorporated, subject to advertising, into Draft Local Planning Scheme No3.

4.2 CONTEXT

Two hotels on the beachfront

The Cottesloe beachfront is not extensively developed. It has two hotels, a few restaurants and cafes, some other food outlets and a small number of specialist retail shops. There are two distinct characters to this area of Marine Parade. The area bounded by Forrest Street and Napier Street has small street blocks and has the visual richness that is associated with Cottesloe. Most of the street frontage between these streets has some form of interesting activity and the art deco architecture of the Cottesloe Beach Hotel adds a sense of quality. The area between Napier Street and Eric Street has a very different character. The pines are absent, there are no interesting street fronts and any sense of history associated with the Ocean Beach hotel has long gone. There are no small scale street blocks and the lone tall building along Marine Parade dominates the area.

During summer there is considerable pressure on vehicle movement and car parking and the two hotels attract large crowds particularly on the weekend. The anti-social behaviour of hotel patrons was discussed several times at the workshops and the Town of Cottesloe and community members described their great concern about this behaviour.

The beachfront commercial activities rely on tourist and seasonal trade hence potential for growth is considered to be limited. This seasonality, small lot size, and multiple strata owners are all potential reasons why land owners along Marine Parade are reluctant to upgrade their properties.

Perth has experienced a significant increase in apartment developments in recent years and this has led to proposals to redevelop the two hotel sites located along Marine Parade. The two hotel sites are relatively large and have good ocean views. It should be noted that the Ocean Beach Hotel site is actually not one site and comprises 17 titles. It currently has 60 motel rooms and accommodation for 180 backpackers.

An agreed process

Cottesloe Council resolved in December 2007 to agree to the EbD subject to:

- The Marine Parade frontage of the two hotel sites not exceeding three storeys or 12 metres
- Not presuming that more than three storeys are necessary for the remainder of these sites
- An absolute maximum building height of five storeys and 21 metres

Redevelopment proposals

Redevelopment proposals for both hotel sites were presented on behalf of the owners and considered at the EbD workshop including a model of the two proposals set in the context of the beachfront. The models were very useful and enabled the participants to carefully study the proposals and to understand the impacts each proposal had on its immediate surrounds. These proposals included buildings up to seven storeys for the Cottesloe Beach Hotel and eight storeys for the Ocean Beach

Hotel. They were predominantly permanent residential and proposed retention of the hotel functions as smaller establishments.

Many in the local community are sensitive to large-scale redevelopment proposals that impact on the visual character and amenity of the beachfront. Issues of concern include building height, bulk and scale, shadow impacts on the beach and beachfront, parking, loss of views from public places, provision of public facilities and urban design.

4.3 URBAN DESIGN FRAMEWORK

Following participant discussions about the history and context of the two hotel sites and identification of issues, an urban design framework evolved as a basis for formulating draft building design controls.

Identified issues

A range of stakeholder concerns was identified during the workshop and these are summarised below. The EbD process provided the forum for these concerns to be aired and considered.

Key community issues

- Preserve coastal environment
- Development height of buildings
- Overshadowing
- Blocking views
- Increased density
- Traffic and car parking
- Seasonality of activity
- Development should meet current guidelines
- Anti social behaviour
- Interface with street
- Potential loss of beach culture
- Loss of heritage feel

Key issues of hotel owners

- Current provisions make development unviable
- Development could help reduce issues of car parking and anti social behaviour
- Benefits to local business
- Provide funding for additional capital works
- Meet accommodation demands
- Enhance current infrastructure
- Promote Cottesloe as a destination
- Provide additional local employment
- Stimulate improvement of adjoining sites
- Overshadowing can be reduced by centralising height within the sites

Desired character for Cottesloe foreshore

Workshop participants generally supported the desired character for the Cottesloe foreshore as being in the following terms:

- An attractive and appealing regional beach
- Offers a range of recreational and low key tourism experiences
- A low key, tranquil meeting place
- Buildings and spaces that are delicate, judicious and well planned
- Has an international appeal and
- Maintains its special sense of place

Development on the two hotel sites should respond to this desired character.



The townscape of Cottesloe was discussed at the workshop based on the following plan. Issues discussed included: public views and vistas; the slope to the foreshore from a high point; the graining of the street pattern; intensity of landscape; edging to marine Parade; entry points and potential development nodes.

Urban design principles

The EbD workshop considered urban design principles for the two hotel sites and principles for the Cottesloe Foreshore Concept Plan. Some critical principles were generally supported at the workshop and it is these that form the basis for developing the draft Building Design Controls for Special Control Area 2.

Critical urban design principles for Ocean Beach Hotel site

- Buildings up to three storeys directly fronting Marine Parade
- Two to three storeys on all other street frontages
- Up to five storeys, plus a parking level, at centre of site
- Provide public access and view corridors through the site
- Develop smaller street blocks
- Retain hotel/tourism accommodation to corner of Marine Parade and Eric Street
- Provide interactive ground floor retail/commercial to Marine Parade and Eric Street
- No vehicle access from Marine Parade
- Appropriately scaled and treated interface with adjoining properties

Ocean Beach Hotel Design Principles

Ocean Beach Hotel Design Principles

Critical urban design principles for Cottesloe Beach Hotel site

- Retain and revitalise existing heritage listed hotel
- Not permitted to build over existing hotel
- Permanent and short stay residential permitted at rear of refurbished and restored hotel subject to and following the refurbishment of the hotel including provision of at least 50 rooms for short stay accommodation
- Up to three storeys along John Street
- Up to four storeys along Warnham Road
- Interactive ground floor to Marine Parade and part of Warnham Road
- Appropriately scaled and treated interface with adjoining properties

View from Civic Centre

Soft interface for short stay residential
 Articulated facades
 Balconies and sun shades
 Retain viable hotel as meeting place
 Retain significant internal/external fabric associated with both eras of construction in line with conservation plan:
 HGWA State Registered Site
 New work must be contemporary, well mannered and respectful

Short stay and permanent residential allowed

Interface between uses and built forms integrated with hotel
 All heritage aspects of CBH to retained

Single shared vehicle access to basement parking below new building and hotel service area

Short stay and hotel uses only – minimum 50 rooms

Cottesloe Beach Hotel Design Principles

Building height and envelopes

Principles set out in draft LPS3 and State Planning Policy SPP2.6 section 5.3 were used as a basis for establishing the building heights and envelopes. Draft LPS3 proposes a 3 storey height limit on the two hotel sites at the Marine Parade frontage. Any variation to this should be covered by building design controls developed during the EbD. The Cottesloe Beach and Ocean Beach Hotel sites are the only sites along the Cottesloe beachfront where draft LPS3 refers to the possibility of development rising above three storeys. This additional height can only be achieved under draft LPS3 through appropriate planning of the sites which achieves a development of desired character.

Planning principles and development parameters identified by the Town of Cottesloe as vital for the effective control of building height for the foreshore in particular are included in the Town of Cottesloe- Extracts of Draft LPS3 –Justification for Central Beachfront Proposals, under the headings:

- Natural environment
- Topography
- Views
- Built form and
- Amenity

Additionally, the Town of Cottesloe Draft Local Planning Policy No. 1: Beachfront Policy and Guidelines, outlines Council's goal for the Cottesloe beachfront to balance the amenity and vitality of this activity node for the long-term enjoyment of the resident community and wider public. Policy measures include provision for varied built form outcomes within height limits and design guidelines for:

- Streetscape
- Architecture
- Building arrangement and orientation
- Building bulk, vehicle access and parking
- Landscaping

These parameters and guidelines have been considered in the preparation of the building design controls.

From the State Government's perspective SPP2.6 applies to all development within 300 metres of the horizontal setback datum. The policy limits the height of buildings to a maximum of five storeys or 21metres. Town Planning Schemes may specify lower maximum heights in particular localities in order to achieve outcomes which respond to the desired character, built form and amenity of the locality. SPP2.6 also provides for higher structures up to eight storeys or 32metres under the following circumstances:

- There is broad community support for the higher buildings following a process of full consultation
- The proposed development is suitable for the location taking into account the built form, topography and landscape character of the surrounding area.
- The location is part of a major tourist or activity node

- The amenity of the coastal foreshore is not detrimentally affected by any significant overshadowing of the foreshore
- There is visual permeability of the foreshore and the ocean from nearby residential areas, roads and public spaces

The workshop heard that previous consultation in Cottesloe has indicated that the local community has little support for taller buildings on the beachfront. There were some at the workshop community evenings who could see no problem with taller buildings along Marine Parade but they were few.

Defining height

The need for clarity in defining building height was discussed during the workshop. It was considered that many people perceived heights in terms of storeys whereas the actual building height is the critical issue in relation to impacts on views and vistas. For example, it is possible to build multi-storey apartment buildings with floor to floor heights of 3.0m or even as low as 2.8m. The hotel site proponents advised that their usual approach was to provide floor to floor heights of 3.5m because the apartments they develop are aimed at the luxury market who demanded extra ceiling heights. Ground level along Marine Parade would probably include public uses such as restaurants and cafes which would require higher ceilings in the order of 4.0m to 4.5m.

In light of these variables it was generally considered that the use of maximum Australian Height Datum (AHD) levels as well as storeys would make it clear as to the intent when prescribing overall building heights. Workshop participants generally supported the following:

3 storeys approximating 12 metres

4 storeys approximating 15 metres

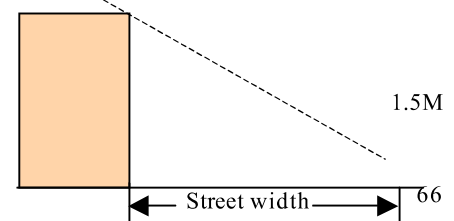
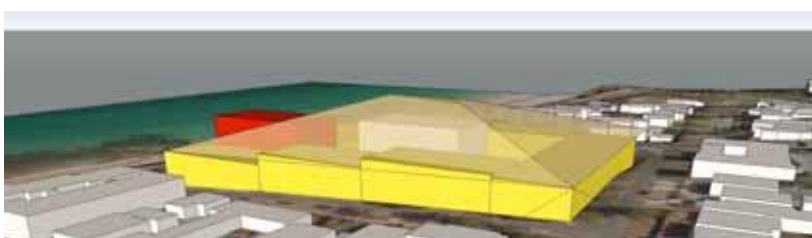
5 storeys approximating 18 metres

During the Workshop Two the impact of building height and form was tested using 3D modelling of potential building envelopes on each hotel site. Due to their size and landmark qualities these sites require special consideration with regard to building height. The impact on views and vistas from public places such as the beach and the Cottesloe Civic Centre were studied. Overshadowing of the foreshore, adjoining streets and other public areas was taken into account as well as streetscape activity, scale and character. Built form appropriate for climate and the Cottesloe context was also considered.

A sample of height study models are shown below. A complete graphic summary of the height studies carried out during Workshop Two can be found in Appendix II.



These two images show a transparent 'tent' used to define the very upper limits of acceptable heights on the OBH site. The volume created by the tent is based on pedestrian-level recession planes designed to significantly reduce the impact from street level of buildings above three storeys. The diagram below shows the recession plane starting at eyelevel (1.5M) on the opposite side of the street and projecting beyond the building height opposite.





The images above are photo montages taken from the lower point on the rear terraces of the Cottesloe Civic Centre looking toward the OBH site. The image on the left shows the existing view. The image on the right shows the view that would result from removal of the ‘Chocolate Box’ building and development further back of a building of similar height retaining as much of the ocean views as possible, given the particular height. Other levels were tested and this is discussed in Appendix II.



These two images were taken from the western edge of the rear lower terrace at the Cottesloe Civic Centre. The top image is the actual view. The bottom image shows a five storey (18m) building on the CBH site. Participants were able to rapidly do this type of work during the workshop to test a whole range of height scenarios. See Appendix II for alternative scenarios from the upper terrace.

4.4 DRAFT BUILDING DESIGN CONTROLS

The following draft building design controls are intended to be used by the Town of Cottesloe to assist in its decision-making and could be either incorporated into draft LPS3 in a dedicated schedule or adopted as Local Planning Policy under Clause 5.9 of draft LPS3, subsequent to its approval. Some important or over-arching specific provisions have been included in the proposed modifications to draft LPS3. These are shown at the end of this section. There is also a requirement under draft LPS3

for a structure plan to be prepared for the OBH site as Development Zone A. As well as providing development controls, this will guide any subdivision of the OBH site into logical parcels and cover issues such as pedestrian and vehicle access as well as building locations.

A building envelope is defined for each hotel site and design guidelines are then given for development within these envelopes. The envelope determines the maximum limits of development and therefore specific residential density or plot ratio controls are not required. This approach enables the owners of the hotel sites to develop beyond the usual planning controls provided they work within the envelopes and produce design solutions that satisfy the scheme provisions. The building envelope diagrams are incorporated with the specific scheme provisions at the end of this section.

The draft building design controls have the following elements or sections:

- Desired character
- Views and vistas
- Heritage
- Activity and uses
- Site planning and streetscape
- Building height and envelope
- Access and parking
- Design for climate
- Security and privacy
- Open space and landscape

For each element a brief background is provided followed by the building design guidelines.

4.4.1 DESIRED CHARACTER

Cottesloe has a uniqueness that should be reflected in any new building designs proposed for the two hotel sites. The character of the Cottesloe foreshore is described earlier. However the important point to reinforce as far as the desired character of the two hotel sites is concerned is that developments on these sites should be sensitive to the scale and visual qualities of the foreshore.

Building Design Guidelines: Desired character

- The existing built and landscape character of the foreshore and beachfront should be respected and enhanced by future development
- Buildings should be delicate, judicious and well planned
- Development should respond to the themes and design intent of the Foreshore Concept Plan
- The visual landscape at Cottesloe should be preserved by ensuring new buildings do not dominate in scale or character
- Buildings should be stepped relative to topography and not introduce artificial ground levels that unduly detract from the natural landform
- Materials and details should reflect the Cottesloe character through use of natural materials and colours that weather gracefully
- Building character, scale and setting should complement and add visual value to the surroundings and buildings should be contemporary in design
- Buildings should be well modulated to avoid them appearing as a single overbearing mass
- The two hotels should continue as landmarks for the two beaches with distinctive character and public activity overlooking the ocean
- Development on the Cottesloe Beach Hotel site should respond to the narrower streetscape and building scale of John Street and Warnham Road
- Development on the Ocean Beach Hotel site should respond to both the Eric Street corner location and the residential scale around the site

4.4.2 VIEWS AND VISTAS

There are many public views and vistas that help to give the Cottesloe foreshore area its distinct and attractive sense of place. Important views from public places are recognised as:

- The ocean panorama from the ridge particularly from Eric Street, Napier Street and Forrest Street
- Ocean views from the terraces at the Cottesloe Civic Centre
- Narrower streetscape views down streets such as John Street and Warnham Street where the building edge is important in the view
- Views generally along the foreshore and Marine Parade
- Views from the beach back to the foreshore

The most critical issue with respect to public views in this location is the impact on the horizon line. Buildings should not break the horizon line when viewed from places such as the Cottesloe Civic Centre because it is the uninterrupted horizon that gives Cottesloe its ocean beauty.

Building Design Guidelines: Views and Vistas

- Important public views of the coast and views from the beach should be respected, retained and where possible enhanced
- Any development that may change these public views should be investigated properly to establish whether the impact may be offset by potential overall community benefit
- Buildings should not dominate views to, along and from the foreshore and beach

4.4.3 HERITAGE

The Cottesloe Beach Hotel is listed as a State registered site by the Heritage Council of WA. The building has elements from both the 1900's and the 1930's and has continuously operated as a viable hotel that acts as an important community meeting place. The art deco character of the 1938 remodelling, diminished in post World War Two renovations and additions, was reinstated in a major refurbishment in 1985-86. The hotel is one of the few significant historical buildings on the Perth metropolitan beachfront and is a noteworthy art deco design. The beer garden, while currently associated with social problems, also has some heritage value.

Reference should be made to the Heritage Council of WA requirements File no 0597 and National Trust of Australia (WA) File no 2/41 for assessment of heritage significance for the Cottesloe Beach Hotel (formerly Hotel Cottesloe) located at 104 Marine Parade Cottesloe. The hotel is also referred to in the Town of Cottesloe Municipal Inventory 1995 and Town of Cottesloe TPS2 Schedule 1.

While the 1907 Ocean Beach Hotel is not a State heritage listed building, it has occupied the corner site on Marine Parade and Eric Street since the beginning of the last century. Originally it was a federation building with two storey verandahs but has since been modified several times and these characteristics have been lost. Its presence and prominent corner location remains significant in the Cottesloe beachfront context.

Building Design Guidelines: Heritage

- The Cottesloe Beach Hotel building should be retained and restored as a historic landmark and a viable and important community meeting place
- The building should be retained in line with its eastern extent along Warnham Road and including the existing internal staircase
- The significant fabric from the two eras of the hotel and the original entrance on John Street should be expressed in restoration
- New buildings on the site should be of contemporary architecture that is respectful of the character of the hotel

- New built form should not dominate or be built over the heritage building
- A clearly expressed separation should be made between the original hotel building and any new development
- The Ocean Beach Hotel function should remain in its current prominent corner location at North Cottesloe and address both Marine Parade and Eric Street frontages

The Cottesloe Beach Hotel site is currently zoned Hotel under TPS2 and draft LPS3. This zoning does not permit permanent residential uses. Subject to the conservation of the heritage hotel building, and to encourage integrated provision of at least 50 short-stay rooms, as part of its operation, the residual part of the site may be developed for permanent residential/short stay use.

4.4.4 ACTIVITY AND USES

The principal uses for development on the two hotel sites are short-stay accommodation, retail, commercial, and permanent residential.

Tourist destination

Cottesloe beachfront is recognised as a major tourist destination with attractions, activity, amenity and access but lacking in accommodation. The two hotel sites are recognised as valuable community meeting places and focal points on the Cottesloe beachfront for both locals and tourists. The size and character of the current hotel establishments attract large crowds and has caused social and behavioural issues. Therefore any use in future developments should ensure that places used for liquor consumption should be smaller and designed to allow for better patron management. Additionally, the range of cafes, restaurants and bars along Marine Parade is very limited and this shortage could be solved by including these types of uses in future developments. This is particularly the case for family oriented venues. Eric Street and Warnham Road offer a pleasant northerly aspect with some shelter from the westerly winds which suits active alfresco uses associated with the Cottesloe Beach Hotel.

Short-stay accommodation

There is a deficit of short stay accommodation along the Perth beachfront, particularly at Cottesloe. There is an estimated need for about 300 rooms per year to be provided in Perth in the next ten years and currently few rooms are planned. The two hotel sites are recognised as the most appropriate locations in Cottesloe for short stay accommodation and about 50 rooms should be provided on the Cottesloe Beach Hotel site and 80 on the Ocean Beach Hotel site.

Retail and commercial

There is limited existing retail and commercial use at the beachfront. It is important to note that patronage of retail uses are affected by the seasonal nature of the beachfront activity therefore, any new developments that include these types of uses will have to be designed to avoid producing a 'closed shopfront' appearance along Marine Parade.

Residential

Provision of more dwellings in established urban areas makes better use of existing infrastructure and services and it also eases pressure on the Perth urban fringe. Increased residential intensity is encouraged by the State Government in areas of high amenity, like Cottesloe. Smaller dwellings to suit one to two person households of all abilities particularly need to be planned for with changing demographics in the Perth urban area.

Draft LPS3 limits the size of dwellings in the foreshore and restricted foreshore zones to 125sqm maximum. While it was agreed that there is benefit in providing smaller dwellings this maximum size was considered by some workshop participants to be too restrictive for permanent resident accommodation. According to advice received from Colliers International, subsequent to the workshop, typical apartment sizes in recent developments in the Perth metropolitan area range

widely from 65sqm to 450sqm. With the aim to achieve an increased number of one to two person apartments, an average size of 100sqm is therefore considered more appropriate.

There are issues of amenity where residential dwellings are located close to other activities such as entertainment, recreation, eating and drinking that should be addressed through building and site planning guidelines.

Building Design Guidelines: Activity and Uses

- Cottesloe beachfront should continue to offer a range of recreational and low key tourism experiences. The tourism experience should support the recreational experience but not overtake it
- Short-stay accommodation options should be increased which should include provision of a range of room sizes and configurations
- Retail activity at the beachfront should be limited to tourist oriented outlets that do not compete with the local shopping function of the town centre or the Eric Street shops
- The two hotels should continue to function as their original purpose however, hotel patronage numbers should be reduced to a sustainable level and additional smaller bars and eating places provided with greater capacity for well managed outdoor alfresco dining
- Development of the two hotel sites should maximise the number of dwellings on each site with an average size of 100sqm and designed for universal access
- Residential parts of the development should be distinguished from the public areas
- Permanent residential should be adequately separated from the noise and activity of short-stay and hotel activities
- Hotel service areas should be located away from public and residential areas
- Active uses associated with the Cottesloe Beach Hotel should be located on the ground floor along Marine Parade, Warnham Road and John Street for the extent of the existing hotel building
- Residential could be permitted at ground level along Warnham Road and John Street east of the existing hotel and short stay accommodation
- The Ocean Beach Hotel should continue to be located as a prominent landmark at the corner of Eric Street and Marine Parade. The hotel should provide 80 beds/rooms for short-stay accommodation
- Public uses on the Ocean Beach Hotel site should be located on the ground floor along Marine Parade and part of Eric Street, with residential uses only along Gadsdon and Eileen Streets.

4.4.5 SITE PLANNING AND STREETSCAPE

The Ocean Beach Hotel site is currently made up of 17 lots forming a large development site. The Cottesloe Beach Hotel is also a large site. This may lead to development solutions that are out of scale and character with the surrounding buildings and street pattern.

Landmark locations

The Ocean Beach Hotel sits prominently on the corner of Eric Street and Marine Parade. Both these streets are wide and spacious and the existing built form comprises a range of heights. There are fewer Norfolk Island Pines or other mature trees at North Cottesloe adding to the openness of the streetscape. The Eric Street frontage offers a retail and alfresco location that has the advantage of being out of the wind, facing north and having exposure to traffic arriving at the beachfront. The corner hotel building is a significant landmark, as is the more recent and taller motel accommodation building known locally as the ‘Chocolate Box’ due to its original appearance comprising dark brown clinker brick.

The Cottesloe Beach Hotel sits fronting Marine Parade and is one of the defining landmarks within the historical precinct of the main beach at Cottesloe. It is two storeys with a pitched tile roof and is located between John Street and Warnham Road, both narrow with a residential scale.

Site edge and amenity of adjoining public spaces

The Cottesloe foreshore offers magnificent ocean panoramas and vistas. An interesting theatre of passersby and beachgoers can also be enjoyed from several beachfront developments. Several developments provide alfresco eating and drinking facilities where people can enjoy the ambiance right on the footpath. The amenity, comfort and safety of the public foreshore spaces are important to its success as a place for tourists and locals. The foreshore generally has good amenity which can be improved by the proposed widened promenade along the east side of Marine Parade. There is little overshadowing from beachfront buildings however, some areas of the beachfront are dark and windy at night especially in winter, and there is a need for more shade and shelter from the wind in order to enjoy the foreshore year round. Behind Marine Parade the intersecting streets offer good residential amenity away from the activity of the beachfront.

Building arrangement and orientation

This should be based on site analysis taking account of topography, climate, obtaining and sharing of views, access and circulation, and servicing. Additionally, the relationship with neighbouring properties and provision of appropriate streetscapes must be considered.

Building Design Guidelines: Site Planning

In general terms the following shall apply:

- Development should not dominate the public realm
- New development should respond to the new promenade proposed along Marine Parade with alfresco areas, where appropriate, at promenade level
- Development should be located and designed to respond to the effects of coastal processes
- Appropriately scaled and segmented street frontages should be provided with pedestrian openings and access ways into and in some cases through the development
- Buildings should have clear delineation and separation of public and private entrances
- The finished ground floor level should be within 1.2 metres of adjacent footpath level
- A high quality, active commercial and retail street edge should include verandas or colonnades with shopfront openings, terraces and other design elements that provide pedestrian comfort and a good interface with the street and footpath
- A hospitable residential interface should be provided by avoiding solid courtyard walls and major level changes above the street boundary. Varied building setbacks, appropriate landscape and permeable screening for privacy should be included
- New development should be designed to improve the use of night time amenity and increase the sense of safety and security
- Courtyards, walkways and other openings and entrances into the sites should be provided offering views through the site and buildings should be arranged to enable an appropriate response to climate and the surrounding context
- Overshadowing of the public realm should be minimised
- Landscape should be used to soften the effects of parking and roadways
- Appropriately designed glass screens may be used to protect alfresco facilities along Marine Parade

Cottesloe Beach Hotel

- The Cottesloe Beach Hotel should be developed to respond to the width and scale of its side streets
- Any new development behind the Cottesloe Beach Hotel should be respectful of the existing building

Ocean Beach Hotel

- The north west corner of the site to be zoned 'Hotel'

- The Ocean Beach Hotel site should be developed as a series of smaller sites separated by public access ways through the site
- The development should respond to the surrounding neighbourhood scale
- Built form at the corner of Marine Parade and Eric Street should reflect its landmark location
- At the site of the existing hotel the Eric Street frontage should continue to be used at ground level for interactive public uses such as retail, alfresco eating and drinking and the street set back along Marine Parade should be increased to provide a wider footpath and alfresco edge

4.4.6 BUILDING HEIGHT AND ENVELOPE

The maximum development height along the Marine Parade frontage is up to three storeys or 12.0m. Additional height is confined and controlled by designated building envelopes. The building envelopes control the height and setback of any building planned on the Ocean Beach and Cottesloe Beach hotel sites. On the Ocean Beach Hotel site buildings can only extend to the building envelope on the site areas specified. No part of any building is to project beyond the building envelope.

Cottesloe Beach Hotel site development envelope

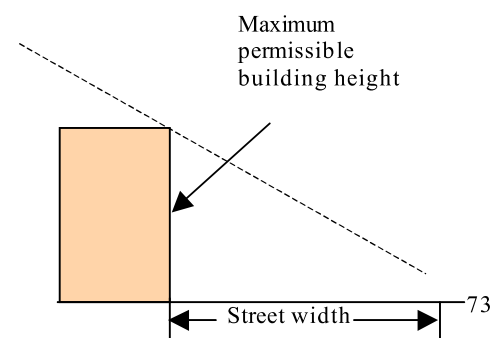
The Cottesloe Beach Hotel site development envelope is defined as follows:

- The full extent of the existing hotel including the roof is to be retained and cannot be built over
- Development behind the existing hotel can be three storeys or 12.0m and up to four storeys or 15.0m provided overshadowing of John Street is minimised and impact on views from the Cottesloe Civic Centre lower terrace are minimal
- Ground floor residential setback along John Street and Warnham Road shall be minimum 1.8 metres
- Setback along John Street and Warnham Road shall be a minimum 3.6 metres above the second storey
- Balconies on the first floor may project to the street boundary and balconies on the second floor may project to the 1.8 metre setback.

Ocean Beach Hotel site development envelope

The Ocean Beach Hotel site development envelope is defined as follows:

- Generally three storeys or 12.0m height over the site
- Three storeys or 12.0m frontage and nil setback to Eric Street
- Three storeys or 12m and 3.0m setback to Eileen Street
- Three storeys or 12.0m frontage and variable setback to Marine Parade. The variable setback is to allow for alfresco facilities therefore the precise setback is dependent on the proposed development
- Two storey or 9.0m height fronting Gadsdon Street (existing topography allows one storey below street level)
- Ground floor residential along Gadsdon and Eileen Streets shall be setback minimum 3.0m
- Balconies on the first floor may project to the street boundary and balconies on the second floor may project to the 3.0 metre setback
- Five storeys up to 18.0m may be approved for a building if it is located to the rear of the current 'Chocolate Box' building and the 'Chocolate Box' building is removed
- A pyramid shaped envelope generated by intersecting recession planes as shown in the diagrams below



4.4.7 ACCESS AND PARKING

Beachfront parking is a significant issue and the two hotels do not currently provide adequate car parking on site. Provision of parking for redevelopment on the hotel sites, apart from secure residential parking in basements and limited parking for short-stay accommodation and commercial servicing and operations, would significantly restrict development and not provide a good built form outcome.

Parking demand on the beachfront has a number of peaks such as evening entertainment sessions and summer day beach use. There is therefore an opportunity for some efficiency and reciprocal arrangements if a combined common public parking area is established. Cash-in-lieu parking provisions for the hotel sites could be directed towards managed public parking in a central location at Car Park No. 2 as well as to public transport.

To limit the total provision of parking on the beachfront and encourage other modes of transport the draft LPS 3 parking provisions should be varied for the two hotel sites.

Building Design Guidelines: Parking and Access

- Car parking should not dominate the hotel developments.
- Visual impact of car parking should be minimised
- No vehicular access should be allowed from Marine Parade
- Service access should be allowed only in designated locations
- Parking should be provided on the two hotel sites as follows:
 - 1 bay for dwellings up to 100sqm of plot ratio floor area, 2.0 bays per dwelling greater than 100sqm
 - 0.5 bays per hotel/motel room
 - 10% maximum of parking requirements for non-residential /hotel and motel uses allowed on site and the balance as cash in lieu provision
- No residential visitor parking
- Secure cycle parking bay for each dwelling and short stay room

4.4.8 DESIGN FOR CLIMATE AND SUSTAINABILITY

Buildings should be designed to provide comfortable living conditions, both indoor and outdoors, for occupants throughout the year. All buildings should provide:

- Natural light to all occupied areas
- Natural cross flow ventilation
- Solar access
- Effective sun shading
- Preserved solar access to neighbouring properties
- Useable outdoor areas for public and private use
- Facility for drying clothes outdoors and out of public view in residential developments
- Use materials where possible with low embodied energy
- Use efficient electrical fixtures and fittings
- Use low water usage appliances
- Re-use water where possible
- Collect rainwater where practical
- Use solar energy for water heating
- Reduce and recycle a min of 50% of construction waste

4.4.9 SECURITY AND PRIVACY

There are always conflicts of amenity within a mixed use precinct which need to be addressed through careful design. Visual and acoustic privacy is important especially for residents as is safety, even if only the perception of safety exists through the design of developments that include windows and balconies that overlook the street and communal outdoor use areas.

- Design buildings to overlook public places to provide casual surveillance at all times
- Clearly define the public/private interface with building elements or landscape
- Building entries should be clearly visible from public places, be well lit and identifiable by visitors and provide a sense of security for users
- Light all pathways between public and shared communal areas and building entries
- Use robust materials in public areas and avoid materials that are vulnerable to graffiti and vandalism
- Landscape and building design should allow clear sight lines to all public areas and avoid reveals and hidden corners
- Limit overlooking of neighbouring living areas in residential developments where possible through the placement of windows and balconies rather than through use of devices such as screens and high sills
- Site layout should separate service areas and entertainment areas from residential areas both visually and acoustically
- Minimise transmission of solid and airborne sound through the development, adjacent properties and public spaces

4.4.10 OPEN SPACE AND LANDSCAPE

Open space and landscape contribute to the character of a development. The foreshore is an open coastal landscape with broad views and large spaces. The open space is a combination of revegetated coastal dunes and grassed terraces, lawns and verges. The Norfolk Island pine trees are the dominant tree species particularly in the vicinity of the Cottesloe Beach near Forrest Street. Some contrast to the openness of the foreshore could be provided in both residential and commercial development with courtyards protected from the wind and sun and offering some privacy for users. The Cottesloe foreshore offers an excellent amenity and good recreational facilities, limiting the need for communal open space to be included in residential developments. However, the nature of the foreshore as a tourist destination as well a residential recreation environment requires that there is opportunity for respite for residents from the activity of the foreshore.

- Communal open spaces should be designed, in residential developments, to provide privacy and respite from the coastal environment and foreshore activity
- Private open space for residential developments should be clearly defined for exclusive use of the residence and located adjacent to living areas
- The landscape palette should respond to the foreshore landscape and also offer some contrast
- Norfolk Island Pines should be preserved as a priority and retention of other vegetation and trees is encouraged
- Water-wise planting should be used, predominantly of native species with drip irrigation
- Public art should be integrated into the design of the hotel sites

5 Acknowledgements



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- Main Roads WA
- Bikewest
- Landcorp
- Heritage Council of WA
- Western Power
- Cottesloe Police
- Tourism WA
- Public Transport Authority

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APPENDIX I: Planning Context

WEST AUSTRALIAN GOVERNMENT

The State Government, particularly the West Australian Planning Commission (WAPC), through the DPI, plays a key role in this EbD process and in finalisation of the advertised draft LPS3 via a range of statutory and advisory legislation and policy instruments, the key ones described briefly below. The WAPC has a statutory role in making recommendations to the Minister for Planning with regard to endorsing the advertised draft LPS3. The WAPC also has planning control over areas of land designated as reserves under the Metropolitan Region Scheme (MRS).

Metropolitan Region Scheme

The Metropolitan Region Scheme (MRS) is an overall statutory plan for the Perth metropolitan area. It defines future land uses (broad zones and reservations), and requires local governments to prepare town planning schemes consistent with the MRS. The MRS comprises a map and scheme text.

Under the Metropolitan Region Scheme:

- Part of existing Curtin Avenue is designated an ‘over-dimensioned’ Primary Regional Road (PRR) with a reservation in place alongside the railway.
- The foreshore is designated a Parks and Recreation reserve and part of the railway lands is reserved for Railways and PRR
- The 2 hotel sites and the balance of the railway lands are zoned under the MRS and therefore the local planning scheme determines zoning



Extract from MRS

Network City (2004)

Network City is the WAPC's planning strategy that establishes the future directions for Perth and Peel. The Network City vision is, that by 2030, Perth will be a sustainable city, vibrant, more compact and accessible and with a unique sense of place.

Network City has 10 key objectives:

- Deliver urban growth management
- Accommodate urban growth, primarily within a Network City pattern, incorporating communities
- Align transport systems and land use to optimise accessibility and amenity
- Deliver a safe, reliable and energy-efficient transport system with travel choice
- Protect and enhance the natural environment, open spaces and heritage
- Deliver a better quality of life for all, building on our existing strengths
- Plan with communities
- Ensure employment is created in centres
- Deliver a city with 'urban' energy, creativity and cultural vitality
- Provide a city plan that will be implemented, provide certainty and deliver results

The Network City principles, objectives and strategies are captured in 8 headline statements:

- Manage growth by sharing responsibility between industry, communities and government
- Plan with communities
- Nurture the environment
- Make fuller use of urban land
- Encourage public transport over private transport
- Strengthen local sense of place
- Develop strategies which deliver local jobs
- Provide affordable housing

It is important to interpret these broad regional objectives and strategies in a way that is meaningful and beneficial to Cottesloe.

The Strategy's preferred metropolitan urban form is a Network City pattern of activity centres along activity corridors where an integrated approach can be taken to land use and public transport provision. The two main activity centres in the Town of Cottesloe are the Cottesloe Town Centre and the beachfront. The objective to make fuller use of urban land is relevant to the railway lands and to the 2 hotel sites.

Coastal Planning and Management Manual (2003) WAPC

This manual provides an overview of key considerations for planning and management projects that seek to protect and conserve the coast. The manual covers:

- Planning for management;
- Common coastal management problems;
- Techniques for stabilisation and rehabilitation of coastal landscapes;
- Coastal plants and revegetation; and
- Coastal weeds and weed management.

Also of relevance are the coastal planning and management principles, namely:

- Sustainable management;
- Limits of acceptable change;
- Maintenance of ecosystem integrity;
- Consultation;
- Protection of Indigenous heritage, rights and interests;
- Management objectives;
- Management approaches;
- Minimalist intervention; and
- Site-specific management approaches.

SPP2.6: State Coastal Planning Policy (2006)

In December 2006, the WAPC gazetted an amendment to SPP2.6 on building height limits. (Section 5.3 Building Height Limits). The policy defines an area of 300 metres from the horizontal setback datum of the coast within which the height of buildings is to be limited to a maximum of five storeys (21 metres) in height. The policy provides for local planning schemes to set lower limits in order to achieve desired character, built form and amenity. The policy also provides that higher structures up to eight storeys (32 metres) may be permitted at major tourist activity centres where:

- There is broad community support for the higher buildings following a process of full consultation;
- The proposed development is suitable for the location taking into account the built form, topography and landscape character of the surrounding area;
- The location is part of a major tourist or activity node;
- The amenity of the coastal foreshore is not detrimentally affected by any significant overshadowing of the foreshore; and
- There is visual permeability of the foreshore and the ocean from nearby residential areas, roads and public spaces.

The intent is that the preferred height of development needs to be determined through controls set out in a planning scheme.

SPP3.1: Residential Design Codes (2002)

The Residential Design Codes, as amended, provides the basis for control of residential development at a local government level. The intent is to cover all planning control requirements, but does not address physical construction requirements, or internal building arrangements. The Codes should be supplemented by specific town planning schemes, or their provisions. The Codes are essentially formulated as follows:

- Objectives;
- Performance criteria; and
- Acceptable development.

Draft SPP: Metropolitan Freight Network 2005

A draft SPP has been published in 2005 which identifies and protects the metropolitan freight road and rail network, in addition to minimising the adverse impact of freight transport noise on adjacent development. The aim is to ensure that land use and transport are mutually compatible, managed in a framework for movement of goods. Several key issues are identified when considering metropolitan freight issues:

- Importance of freight movement;
- Impact of freight traffic;
- Trends in freight transport and distribution;
- Freight network; and the
- Policy context.

Curtin Avenue is identified in the policy as a primary freight corridor abutting existing urban development. It is identified to be upgraded along with potential redevelopment of adjacent individual properties. The draft policy suggests that development within areas of influence of a primary freight route should be controlled to minimise potential conflicts (noise, traffic, air quality, and vibration).

Implementation of freight routes should have regard to:

- Zoning and special control areas;
- Structure planning;
- Development control under relevant town planning schemes;
- Subdivision and strata subdivision control;
- Notification and advice; and
- Monitoring and review.

Draft SPP: Road and Rail Transport Noise 2005

This draft policy deals with how the planning system can minimise the adverse impact of transport noise, without placing unreasonable restrictions on development or adding significant infrastructural costs (road and rail). It specifically considers the management of traffic noise for new developments near existing or new major transport corridors, road or rail infrastructure. Where target noise criteria (under exposure level 1) cannot be achieved, other alternative strategies are suggested.

This draft policy also considers the following:

- Separation of noise-sensitive development from the noise source;
- Noise mitigation through infrastructure design and management, including at-source, placement of road/rail infrastructure in a cut, noise walls, and landscape mounds;
- Noise amelioration through building design;
- Notification of potential for noise nuisance; and
- Reasonable and practicable measures to reduce noise impacts.

Implementation is through relevant regional strategies, local planning strategies and schemes, and rezoning, subdivision and planning application decision-making.

Draft Perth Coastal Planning Strategy 2008, WAPC

This draft strategy has been recently released. Submissions are being sought before March 31st 2009. The strategy covers the full length of coastal area falling under the MRS from Singleton to Two Rocks, and includes 500m offshore as the western boundary and the first main road running parallel to the coast as the eastern boundary. The focus is on the coastal foreshore reserve and abutting land.

The document is the result of scientific and planning research, as well as extensive community engagement to determine the current and future needs of the coast. The vision stated is: “to develop the Perth metropolitan coastal region into an efficient, usable, accessible and sustainable region while preserving and enhancing its unique natural, cultural and physical characteristics”. The guiding principles are as follows:

- Protect and rehabilitate the environment;
- Provide appropriate public facilities;
- Establish coastal foreshore reserves and development setbacks;
- Maintain biodiversity;
- Balance competing needs; and
- Consult with community.

Cottesloe is identified as Precinct 30 of the 56 coastal precincts defined in the draft strategy. The precinct is described, with major issues and planning considerations noted, land uses identified and features to be promoted also noted, followed by a set of recommendations.

Visual Landscape Planning in Western Australia (2007) WAPC

This manual offers guidance for development in coastal locations in WA. Part Three (which addresses coastal landscape) is of particular relevance. In 2005, a community survey found that “Cottesloe was the location most frequently identified as a place that should definitely keep its existing character.”

The manual notes that coastal landscapes offer of wide diversity of view types, with again Cottesloe cited as an example of the groyne offering a unique vantage point for views.

Visual landscape issues and pressures identified for coastal development include:

- Reduced visual access to the ocean as the number and height of coastal buildings increases;
- Visual dominance of built elements in urban coastal landscapes;
- The wide variety of architectural styles, materials, heights and colour, which can result in an overall lack of visual coherence;
- High rise development;
- Too many people living right on the coast; and
- Impact of traffic and parking.

Principles and guidelines for urban coastal landscapes include:

- Locate, site and design built elements near the coast in a manner that minimises their visual dominance and acknowledges their coastal setting;
- Buildings may visually dominate the coastline, particularly in nodes of more intense use. Where feasible, the character of the natural landform and vegetation should be acknowledged in the design of buildings, infrastructure and plant selection, such as the choice of materials and colour;
- Development should only be permitted when it can demonstrate:
 - Sensitivity to natural landform;
 - No intrusion onto the ocean skyline from elevated viewpoints or land horizon from shoreline viewpoints;
 - Colours and materials match or compliment those of the natural landscape setting; and

- Buildings not overshadowing beaches and other coastal recreation sites and may be designed to suit the scale of say the tallest introduced trees, such as Norfolk Island pine trees.

The manual gives guidelines for siting and design of buildings adjacent to the urban coastline including:

- Local government, in conjunction with the local community, should develop an overall visual management strategy or theme for urban coastal development addressing such topics as a suitable range of materials and colours, the extent to which buildings and structures will visually dominate the landscape, key views to remain unobstructed by foreshore buildings and appropriate building height, scale and appearance;
- The height of proposed buildings should take into account:
- The existing streetscape, including the height of existing buildings and other visual landscape components;
- The height of existing and new tall trees, such as Norfolk Island pines, so that buildings remain below the tree canopy, to allow these trees to continue to dominate the visual landscape; and
- The use of local styles of coastal architecture, including local materials, may be encouraged, which may enhance the unique character of the local urban landscapes.

Planning Bulletin 83: Planning for Tourism (2007)

This WAPC bulletin sets out an interim policy with the intent to implement the recommendations of the Tourism Planning Taskforce (DPI 2006). It provides guidance on subdivision, development, and scheme amendment proposals for tourism proposals.

Stirling Highway Activity Corridor Study

DPI has commissioned consultants to undertake this Network City-based study to explore the future of land use and development along the highway activity corridor, and it will have a significant focus on the Cottesloe town centre as a hub of activity and convergence of transit systems.

Transit Oriented Development Policy (TOD) DC 1.6

The main focus of this WAPC policy is to maximise the use of existing public transport infrastructure by the development of connected nodes of residential and employment uses along transit routes, intensifying development close to railway stations within 400 and 800 metres, and providing more opportunities for residential development.

Metropolitan Centres Policy Statement for the Perth Metropolitan Area State Planning Policy 4.2 (MCP)

This WAPC policy guides retail and commercial development in activity and town centres in the Perth metropolitan area. It is mainly concerned with the location, distribution and broad design criteria for the development of commercial activities at the regional and district level.

General policy measures include:

- Concentration of Activities
- Managing Retail Development Impact
- Emphasis on Functional Roles and Floor space Provision
- Providing Good Access to Shops and Services
- Promoting Attractive Centres as Community Focal Points
- Encouraging a More Even Distribution of Employment
- Promoting the Use of Public Transport

- Controlling the Spread of Commercial Development in the Inner Suburbs
- Main Street Shopping
- Promoting Sustainable Urban Development
- Commercial Development in Residential Areas
- Mixed Business Areas

Cottesloe is a designated a traditional main street “district centre” under the MCP. The district centre includes retail development to the east of Stirling Highway.

District Centres will be promoted under the MCP as centres serving the weekly shopping and service needs of the suburban population. In particular:

- They should provide mainly convenience goods, a range of comparison goods, local services and local employment.
- Shopping floor space should generally be confined to 15,000m² unless consistent with a Commission endorsed Local Planning Strategy or centre plan.
- Local government is encouraged to prepare centre plans for new District Centres and any existing centres undergoing change and/or experiencing development pressure.
- Smaller scale office developments are encouraged in District Centres.... This type of development will need to be designed to be compatible with the scale and character of the centres and have regard to the residential amenity of the surrounding areas

TOWN OF COTTESLOE

Draft Local Planning Scheme 3 (2008)

The Town of Cottesloe has prepared draft LPS3, which has been advertised for public comment (closing date 16th July 2008) to replace TPS2,

Special Control Area 2

Under clause 6.4 of draft LPS3, Special Control Area 2 (SCA2) is an additional layer of planning control applied to the sites of the Cottesloe Beach Hotel and the Ocean Beach Hotel. The objectives of designating this SCA are:

- To ensure that the development of these two sites is compatible with the beachfront location, surrounding development and amenity of the locality; and
- To ensure that building design controls are formulated to guide and manage built form, bulk and scale ,streetscape character, amenity impacts and other relevant considerations accordingly.

In the advertised draft wording of SCA2, the height of all development, for any use, at the Marine Parade frontage has been mandated as a maximum of three storeys (or 12 metres) in order to avoid adverse building bulk impacts, overshadowing impacts and adverse streetscape character impacts.(Clause 6.4.2)

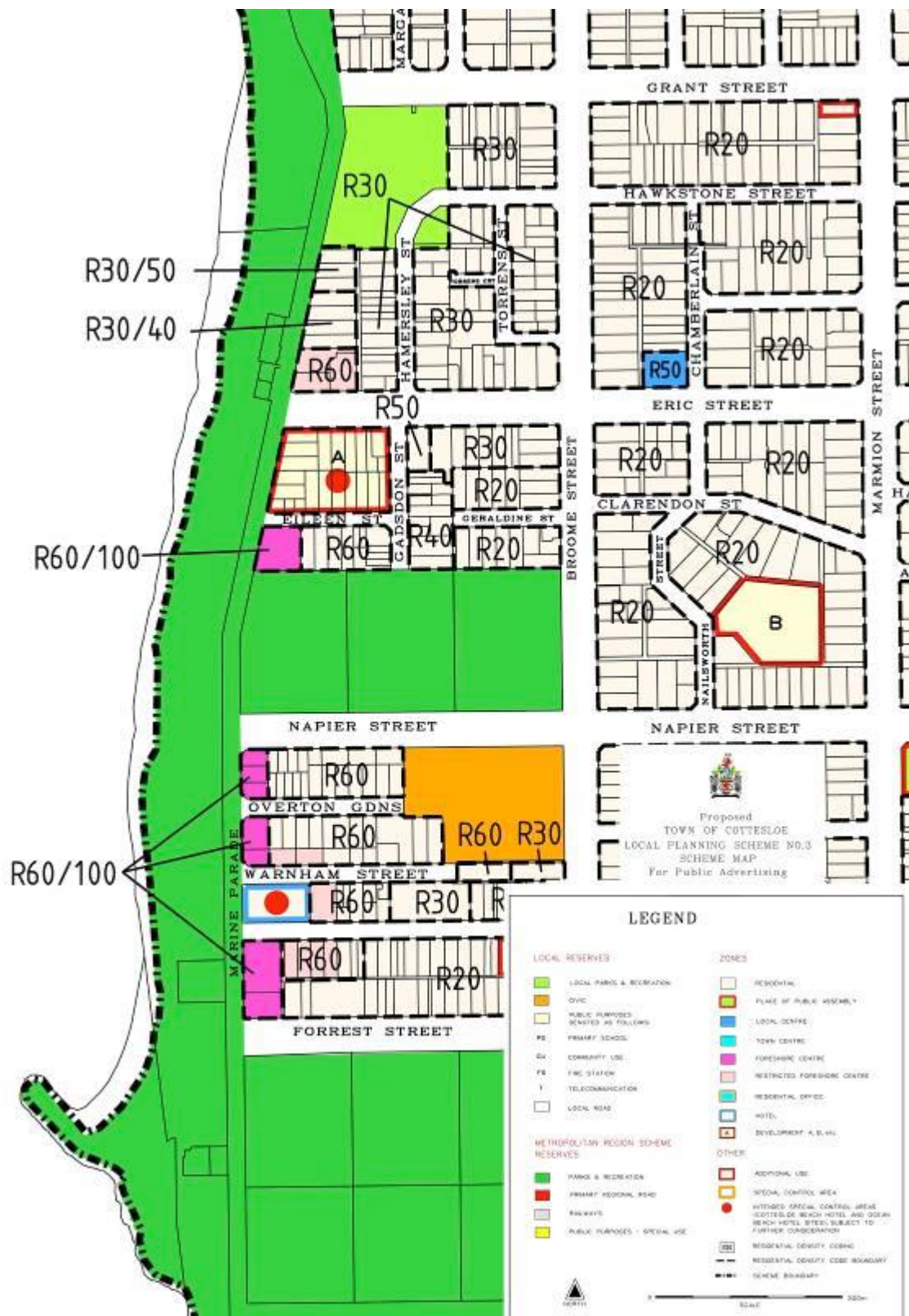
The advertised draft wording also provides that SCA 2 is intended to be subject to Building Design Controls prepared at an EbD. This was the focus of Workshop Two and in part, the Response Workshop. Following additional advertising and consideration of submissions, the finalised Building Design Controls are to be incorporated, with or without modification into LPS3.

The Ocean Beach Hotel site is also proposed as Development Zone A and is therefore subject to the preparation of a structure plan (Schedule 14).The Cottesloe Beach Hotel is zoned ‘Hotel ‘in draft LPS3. Under this zone permanent dwellings are not permitted.

Under draft LPS3 Schedule 14, Development Zone E covers part of the railway lands west of the town centre that is zoned urban under the MRS. To the east of this, covering much of the balance of the railway lands is reserved as primary regional road and railways in the MRS. Immediately adjacent to Zone E, to the west, is the existing Curtin Avenue running in a north-south alignment. The Development Zone requires a structure plan and consideration of its development potential, as well as parking supply and management, individual development proposals and urban design improvements.

The Structure Plan for Development Zone E is required to be prepared through the EbD process to enable endorsement of the scheme by the West Australian Planning Commission (WAPC) and the Minister for Planning. The scheme states that:

- Comprehensive planning for the area shall be undertaken through the preparation and approval of a Structure Plan
- Land uses shown on the Structure Plan shall apply in accordance with Clause 6.2.8.
- The Structure Plan will apply to the entire site and will provide for additional residential development comprising a range of dwelling types, sizes and densities to take full advantage of the opportunity for more intense urban infill on this site, particularly with regard to its close proximity to regional public transport routes and the potential for integration with the nearby Town Centre zone on the eastern side of the railway line.
- The Structure Plan will provide for car parking in accordance with clause 5.8.
- The Structure Plan will provide for development in accordance with the Residential Design Codes and any Design Guidelines. The Design Guidelines will be formulated following an Enquiry-by-Design process to be jointly agreed and conducted by the Town of Cottesloe and the Department for Planning and Infrastructure. Guidelines for the height of buildings will have regard to the Town of Cottesloe Town Centre Study (2005) Concept Plan. Following public advertising and consideration of submissions, the Design Guidelines formulated from the Enquiry-by-Design process are to be incorporated, with or without modification, into Local Planning Scheme No. 3



Draft LPS3 Scheme Map

Cottesloe Draft Local Planning Strategy

In line with the draft LPS3, a draft Local Planning Strategy has been prepared which sets out the town's long term planning direction for Cottesloe, and takes cognisance of relevant State and other planning policies. It provides the rationale for the various zones and other provisions in the Scheme. This document was advertised at the same time as draft LPS3.

The objectives of the Cottesloe Local Planning Strategy are concerned with:

- Lifestyle: to protect and enhance the lifestyle of residents and visitors
- Connectivity: to achieve connectivity between east and west Cottesloe
- Beachfront and Foreshore enhancement: to enhance beach access and the foreshore
- Development; to manage development pressures
- Infrastructure: to maintain infrastructure and council buildings in a sustainable way, and
- Community support: to foster the community's confidence and support for Council

The strategy also contains planning principles and development strategies that relate to:

- Natural environment and landscape
- Topography
- Views
- Built form
- Amenity

The Draft Local Planning Strategy identifies the Cottesloe Town Centre, train station and railway lands as a possible transit oriented development area. 'In the longer term, the potential for transit oriented development to expand or boost the town centre on a planned basis and build up higher density housing as part of it would be achievable under the Town Centre Zone and density approach.'

Existing government land immediately to the west of the Cottesloe Train Station has potential to be included in any such development. Development Zone E applies to much of the existing government land immediately to the west of the Cottesloe train station and it is envisaged that the structure planning process will enable development of transit-oriented development that resolves transport and land use issues to revitalise the area and provide east-west connectivity for the Town and :

- The structure planning process requires community consultation and approval by the WAPC
- The zoning is not necessarily inviting redevelopment so much as anticipating the prospect and putting in place scheme controls to ensure orderly and proper planning
- The density and form of development would be determined by the structure planning process

The Strategy has objectives that include:

- Produce a draft structure plan for consultation purposes showing sinking of the railway and realignment of Curtin Avenue together with 'what's possible' in terms of sustainable development, pedestrian and traffic links and town centre integration
- Produce visual material that demonstrates housing densities and forms on vacant Crown land
- Enhance public transport options for moving people to and out of the beach area
- Consider undeveloped Government owned land for higher density development provided there is both public support and benefit for the Cottesloe community

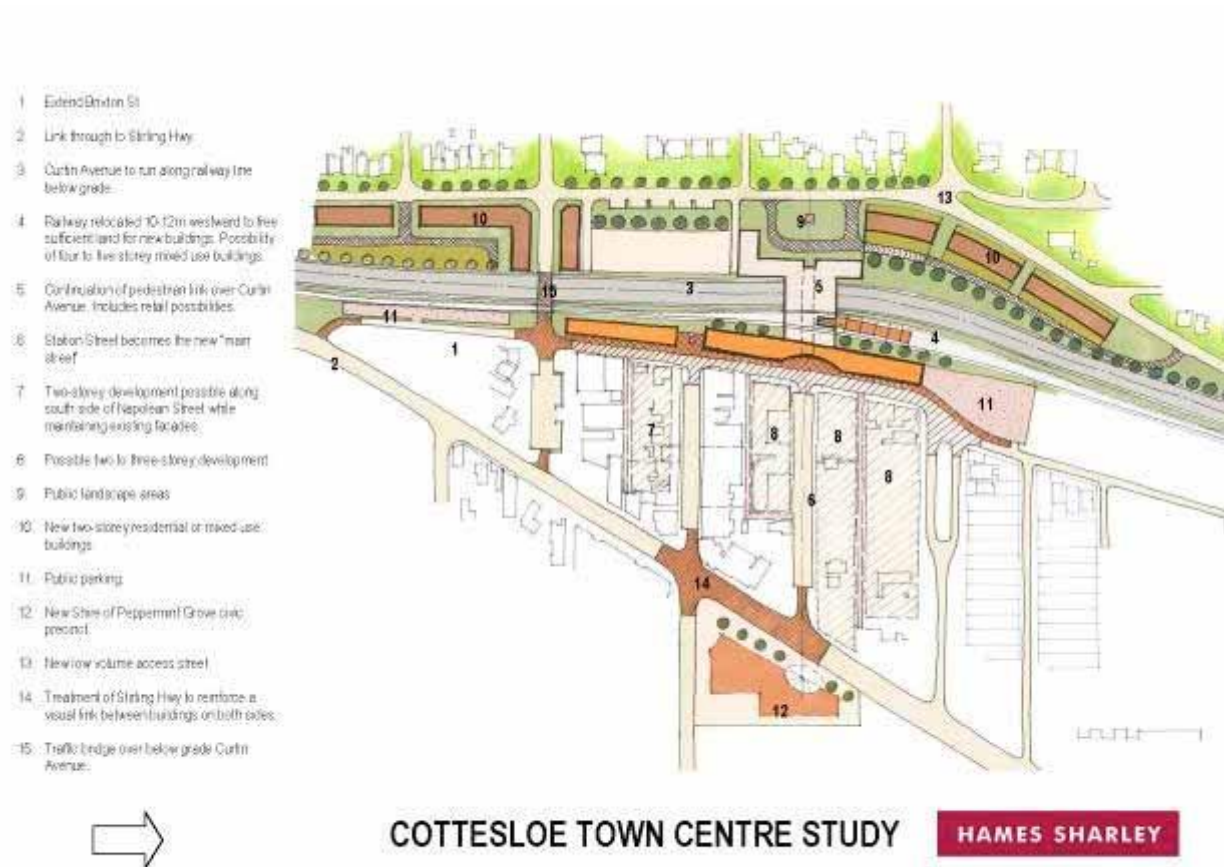
Western Suburbs Greening Plan (2002)

This plan was prepared for the six members of the Western Suburbs Regional Organisation of Council (WESROC - which includes the Town of Cottesloe) and the Town of Cambridge. It identifies the importance of greenways that link natural area corridors, public open spaces, and transport corridors.

Town Centre Study (2005)

In drafting LPS3, a broad urban design and development framework was prepared for the Town of Cottesloe with the local community by Hames Sharley, in conjunction with Estill & Associates in 2005, and has been endorsed by Council. This plan also identifies opportunities for collaboration between the Town of Cottesloe and various State Government agencies, such as DPI, Main Roads

WA (MRWA) and the Public Transport Authority (PTA). This study also noted opportunities on the vacant and under-utilised railway lands and the Curtin Avenue realignment.



Town centre Study concept plan

Cottesloe Beachfront Development Objectives (2004)

The objectives were adopted by Council in December 2004 to provide strategic direction for development along Marine Parade and included in draft LPS3 policy. The document considers sets of objectives in terms of the beachfront, the public domain, and private development.

The objectives for the beachfront are themed according to:

- Regional role
- Public domain
- Uses
- Built form

The objectives for the public domain are themed according to:

- Pedestrian environment;
- Roads and parking;
- Napier Street Reserve; and
- Sea pool.

And thirdly, there are objectives for private development.

- To retain and enhance a mix of public and private uses

- To provide commercial uses on the ground floor along Marine Parade
- To enhance the quality of the public realm
- To encourage play on the public domain ,work on the ground floor ,with live above or behind and parking below
- To ensure continuity of the built edge on Marine Parade
- To break down the scale and bulk of new development through articulation to establish a scale commensurate with the existing fabric of the area
- To minimise impacts on existing views and provide view corridors
- To respond sympathetically in terms of potential impacts on existing adjacent development
- At all times, ensure minimal overshadowing of the beach.

Beachfront Site Investigations and Design Guidelines (2006)

This study examines six properties fronting Marine Parade between Forrest and Eric Streets, including the Cottesloe Beach Hotel and Ocean Beach Hotel, and considers the built form potential. This was undertaken, by the Town of Cottesloe, to supplement the LPS3 process.

Town of Cottesloe Future Plan 2006-2010

The Town of Cottesloe future plan reiterates the objectives of the planning strategy and highlights dynamic priorities that include proactively pursuing solutions for Curtin Avenue and the railway.

Town Centre Parking Strategy

Car parking in the town centre is guided by a parking table and the Town Centre Land Use and Access Policy Plan with provision for relaxation or cash in lieu.

Town of Cottesloe Draft Local Planning Policy no 1 - Beachfront policy and guidelines

This draft policy defines Council's goal for the Cottesloe beachfront to balance the amenity and vitality of this activity node for the long term enjoyment of the resident community and wider public.

Policy measures include provision for varied built form within height limits and design guidelines for:

- Streetscape
- Architecture
- Building arrangement and orientation,
- Building bulk, vehicle access and parking
- Landscaping

OTHER

Coastal Design Guidelines for NSW 2003

These guidelines provide a good precedent for consideration of the issues at Cottesloe. They include the following relevant principles:

Visual Sensitivity

- Views from public places will be retained and reinstated
- The visual character of coastal towns and cities will be protected

Foreshore Building Heights

- Locations close to the foreshore or sites visible from beaches are not appropriate for tall buildings

- Generally buildings close to foreshore edges are up to three storeys
- Heights are subject to place specific urban design
- Buildings should avoid overshadowing of public open spaces, the foreshore and beaches

Cottesloe Masterplan: Foreshore Vision (2005) Prepared by Plan E

This privately prepared vision provides a basis for further evaluation and consideration of ideas for the foreshore. Several of the ideas mooted were controversial and received some negative feedback, including a proposed underground parking facility and Rugby Park at the John Black Dune Reserve, and a saltwater pool and jetty. The plan has, however, provided several visionary ideas and suggests a range of physical interventions that could transform the foreshore area. It also provided a useful basis on which to progress options in the EbD process. The council has sought community views on this vision in and general issues were raised in relation to traffic and car parking in the area. Subsequent to the plan being considered by Council, a working group was established to progress a public domain concept plan for key aspects to the plan.



APPENDIX II: Graphical Recording of EbD





Participants often broke into smaller working groups to undertake 'table' work. During these sessions a table leader was appointed and each group was tasked with discussing a particular issue. Following these sessions table leaders would present their findings back to the whole group for discussion and input.

Railway Lands

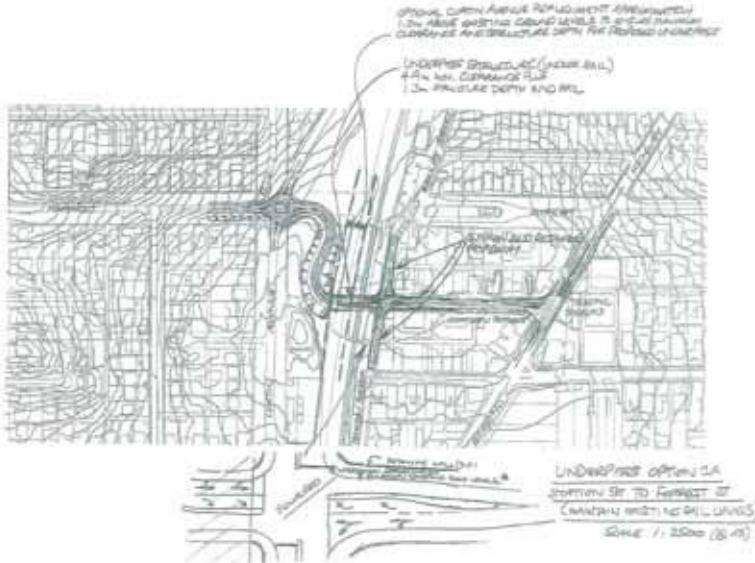
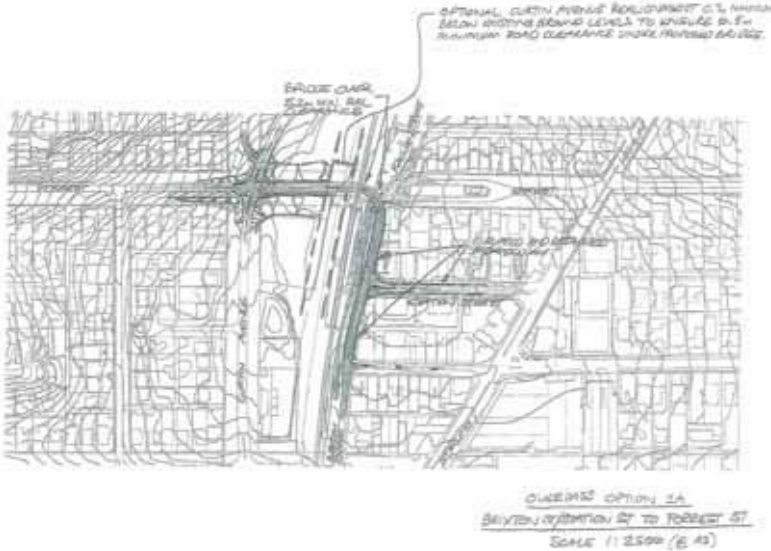




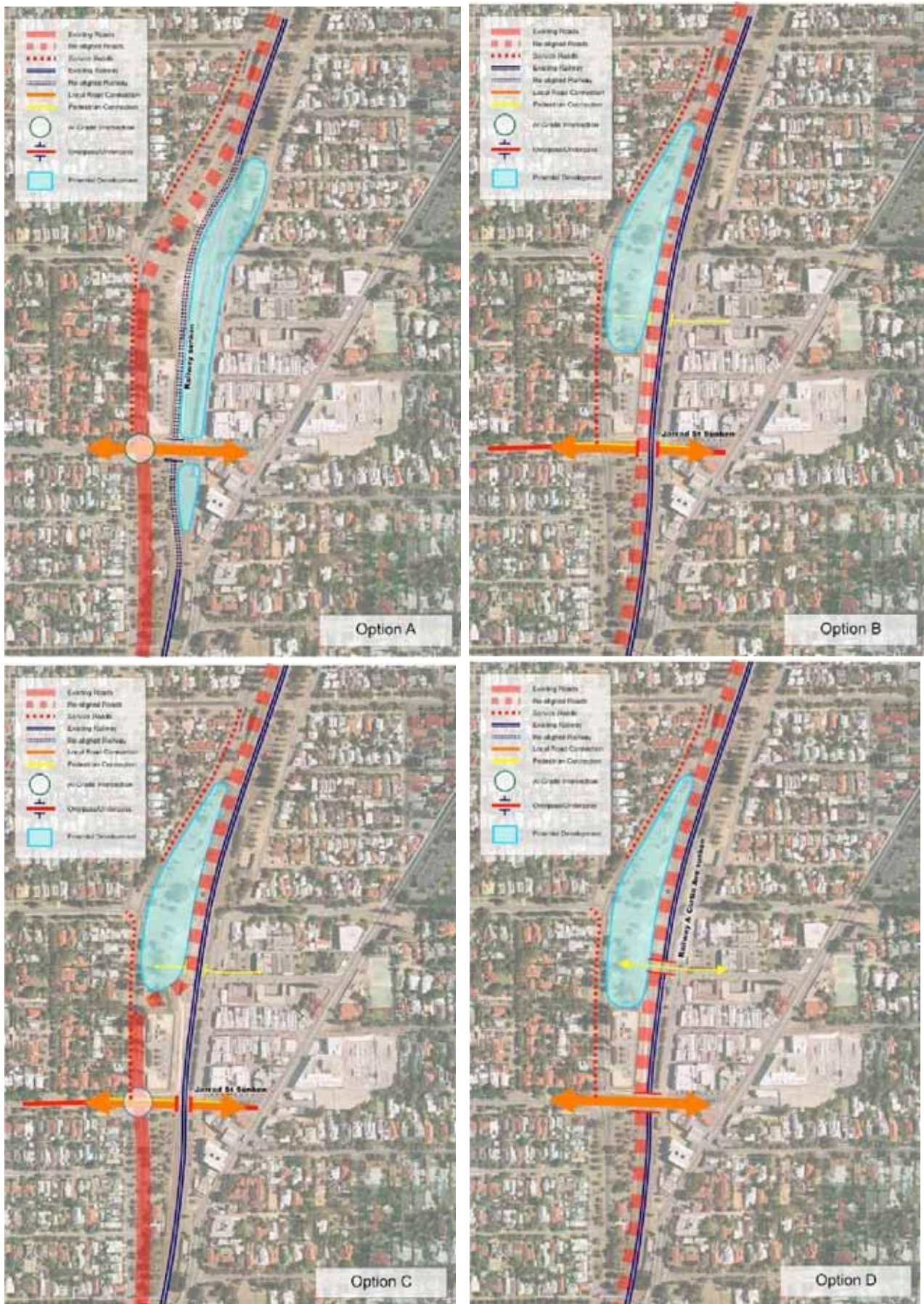
The railway land study has many facets as can be seen in these photos. The participants needed to consider how to integrate several very imposing transport infrastructure issues with other important issues of a social and environmental nature. It can be seen in the above left image how existing mature trees line Curtin Avenue. Preservation of these trees was regarded by the majority of participants as essential. It is also possible to see in the lower left image how the Cottesloe Town Centre runs into the elevated wall of the existing railway line. Dealing with this ‘dead end’ was another primary focus of the workshop participants.



Many images showing the development of the Cottesloe Town Centre were used during the workshops. In the first three images above the transition from swamp land to town centre can be seen. The low lying nature of the land has a significant implication on infrastructure costs. The bottom image shows the old timber bridge built to extend Forrest Street over the rail line. The bridge was too steep for cars and was eventually demolished.



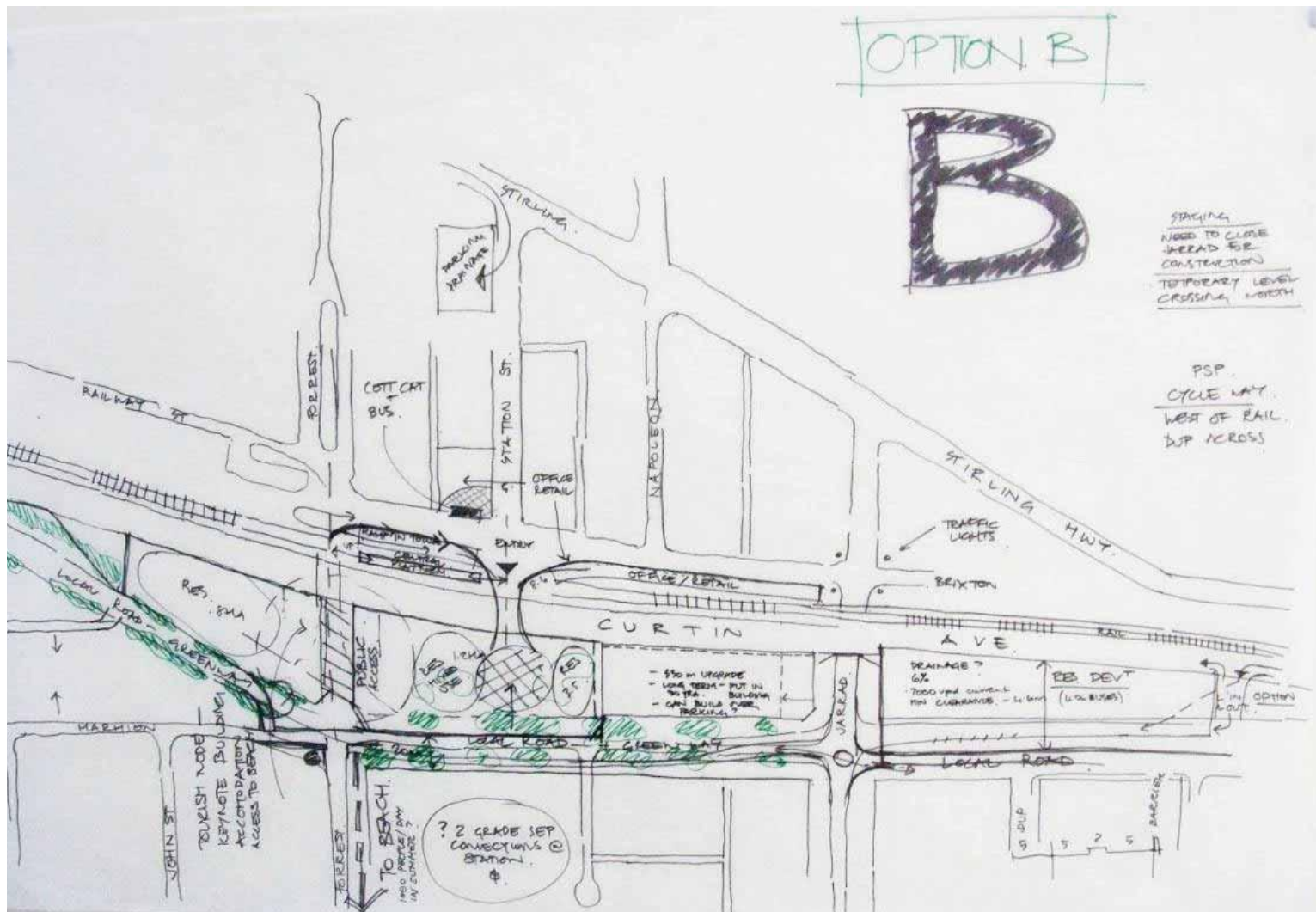
Prior to the workshop a number of alternatives for linking Forrest Street to the town centre were examined and presented to participants. The above are three of six proposals showing two overpass options and an underpass option. All of these options were rejected firstly because of the scale of infrastructure involved and secondly because such a direct link to Forrest Street was not seen by most participants as desirable.



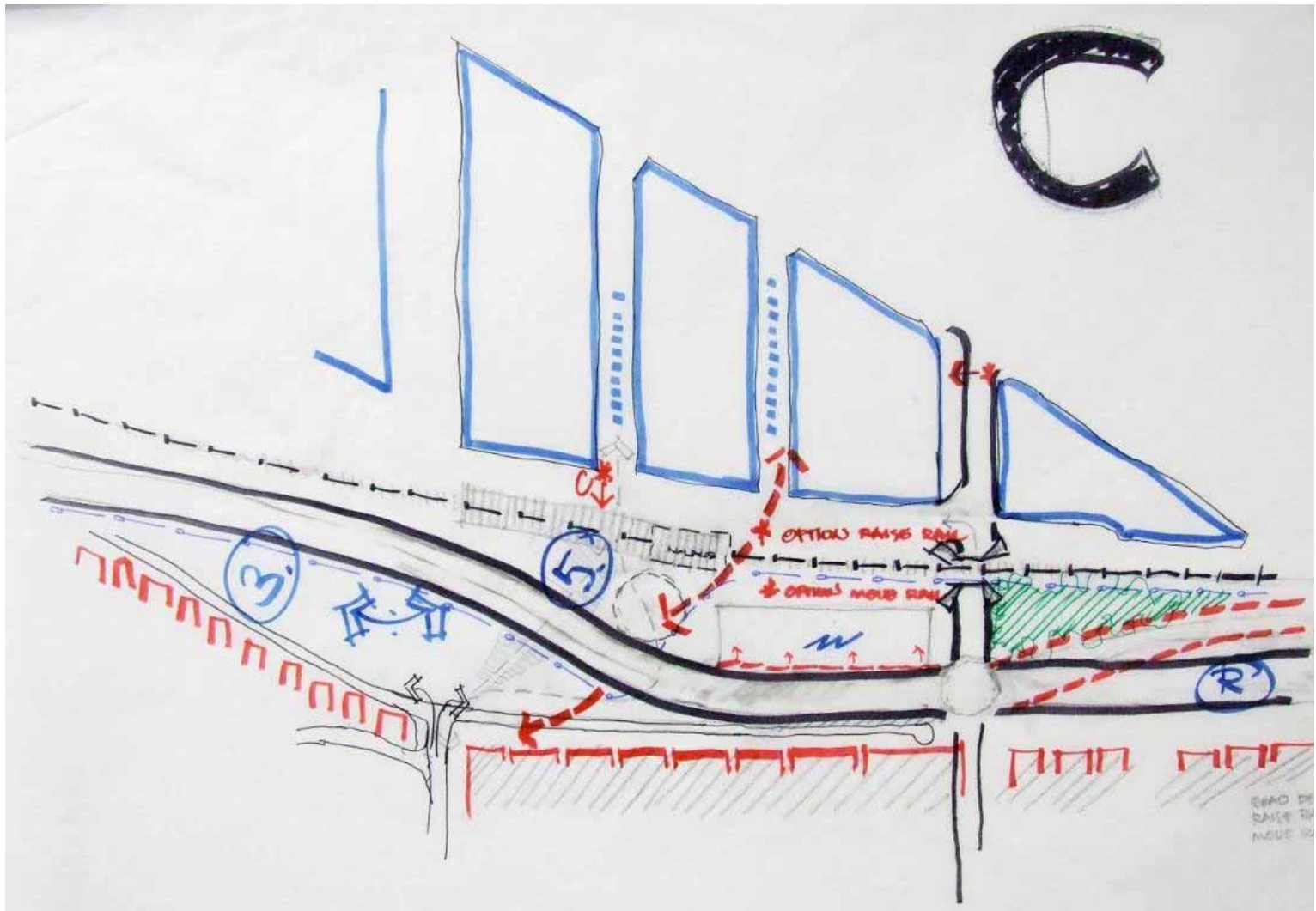
Four potential arrangements for Curtin Avenue and the railway line were presented to workshop participants as a starting point. Participants divided into four groups to explore the pros and cons for each option.



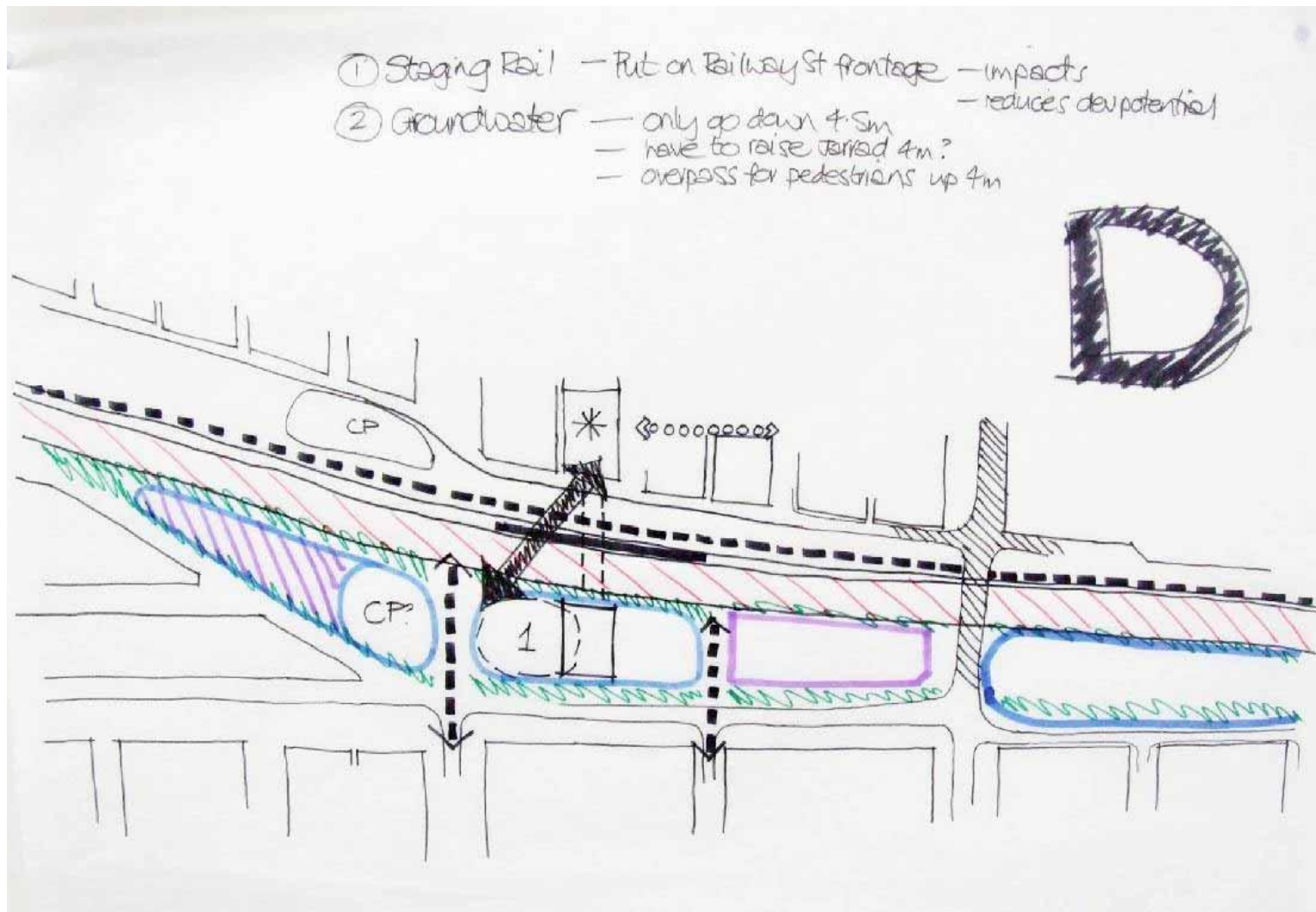
The above is a photograph of the original version of Option A prepared by the participants during the workshop. This option involves sinking the rail on a new alignment and retaining Curtin Avenue on its current alignment. Potential development is shown constructed over the rail. This image was presented at the public forum on the night of the workshop. A more refined version appears in the bulk of this report.



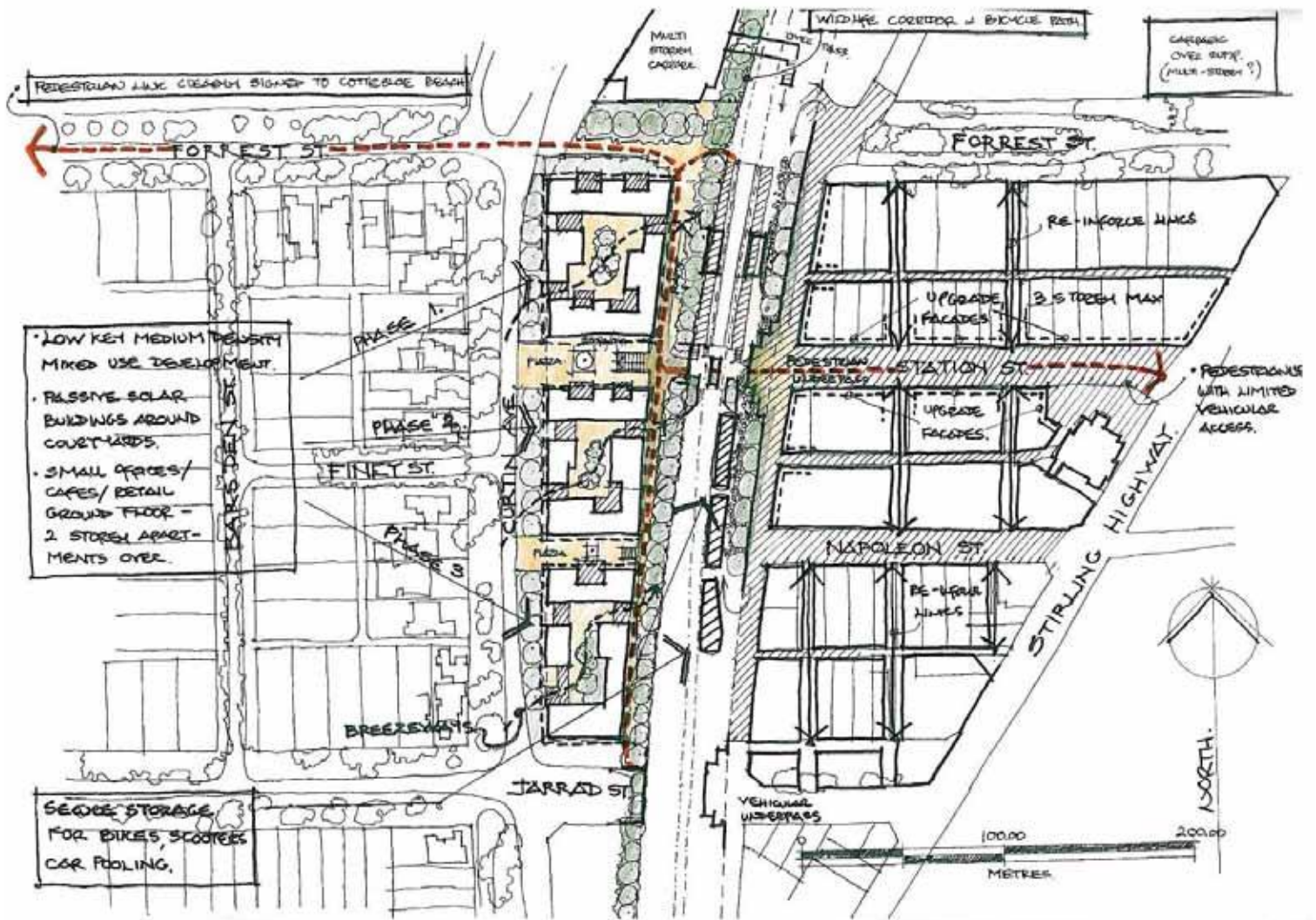
The above is a photograph of the original version of Option B prepared by the participants during the workshop. This option involves co-locating Curtin Avenue and the rail line. A major pedestrian underpass connects the town centre to the western neighbourhood. Jarrad Street becomes an underpass. This image was presented at the public forum on the night of the workshop. A more refined version appears in the bulk of this report.



The above is a photograph of the original version of Option C prepared by the participants during the workshop. This option involves a realigned Curtin Avenue west of the Western Power site and the rail overpassing Jarrad Street. A major pedestrian underpass connects the town centre to the western neighbourhood. This image was presented at the public forum on the night of the workshop. A more refined version appears in the bulk of this report.



The above is a photograph of the original version of Option D prepared by the participants during the workshop. This option involves combining and lowering the road and rail east of the Western Power site. A major pedestrian underpass connects the town centre to the western neighbourhood. This image was presented at the public forum on the night of the workshop. A more refined version appears in the bulk of this report.



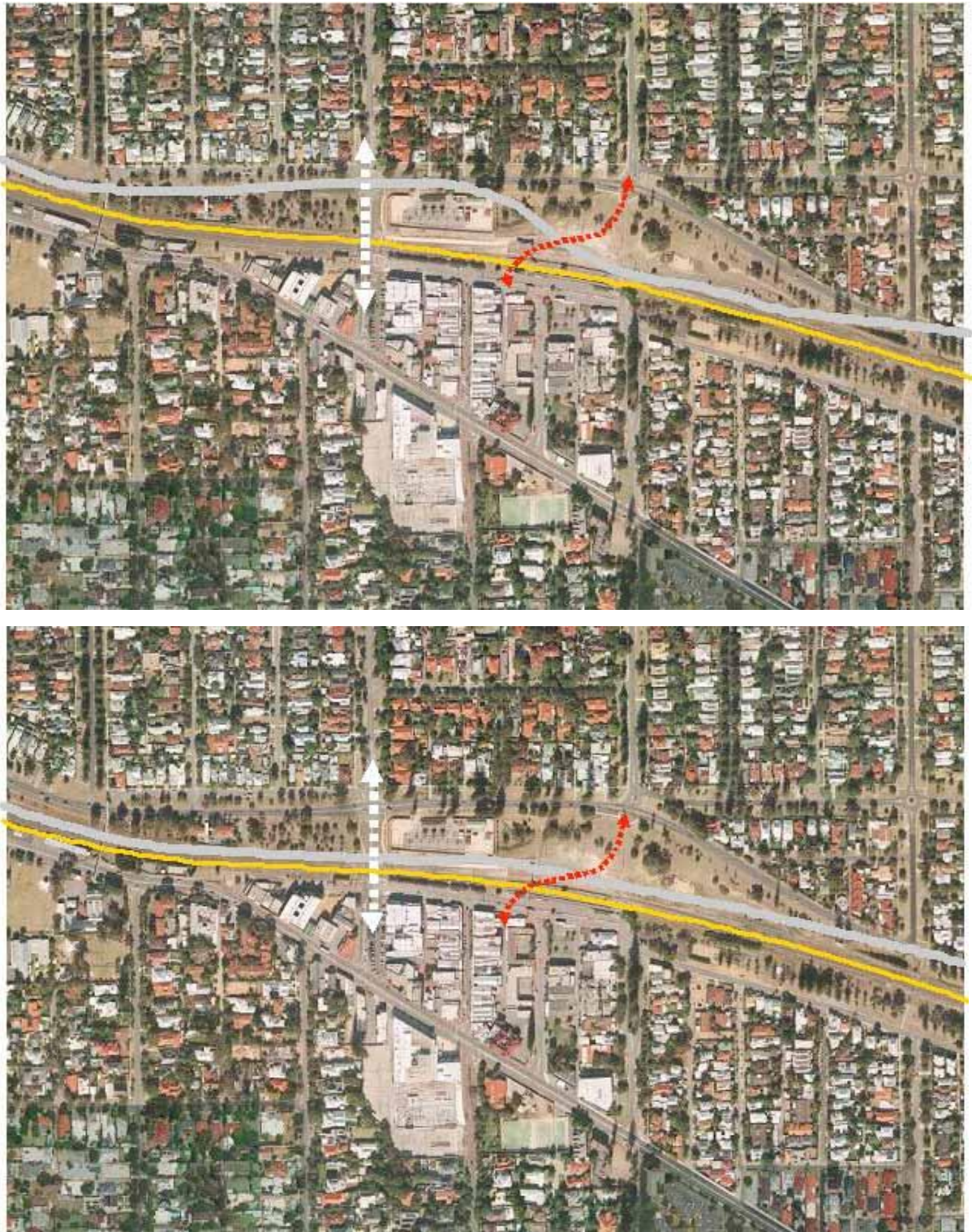
This drawing was produced by one of the workshop participants. It shows Curtin Avenue remaining in its current alignment and the rail overpassing Jarrad Street. A prominent pedestrian underpass is shown opposite Station Street and a continuous green corridor follows the rail. This drawing encapsulates and improves on many of the attributes of Option C.



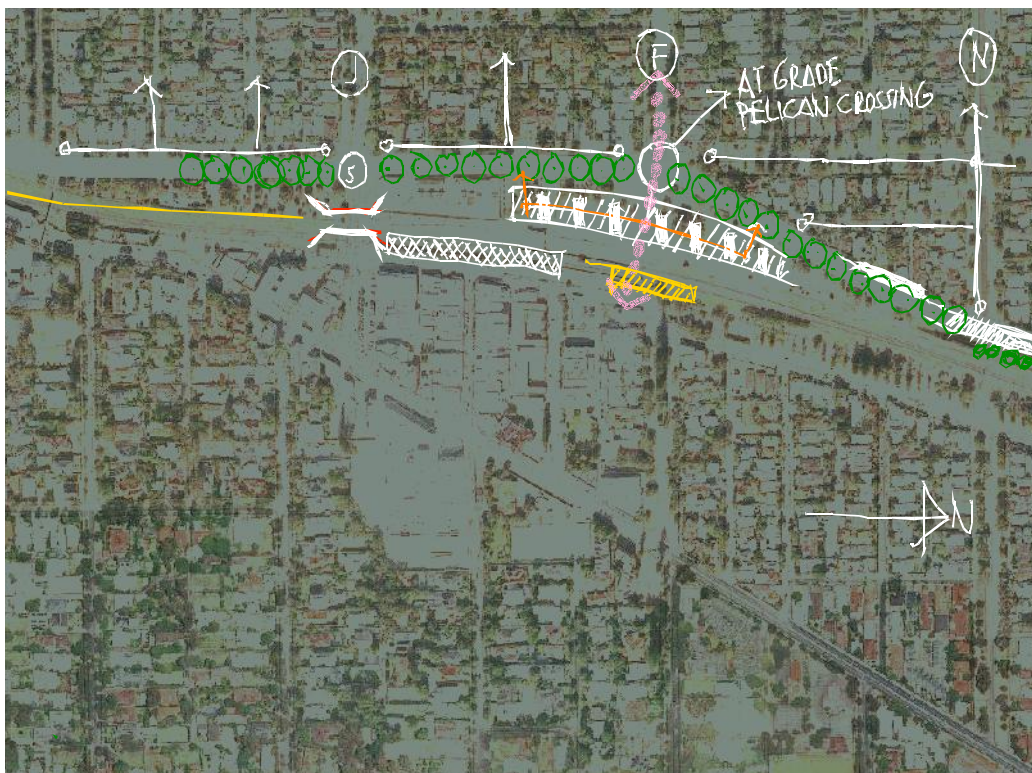
Computer models of the options involving trenching were prepared during the workshop for participants to observe the impacts. In the images above the top model depicts a trenched rail option and the bottom image depicts a combined road and rail option.



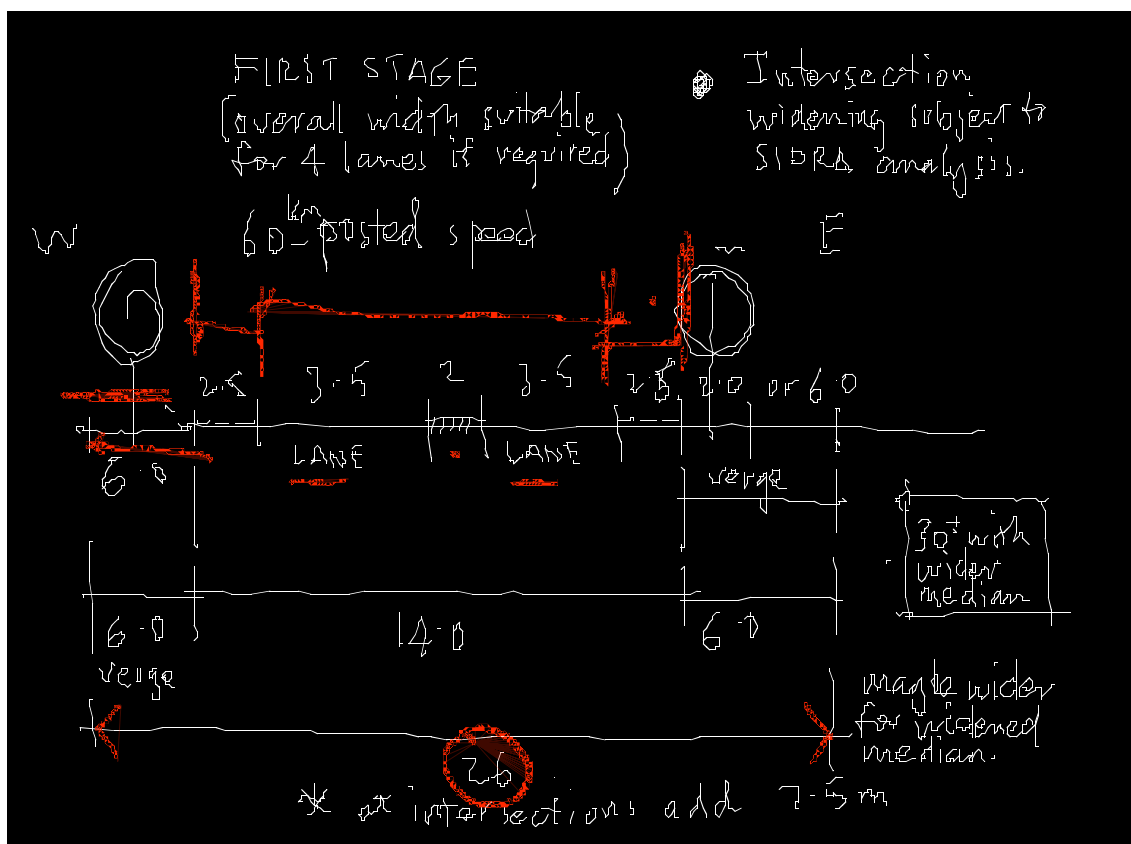
The above images depict options developed by the Perth Transport Authority. The top left image shows Curtin Avenue realigned eastward and trenching next to the rail line. Jarrad Street remains an at-grade crossing. The bottom left images shows Curtin Avenue and the rail line co-located and raised to enable Jarrad Street to become an underpass. The images to the right show their interpretation of how the Jarrad Street underpass would be treated.



During the response workshop the above images were prepared to allow participants to discuss further the options associated with Curtin Avenue's alignment. Curtin Avenue alignments are shown in grey and the rail line is yellow. Two east west connection points are shown firstly, for cars at Jarrad St and secondly, for pedestrians to connect via Forrest St.



The above are images of two drawings produced through group discussion with participants who were deliberating over the pros and cons of Curtin Avenue's alignment. The top option shows Curtin Avenue realigned but remaining west of the Western Power site. The bottom image shows Curtin Avenue remaining on its present alignment with a reconfigured width.



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GUIDING PRINCIPLES

Improve connectivity and accessibility to train station

Achieve grade separate crossing at Jarrad Street

Allow for appropriate development to occur around train station

Provide east/west connection below railway

Improve parking around train station

Improve levels of personal safety

Ensure town centre is not isolated by upgraded Curtin Avenue

Develop financially realisable solutions

Maintain green corridor

Provide regional cycle link



At the end of the railway land workshop the participants agreed to a set of overall guiding principles which were recorded in the above image.

Cottesloe Foreshore



WHAT NEEDS TO BE DONE

- Improve pedestrian experience
- Improve access to the beach
- Improve interface between private and public domain
- Increase range of available outdoor activities
- Minimise intrusiveness of public parking
- Provide more shade
- Provide more grassed areas close to the beach
- Rejuvenate public infrastructure



At the commencement of the Foreshore Workshop the participants were required to list what they felt were the major issues that needed to be dealt with. The above is the slide produced for discussion at the public forum following the first day of the Foreshore Workshop.



A townscape study was undertaken which included establishing important public view sheds, street edges, high points in the topography and areas of open space or landscape.

VISUAL SENSITIVITY

Views from public places will be retained and reinstated

The visual character of coastal towns and cities will be protected

Ref: Coastal Design Guidelines for NSW 2003



FORESHORE BUILDING HEIGHTS

Locations close to the foreshore or sites visible from beaches are not appropriate for tall buildings

Generally buildings close to foreshore edges are up to three storeys

Heights are subject to place specific urban design

Buildings avoid overshadowing of public open spaces, the foreshore and beaches

Ref: Coastal Design Guidelines for NSW 2003



Foreshore and coastal planning and design principles used in other parts of Australia were presented at the workshop to provide relevant and recent deliberations by others focussing on similar issues.



The interface between the foreshore and beach was an important part of the Foreshore Workshop and many photos were taken looking back from the beach. These images show the lawn slopes and terraces that give Cottesloe much of its character. The site of the Indiana Tea House features in many of the beach-side photographs because it forms such an integral part of Cottesloe Beach.



The extent of public car parking to the west of Marine Parade was one of the major concerns to workshop participants because it blocks the ocean view and vastly underutilises a valuable public amenity. The general trend of discussion was that some public parking is essential for those wishing to stop and take in the view or for people needing closer access. It was however decided by the participants that the majority of the parking should be relocated to another site.

— We need better alfresco areas



A major driving force which shaped the outcome of the Foreshore Concept Plan was the need to provide more opportunities for alfresco dining along Marine Parade. Participants described the existing footpaths as being too narrow and the general ambiance of the area facing Marine Parade was hardly conducive to good alfresco opportunities. Providing this opportunity is one of the reasons why the Foreshore Concept Plan suggests that Marine Parade be moved westward and its shape curvilinear. The resultant wider footpaths give ample opportunity for good quality streetscape and public use.



A number of other foreshore locations were presented in order to open up discussion about the desired character of the Cottesloe foreshore. These images show a range of topographies and landscape in addition to a range of different building sizes and locations in relation to the beach. A discussion about these images formed part of the public forum held during the Foreshore Workshop.

The solution – the People's Beach

Well designed, temporary (spring/summer season) on-beach facilities – providing access, shade, drink, food and a cultural experience

- **Access**
 - Wooden ramp from car park to on-beach café
- **A Place to Shade**
 - Covered sit areas outside
 - A place to sit inside
- **A Place to get a Drink (Non Alcohol)**
- **A Place to Eat**
- **Cultural Centre**
 - Local artist space
 - Local musician podium
 - Local historic perspectives - exhibition

The need – access, shade and facilities

Better beach access for families, aged, disabled (and everyone)

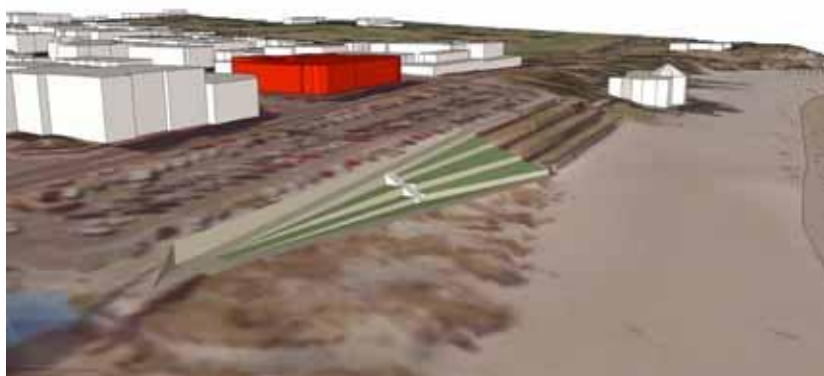
Better protection from the UV rays

- **Families**
 - Strollers and young children
- **Aged**
 - Beaches are a challenge to walk on
- **The Disabled**
 - Wheelchairs cannot travel on a beach
- **For Everyone!**
- **UV Rays – Skin Cancer**
 - Long exposure to direct sun is not healthy



The People's Beach

5



The desire to create a universally accessible beach was very strongly supported by participants. The Foreshore Workshop benefited from a presentation by a member of the public who attended the open forum. Many innovative ways to open up the beach were presented.



A three dimensional computer model was developed for the whole foreshore study area. The images above show the two hotel sites in red. Production of this overall model enables workshop participants to study the whole area from any angle or altitude.



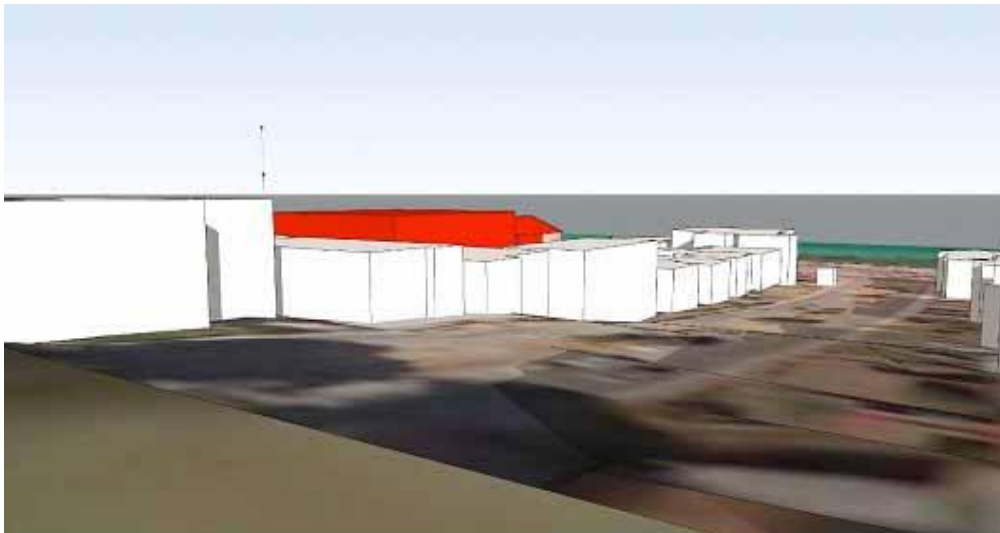
Above is a photographic record of the final drawing produced by the group working on the foreshore. A more refined version of this sketch is found in the body of the report.

Cottesloe Beach Hotel





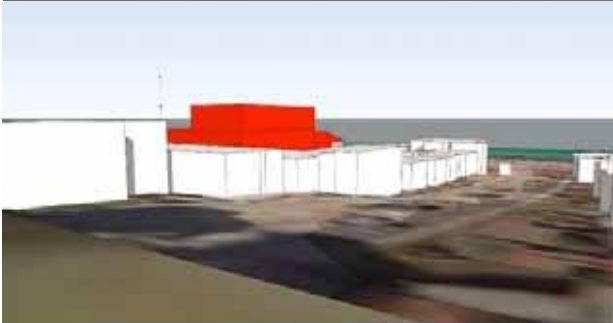
The Cottesloe Beach Hotel was photographed from every angle prior to the EBD. This allowed participants to view the building in its context and to sketch over the images as an aid in exploring the impacts of design decisions. One of the most valuable contributions made by the photos above is their demonstration of the Marine Parade streetscape.



12m high



18m high



21m high



32m high



14.5m high

The impact of development height on the Cottesloe Beach Hotel site was studied using these computer models developed during the workshop. The series depicts potential developments scenarios. The viewing position for this particular series is the front edge of the Cottesloe Civic Centre gardens looking down Warnham Road. This study series is determining at what height a building will break the horizon line. The inset shows that 14.5m is the breaking point.



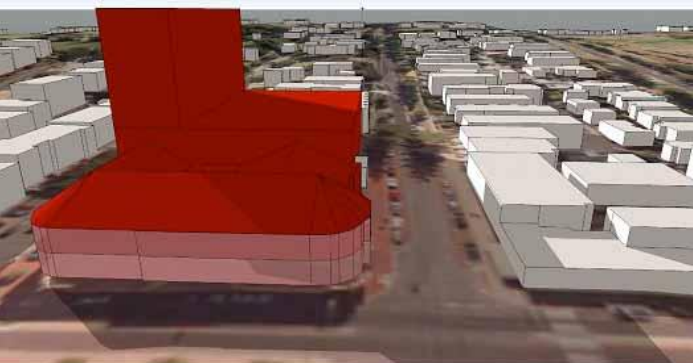
12m high



18m high



21m high



32m high

Floor-to-floor heights vary between developments. The heights used here approximately equate to 3, 4, 5 and 8 floors respectively.

Shadows cast by buildings have a significant impact upon their surrounds. A computer model showing these impacts at various heights for specified times of the day and year were developed during the workshops. In this case the series is studying the impact of building shadow on John Street during winter months when solar access is most desirable. The series depicts a range of setbacks for buildings as they achieve greater height.



CBH S 620am



CBH S 620am



CBH S 62.0am

This series shows a range of possible site planning options for the Cottesloe Beach Hotel. Depicted is only a sample of the models developed during the workshop. The aim was to explore shadow impacts of different building heights and orientations. These images show the impacts in the early morning during June on the foreshore and the beach.



A visual recession plane was used on the Cottesloe Beach Hotel to determine the depth of setback required if a fourth floor was proposed on this site. Following the construction of this model the majority of participants agreed that a fourth floor on this site should only be positioned on the Warnham Road edge. The purpose of these recession planes is to assess and minimise the dominance of building height on pedestrians in the surrounding streets.



These two images show the use of photo montage to test the visual impact of a five storey (18m) building on the Cottesloe Beach Hotel site. The viewing position is the very front edge of the lower terrace associated with the Civic Centre gardens looking down Warnham Road. The building was developed as a computer model for accuracy of height and position then inserted into the image. It is interesting to see how the fifth floor interrupts the horizon line. Maintaining continuity of the horizon line was regarded by the majority of participants as being an important principle. These images also demonstrate how the building heights generally follow the slope of the land toward the sea, which is part of the Cottesloe visual character, and when taller buildings are developed they tend to break this flow.



In these two images the viewing position of the Cottesloe Beach Hotel site was moved to the steps of the upper terrace of the Civic Centre gardens. A five storey (18m) computer model was inserted into the picture and the trees digitally 'removed' to enable the building to be seen. In this case, the additional height and distance of the viewing position revealed that when viewed from the higher terrace the building did not interrupt the horizon line. More participants felt that the lower terrace was the most prominent public viewing point and the view from there needed to be accordingly protected. Some participants, however, felt that the higher terrace was the most important viewing point and did not consider that some limited breaks in the horizon line overly detracted from the view.

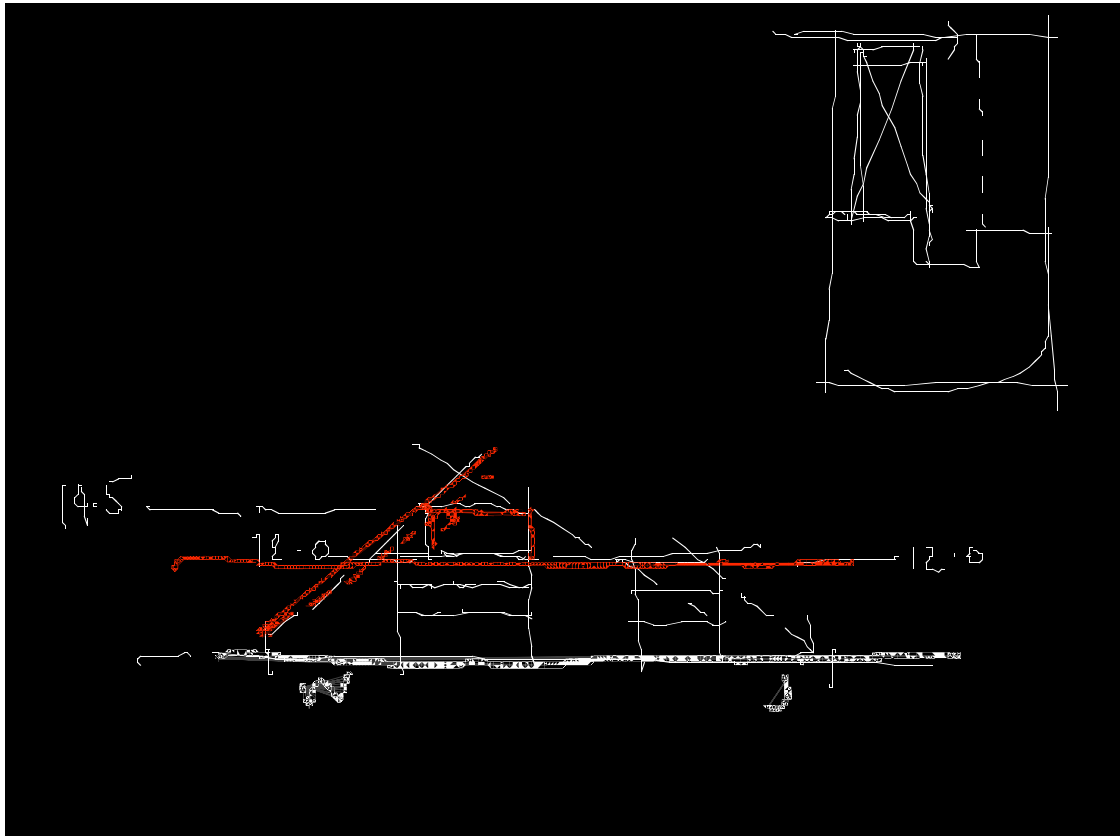


The impact of additional building bulk on the Cottesloe Beach Hotel site was also studied from the Marine Terrace perspective. In these images a potential three storey building (12m) with a four storey (15m) section facing Warnham Road is inserted on the site. Also, a three storey (12m) high mass representing possible future redevelopment of the site to the south of John Street is modelled to see what impact three storeys along Marine Parade will have on the view of a fourth floor of the Cottesloe Beach Hotel site although it is acknowledged that the façade would unlikely be as bland as the view shown here.

Cottesloe Beach Hotel Impacts Matrix

Height	Heritage Approx 11m ridge	Shadows in public realm & adjoining property Winter June 9.30am	Views from Public Realm 'Terrace' Valuable community space	Environment • Cross Ventilation • N/S orientation	Cottesloe Grain Streetscape	Uses and floor space
12m Height Based on RL 14.4 On model SE corner on John St AHD 26.4	Height does not dominate heritage building Can be connected have interface	No additional impact than existing hotel –on John St corner, Marine Parade, foreshore	No impact on ocean blue	Internal courtyard possible	If articulated	Min. 50 short stay rooms Hotel – viable Higher P.R 1.5? Less compliance with urban consolidation
14.5m Height Allows 4 storeys AHD 28.9	Some separation from heritage form	Set back from John St 6m No additional impact	Some impact on ocean blue Can still see horizon	Internal courtyard possible	If set back and fragmented	P.R 2.0?
21m Height / 5 storey policy AHD 35.4	Includes set back from Marine Parade	Set back from John St 16.5m No added impact	Above horizon Lose ocean blue	Eliminates courtyard potential	Street scale issues and impact on east neighbour	More compliance with urban consolidation
32m Height AHD 46.4	Higher degree of impact Separation essential	Impact on public realm	Well above horizon lose ocean blue	Reduced opportunity for cross ventilation	Increased negative impact on streetscape and neighbours Not village character	Good views for higher floor residential and hotel

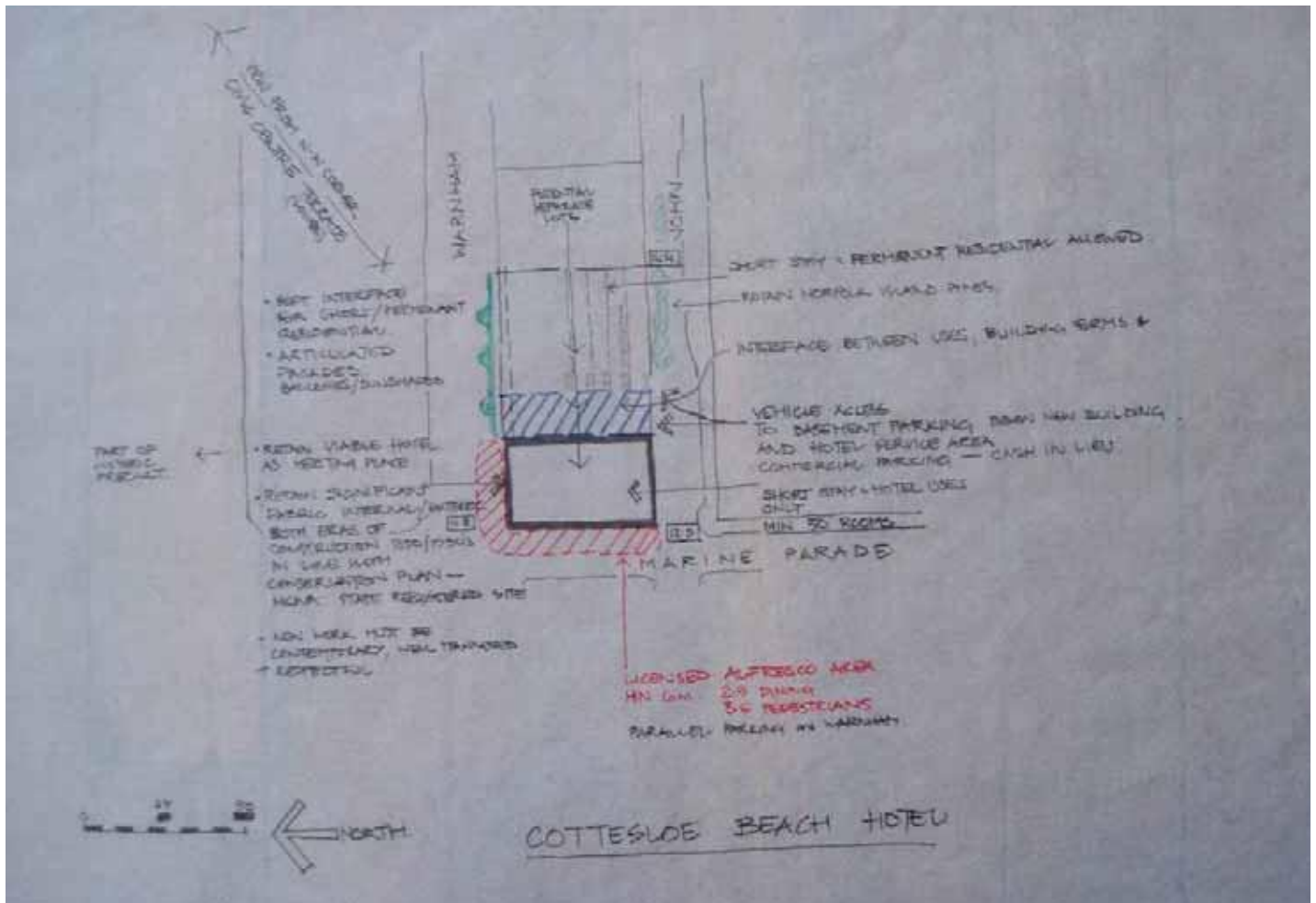
The group working on the Cottesloe Beach Hotel site developed a matrix to summarise their thoughts about the impact of building height on this site. An overall framework for ranking issues was used by the whole workshop and this site specific matrix helped in the evaluation process.



CRITICAL URBAN DESIGN PRINCIPLES FOR CBH

- Retain and revitalise existing Hotel
- Not permitted to build over existing hotel
- Permanent residential permitted at rear of hotel
- Work within prescribed height limits
- Interactive ground floor retail/commercial to Marine Parade
- Maintain hospitable interface with adjoining properties

At the conclusion of the study associated with the Cottesloe Beach Hotel site the participants agreed on a fundamental set of critical urban design principles which included defining overall height limits and recession planes. The above images are from the recordings of that final discussion.



Above is a photographic record of the final drawing produced by the group working on the Cottesloe Beach Hotel site. A more refined version of this sketch is found in the body of the report.

Ocean Beach Hotel site





The Ocean Beach Hotel site was studied from many positions. The tallest building along Marine Parade (the 'Chocolate Box', now painted yellow) is within this site and it features prominently in most of the images. It is approximately 18m above Marine Parade, excluding the taller front portion housing the lifts. Of particular interest is the impact on the beach of a six storey building in this position. One of the above images also serves well to demonstrate the outcome of placing six storey buildings adjacent to three storey buildings. One of the important objectives to come from the workshop deals with the issue of taller buildings being placed with sympathy for lower buildings. These images also show the lost opportunity, on this particular site, to develop this important entry corner in a way that reinforces its prominence.



Chocolate box and proposed 5 levels



OBH 5 levels at W noon



OBH Envelope



OBH with 5 levels at 5:30am



Computer modelling was used extensively on the Ocean Beach Hotel site in order to test the impacts of taller buildings. These images show a 'tent' structure which measures the extremities of possible building heights based on visual recession planes taken at pedestrian eye level 1.5m high on the opposite sides of each adjoining street. The yellow buildings are modelled at three storeys (12m). The existing 'Chocolate Box' building is shown in red and the white buildings are five storeys (18m). The blue building is eight storeys (32m) and it can be seen how much it projects beyond the 'tent' and would be seen from the opposite side of the street. These models were also used to study shadow impacts shown in subsequent images.



OBH W noon



OBH S 630am



OBH W12 noon



OBH S 630am



OBH S 630am



OBH W noon



OBH S 630am



OBH W noon



OBH W noon

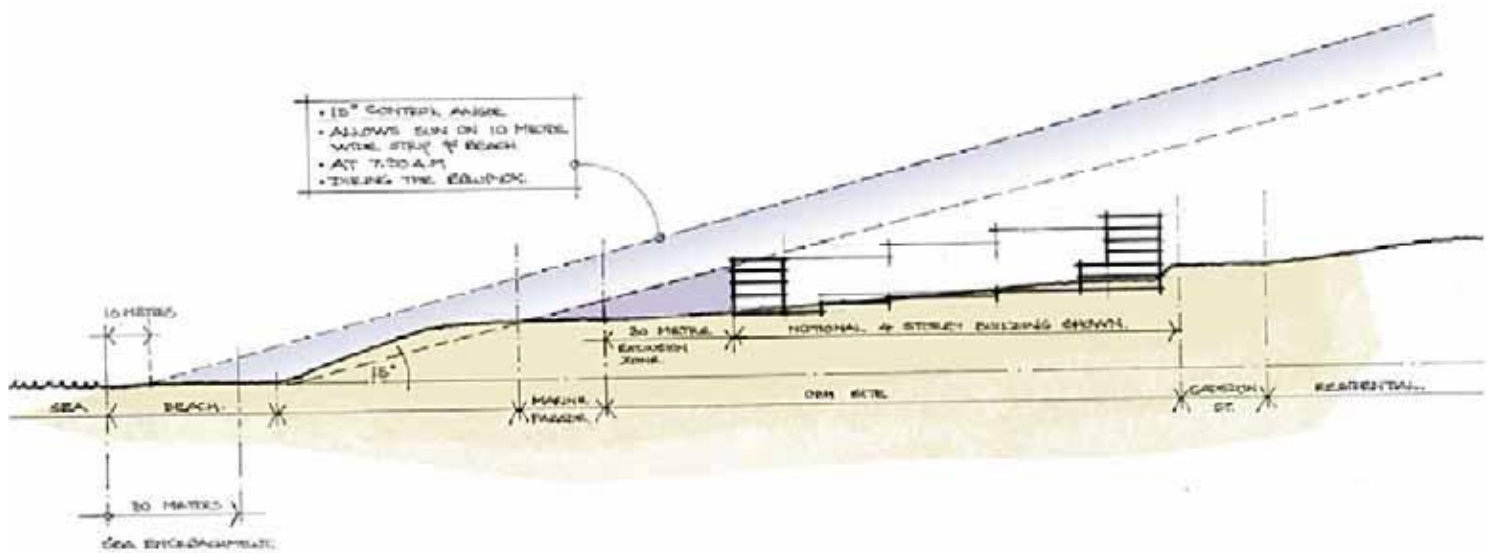


OBH S 620 am

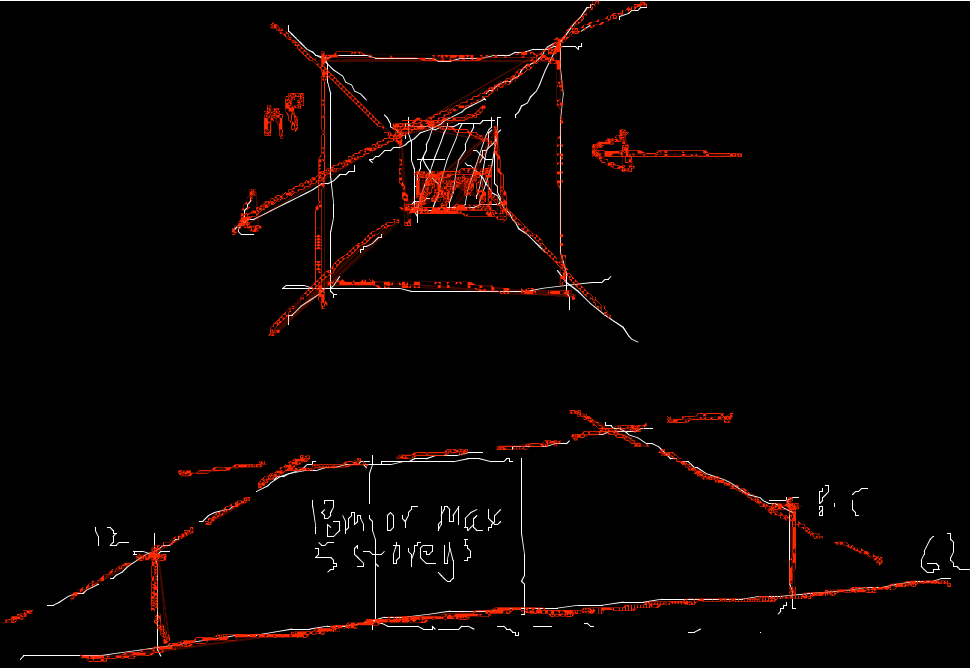
The Ocean Beach Hotel site is extensive and may not be developed as a single development. It was therefore necessary to produce a range of possible site planning arrangements and building heights to test the impacts of overshadowing in a variety of circumstances.



The above photographs show the Ocean Beach Hotel site viewed from the upper terrace of the Civic Centre gardens. The top image shows the existing 'chocolate box' building. The bottom image shows the 'chocolate box' removed and a building of similar height inserted further back into the site and within the development 'tent' defining the site's upper limits.




Additional height studies were done for the Ocean Beach Hotel site looking at four storey buildings overall with a variety of site planning permutations. The majority of participants concluded that an overall limit of three storeys was preferred and that the site planning should reflect the smaller town blocks further south along Marine Parade.



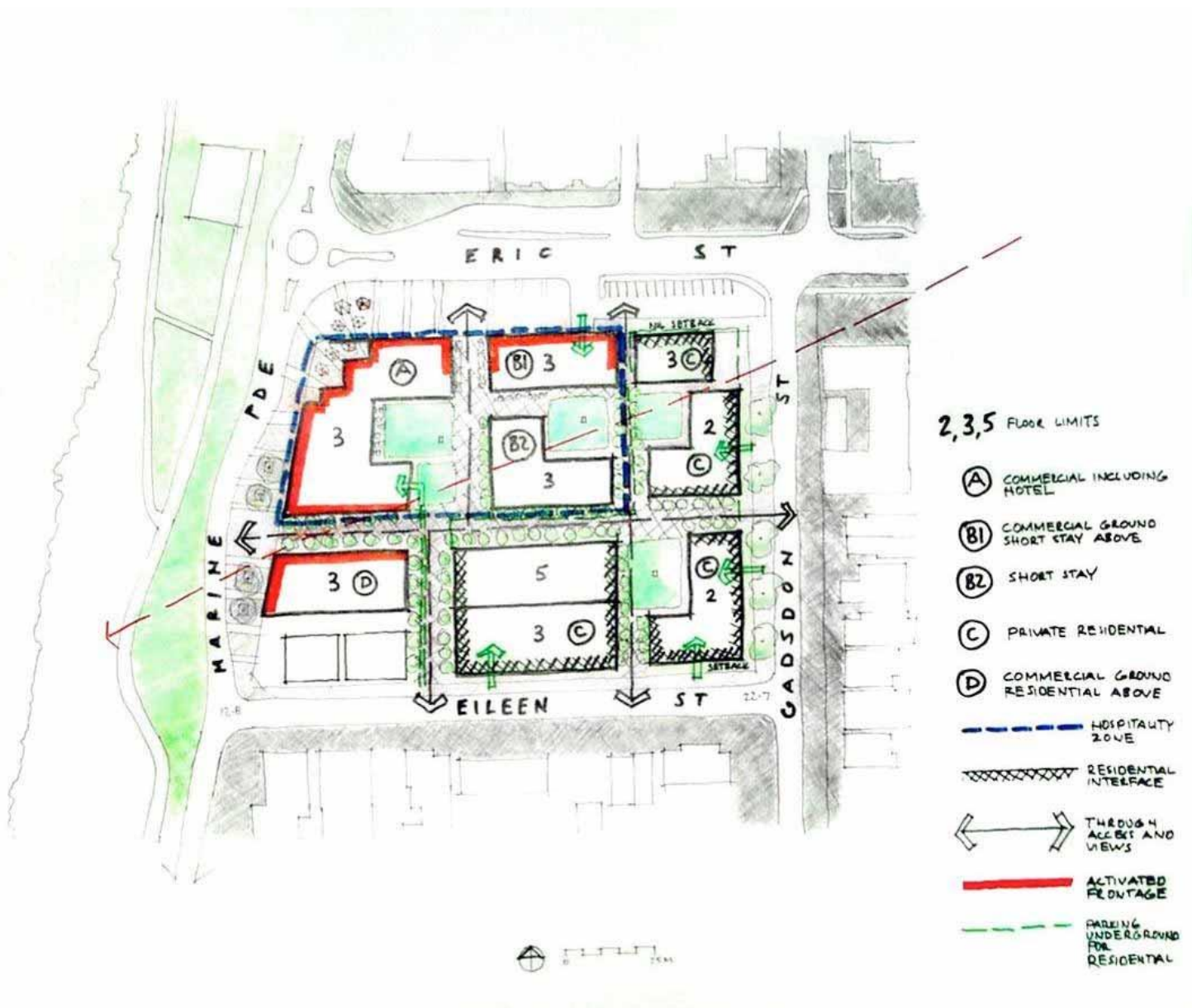
CRITICAL URBAN DESIGN PRINCIPLES FOR OBH

- Develop fine grained street frontages
- Provide hotel/tourism accommodation
- Interactive ground floor retail/commercial to Marine Parade and Eric Street
- Maintain hospitable interface with adjoining properties
- Work within prescribed height limits

* Provided the current 'chocolate box' building is demolished



At the conclusion of the study associated with the Ocean Beach Hotel site the majority of participants agreed on a fundamental set of critical urban design principles which included defining overall height limits and recession planes. The above images are from the recordings of that final discussion.

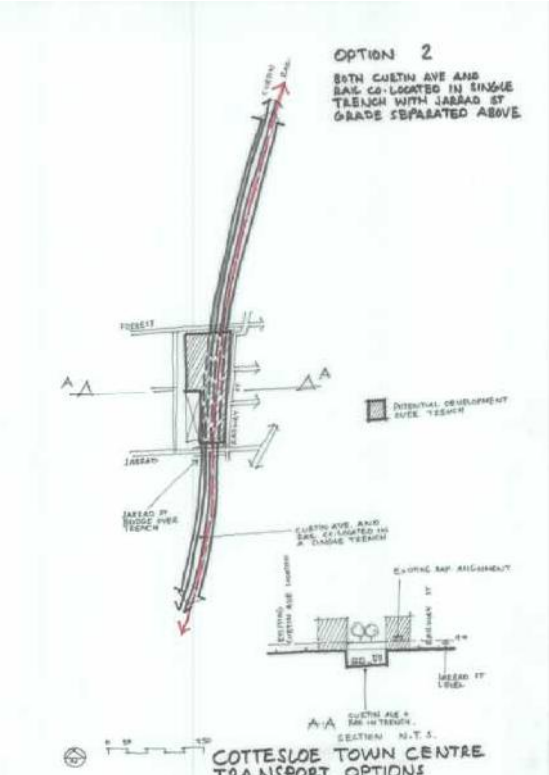


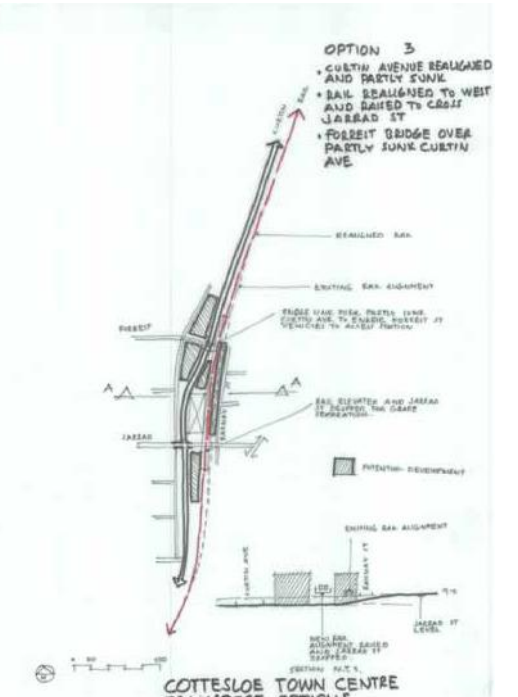
Above is a photographic record of the final drawing produced by the group working on the Ocean Beach Hotel site. A more refined version of this sketch is found in the body of the report.

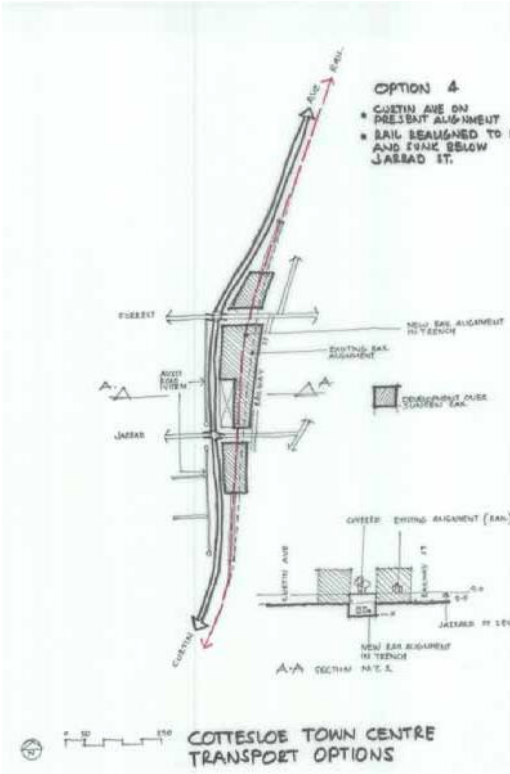
APPENDIX III: Costing information


Note: the option numbers 1-5 are for the purpose of the costings exercise – the relevant alternative option numbers as identified in the EbD and referred to in the Hames Sharley report are also mentioned.

<i>Option</i>	<i>Description</i>	<i>Estimated Cost</i>
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Option 2	<p>Curtin Avenue and the railway in a trench east of the Western Power sub-station, with Jarrad Street grade-separated above.</p> 	\$193.826m
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Option 3	<p>Partially realigned current Curtin Avenue north of Western Power sub-station and grade separation between Forrest Street and Curtin Avenue. Rail raised.</p>  <p>OPTION 3</p> <ul style="list-style-type: none"> • CURTIN AVENUE REALIGNED AND PARTLY SUNK • RAIL REALIGNED TO WEST AND RAISED TO CROSS JARRAD ST • FORREST BRIDGE OVER PARTLY SUNK CURTIN AVE <p>REALIGNED RAIL</p> <p>EXISTING RAIL ALIGNMENT</p> <p>GRADE SEPARATION, PARTLY SUNK CURTIN AVE TO EXISTING TUNNEL AT JARRAD ST</p> <p>RAIL REALIGNED AND JARRAD ST GRADE SEPARATION</p> <p>POTENTIAL FUTURE DEVELOPMENT</p> <p>EXISTING RAIL ALIGNMENT</p> <p>JARRAD ST LEVEL</p> <p>NEW RAIL ALIGNMENT RAISED AND JARRAD ST GRADE SEPARATION</p> <p>COTTESLOE TOWN CENTRE TRANSPORT OPTIONS</p>	\$45.1m
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Option 4	<p>Curtin Avenue upgraded on its current constructed alignment, with the railway lowered and realigned to the west.</p>  <p>OPTION 4</p> <ul style="list-style-type: none">* CURTIN AVE ON PRESENT ALIGNMENT* RAIL REALIGNED TO WEST OF JARRAD ST. <p>FOREST</p> <p>JARRAD</p> <p>CURTIN AVE</p> <p>RAIL</p> <p>NEW RAIL ALIGNMENT IN TRENCH</p> <p>EXISTING RAIL ALIGNMENT</p> <p>OVERPASS OVER CURTIN AVE</p> <p>GREENFIELD EXISTING ALIGNMENT (RAIL)</p> <p>CURTIN AVE</p> <p>JARRAD ST</p> <p>NEW RAIL ALIGNMENT IN TRENCH</p> <p>JARRAD ST</p> <p>A-A SECTION N.E.S.</p> <p>0 50 100</p> <p>COTTESLOE TOWN CENTRE TRANSPORT OPTIONS</p>	\$143.351m
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Option 5	<p>Former Subway Option (WAPC preferred option) with Curtin Avenue realigned alongside the railway and both raised over Jarrad Street.</p> 	\$40.333m
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Notes:

- ∞ Options 1 and 3 will have the rail 4 metres above the existing Jarrad Street and relocated on the vacant land between the Western Power sub-station and the existing railway line. Note that the existing Jarrad Street will be lowered by 2.5 metres.
- ∞ Option 2 – the extent of tunnel for both road and rail is as per the supplied rail profile (i.e., Salvado Street to 150m north of Napier Street). No level changes to the existing Jarrad Street.
- ∞ Option 2a (5) – Subway Option – road and rail 2 metres above the existing Jarrad Street. Note that Jarrad Street will be lowered by 4.5 metres.
- ∞ Option 4 – the extent of tunnel for rail is as per the supplied rail profile (i.e. Salvado Street to 150m north of Napier Street). No level changes to the existing Jarrad Street. No change to the existing Curtin Avenue both vertical and horizontal.

Rawlinsons (w.a.)

QUANTITY SURVEYORS & CONSTRUCTION COST CONSULTANTS

1141 Hay Street, West Perth, Western Australia, 6005

P.O. Box 145, West Perth, Western Australia, 6872

Tel: (08) 9321 8951 Fax: (08) 9481 1914

PMcE/lbh

February 16, 2009

The Manager
Main Roads Western Australia
P.O. Box 6202
EAST PERTH WA 6892

Attention: Mr. D. Van Den Dries

Dear Sir,

COTTESLOE TOWN CENTRE TRANSPORT OPTIONS

We have, on a comparative basis, estimated the costs of these works from freehand sketches, aerial photographs, discussions and a site visit.

		\$
OPTION 1		
1.0	Curtin Avenue upgraded on existing alignment between Salvado Street and 150m beyond Napier Street	2,100,000
2.0	Jarrad Street vertical re-alignment	700,000
3.0	Railway Street vertical re-alignment	600,000
4.0	Demolish existing and construct new station	11,500,000
5.0	Cut into existing up and down mains and install new track work, overheads, communications and signals as permanent rail alignment. Remove existing	4,700,000
6.0	Rail bridge	3,880,000
7.0	Allowance for road detours during construction	500,000
8.0	Allowance for relocation of services	4,000,000
9.0	Temporary level crossing at Forrest Street	1,000,000
10.0	Design contingency 15%	4,347,000
11.0	Construction contingency 15%	<u>4,999,000</u>
	Subtotal	38,326,000
	Professional fees	<u>4,599,000</u>
	TOTAL	<u>42,925,000</u>

....12

Main Roads

-2-

February 16, 2009

		\$
OPTION 2		
1.0	Re-align Curtin Avenue between Salvado Road and 150m beyond Napier Street	4,480,000
2.0	Temporary level crossing at Forrest Street	1,000,000
3.0	Re-align existing track work to new horizontal alignment in common trench	11,680,000
4.0	Temporary station	3,500,000
5.0	Common trench for new rail and road alignment including cover over Jarrad Street to Forrest Street	82,200,000
6.0	Demolish existing station and overpass and construct new underground station	26,000,000
7.0	Allowance for road detours	1,000,000
8.0	Allowance for service diversions	1,000,000
9.0	Design contingency 15%	19,629,000
10.0	Construction contingency 15%	<u>22,573,000</u>
	Subtotal	173,062,000
	Professional fees	<u>20,764,000</u>
	TOTAL	<u>193,826,000</u>

OPTION 3

All as OPTION 1, but with grade separation between Forrest Street and Curtin Avenue

1.0	As Option 1	26,980,000
2.0	Forrest Street/Curtin Avenue grade separation	1,500,000
3.0	Design contingency 15%	4,572,000
4.0	Construction contingency 15%	<u>5,258,000</u>
	Subtotal	40,310,000
	Professional fees	<u>4,837,000</u>
	TOTAL	<u>45,147,000</u>

.../3

Main Roads

-3-

February 16, 2009

	\$
OPTION 4	
1.0 Curtin Avenue upgraded on existing alignment between Salvado Street and 150 metres beyond Napier Street	2,100,000
2.0 Temporary level crossing at Forrest Street	1,000,000
3.0 Redesign existing trackwork to new horizontal and vertical alignment in trench	11,680,000
4.0 Trench approximately 12m wide including cover	57,000,000
5.0 Demolish existing station and construct a new underground station	20,000,000
6.0 Allowance for road detours	4,000,000
7.0 Allowance for service diversions	1,000,000
8.0 Design contingency 15%	14,517,000
9.0 Construction contingency 15%	<u>16,695,000</u>
Subtotal	127,992,000
Professional fees	<u>15,359,000</u>
TOTAL	<u>143,351,000</u>

.../3

Main Roads

-4-

February 16, 2009


OPTION 5 (also known as OPTION 2a)

1.0	Construct and later remove temporary deviation, 2 turnouts and approximately 350 tm long aligned over future road bridge including overheads, communication and signals, etc.	4,240,000
2.0	Temporary level crossing at Forrest Street	1,000,000
3.0	Remove existing track work at position of future rail bridge approximately 50 tm long including overheads, etc.	200,000
4.0	Ditto at position of future platform extension	200,000
5.0	Construct rail and road bridge approximately 25 span	4,240,000
6.0	Construct Curtin Avenue on new horizontal and vertical alignment between Salvado Street and 150m beyond Napier Street	9,050,000
7.0	Jarrad Street vertical re-alignment to provide 4.6m clearance under road and rail bridge	700,000
8.0	Railway Street vertical re-alignment to suit Jarrad Street	600,000
9.0	Extend platform and upgrade Cottesloe Station	3,000,000
10.0	Allowance for road detour during bridge construction	1,000,000
11.0	Allowance for relocation of services	3,000,000
12.0	Design contingency 15%	4,085,000
13.0	Construction contingency 15%	<u>4,697,000</u>
	Subtotal	36,012,000
	Professional fees	<u>4,321,000</u>
	TOTAL	<u>40,333,000</u>

The estimates exclude:

- G.S.T.
- Principal's direct costs

Yours faithfully,



Director
RAWLINSONS (W.A.)

APPENDIX IV: Draft Building Design Controls for Scheme Text

DRAFT BUILDING DESIGN CONTROLS FOR SCHEME TEXT

PROPOSED CORE PROVISIONS:

6.4. Special Control Area 2 – Cottesloe Beach Hotel and Ocean Beach Hotel

6.4.1 The objectives of this Special Control Area are to —

- (a) ensure that development of these sites is compatible with the beachfront location, surrounding development and amenity of the locality; and
- (b) Building Design Controls are formulated to guide and manage built form, bulk and scale, streetscape character, amenity impacts and other relevant considerations accordingly.

For the purpose of Special Control Area 2, contrary to the definition of “Wall height” (a) in Clause 5.7.1, wall height shall be determined in relation to the closest title boundary for street frontages, and wherever a setback is to be applied, to ensure that the existing topography, character and streetscape is retained and to ensure that potential development is based on existing ground levels. (This should be confirmed via site survey prior to finalization of LPS3)

6.4.2 In this Special Control Area, the following development standards or requirements shall apply as Building Design Controls, and shall not be subject to any variation provided for by clauses 5.5 or 7.5 or any other provision of the Scheme. The Building Design Controls comprise specific controls that apply in addition to any other applicable provision or development standard or requirement under the Scheme. Where there is any inconsistency between a specific Building Design Control and any more general provision or development standard or requirement of the Scheme, the more specific Building Design Control shall prevail.

- (a) The height of all development for any use, at the Marine Parade frontage, shall be a maximum of three-storey (12 metres) and avoid -
 - (i) adverse building bulk impacts;
 - (ii) adverse overshadowing impacts; and
 - (iii) adverse streetscape character impacts;
 and shall conform to the requirements for three-storey development as set out in clause 5.7.2;
- (b) the maximum extent of development of each site which may be approved shall comply with the building envelope diagrams for the Cottesloe Beach Hotel and Ocean Beach Hotel sites in Schedule 15, notwithstanding the requirements of Table 2 or any other provision of the Scheme;
- (c) in respect of vehicle parking requirements, the provisions of Table 3 and the Residential Design Codes are modified as follows —
 - (i) Car parking provisions for hotel users shall be in accordance with Table 3 however the 1 space per bedroom is varied for the purpose of hotel/motel accommodation to 0.5 spaces per bedroom. The spaces

are to be held in common on the site for the exclusive use of the occupiers of each room;

- (ii) Grouped Dwelling or Multiple Dwelling use: a maximum of 1 space per dwelling for dwellings of no more than 100 square metres of floor area, and a maximum of 2 spaces per dwelling for dwellings of more than 100 square metres of floor area, with no visitor parking required; and
 - (iii) all other uses: in accordance with Table 3, except that a maximum of 10 per cent of the required spaces shall be provided on-site with the balance being provided as cash in lieu pursuant to Clause 5.8;
- (d) the average dwelling size shall be a maximum of 100 square metres of plot ratio floor area;
- (e) For the Cottesloe Beach Hotel site:
- (i) the maximum height of development shall be four storeys and 15 metres in accordance with the building envelope diagram in Schedule 15, including the following specific measures:
 - ∞ to the Marine Parade frontage, the maximum three-storey height of development;
 - ∞ to the John Street frontage, a maximum height of development of three storeys and 12 metres;
 - ∞ to the Warnham Road frontage, a maximum height of development of four storeys and 15 metres;
 - ∞ to John Street and Warnham Road, the minimum boundary setbacks for development shall be 1.8m for the first two storeys and 3.6m for the third or fourth storeys, however, subject to the approval of the local government, balconies to the second storey may project to the street boundary and balconies to the third storey may project to the 1.8m setback;
 - ∞ any basement for parking which projects above- ground shall conform to the requirements of clause 5.7.1;

all designed so as to avoid adverse building bulk impacts, adverse overshadowing impacts, adverse streetscape character impacts and adverse impacts on public views from the Cottesloe Civic Centre grounds.

- (ii) notwithstanding the use permissions in Table 1, Multiple Dwelling may be permitted as an 'A' use on the rear portion of the site as defined on the building envelope diagram in Schedule 15, but only subject to and concurrently with conservation and redevelopment to the satisfaction of the local government of the existing hotel building on that portion of the site as shown on the building envelope diagram in Schedule 15 as "Hotel", and that redevelopment shall incorporate a minimum of 50 hotel rooms, which shall be managed together with the hotel;
- (iii) no building or structure shall be constructed that protrudes over any portion of the existing hotel building as shown on the building envelope diagram in Schedule 15 with the 'transition' area developed sympathetically to the heritage hotel;

- (iv) no vehicular ingress from or egress to Marine Parade is permitted;
 - (v) subdivision or strata subdivision shall not be permitted unless conservation and redevelopment of the "Hotel" portion of the site as shown on the building envelope diagram in Schedule 15 is carried out to the satisfaction of the local government, and the "Hotel" portion of the site shall remain as one lot and shall not be strata-subdivided; and
- (f) For the Ocean Beach Hotel site:
- (i) the maximum height of development shall be five storeys and 18 metres in accordance with the building envelope diagram in Schedule 15, and no development above three storeys shall be permitted unless the existing hotel accommodation building known as the Chocolate Box fronting Marine Parade is demolished, and including the following specific measures:
 - ∞ to the Marine Parade frontage, the maximum three-storey height of development;
 - ∞ to the Eric Street and Eileen Street frontages, a maximum height of development of three storeys and 12m;
 - ∞ to the Gadsdon Street frontage, a maximum height of development of two storeys and 9m;
 - ∞ to Marine Parade, the minimum boundary setback may be nil, however, a setback or variety of setbacks may be required to the first storey or more, in order to provide for alfresco space, subject to detailed design and the approval of the local government;
 - ∞ to Eric Street and Eileen Street, for non-residential development, the minimum boundary setback may be nil, subject to the approval of the local government;
 - ∞ to Eileen Street and Gadsdon Street, for residential development, the minimum boundary setback for the first storey shall be 3m, however, subject to the approval of the local government, balconies to the second storey may project to the street boundary and balconies to the third storey may project to the 3m setback;
 - ∞ any basement for parking which projects above- ground shall conform to the requirements of clause 5.7.1;

all designed so as to avoid adverse building bulk impacts, adverse overshadowing impacts and adverse streetscape character impacts.
 - (ii) notwithstanding any other provision of the Scheme, Single House use is not permitted;
 - (iii) areas A, B1 and B2 as defined on the site development controls diagram in Schedule 15, Grouped Dwelling or Multiple Dwelling use is not permitted;
 - (iv) no vehicular ingress from or egress to Marine Parade is permitted;

- (v) no subdivision or strata subdivision shall be permitted unless in accordance with a Structure Plan adopted pursuant to clause 6.2; and
- (vi) no development, subdivision or strata subdivision shall be permitted unless a minimum of 80 hotel and short-stay accommodation rooms are provided in Areas A, B1 and B2 as defined on the building envelope diagram in Schedule 15, including a minimum of 50 hotel rooms managed together with the hotel within Area A, and no subdivision or strata subdivision of Area A shall be permitted.

- 6.4.3 In addition to the provisions of clause 6.4.2, this Special Control Area is subject to Building Design Controls as set out in Schedule 15 – Building Design Controls for Special Control Area 2: Cottesloe Beach Hotel and Ocean Beach Hotel sites.
- 6.4.4 All applications for planning approval in Special Control Area 2 shall address the provisions of clause 6.4 and Schedule 15 – Building Design Controls applicable to the site, to the satisfaction of the local government.
- 6.4.5 The local government shall, in determining an application for planning approval, have due regard to the aims of the Scheme, the objectives of Special Control Area 2, the objectives and provisions of the zone, the objectives of the adjacent zones, the matters to be considered under clause 10.2 and any other relevant provisions applicable to the subject site.

PROPOSED REVISED SCHEDULE 14:**Schedule 14 — Development Zone Provisions**

[clause 6.2.]

Pursuant to clauses 6.2.3.2 and 6.2.3.4 of the Scheme the development provisions for the Development Zones are contained in this Schedule 14.

Development Zone	Provisions
'A' – Lots bound by Marine Parade, Eric, Gadsdon and Eileen Streets – Ocean Beach Hotel site	<ul style="list-style-type: none"> ∞ This Development zone is subject to Special Control Area 2 and associated provisions – refer clause 6.4. ∞ Comprehensive planning for the area shall be undertaken through the preparation and approval of a Structure Plan, in accordance with clause 6.2, to provide the basis for subdivision, strata subdivision and development. ∞ Land uses shown on the Structure Plan shall apply in accordance with clause 6.2.8 and clause 6.4, although the specific land use controls in clause 6.4 shall be shown in the structure plan. ∞ The Structure Plan will provide for the ground floor being limited to non-residential uses, recognising the Council's aim of maintaining the socially 'active' nature of the area.

PROPOSED NEW SCHEDULE 15:

**Schedule 15 – Building Design Controls for Special Control Area 2:
Cottesloe Beach Hotel and Ocean Beach Hotel**

[clause 6.4]

Pursuant to clause 6.4 of the Scheme, additional Building Design Controls for Special Control Area 2 – Cottesloe Beach Hotel and Ocean Beach Hotel, are contained in this Schedule.

In addition to compliance with the specific provisions of clause 6.4, development proposals (including changes of use) for the Cottesloe Beach Hotel site and the Ocean Beach Hotel site or buildings are to be formulated and determined having regard to the following Building Design Controls (as applicable to a particular proposal).

Critical urban design principles for Ocean Beach Hotel site

- Buildings up to three storeys directly fronting Marine Parade
- Two to three storeys on all other street frontages
- Up to five storeys, plus a parking level, at centre of site
- Provide public access and view corridors through the site
- Develop smaller street blocks
- Retain hotel/tourism accommodation to corner of Marine Parade and Eric Street
- Provide interactive ground floor retail/commercial to Marine Parade and Eric Street
- No vehicle access from Marine Parade
- Appropriately scaled and treated interface with adjoining properties

Critical urban design principles for Cottesloe Beach Hotel site

- Retain and revitalise existing heritage listed hotel
- Not permitted to build over existing hotel
- Permanent and short stay residential permitted at rear of refurbished and restored hotel subject to and following the refurbishment of the hotel including provision of at least 50 rooms for short stay accommodation
- Up to three storeys along John Street
- Up to four storeys along Warnham Road
- Interactive ground floor to Marine Parade and part of Warnham Road
- No vehicle access permitted from Marine Parade
- Appropriately scaled and treated interface with adjoining properties

Desired character

- The existing built and landscape character of the foreshore and beachfront should be respected and enhanced by future development
- Buildings should be delicate, judicious and well planned
- Development should respond to the themes and design intent of the Foreshore Concept Plan
- The visual landscape at Cottesloe should be preserved by ensuring new buildings do not dominate in scale or character
- Buildings should be stepped relative to topography and not introduce artificial ground levels that unduly detract from the natural landform
- Materials and details should reflect the Cottesloe character through use of natural materials and colours that weather gracefully
- Building character, scale and setting should complement and add visual value to the surroundings and buildings should be contemporary in design

- Buildings should be well modulated to avoid them appearing as a single overbearing mass
- The two hotels should continue as landmarks for the two beaches with distinctive character and public activity overlooking the ocean
- Development on the Cottesloe Beach Hotel site should respond to the narrower streetscape and building scale of John Street and Warnham Road
- Development on the Ocean Beach Hotel site should respond to both the Eric Street corner location and the residential scale around the site

Views and Vistas

- Important public views of the coast and views from the beach should be respected, retained and where possible enhanced
- Any development that may change these public views should be investigated properly to establish whether the impact may be offset by potential overall community benefit
- Buildings should not dominate views to, along and from the foreshore and beach

Heritage

- The Cottesloe Beach Hotel building should be retained and restored as a historic landmark and a viable and important community meeting place
- The building should be retained in line with its eastern extent along Warnham Road and including the existing internal staircase
- The significant fabric from the two eras of the hotel and the original entrance on John Street should be expressed in restoration
- New buildings on the site should be of contemporary architecture that is respectful of the character of the hotel
- New built form should not dominate or be built over the heritage building
- A clearly expressed separation should be made between the original hotel building and any new development

Activity and Uses

- The Ocean Beach Hotel function should remain in its current prominent corner location at North Cottesloe and address both Marine Parade and Eric Street frontages
- Cottesloe beachfront should continue to offer a range of recreational and low key tourism experiences. The tourism experience should support the recreational experience but not overtake it
- Short-stay accommodation options should be increased which should include provision of a range of room sizes and configurations
- Retail activity at the beachfront should be limited to tourist oriented outlets that do not compete with the local shopping function of the town centre or the Eric Street shops
- The two hotels should continue to function as their original purpose however, hotel patronage numbers should be reduced to a sustainable level and additional smaller bars and eating places provided with greater capacity for well managed outdoor alfresco dining
- Development of the two hotel sites should maximise the number of dwellings on each site with an average size of 100sqm and designed for universal access
- Residential parts of the development should be distinguished from the public areas
- Permanent residential should be adequately separated from the noise and activity of short-stay and hotel activities
- Hotel service areas should be located away from public and residential areas
- Active uses associated with the Cottesloe Beach Hotel should be located on the ground floor along Marine Parade, Warnham Road and John Street for the extent of the existing hotel building
- Residential could be permitted at ground level along Warnham Road and John Street east of the existing hotel and short stay accommodation
- The Ocean Beach Hotel should continue to be located as a prominent landmark at the corner of Eric Street and Marine Parade. The hotel should provide 80 beds/rooms for short-stay accommodation

- Public uses on the Ocean Beach Hotel site should be located on the ground floor along Marine Parade and part of Eric Street, with residential uses only along Gadsdon and Eileen Streets.

Site Planning

- Development should not dominate the public realm
- New development should respond to the new promenade proposed along Marine Parade with alfresco areas, where appropriate, at promenade level
- Development should be located and designed to respond to the effects of coastal processes
- Appropriately scaled and segmented street frontages should be provided with pedestrian openings and access ways into and in some cases through the development
- Buildings should have clear delineation and separation of public and private entrances
- The finished ground floor level should be within 1.2 metres of adjacent footpath level
- A high quality, active commercial and retail street edge should include verandas or colonnades with shopfront openings, terraces and other design elements that provide pedestrian comfort and a good interface with the street and footpath
- A hospitable residential interface should be provided by avoiding solid courtyard walls and major level changes above the street boundary. Varied building setbacks, appropriate landscape and permeable screening for privacy should be included
- New development should be designed to improve the use of night time amenity and increase the sense of safety and security
- Courtyards, walkways and other openings and entrances into the sites should be provided offering views through the site and buildings should be arranged to enable an appropriate response to climate and the surrounding context
- Overshadowing of the public realm should be minimised
- Landscape should be used to soften the effects of parking and roadways
- Appropriately designed glass screens may be used to protect alfresco facilities along Marine Parade
- The Cottesloe Beach Hotel should be developed to respond to the width and scale of its side streets
- Any new development behind the Cottesloe Beach Hotel should be respectful of the existing building

6.1.1 DESIGN FOR CLIMATE AND SUSTAINABILITY

- Natural light to all occupied areas
- Natural cross flow ventilation
- Solar access
- Effective sun shading
- Preserved solar access to neighbouring properties
- Useable outdoor areas for public and private use
- Facility for drying clothes outdoors and out of public view in residential developments
- Use materials where possible with low embodied energy
- Use efficient electrical fixtures and fittings
- Use low water usage appliances
- Re-use water where possible
- Collect rainwater where practical
- Use solar energy for water heating
- Reduce and recycle a min of 50% of construction waste

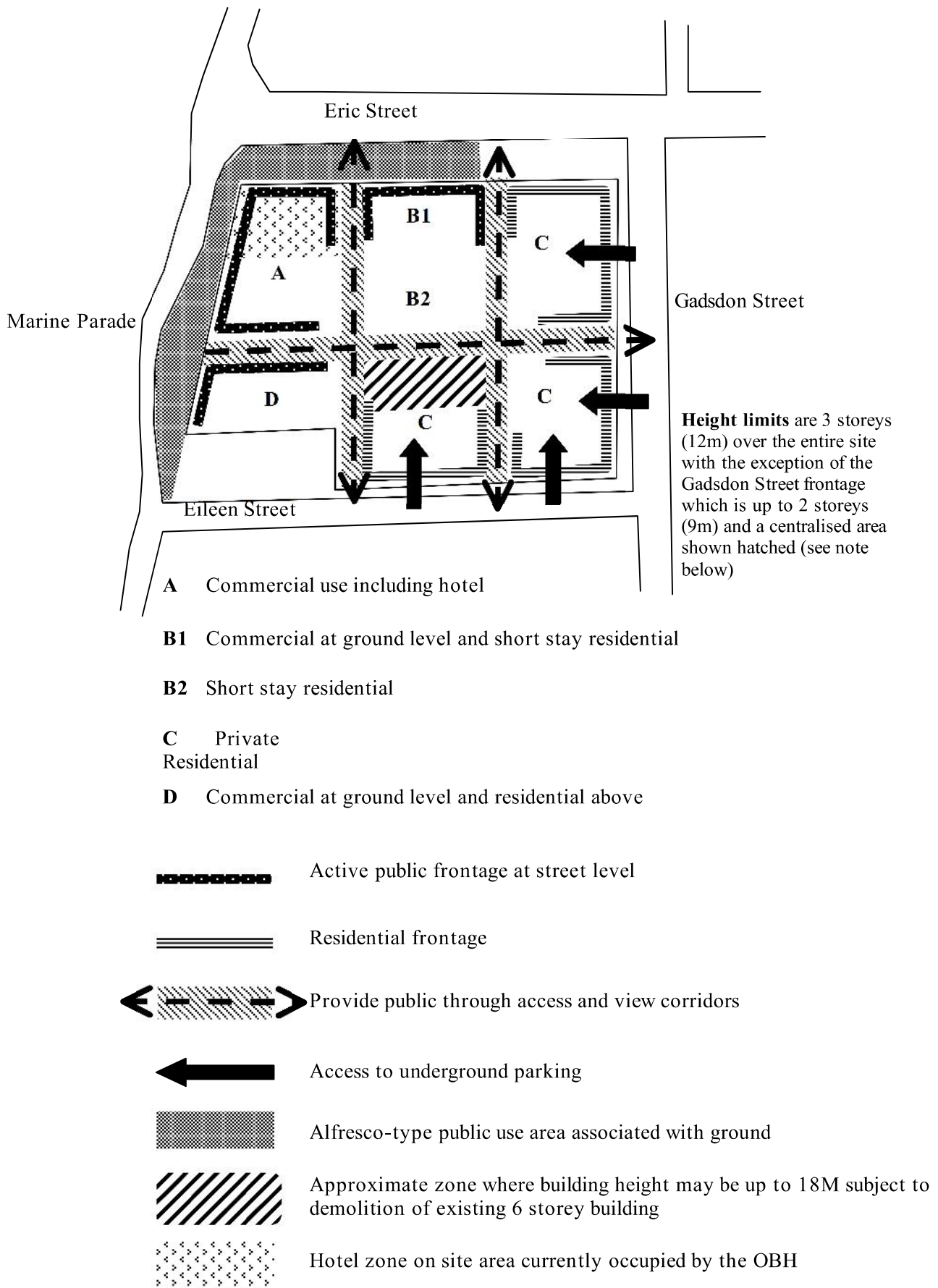
6.1.2 SECURITY AND PRIVACY

- Design buildings to overlook public places to provide casual surveillance at all times
- Clearly define the public/private interface with building elements or landscape
- Building entries should be clearly visible from public places, be well lit and identifiable by visitors and provide a sense of security for users
- Light all pathways between public and shared communal areas and building entries

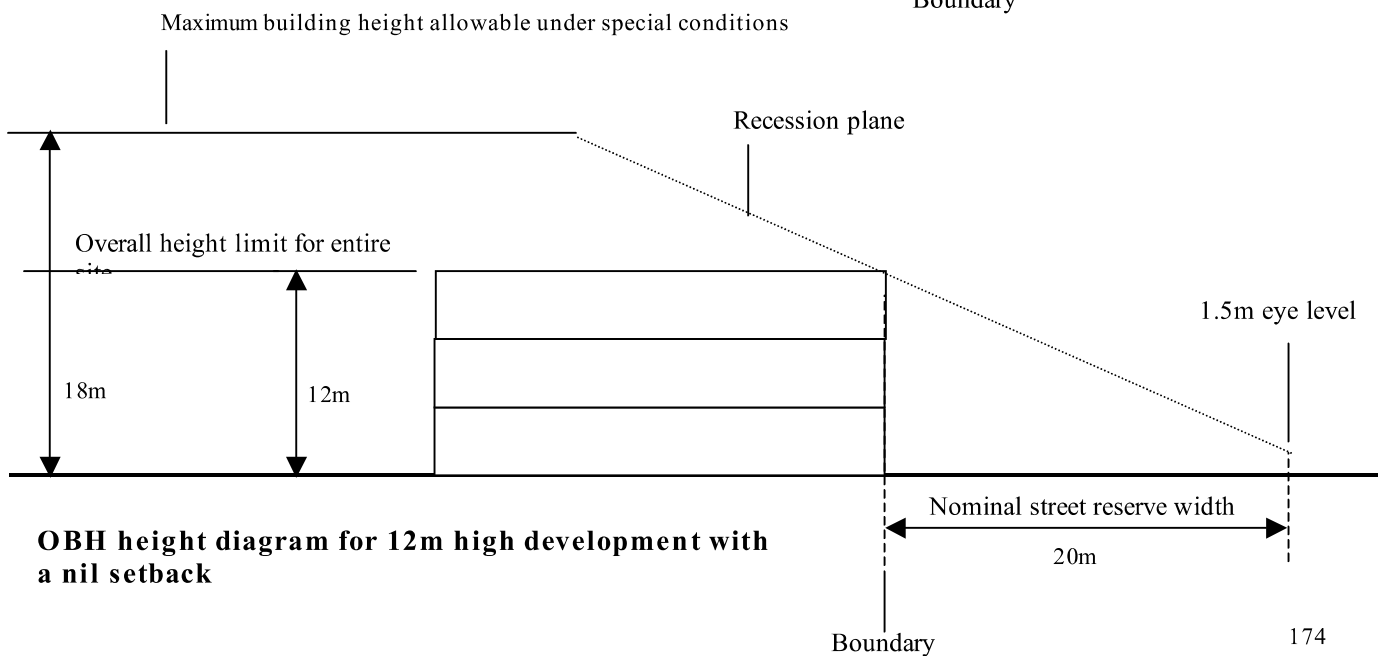
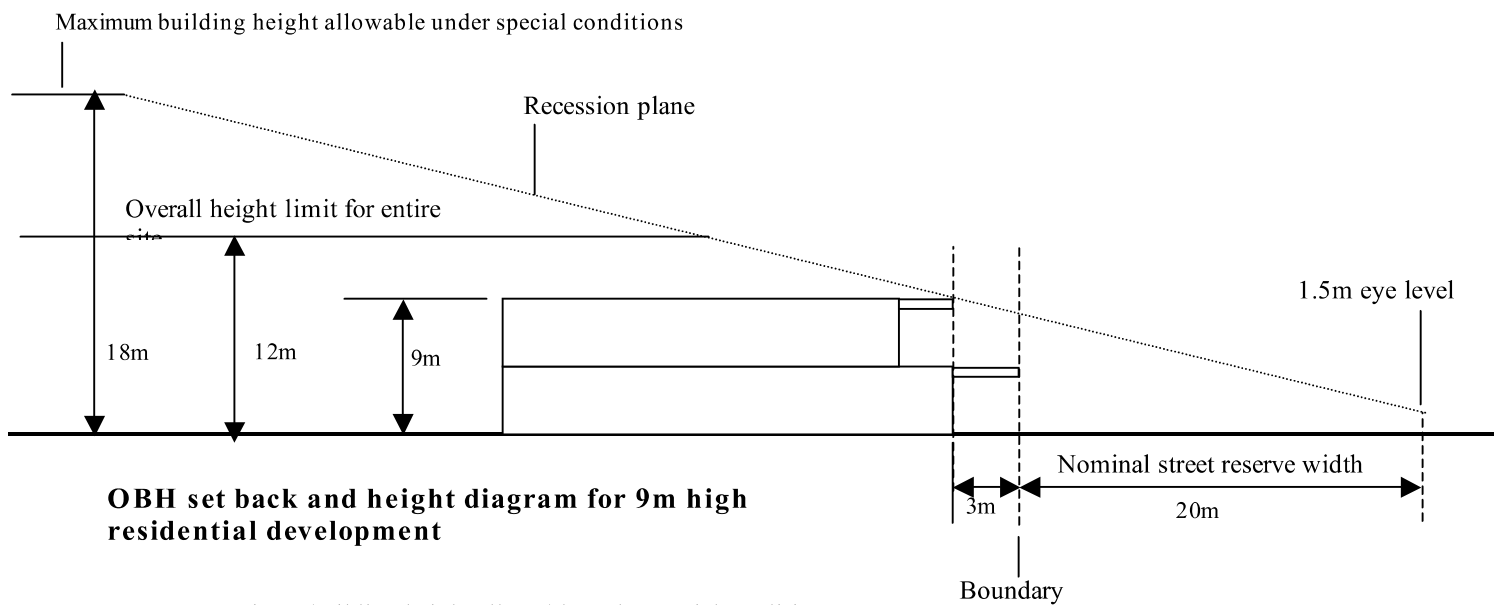
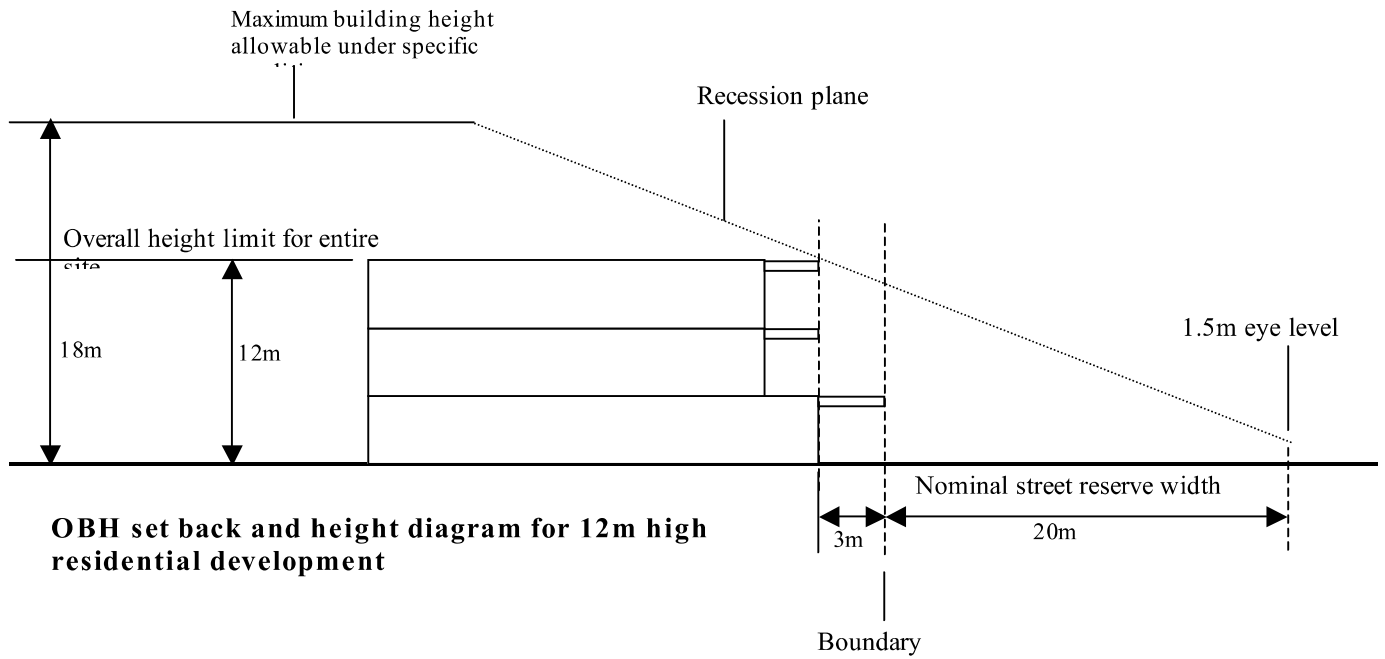
- Use robust materials in public areas and avoid materials that are vulnerable to graffiti and vandalism
- Landscape and building design should allow clear sight lines to all public areas and avoid reveals and hidden corners
- Limit overlooking of neighbouring living areas in residential developments where possible through the placement of windows and balconies rather than through use of devices such as screens and high sills
- Site layout should separate service areas and entertainment areas from residential areas both visually and acoustically
- Minimise transmission of solid and airborne sound through the development, adjacent properties and public spaces

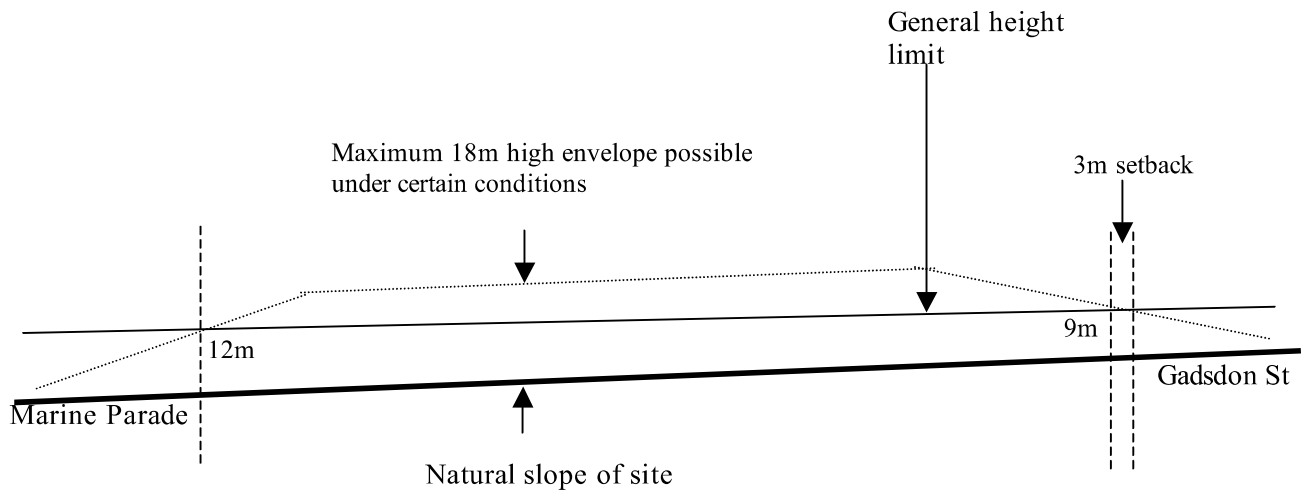
OPEN SPACE AND LANDSCAPE

- Communal open spaces should be designed, in residential developments, to provide privacy and respite from the coastal environment and foreshore activity
- Private open space for residential developments should be clearly defined for exclusive use of the residence and located adjacent to living areas
- The landscape palette should respond to the foreshore landscape and also offer some contrast
- Norfolk Island Pines should be preserved as a priority and retention of other vegetation and trees is encouraged
- Water-wise planting should be used, predominantly of native species with drip irrigation
- Public art should be integrated into the design of the hotel sites

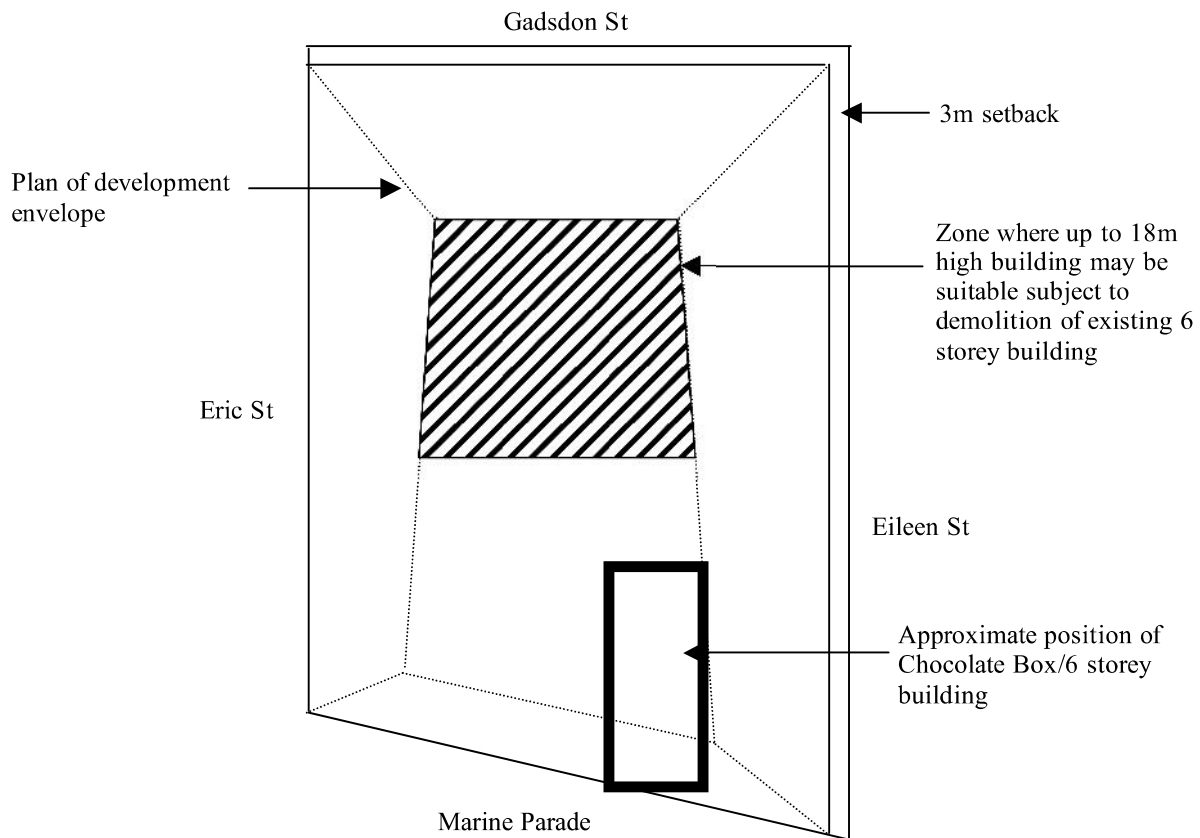


OBH Site Development Controls

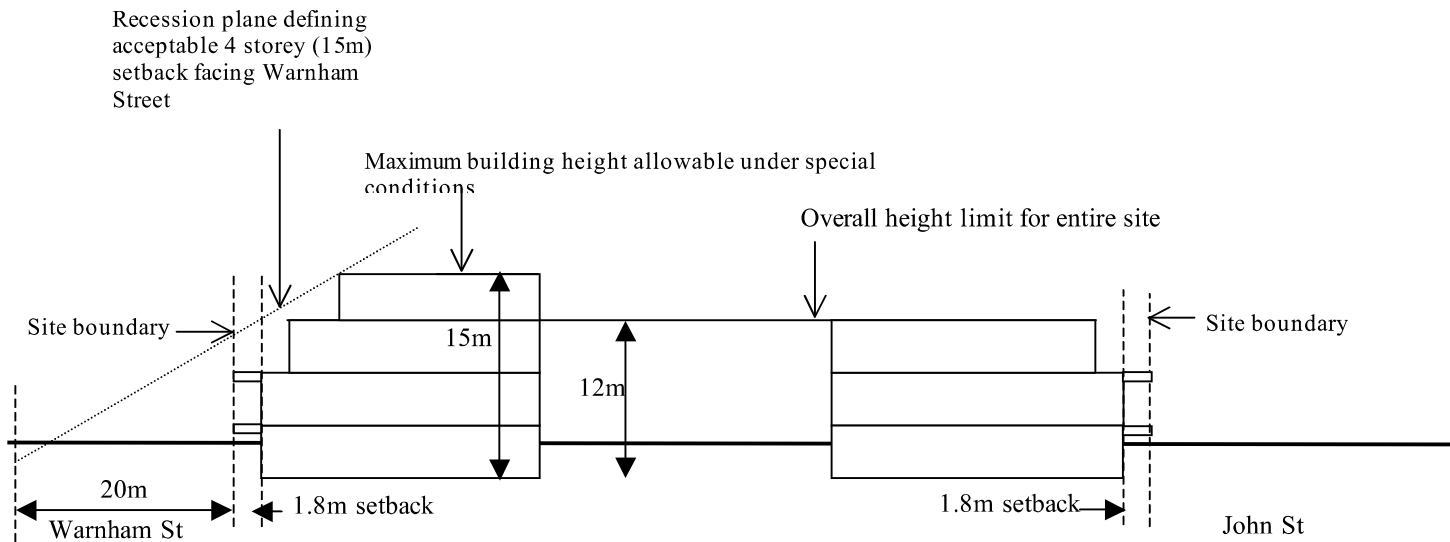




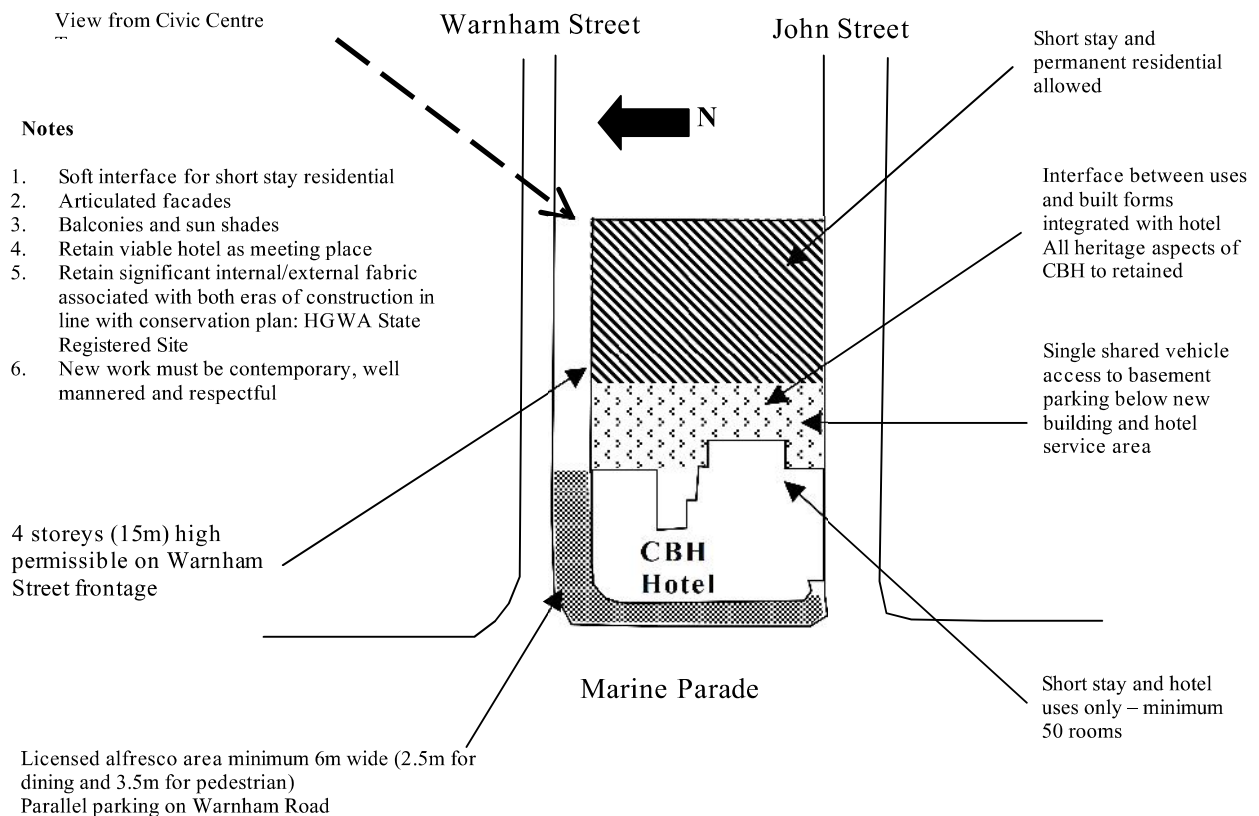
OBH development envelope from east to west



OBH development envelope showing zone where up to 18m high building may be developed



CBH set back and height diagram for site area behind existing hotel



CBH site development controls