



# FREMANTLE HARBOURS MASTER PLAN (FISHING, CHALLENGER & SUCCESS BOAT HARBOURS)

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**This document was prepared for the Department of Transport (DOT) Maritime by lead consultant UDLA, Shape Urban for Community and Stakeholder Engagement, Cardno (now Stantec) for Traffic Engineering and Herring Storer Accoustics for accoustic engineering.**

**Note: All Figures and Images by UDLA unless specifically noted.**

Image 1. (Front Cover) Fishing Boat Harbour Aerial

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# PART 1 FREMANTLE HARBOURS STORY

## 1.0 INTRODUCTION

The Fremantle Harbours are unique recreational working boat harbours providing an authentic maritime experience that is both home to a large recreational boating community and a major leisure destination attracting locals and visitors to the water's edge.

Image 2. America's Cup, 1987  
Source: <https://westtravelclub.com.au/stories/amcup>



**This Master Plan captures a vision that extends beyond the Fremantle Fishing Boat Harbour to include Challenger and Success Harbours and connects outside the harbour boundary to the Fremantle City Centre and the Port of Fremantle.**

## 1.1 PURPOSE AND APPLICATION

This Masterplan was prepared for the Department of Transport (DoT) Maritime, to cover the Fremantle Fishing, Challenger and Success Boat Harbours (collectively referred to as the 'harbours') detailing its vision and aspirations to:

- ▶ Sustain working harbour and maritime operations and experience for all users;
- ▶ Improve connections between the harbours, Fremantle Port and the city centre;
- ▶ Incubate future redevelopment and economic growth; and
- ▶ Inform a program of public betterment works and initiatives to promote activation, private investment and business development.

The Master Plan is an aspirational vision to inform DoT's strategic focus on place, guiding planning and design of development and public realm proposals.

It is a collaboration between DoT, the Department of Planning, Lands & Heritage and the City of Fremantle and has been prepared under the oversight of a Working Group established between these parties. The Public Transport Authority and Fremantle Port Authority have also been key stakeholders in the project.

The process also included a review of public consultation outcomes from past planning processes with a summary position statement presented to the public in 2021 guiding development of this document.

The Master Plan will inform development and review of policy and operational documents and projects relevant to the harbours.

Image 3. Blue HQ Site Source: <http://bluehq.com.au/boat-lifters/>



## 1.2 MASTER PLAN AREA

The Master Plan is bounded to the east by the metropolitan freight rail that services the Fremantle Port. To the north the area abuts Bathers Beach and then further north Victoria Quay. To the south, the Master Plan area abuts South Beach, which includes the South Fremantle dog beach. It's western interface is the Indian Ocean.

The metropolitan freight rail line is likely to remain a physical barrier between the harbours and the city centre for the foreseeable future.

Esplanade Reserve, to the east of the freight rail and Mews Road, is the largest green space in the city centre and currently provides the main pedestrian access point to the harbours from the city core.

The Norfolk Pines in the park, some exceeding 40 metres in height, limit views of the harbour from the city but are a desirable backdrop for the harbours.

The city centre accommodates some of WA's most important heritage places and buildings, particularly in the West End Conservation Area to the north east of the Master Plan area and contains over 200 heritage buildings. The Fremantle Train Station and Victoria Quay at Fremantle Port are located within 800 metres or a 10 minute walk.

The Master Plan's influence extends outside harbour boundaries in places to identify subregional planning initiatives, respond to the City's strategic planning for the wider Fremantle area and/or achieve this Plan's aspirations.

The involvement of the City of Fremantle, the Public Transport Authority and the Fremantle Port Authority for recommended actions in these areas will be encouraged through the initiatives presented in the Plan.

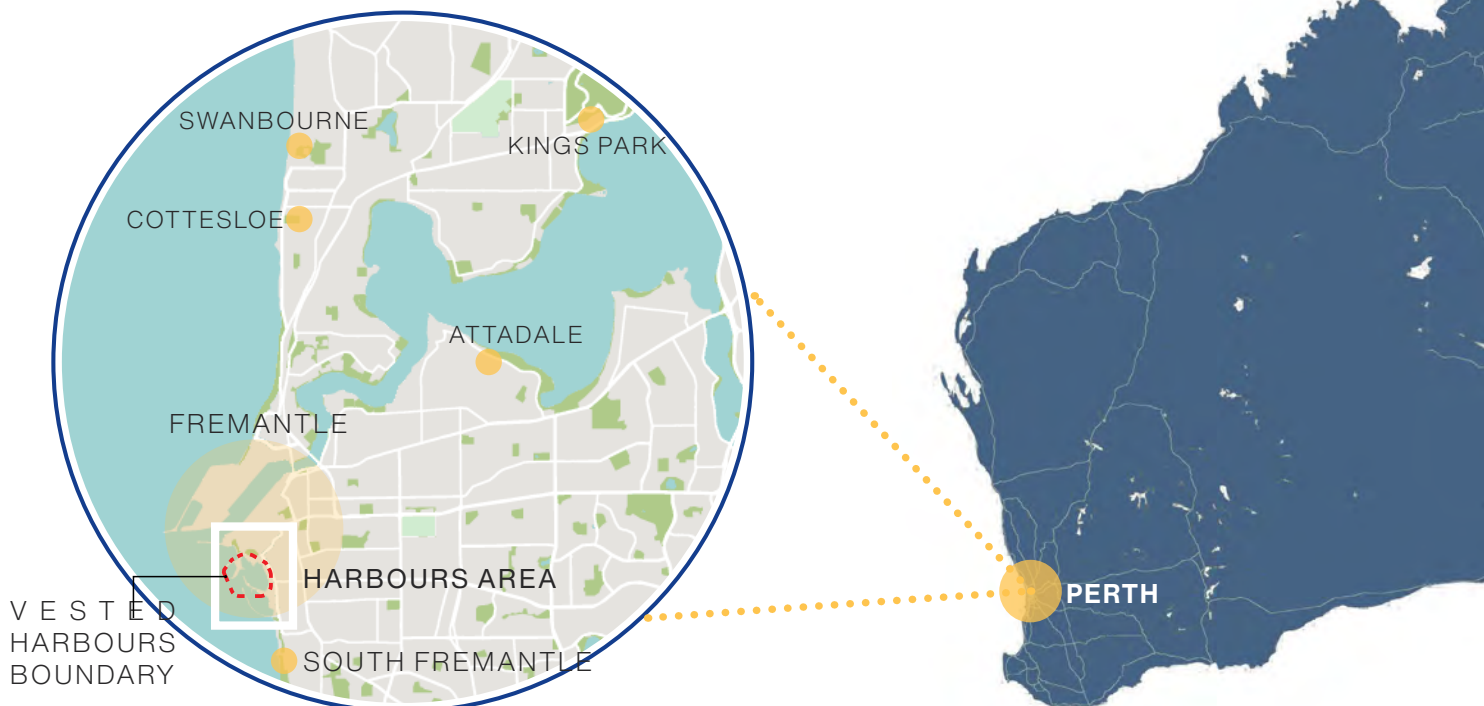


Figure 1. Fremantle Harbours Location

## 1.3 GOVERNANCE

The Fremantle Harbours are reserved in tenure to the Minister for Transport with care assigned to DoT under the *Marine and Harbours Act 1981*.

The Act empowers the Minister to deliver harbour infrastructure, manage its operations and facilitate private sector development.

Land and seabed areas are leased by the State for private development of buildings and the public domain, however, the land remains a public asset with no rights for private entities to sell or dispose of land on the commercial market.

In this way, the key outcome for State owned maritime assets is that they operate as a community asset first and this means land can be set aside and protected for public purposes or the maritime sector, which otherwise might have to compete with private industry to protect important maritime functions.

Roads and non-leased public areas are generally maintained by DoT except for Mews Road (South) which is vested to the care of the City.

Fee based public car parks and on-street car bays are also leased to and managed by the City of Fremantle. The Public Transport Authority is the owner of the railway reserve which is a major feature throughout the area, and the Public Transport Authority will continue to be a key stakeholder in the development of the Master Plan.

Land use and development within the harbours are regulated by the Metropolitan Region Scheme. The Fishing Boat and Challenger harbours are reserved “Public Purposes – Special Use” and Success Harbour is reserved “Parks and Recreation”.

The Western Australian Planning Commission is the planning authority for the harbours and determines development applications for all new proposals.

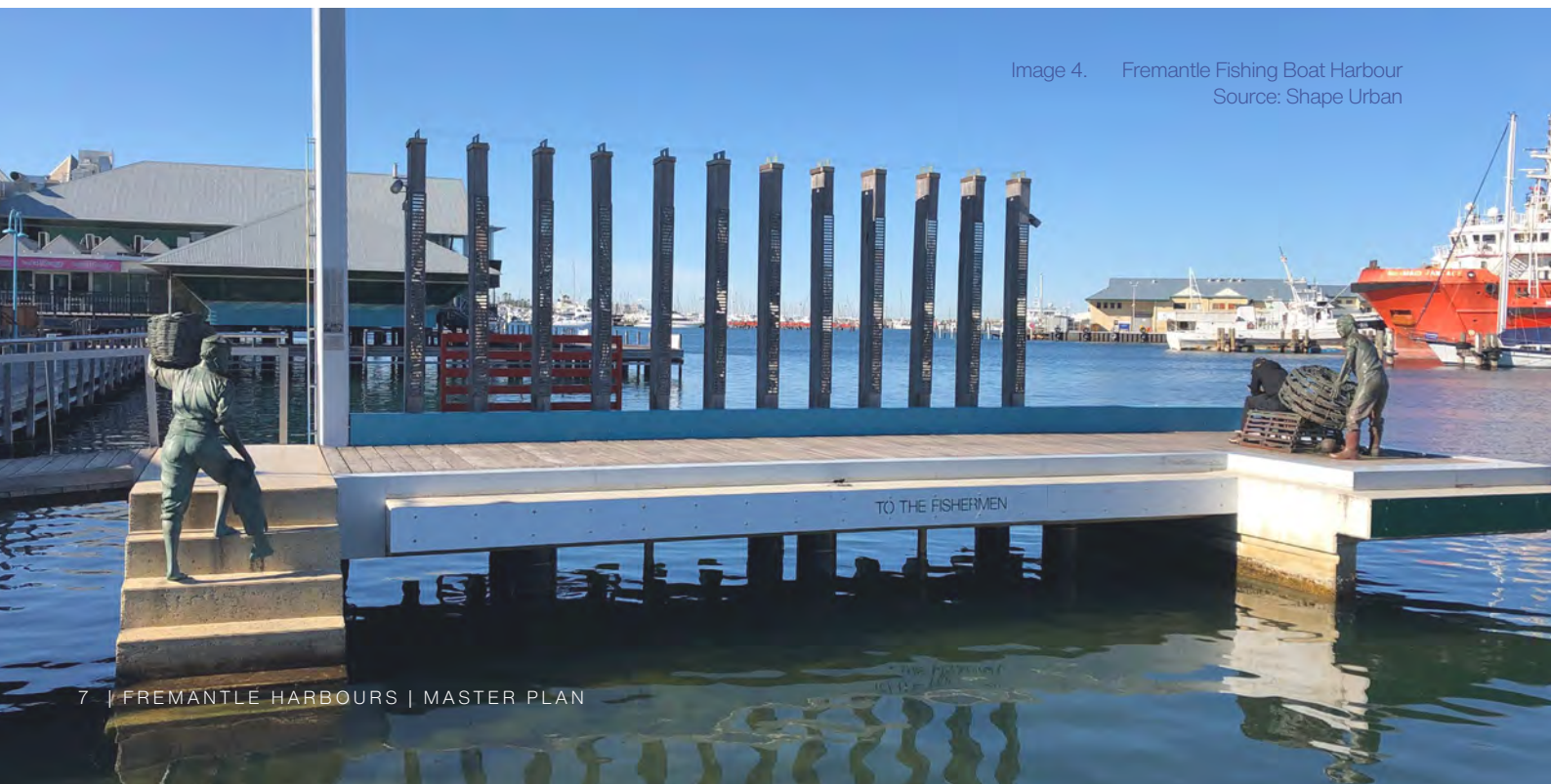


Image 4. Fremantle Fishing Boat Harbour  
Source: Shape Urban



As regional reserves, the harbours are outside the operation of the City of Fremantle Local Planning Scheme No. 4, however, it is recognised that there is a need to prepare and implement a contemporary planning framework so that all users have certainty over future activities.

Determining planning approvals for boat harbours reserved in tenure under the *Marine and Harbours Act 1981* requires careful consideration of each use/user and the role that each plays in the functioning of the harbour to achieve its primary function as a maritime precinct.

The primary uses in the harbour include maritime industry and servicing requirements, followed by supporting uses such as community spaces, entertainment, food and beverage operations and accommodation.

Potential conflict between uses is considered according to a hierarchy of uses reflecting the primary function of the harbour, how it is best maintained, and how it best serves the whole community of Western Australia as a public asset.

It is expected that the harbours will continue to be reserved under the operative planning framework, with no part of the harbours zoned or private land tenure anticipated for freehold sale.

## 2.0 HISTORY AND CONTEXT



Image 5. FFBH during the 1987 America's Cup  
Source: <https://westtravelclub.com.au/stories/amcup>

## 2.1 INDIGENOUS HISTORY

The broader Fremantle region is known to the Whadjuk Noongar people as Walyalup and incorporates the ocean, ocean facing foreshores, swamps, river mouth, river and the land in between.

Walyalup has spiritual significance by its connection to the dreaming narratives of Dwerda Weearidinup (Cantonment Hill), Derbarl Yerrigan (Swan River), the river mouth and Derbal Nara (Indian Ocean).

These collectively facilitate an ongoing cultural connection to Noongar histories and memories that reinforce a sense of place.

Fremantle is also the place of the first Noongar sightings of the arriving British fleet at Fremantle, with the view to Wadjemup (Rottnest Island) evoking strong feelings and memories of European colonisation and the imprisonment of Noongar and other Aboriginal men.

The Master Plan area is on reclaimed land within the Whadjuk Indigenous Land Use Agreement area and a single Noongar Native Title Claim Area.

It includes two Aboriginal Heritage sites, for which consultation has been initiated:

- ▶ Site File ID 3420;
- ▶ Site File ID 3776.

Although land vested under the *Marine and Harbours Act 1981* may be used for its purpose under the Act, acknowledgement of cultural values should be part of planning for the harbour and, in particular, promotion of Aboriginal commercial and cultural opportunities in its redevelopment and activation.

The Master Plan promotes authentic cultural diversity in the next level of planning and will liaise with appropriate Aboriginal representatives to determine the most suitable reference to Indigenous Heritage and Connection to Country for the harbours.



Image 6. Site File ID 3420 - Source: <https://espatial.dplh.wa.gov.au/AHIS/index.html?viewer=AHIS>

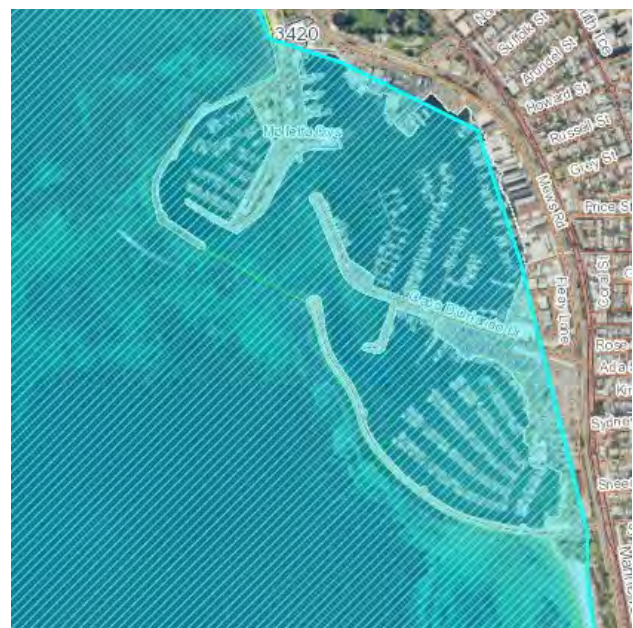


Image 7. Site File ID 3776 - Source: <https://espatial.dplh.wa.gov.au/AHIS/index.html?viewer=AHIS>

## 2.2 EUROPEAN HISTORY

The harbours are situated immediately south of Anglesea Point some 400 metres from the Round House, the first permanent and oldest public building of the Swan River colony still standing.

Unprotected from the open ocean for 70 years, the Long Jetty at Bathers Beach (the remains of which are under a Protection Order) was the primary location for cargo and fishing operations until the Swan River mouth was opened and a port constructed by 1897.

After the port's opening, the Bathers Beach and Fishing Boat Harbour area transitioned to become home to a large fishing fleet providing employment for many inter and post-war European migrants.

The Fishing Boat Harbour is included in the Heritage Council's Assessment Program, identifying its association with the history of post-WWII migration from Southern Europe, particularly Italy, and their engagement in the commercial fishing industry, celebrated at Fisherman's Monument (the Jetty).

It continues to have high social value to the local Italian community and the annual Blessing of the Fleet procession is an integral part of Fremantle's cultural heritage.



EARLY YEARS OF SETTLEMENT



CIRCA 1930



**CIRCA 1950**

The 1987 America’s Cup defence repurposed portions of the Fishing Boat Harbour for leisure and recreation, attracting locals and tourists to waterfront boardwalks, restaurants, bars and activities.

It also triggered construction of the Challenger and Success Boat Harbours which remain popular given their close proximity to the open ocean, particularly for yachts previously housed in river berths that had to lower their masts when transiting under the Fremantle traffic bridges.

The southern portion of the harbour has transitioned over time to have a maritime industrial focus.

The fishing fleet has reduced in size in recent times due to the introduction of a quota based regulatory system with the majority of pens in the Fishing Boat Harbour now occupied by private recreational boats.

The Master Plan is adjacent to the following State registered places:

- ▶ P0896 Round House & Arthur Head Reserve;
- ▶ P25225 West End Fremantle; and
- ▶ P18586 Long Jetty – Site of (the latter has a Protection Order).

Any works within or adjacent to these places will require referral to the Heritage Council.



**POST-1987 AMERICA'S CUP DEFENCE**

Images 9-12. Fremantle Harbours through history  
Source: Fremantle Library

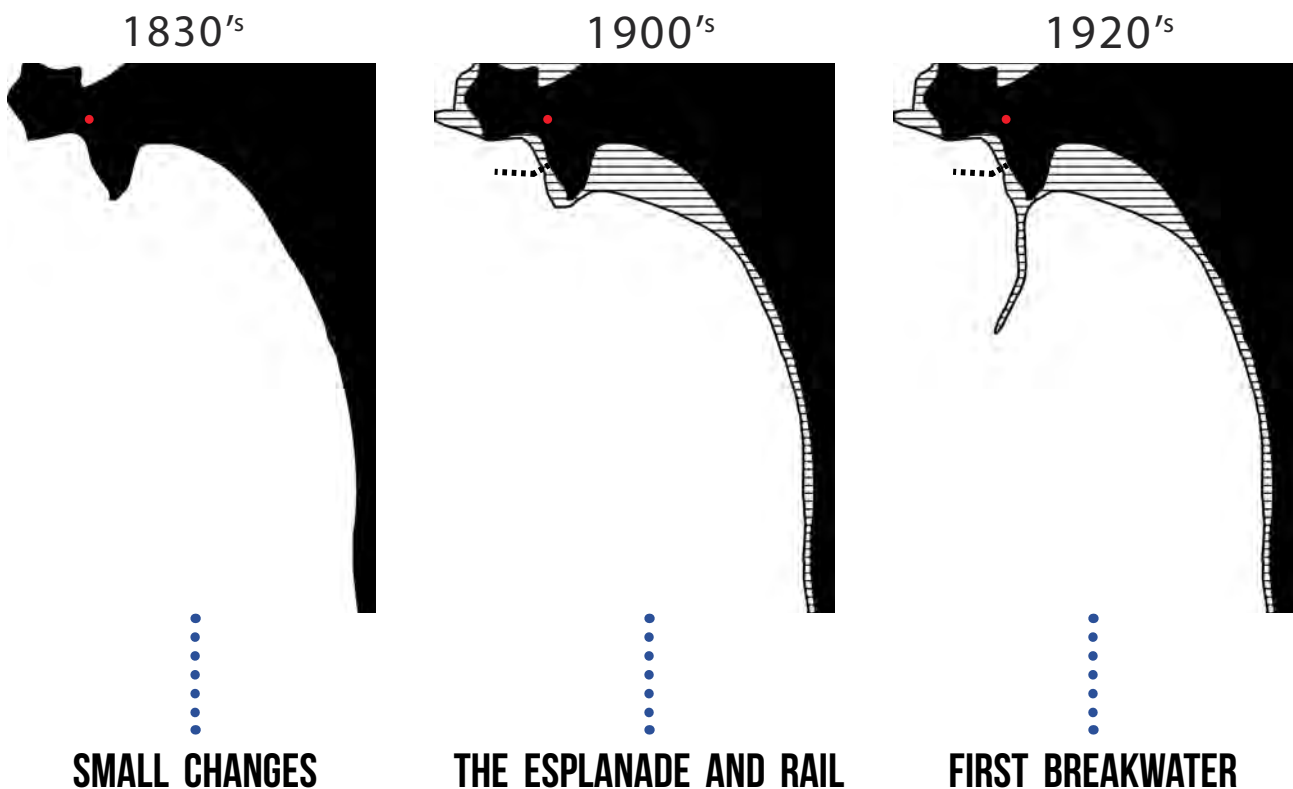
## 2.3 A CHANGING SHORELINE

Bathers Beach accommodated the first maritime services following arrival of the first settlers using the Long Jetty.

Formalisation of maritime facilities in the harbours occurred on reclaimed land, shifting the shoreline hundreds of metres to the west of Marine Terrace where sections of the original sea wall can still be seen.

Between 1830 and 1900, cargo and arriving passengers occurred at the Long Jetty to the north of the harbours at Bather's Beach.

The diagrams below illustrate the historic land reclamation and major harbour infrastructure works between 1830-1920's.



### LEGEND

- Shoreline Pre-European Settlement
- Reclaimed Land
- The Long Jetty Location
- Roundhouse Location

Figure 2. Fremantle Shoreline Movement

The diagrams below illustrate recent land reclamation and major harbour works initiated by the America's Cup defence. Previous to these interventions the site was marine and industrial focused.

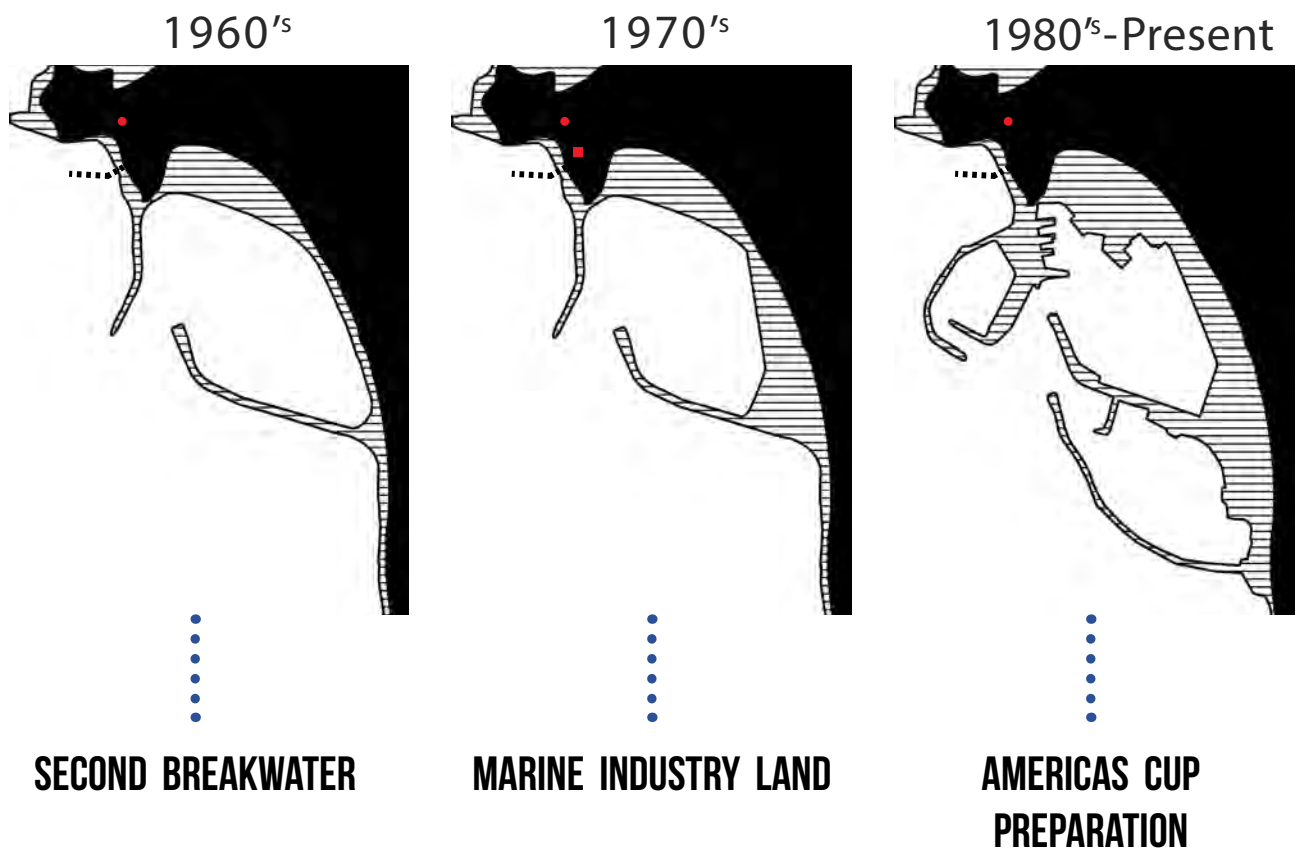


Figure 3. Fremantle Shoreline Movement

## 2.4 REGIONAL ECONOMY

The Fremantle Harbours are identified in *Directions 2031 & Beyond* (WAPC, 2010) and *Perth and Peel@3.5million* (WAPC, 2018) as one of eight central 'Metropolitan Attractors', defined as highly valued places or tourist destinations that are often key centres of employment that help to stimulate the local economy.

Fremantle city centre, encompassing the harbours, is classified in *Planning Policy 4.2 – Activity Centres for Perth & Peel* (WAPC, 2010) as a Strategic Metropolitan Centre.

Such mixed-use centres generate activity outside normal business hours, allow for higher density residential development within walkable catchments, maximise shared use of facilities (e.g. public transport, parking), and generally achieve higher employment self-sufficiency.

Fremantle's economy continues to support a wide range of industries, including retail, education, administration and professional services, transport and warehousing, manufacturing, and fishing and maritime services.

With ongoing contractions in retailing, strategic opportunities have been identified to grow Fremantle's education, health, tourism and creative industries as well as the Blue Economy (leveraging the interrelationships of the Western Trade Coast with tourism, maritime technologies and other existing industries).

According to Tourism Australia, 70% of the 7 million annual international visitors to Australia seek a coastal experience and consider marine tourism to currently be an untapped market.

Enablers of the maritime tourism sector would include broadening the maritime brand identity, providing experiential opportunities, improving accessibility, especially public transport, and providing more visitor information.

The attraction of the coast is mainly valued by visitors where there are facilities, eateries, bars and shops nearby; marketing and wayfinding must be improved along with access to public transport options.

Statistics obtained from the City of Fremantle reveal that in 2019 the harbours were the second most visited destination in Fremantle behind the Fremantle Markets.







# 3.0 ACTIVITIES, OPPORTUNITIES AND CONSTRAINTS

## 3.1 MARITIME AND FISHING INDUSTRIES

The primary purpose of the harbour is to provide for Western Australia's maritime industry and maritime servicing needs. These activities are critical to the history and character of the harbour and its most recognisable brand identity.



### MARITIME INDUSTRIES

The Fishing Boat Harbour accommodates maritime industry including boat construction, maintenance, chandlery and fishing businesses along Mews Road (South) down to Capo D'Orlando Drive.

These activities occupy areas south of the boat lifter site, except for the Sea Harvest marine services site, alongside refuelling and common user commercial wharfs in the north of the Fishing Boat Harbour.

Tour and charter operators also operate out of the harbours, and have associated storage, access and servicing needs.

These are established in 80 land seabed leases, managed by DoT.



### FISHING INDUSTRY

Recent changes in fishing industry, moving to an annual quota-based system, has had a significant impact on smaller commercial fishing and the harbours.

The fishing industry transitioned from season based fishing restrictions to 'Total Allowable Catch' quotas.

A side-effect of the system has been the tendency for larger operators to buy all the quotas, significantly affecting the culture of the entire fishing community and greatly reducing the size of the overall fleet.

Rock lobster and fishing receivers in the Fishing Boat Harbour processed nearly 2000 consignments with over 55,000kg of rock lobster in the 2021/22 financial year along with smaller quantities of fin fish, sardines and octopus.



## BOAT LIFTER

Maritime activities include a large 200 tonne capacity boat lifter and repair/maintenance facility servicing commercial and larger private vessels adjacent to the Sardine Wharf. This is an essential component of harbour activities and supports the majority of local maritime industries.

The then Department of Planning and Infrastructure commissioned a study in 2006 to confirm the impact of the boat lifter on the viability of harbour operations.

The boat lifter attracts most vessels from outside the harbours (approximately 75%) to serve as a regional facility serviced by local businesses.

The study concluded that the boat lifter is critical for the sustained viability of boat repairers, fishing industry users, fuel suppliers, tourism, accommodation, food and beverage, and recreational boating businesses. The boat lifter fulfils an essential service in the harbours and contributes to the local job market. As the maritime function is central to the harbour reservation, it is considered non-negotiable that the boat lifter is retained in the harbour.

Supporting this, a later report; the *Fremantle Fishing Boat Harbour Boat Lifting Facility – Relocation Options* (Zacor Design, 2020); confirmed that the current boat lifter site is not of adequate land area and shape to support the necessary functionality of a lifter for a harbour of this significance.

It was recommended that the minimum land area for a new (green field) heavy commercial facility would be 2.0 hectares reducing to 1.5 hectares for a light commercial facility.

The current location was also noted as being exposed and unsheltered at times impeding vessel manoeuvring and boat repair work.

The report investigated alternative and more suitable locations for the boat lifter and offered three concept designs for these options, recommending a site in the south on Capo D'Orlando Drive.

Relocating the facility to the southern industrial working precinct of the Fishing Boat Harbour will provide a suitable commercial operation with regard to site dimension, land area and improved access, and be located less prominently to areas of high public amenity and interaction.

## 3.2 VESSEL MOORING AND STORAGE

The harbours accommodate 1,195 pens, making it the largest recreational and commercial boating facility in Western Australia.

Challenger Boat Harbour contains a total of 231 pens with 114 occupied by members of the Royal Perth Yacht Club, 53 by the Fremantle Cruising Yacht Club and 64 along two jetties leased by DoT to the public.

DoT leases 296 pens in the Fishing Boat Harbour of which 35 - 40 percent are currently vacant. Around 90 pens are occupied by recreational boats, 40 by commercial vessels (mainly charter operators) and 50 by commercial fishing vessels.

The Master Plan acknowledges current capital works expenditure to replace Jetty 3 to include new floating pen sets, amenities building, new landscaped pedestrian paths and some recreational opportunities.

Success Harbour in the south is solely occupied by the Fremantle Sailing Club and contains a large club member building, boat repair and storage facilities and 668 pens.

A number of boat stacking facilities within the Maritime Industry precinct along Mews Road (South) further increases the overall dominance of the recreational fleet. This includes on water storage predominant to large recreational vessels as well as boat stacking facilities.

The water body within the Fishing Boat Harbour has generous fairways (up to 85m in width accommodating vessels up to 48.5m length). An opportunity exists for new recreational / tourism vessel moorings and reclaimed land for luxury and super yachts.

Maritime facilities need to recognise the changing nature of boat mooring. Improving amenities and facilities for the recreational boating fleet is critical for the Fishing Boat Harbour to compete with other marinas such as Port Coogee.

## 3.3 RECREATIONAL BOATING NEEDS

The *Perth Recreational Boating Facilities Study Review 2019* (DoT, 2019) predicts growth in recreational boat ownership consistent with a longer-term trend and population growth.

This growth informs the future planning for boating infrastructure with the Review estimating the number of registered recreational vessels in metropolitan Perth to grow from 53,463 in 2020 to 73,040 by 2036.

The review expects the harbours to generally retain its current configuration, but focus on improving and optimising existing facilities.

Plans are in place to refurbish existing pen sets as they approach end of life and a further 100 recreational boat pens are recommended by 2026.

## 3.4 COASTAL ENVIRONMENT

The harbours are necessarily located in a coastal zone, where sea level has been recorded as rising since the introduction of a tidal gauge in 1897. Rising sea levels and the risk from storm events impacts the long term planning and development of the harbours.

The development, use and management of the coastal areas are in accordance with *State Planning Policy 2.6 – Coastal Planning* (WAPC, 2013). Although coastal development such as marinas are exempt from its recommendations, climate change and sea level rise will need to be managed in the harbour in accordance with good planning principles.

Recent coastal planning for the area, in the *South Fremantle Coastal Adaptation Plan* (City of Fremantle, 2016), details how the impacts of storm surge, sea level rise and inundation can be managed over the 100-year planning time frame.

The plan indicates that the harbours are at risk of inundation during storm events with the risk modelled to become high in around 50 years. It recommends an investigation into the option of a levee and/or tidal barrier to accommodate inundation and protect inland areas, also suggesting some drainage modifications.

Additionally, individual buildings within the harbours will need to demonstrate their capacity to accommodate potential flooding in the longer term (potentially through inclusion of a sacrificial ground floor) whilst still providing seamless integration with the public realm at pedestrian level.

The waterfront location is also a sensitive location, with management of stormwater an important role where pollutants are in use. Water quality from pollutants and natural processes i.e. wrack trapping needs to be managed.

Currently, untreated storm water from the city discharges into the harbour basin and future infrastructure upgrades should consider water quality improvements.

Lessee development is managed with activities having potential environmental or off-site impact requiring Department of Water and Environmental Regulation (DWER) issued Works Approvals.

Lease areas and new buildings will need to incorporate risk management and adequate access arrangements for emergency services, and detailed consideration of finished levels within the harbours will be important to ensure a coordinated outcome.

As an existing harbour facility on reclaimed land, there is little natural terrestrial habitat remaining. A low foredune in front of Bathers Beach is sparsely covered with natural vegetation and helps protect land areas behind it from ocean surge while contributing to overall shore stabilisation, especially during periods of coastal erosion.

All planning, development and operations within the harbours are subject to normal environmental management and due consideration of coastal processes and the marine environment.

### 3.5 ENTERTAINMENT & RECREATION ACTIVITIES

The northern area of the Fishing Boat Harbour is one of Perth’s main tourist destinations, its point of difference being offerings of entertainment, restaurants and public spaces within a working harbour.

Most leisure land uses are dining and take-away food related and include a brewery, several bars, a fish market and a night club.

Recreation activities are passive and limited to alfresco dining and walking with paths/boardwalks connecting several public squares.

The western end of Challenger Harbour includes a short stay apartment complex and a branch of the Marine Rescue Fremantle service. Access to this part of the harbour is not clearly sign posted, and wharf and crayfish receives activities make this area seem somewhat restricted, despite being publicly accessible.



Image 8. Alfresco dining on the water at the harbour  
Source: Shape Urban



Image 9. Waterfront Alfresco Dining  
Source: Shape Urban

## 3.6 LAND USE AND BUILT FORM

Development of the harbours has comprised of large areas of hard stand and maritime structures; predominantly large format industrial style buildings. More recent demands for smaller scale maritime offices consistent with emerging maritime industries, new technology and a more efficient maritime sector are driving demand for changes to the existing character of the harbour.

Land use planning should recognise the changing maritime industry sector. An opportunity exists to pursue more diverse land uses, provided the maritime sector remains the priority users and that land use impacts can be resolved using a precinct-based planning approach.

The notion of extending the Fremantle city centre into the harbours creates a unique land use proposition and the built form response could establish a well-defined gateway precinct.

However; land uses, especially retail and office uses, should not compete with typical city centre uses and the harbour should remain focused on its maritime function.

Larger waterfront developments offer a unique address for boutique commercial operations with a mix of uses. These may be considered on a case by case basis to expand land use diversity in the harbour and where they do not compromise the primary objectives for the harbours.

Built form in the rest of the harbour should respond to the existing character and context and its unique waterfront identity, harmonised with the traditional low profile and coarse-grained industrial character of the harbours. The harbours maritime and fishing industry should be celebrated.

The harbours have potential interpretive capacity for pre-colonial history as well, with its many publicly accessible open spaces and foreshore areas able to provide an opportunity to educate the broader public about Whadjuk Noongar culture and history.

This would build on much of the existing work established for surrounding precincts including that of the City of Fremantle - Walyalup Aboriginal Cultural Centre, Notre Dame University and the Whadjuk Working Party. The recently formed Whadjuk Noongar Cultural Advice Committee should be engaged in developing further interpretive responses in the harbour.



## 3.7 WAYFINDING AND THE PEDESTRIAN EXPERIENCE

As the harbours have grown organically, pedestrian pathways and directional signage have often been established ad-hoc, resulting in challenges for wayfinding, especially by newcomers.

The pedestrian experience presents opportunity for improved wayfinding and accessibility within the harbours.

The connection through the Esplanade Reserve is currently the main pedestrian connection. The landscape response to this park, however, does not provide legibility to connect to the city centre grid pattern nor any of the city's key economic and tourist attractions.

The freight rail corridor isolates the harbours from the city centre even further, and is unlikely to change at any time in the foreseeable future. It is also outside of the control of the DoT.

Integration into the Fremantle offering will require functional connections between the harbours, Victoria Quay (Fremantle Port), Fremantle Station and the heart of the Fremantle city centre at King's Square (Walyalup Koort).

Although a connection between the harbours and Victoria Quay exists past both sides of the historic Round House and form part of a major tourism walk trail, they are not legible and lack activation and resulting active surveillance. An improved connection could be achieved by creating more deliberate pathways, better wayfinding and destination information, lighting and shade.

Pedestrian linkages and activation through to Victoria Quay are being planned and delivered by the City of Fremantle and Fremantle Port Authority, and will support desirable connections linking the Harbours to the northern waterfront.

With enhanced pedestrian connection to the east, treatment and function of the section of Mews Road abutting the Esplanade Reserve could therefore become a shared landscape space.

The approach could also be applied along the Bathers Beach section of Mews Road (West) to create a more effective link between the harbours and the beach and north to Victoria Quay.



Image 10. Zebra crossing at Fishing Boat Harbour with limited information or visual clues as to its link to a waterfront boardwalk

Additional activation of Bathers Beach should be pursued along the northern breakwater from a network of paths and promoting new recreation activities in the ocean, such as kayak and diving trails around the piles of the historic Long Jetty, swimming platforms, improved public amenities and better universal access to the water.

Within the harbours, connections could better align with view corridors through to the water, with legible links to a continuous public boardwalk along the water's edge. Notwithstanding, such a boardwalk would require some limitation as it will not generally be practical adjacent to sites retaining active industrial and maritime uses.

Likewise, the alignment of waterfront boardwalks and pocket parks should maintain a direct line of sight to Bathers Beach.



Image 11. Fremantle Fishing Boat Harbour Boardwalk



Image 12. Esplanade connection to water through a narrow pathway

## 3.8 CYCLIST, E-RIDEABLE AND PUBLIC TRANSPORT ACCESS

Active and public transport access to the harbours is extensive, although the quality of access is quite poor. A number of simple improvements would make a significant difference.

Bicycle and e-rideable access is mainly from the shared path extending north and south of the harbours along the western edge of the railway and 12 pedestrian rail crossings connecting to the city.

The path is at times very narrow and not conducive to a shared space with pedestrians. It can also be uneven and not well lit, reducing the functional time of use to predominantly daylight hours. There are numerous locations where conflicts with vehicles exist and the crossing distances are unsafe and without refuge.



Image 13. Visible bike storage solutions being utilised by people of all ages and supporting increased physical activity  
Source: Shape Urban

The shared path will ultimately form part of a major Principal Shared Path linking the Perth CBD to Fremantle and beyond. DoT, in collaboration with the City of Fremantle as part of developing Perth and Peel's Long Term Cycle Network, have identified a preferred alignment for the Primary Route which includes the current shared path. The ultimate alignment and form are subject to further and ongoing feasibility and design work.

Limited bike storage in the harbour currently discourages extensive active transport for recreational users and tourists, despite its easy proximity to the Fremantle CBD and to the train station. Additional storage would provide incentives for users to avoid access via private vehicle, especially in the context of increased e-rideable and bike share schemes in Fremantle.

There is no public bus service passing through the harbours, however the Fremantle CAT service currently travels along Marine Terrace from the south and east to the city centre with stops located within walking distance of the harbour. The City of Fremantle has reviewed the CAT service, and will discontinue funding. This is likely to result in the service ceasing, and there are opportunities to consider other forms of mobility to connect key destinations across Fremantle.

There is an opportunity to further promote connections to the Fremantle Rail Station and bus services operating nearby.

## 3.9 VEHICLE ACCESS AND PARKING

Vehicle access is prioritised across the harbour over all other modes, but is inefficient, poorly located and sometimes unsafe. The conflict between service access and public access makes commercial operations challenging at times. Inefficient parking layouts and locations create a sense of a parking shortage, although this may not be accurate.

Vehicular access to the harbours is provided at four railway crossings with internal circulation limited to Mews Road.

The freight rail corridor and Esplanade Reserve isolate the harbours from the city centre, with none of the main entry roads into Fremantle city centre connecting directly to the harbours:

- ▶ Leach Highway / High Street and Canning Highway / Queen Victoria Street terminate at King's Square with no obvious direct connection to the harbours.
- ▶ South Street is potentially a major connector to the coast but terminates against the freight rail corridor and in a location where there is limited space to effectively connect to Mews Road.
- ▶ Marine Terrace delivers a north-south corridor and provides road access but the harbours suffer from poorly defined entries.

Wardan Lane currently provides a one-way connection exiting the Fishing Boat Harbour. Full access to and from this connection would better connect the harbours to the grid pattern of the city centre and achieve functional connections to Phillimore Street, the Fremantle Station and ultimately to Queen Victoria Street and Canning Highway.

Norfolk and Parry Street provide a circular route around the city core and connects all main entry roads to its centre. Its extension through to the harbours has long been identified as a potential new strategic entry. As a ring road of the city, the function and built form along Norfolk and Parry Street frontages could define an urban edge connecting the historic centre's urban form

to the water.

This key opportunity extends beyond the functionality of a new direct arrival point and should be viewed as a driver for wider activation of the urban form and improved legibility. Pursuing these connections will require rationalisation of the existing vehicle and pedestrian crossings of the freight rail and could also create a new circulation pattern that reduces traffic flow through the heart of the Fishing Boat Harbour's tourism precinct.

A total of 570 public parking bays are available in the Fishing Boat Harbour north of the existing main entry road and Challenger Harbours, with another 310 bays provided in public car parks around harbour edges at:

- ▶ Wardan Lane;
- ▶ Esplanade Reserve; and
- ▶ South of the Italian Club.

Public parking areas south of the existing main road entry accommodate more than 300 public car bays, including space for vehicles to park informally along the eastern verge of Mews Road (South). An additional 100 informal bays are located along the western verge of Marine Terrace east of the railway.

The numerous small parking areas within the Fishing Boat Harbour are neither efficient nor comfortable and some conflict with service and delivery requirements or impede safe pedestrian movement.

Several pocket parking areas along Mews Road are inefficient. Optimising parking could include new street parking along Mews Road and enable better activation in the west of the harbour.



Image 14. Existing connections and opportunities

# 4.0 COMMUNITY AND STAKEHOLDER ASPIRATIONS

Over the past 27 years, 15 separate planning documents have been prepared to reflect on Fremantle’s future including the Fremantle Harbours. Consistent themes have emerged from the community and stakeholder responses and these have been considered as part of this Master Plan visioning process.

## 4.1 GOVERNANCE

- ▶ Any changes should be undertaken in line with a long-term plan;
- ▶ The plan should be able to be staged so that improvements can be made over time to deliver better outcomes for the community; and
- ▶ The community should be involved in decision making.



Image 15. Challenges in wayfinding from most external connections need to be resolved Source: Shape Urban

## 4.2 CONNECTIVITY, WAYFINDING AND WATERFRONT ACCESS

- ▶ The plan should increase and improve physical and visual connections and links to the waterfront (vistas);
- ▶ The plan should provide safe and pleasant public access to the waterfront;
- ▶ Development should enable free public access to the waterfront edge; and
- ▶ The plan should deliver safe cycle and pedestrian paths and provide for new modes of transport such as e-bikes and e-scooters.

## 4.3 MARITIME PRIORITY

- ▶ The plan should maintain a working harbour and maritime experience as part of the character of Fremantle – including the boat lifter either in its current or an alternative location;
- ▶ The plan should provide for a variety of entertainment, recreational and tourism related uses as well as new visitation opportunities whilst ensuring the primary working functions of the harbour are not impacted; and
- ▶ The plan should recognise the grit that is synonymous with working harbours and that whilst there may be ways to screen some of the servicing may be desirable, a certain amount of working activity adds to the experience.

## 4.4 ECONOMIC ACTIVITY AND LAND USES

- ▶ The plan needs to enable continued economic development through maritime activity, tourist uses, food and beverage operations and potential hotel accommodation;
- ▶ Short term pop-ups and activation should be enabled;
- ▶ Development needs to be focused on the maritime industry so that these primary uses can operate without conflict with secondary uses;
- ▶ Servicing needs to be efficient and managed across the precinct to reduce conflict between users; and
- ▶ The plan may consider providing accommodation if it can be demonstrated it can be managed without conflicting other objectives.

## 4.5 TRAFFIC ACCESS AND TRANSPORT

- ▶ The plan should support an extension of Norfolk Street to the harbours – consider crossing of the railway at the Norfolk Street extension associated with closure of the Mews Road crossing;
- ▶ The plan should ensure parking and access is managed in an orderly way with the potential to improve pedestrian priority through key parts of the area and maintaining parking on the edges;
- ▶ The plan should consider integrating parking within developments; and
- ▶ Speed limits should be considered to improve safety.

## 4.6 CHARACTER AND HISTORY

- ▶ The plan should take advantage of opportunities to tell stories and celebrate history and culture, recognising the importance of indigenous stories and their relationship to the area, all reflecting the significance of the place in the growth of Perth;
- ▶ The plan should retain views and vistas and retain a human scale for buildings;
- ▶ Setbacks adjacent to Mews Road for a legible, generous promenade and arrival space should be considered;
- ▶ Opportunities for cultural or tourist attractions at the existing boat lifter site should be explored; and
- ▶ Planning should look to embed a sense of place and contribute to the story of Fremantle.

## 4.7 PUBLIC REALM

- ▶ The plan should consider an expansion of Esplanade Reserve in line with changes proposed adjacent to it;
- ▶ The plan should enable open views into Bathers Beach, support revegetation of the area and allow further interpretation of the history of the place; and
- ▶ The plan should provide generosity in the public realm.

## 4.8 NATURAL ENVIRONMENT

- ▶ The plan should protect and enhance the natural environment and green spaces of the city; and
- ▶ The plan should consider sea level rise.



## 4.9 STAKEHOLDER ENGAGEMENT

Various harbour stakeholders contacted or involved in preparing the plan included representatives of

- ▶ Fremantle Traders Association and Fremantle Maritime Advisory Group
- ▶ The Fremantle Society
- ▶ The Fremantle Chamber of Commerce
- ▶ Harbour business owners and the Royal Perth Yacht Club
- ▶ Fremantle Cruising Yacht Club and Fremantle Sailing Club

Other Government agencies included in workshops or the design process for the Master Plan included DoT - Urban Mobility, the Public Transport Authority, Fremantle Port Authority and the Office of Government Architect.

The consensus opinion from these meetings was generally enthusiastic and supportive of revitalisation plans and the potential for greater investment in the harbours by the State.

The City's *Walyalup Reconciliation Action Plan (2019-2022)* and *Aboriginal Engagement Plan 2015* seeks to open a dialogue with the South West Land and Sea Council and Traditional Owners on community matters, provisions of the *Aboriginal and Torres Strait Islander Heritage Act 1972* and *Native Title Act 1993*, *Aboriginal Cultural Heritage Act 2021*, and in order to acknowledge Aboriginal lore.

Initial consultation has been undertaken to introduce the main drivers and aspirational aims of the Master Plan and to seek agreement for DoT to initiate a program of formal engagement.

Through this process and forming a recommendation of the Master Plan, the guidance of the City of Fremantle has been requested, given their representation of local communities.



Image 16. Connecting through and to adjacent sites; Fremantle Port area. Engaging with neighbouring stakeholders will help to achieve Master Plan outcomes  
Source: Shape Urban

An aerial photograph of Fremantle Harbours, showing a mix of urban buildings, parking lots, and waterfront infrastructure. The water is dark, and several boats are docked at the piers. The overall tone is blue and monochromatic.

# PART 2 THE MASTER PLAN 5.0 KEY THEMES AND PROPOSALS

Image 17. Fremantle Aerial Source: Nearmaps

## 5.1 VISION

In 2019, DoT invited a number of stakeholders to participate in a vision workshop for the Fremantle Harbours. The established vision to inform investment in the harbours over the next 30-40 years was agreed as...

***“To retain an authentic working harbour enriched with diverse land uses, enhance public spaces for people and connections to the city centre and its surrounds.”***

The Master Plan process establishes the long-term aspirations up to a 50 year time frame for the next investment and redevelopment phase of the harbours. Planning for the future requires recognition of change and in doing so, needs to consider the opportunities within the urban fabric and delivery of urban infrastructure outside harbour boundaries.

This Master Plan is aspirational - intended to activate and achieve the best performance of the assets. This means a functional grouping of the harbours comprising prosperous businesses and clubs supported by high quality public facilities to deliver genuine and enjoyable experiences.

The project vision is underpinned by the following key objectives, which reflect the Community and Stakeholder Aspirations described in Section 4.0:

- ▶ Establishing working relationships with local government and State planning authorities to achieve community buy-in and partnering;
- ▶ Maintaining an authentic working boat harbour focussing on the fishing industry, maritime services and associated commercial enterprises;
- ▶ Improving connections with the harbours through well-defined gateway entries extending legible connections into the city centre and Fremantle Port for an accessible waterfront;
- ▶ Providing functional and connected public spaces with links to natural views and vistas;
- ▶ Creating a positive framework for investment, with an agreed aspirational development form reflecting the history of the harbours, and a diversified land use offering, to underpin enhanced economic activity and visitor experience; and
- ▶ Delivering a blueprint to underpin future capital investment (public and private) and ongoing maintenance works and upgrades to supporting services.

## 5.2 AN AUTHENTIC WORKING BOAT HARBOUR

Boat lifter operations remain key to sustaining working harbour activities.

The Plan adopts the preferred location of the boat lifter site in the southern working harbour precinct where it will spatially fit within an underutilised area of the harbour.

The site has a total area of 1.6ha and will require the reclamation of 1.3ha of harbour waters making it an ideal area.

Detailed planning for future boat lifting operations, in conjunction with stakeholders, will explore contemporary services and infrastructure (e.g. sheds for intensive activities), and will determine detailed site and operational requirements.

The function of the working harbour is mainly defined by maritime services and light industrial uses. The retention of a functional and viable boat lifter facility is fundamental to the future of maritime industries and will reinforce the harbour character.

The common user wharf and refuelling area, where rock lobster and other fishing products are also received and processed, presents an opportunity to retain and add value to the fishing industry by allowing for a tourist / visitor component.

The buildings in this area require renewal and redevelopment could consider public tours of the fishing industries; with associated opportunities for direct sales and restaurants.

To accommodate redevelopment, there is opportunity to increase the area of the common user wharf by reclaiming harbour waters southwards to the existing 85 metre fairway line.

This prominent and major water entrance area presents an opportunity for special presentation as a marine gateway into Western Australia and an extension of the common user wharf.

Careful design of servicing areas will also be critical to ensuring the maritime industry can deliver an efficient commercial functionality.

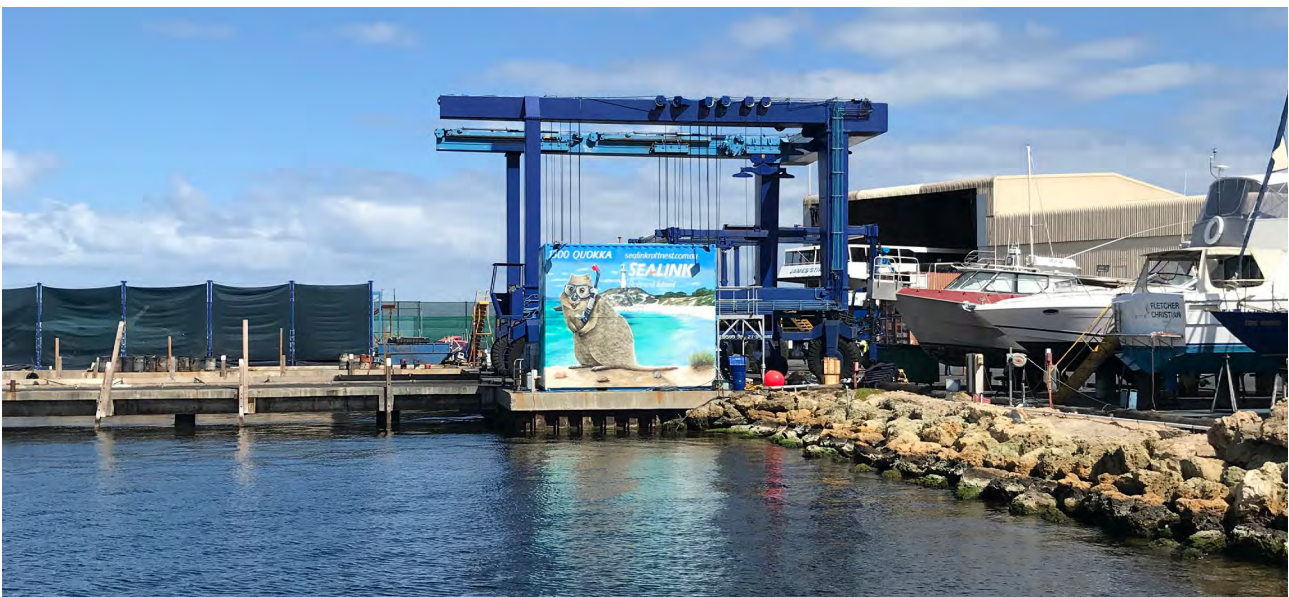


Image 18. Typical working harbour landscape

The Master Plan also embraces the following initiatives from a recent Chamber of Commerce and Industry marine and engineering think tank and the *State of the Blue Economy Forum Report*:

- ▶ Assigning harbour land and waters for aquaculture, new catch receival and processing operations, build, refit and sailing boat facilities and catering to other private commercial aspirations;
- ▶ Upgrading ageing services via specific works packages and on-going maintenance of infrastructure that prioritise maritime activation;
- ▶ Contributing to recording the rich history of maritime activities in Western Australia – trawlers, fishing and lobster boats, tugs, oil and gas rigs, ferries, charter and recreational boats;
- ▶ Providing super yacht berths and adjoining service areas enabling their provisioning;
- ▶ Promoting themes of innovation, technology and international business opportunities, with skilled workforce and wider State-run marketing campaigns, supporting, partnering or initiating grants for research and development;
- ▶ Making space available for conferences, boat shows and tourism, and coordinating charter boat offerings and marketing; and
- ▶ Exploring in greater detail themes around technological innovation, cultural identification, brand promotion, specialised workforces, investment and infrastructure.



Image 19. Typical waterfront experience, with a mix of waterfront entertainment and industry

## 5.3 CONNECTING THE PRECINCT

The Master Plan includes initiatives to improve connectivity both visually and physically, through convenient pedestrian corridors, bicycle access and vehicle connections all integrated into the plan.

### PEOPLE FROM THE CITY TO THE WATER

The Master Plan proposes to achieve vastly improved access directly to the water through a series of connected plazas between gateway connections, parking areas and a continuous waterfront boardwalk.

The existing boardwalks and lookouts are the key means of experiencing the Fishing Boat Harbour allowing for pedestrians to circulate and access restaurants and bars.

These boardwalks should be widened to 5 metres and combined with generously sized platforms, seating and other 'occupiable space' directly connected to the water. The Master Plan also proposes additional berths alongside all new or upgraded boardwalks for additional viewing of water based activities.

Although no setbacks for built form development are specifically defined in the Master Plan, differing setbacks will be required in places to allow or reinforce established views and sight lines; particularly where offering views of water areas.

The Norfolk Street extension to the harbour is proposed to extend the built form and street scape character along the street to the water's edge to define a key view corridor.

At its crossing with the rail, a secondary view corridor will connect with the marina basin and waters to the south.

Similarly, the Master Plan retains the view corridor from the pedestrian access at Wardan Lane to the water's edge past Bon Scott Stage.

The main pedestrian entry from the Esplanade Reserve offers a limited view corridor. The widening of the corridor will be pursued as part of any redevelopment.

The other main view corridor to be reinforced is that between Bathers Beach and the waters of the Fishing Boat Harbour. This will visually connect both areas and alert the public of this northern beach area to combine and enhance the overall waterfront experience.

These view corridors are defined on Figure 4 through four different public space typologies and will define future building alignments and setbacks.

These public space types are:

- ▶ Beach and waterside spaces with public amenities and universal access;
- ▶ More public green spaces and shade for improved visitor experience;
- ▶ Activated plaza spaces that can be shared with or closed off to traffic for occasional market, exhibition or performance activities and enhanced with small tenancies and 'pop-up' vendors; and
- ▶ Secure themed children play spaces bordered by alfresco space and public seating.

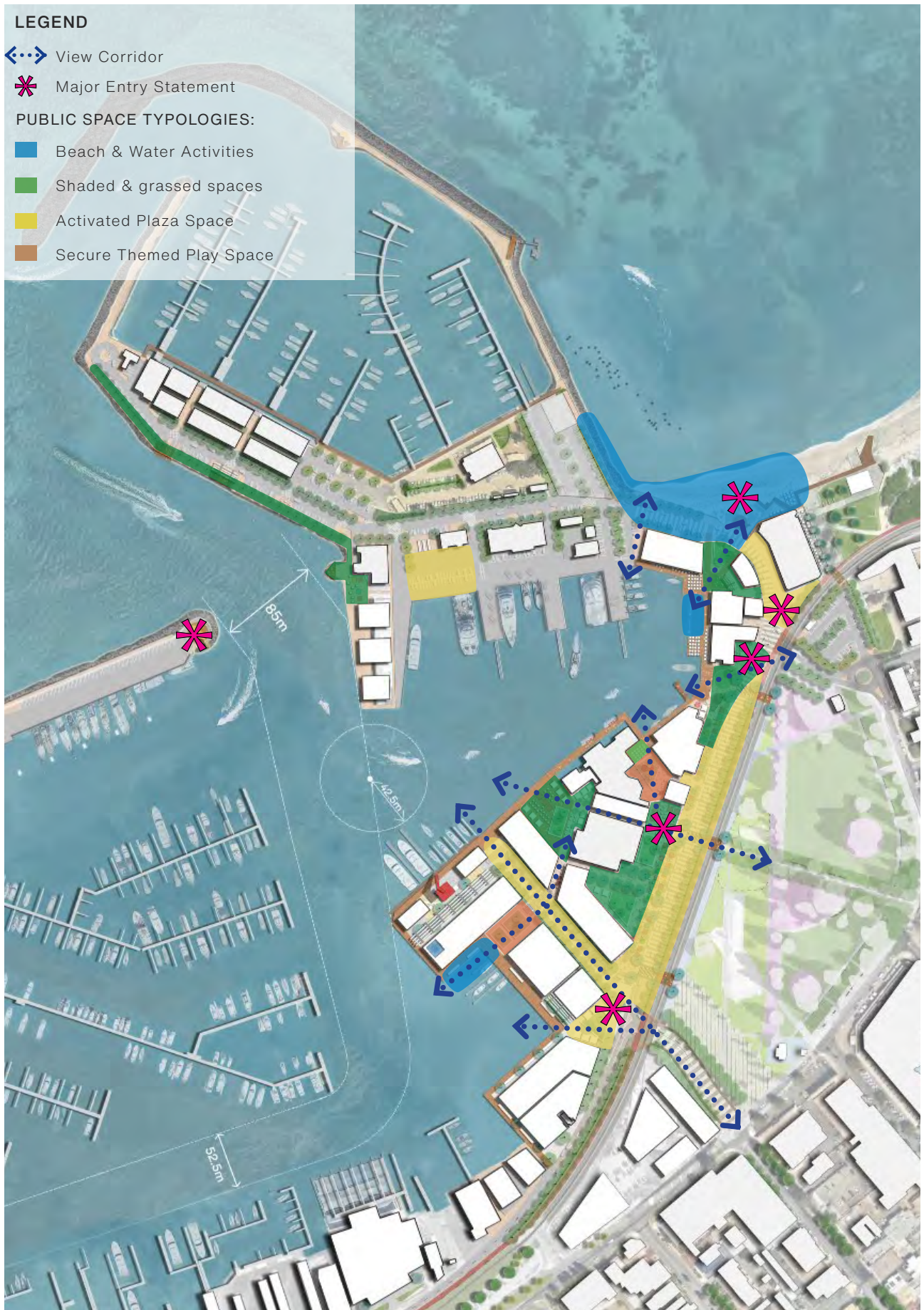


Figure 4. Views, Sight lines and Public Space Typologies Diagram



Image 20. Waterfront Harbour Bath  
Source: Urban Agency/Cox Architects

## PEOPLE ON FOOT AND BY BIKE

Recasting access across the entire harbour is central to the Master Plan aspirations.

Pedestrian and cyclist/e-rideable access to the harbours will be defined by new main gateways to the visitor / tourist areas of the Fishing Boat Harbour:

- ▶ Reinforcing the central Esplanade Reserve crossing as the main pedestrian gateway and primary entrance while improving aesthetic and functional elements to link the city centre through the Reserve to the harbours;
- ▶ Formalising and activating existing pedestrian paths;
- ▶ Maintaining pedestrian rail crossings with several realigned to be on both sides of the Wardan Lane and Norfolk Street carriageways and with all crossing well signposted with clear wayfinding; and
- ▶ Expand bicycle parking facilities in the public realm including end-of trip facilities for staff and users of private developments.

Combined with these measures, the recreational and tourism precincts rely on people moving through the harbour in an inviting and activated public domain.

It is proposed that DoT and other stakeholders, including the City of Fremantle and the Fremantle Port Authority, combine to establish a convenient and safe trail network as seen in Figure 5 comprising:

- ▶ The Northern Heritage Trail from Bathers Beach House to the Round House, Fremantle Port and Victoria Quay and back past the two maritime museums;
- ▶ The Water Activities Trail encompassing Bathers Beach, the main entry to the harbours from the water and the western breakwaters;
- ▶ The Waterfront Boardwalk as a circuit that includes Mews Promenade and access to the Esplanade Reserve; and
- ▶ A complete harbours trail encompassing Success Harbour to the south.

A significant focus on high quality wayfinding, interpretative signage and pedestrian amenity is required to support this outcome.



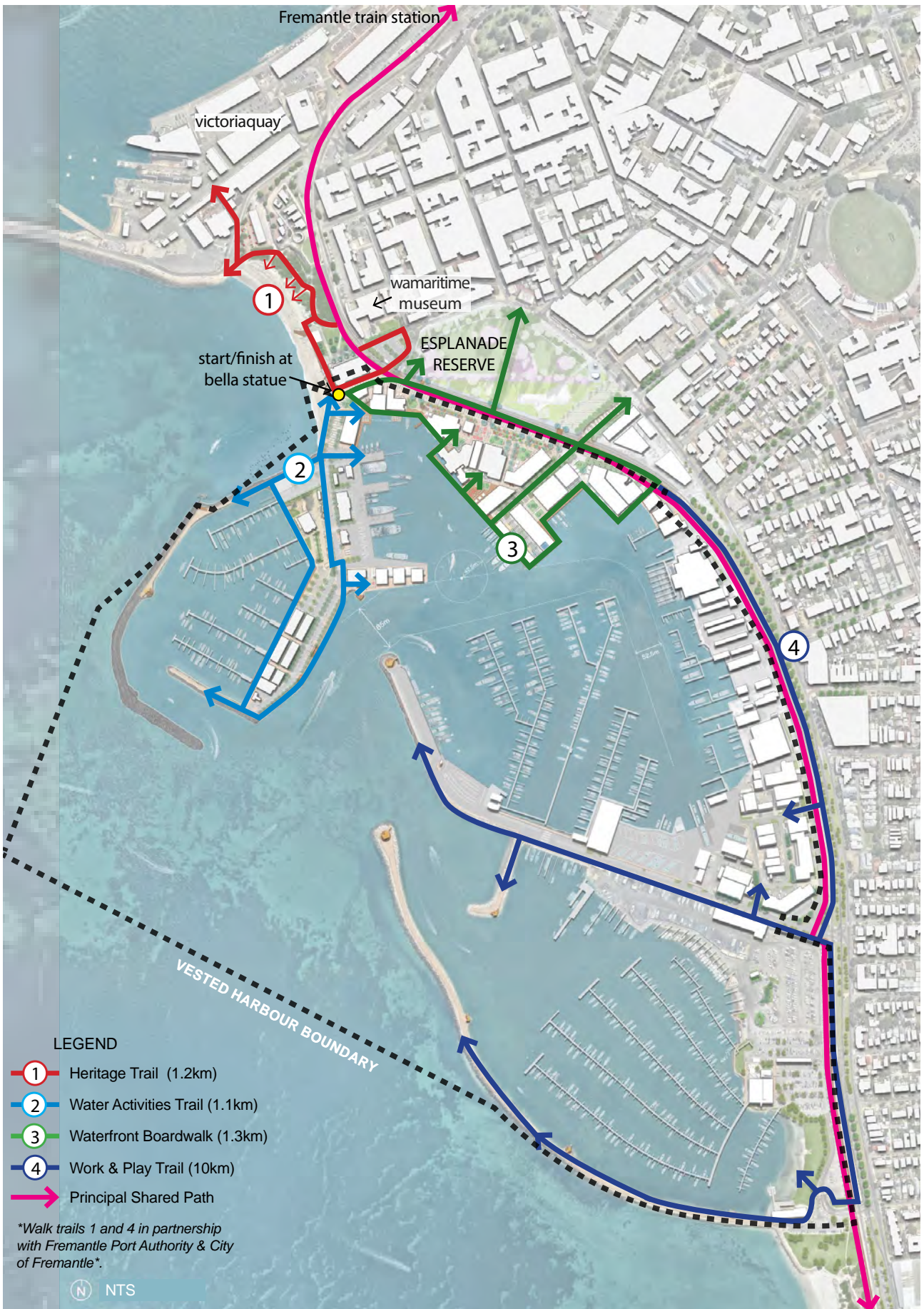


Figure 5. Waterfront Walk Trails Diagram

## PEOPLE VIA ALTERNATIVE TRANSPORT

To encourage a shift away from private vehicle access and make the public realm safer and more enjoyable for visitors, the Master Plan also proposes to:

- ▶ Accommodate drop-off lanes in Mews Road for buses, Uber/taxis, and other shared transport options along both sides of the Mews Promenade;
- ▶ Widen the Principle Shared Path to minimum 4.5 metres width along the railway line to function as a safe shared pedestrian and cycle corridor; and
- ▶ Provide charging stations for E-bikes, vehicles and boats.

Combined with an improved public realm, and changes to the vehicle circulation, these measures will help incentivise less space hungry modes of transport to the harbours.

## PEOPLE BY CAR

Two new main entries are proposed to complete the access and connectivity improvements to the harbour:

- ▶ Extending Norfolk Street as the key southern vehicle gateway to the harbours with traffic priority given to commercial vehicles heading south to service the working harbour, including safe pedestrian crossings;
- ▶ Converting the 'exit-only' Wardan Lane to full movement beyond the existing roundabout at Cliff Street and assigning priority to vehicles travelling on Mews Road (West) to Challenger Harbour; and
- ▶ Closing the existing southern access which is currently between Suffolk Street and Arundel Street.



Image 21. Wide pathways designed for multiple users and well connected to neighbouring activities and end of trip facilities (Scarborough)  
Source: Shape Urban

Norfolk and Parry Street broadly surround the city centre and connects all main access routes into the city. The Master Plan seeks to continue the urban form along Norfolk Street and extend it westwards, reconnecting the city visually and physically with the water's edge.

This would be presented as a diverse land use and built form response, intensifying building massing towards the water to match the high value waterfront proposition.

Importantly, whilst a more functional vehicle access is proposed to create a more effective circuit for both commercial and private vehicles, vehicle priority is proposed to be directed south from the new Norfolk Street entrance and north from the new Wardan lane entrance.

This continues to enable critical maritime industry activity at all times, whilst enabling a more flexible approach for the central Mews Road space which interfaces with the primary visitor spaces.

This space can then be shared with or closed off to traffic for occasional market, exhibition or performance activities and enhanced with small tenancies and 'pop-up' vendors.

A planned increase in tree canopy and different road pavement treatments will help to define this space as a shared zone.



Image 22. Pop-up vendors during events (Scarborough)  
Source: Shape Urban

## 5.4 ACTIVATING THE PRECINCT

The harbour location provides a unique place proposition for boutique commercial operations, especially in the Mixed-Use precinct.

### DIVERSITY IN THE OFFERING

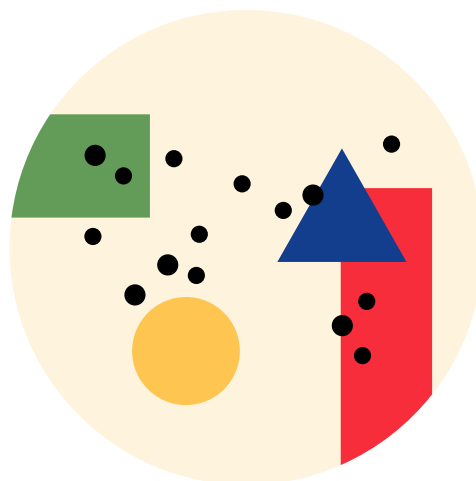
New building footprints and public spaces will allow casual dining and new opportunities for small business operations within the public domain.

More activation could be achieved through tourism retail, regular markets, and land and water based recreational activities. Public areas have been envisioned as multi-use spaces in the central part of the harbours, enabling plazas to expand and contract and create new experiences at different times of the year and for different events.

### PLACE MANAGEMENT

With retail competition growing, centre planning and management now focuses on improving the variety and quality of the visitor experience. The appointment of a Place Manager is promoted by the Master Plan to:

- ▶ Promote a fresh brand;
- ▶ Strengthen an on-line presence;
- ▶ Coordinate marketing programs and schedule a calendar of events and activities;
- ▶ Organise and promote harbour business, events and activities including marine shows and conferences; and
- ▶ Engage with the public to review their perceptions and needs



### MEWS PROMENADE AND EVENT SPACE

The bodies of water and the active uses within it are the biggest asset of the harbours, creating both a point of difference and an ability to celebrate the 'power-of-free'.

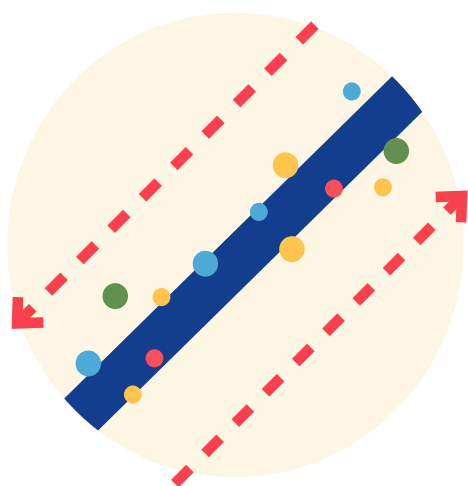
Land development should capitalise and respond to this place proposition by actively addressing and enhancing public enjoyment of the water's edge.

Notwithstanding, the circulation space of Mews Road presents a unique opportunity with the modification of Wardan Road to two-way. The space between the main gateway entries of Norfolk Street and Wardan Lane will no longer carry significant volumes of through traffic and will be converted to become a shared promenade space.

As the primary arrival space, it will provide welcoming and activated edges to the public domain supported by landscape treatments, furniture and other 'Fremantle Harbour' branding and signage.

Broad paved areas and green treatments including avenue plantings of tall trees will provide shelter and shade with activated building frontages. Diversity in the range of uses available is key for this activation.

Material and plant selection will reduce the visual dominance of parking with runs of bays broken up by landscaped pedestrian refuges and islands.



The existing car bays within this central section of Mews Road could be reconfigured to provide both on-street parallel (short-term drop-off and coach bays) and longer-term bays.

Along this eastern alignment, reversing spaces could double as a drop-off lanes to improve land use efficiency.

Road surface treatments will influence motorist behaviour and speed. Different paving patterns and bollards will define areas where priority is shared between vehicles and pedestrians (illustrated in Figure 6).

The promenade space also has potential to occasionally be closed off to vehicles for screenings, special events, marine and boat shows, concerts and other performances.



Image 23. Dandenong Lonsdale Street : An example of a shared street environment  
Source: City Green



Mews Promenade Section location (see Figure 6)



Image 24. New Road in Brighton where pedestrians mix with road users in a shared environment typical of that proposed  
Source: Gehl Architects



Figure 6. Mews Promenade Typical Section

## AMERICA'S CUP PARK

The America's Cup defence reshaped the Harbours' purpose and character and the Master Plan proposes activating underutilised public space at the harbour entry to celebrate this time in history.

Designed to maintain some public parking whilst enhancing the public realm in the area, the concept may involve provision of fishing and viewing decks, tables, seating, grass, and shade trees to improve amenity and allow for casual recreation.

Commemorative and interpretive art and signage will provide an engaging theme for the enhanced public space, providing a point of interest for visitors and tourists.

## THE GANTRY

Most food and beverage leaseholds fringe harbour waters with large alfresco dining spaces; collectively this produces a 'captive audience', creating an amphitheatre or stadium effect.

Reinforcing this gantry theme, adjoining water areas could be activated on occasion with aquatic games, exhibitions and performances during summer and school holidays or for special events.

Activities of this type would help foster interest and instil vitality and enjoyment for restaurant and bar patrons as well as the general public.

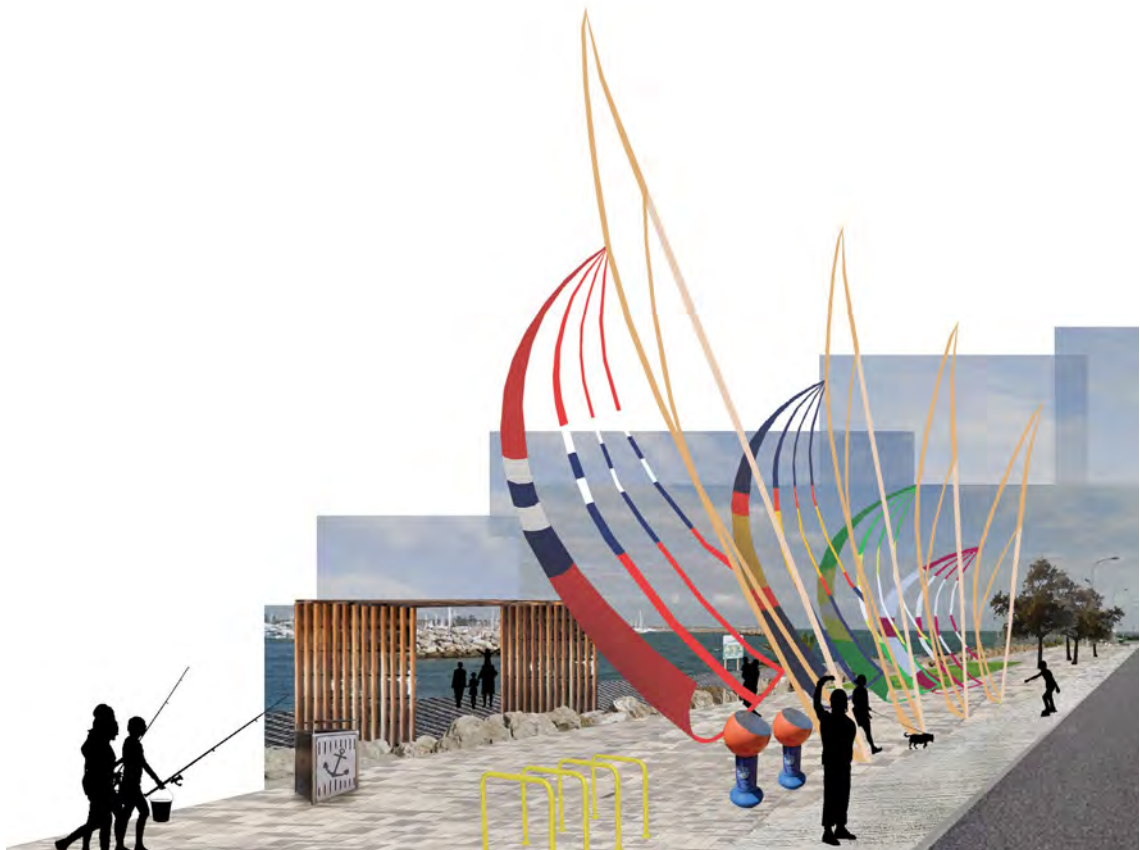


Image 25. Example of art in smaller public spaces

## 5.5 SUPPORTING SERVICES

### PARKING

The Master Plan adopts the following principles for parking supply and management in the harbours:

- ▶ Existing small, inefficient parking areas need to be consolidated, retaining public parking, but making it much more efficient;
- ▶ Use of digital technology should be used within large signs at harbour entries to clearly display bay availability;
- ▶ On-street car bays along Mews Road including short-term 'pick-up/drop-off' bays should be provided; and
- ▶ A proposed consolidated car parking station close to Sardine Wharf to be explored, ensuring parking is not utilising prime waterfront land.

A 'capped' parking option is preferred in line with contemporary thinking around parking supply, as opposed to the practice of supplying unlimited bays.

A number of improvements to car parking supply and locations will immediately benefit user convenience and safety. These include:

- ▶ Consulting the Royal Perth Yacht Club to release a small northern area of its lease to 'square up' the existing inefficient car park and provide increased parking;
- ▶ Reconfiguring the Wardan Lane carpark in consultation with the City of Fremantle to make it more efficient and increase bays;
- ▶ Increasing the number of public on-street and car park bays along Mews Road (West);
- ▶ Ensuring public parking is retained after redevelopment of the Sardine Wharf;
- ▶ Softening parking through landscaping to minimise the visual dominance of parking areas;
- ▶ Construction of new parking areas along the Capo D'Orlando Drive breakwater; and
- ▶ Providing clear pedestrian pathways and circulation that instil pedestrian priority over vehicles.



Image 26. Dandenong Lonsdale Street  
Source: John Gollings





Image 27. An example of a small pocket parking area at Fishing Boat Harbour, comprising inefficient layout and creating pedestrian confusion in a high movement location

With careful management, introduction of drop-off bays and a focus on prioritising alternative transport options, parking utility and visitor convenience will improve.

Formalising existing verge parking along Mews Road (South) and Marine Terrace in partnership with the City of Fremantle will also yield additional bays.

In line with the philosophy of capping parking supply, and mindful of the interests of business and the public, further detailed planning and preparation of an Accessibility Plan is recommended to carefully consider parking management regimes.

This would review parking demand and supply in the context of encouraging and prioritising alternative transport modes where reasonable, including end-of-trip facilities, increasing Uber/taxi/coach drop-offs, and information and directional signage to assist with their utilisation.

## SERVICING

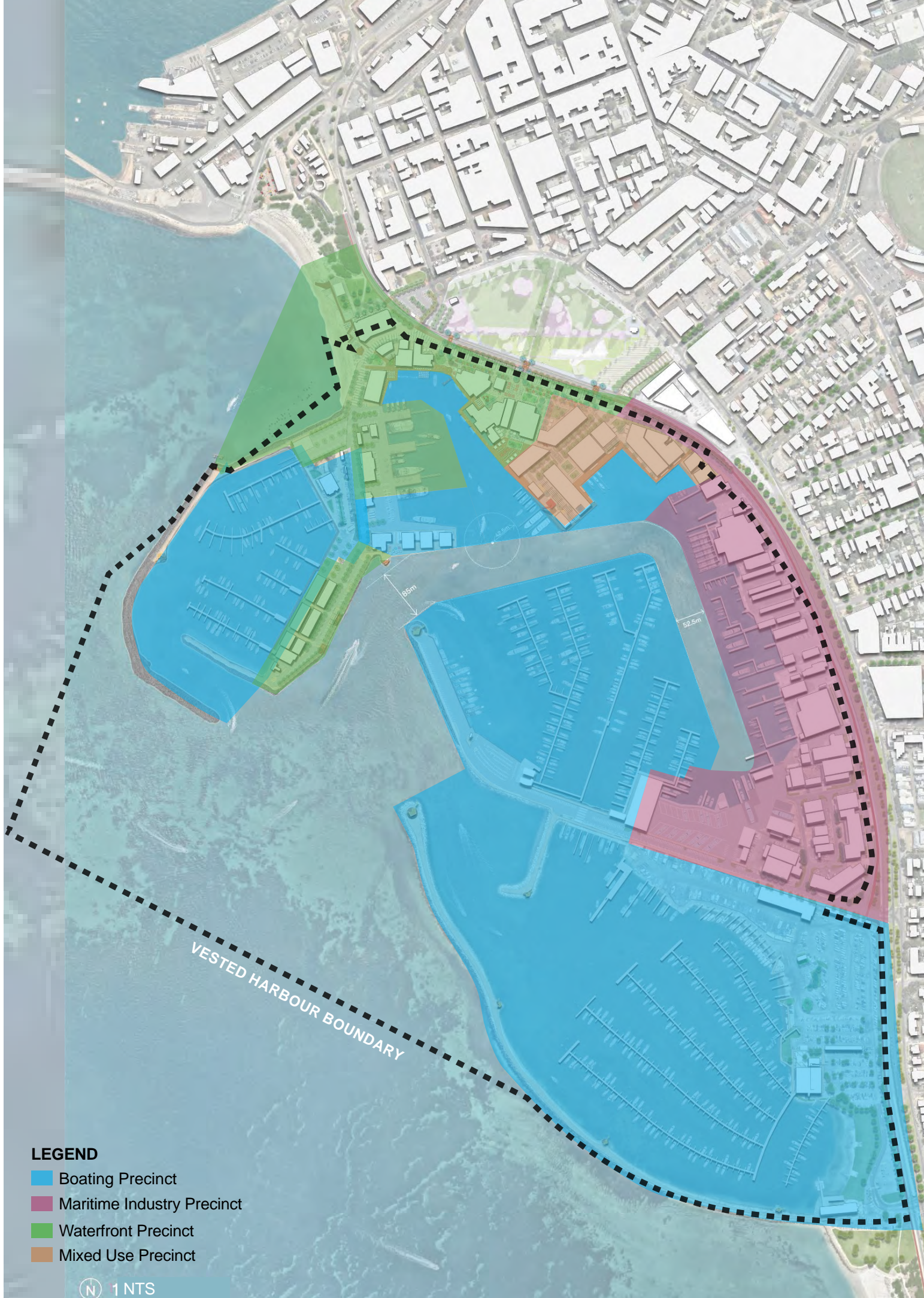
Future parking and road reconfiguration will also consider the role of services and service vehicles in the precinct and identify measures to manage servicing conflicts between visitors and commercial operators. A services and corridor investigation will support any upgrades.

Underground services such as power are also being considered as part of this Master Plan, with upgrades already underway in some locations. This Master Plan will help guide ongoing improvements to essential service infrastructure and help to reduce unnecessary rework or infrastructure being placed in unsuitable or unintended locations.

# 6.0 MASTER PLAN PRECINCTS

**The Master Plan acknowledges the existing precincts across the Harbours, including boating, maritime industry, and waterfront precincts. The Master Plan augments these with an additional Mixed Use Precinct intended to provide a strong interface between marine and tourism areas, enhance public access to the waterfront, and catalyse investment and revitalisation.**

**Precinct objectives and preferred uses established in this master plan will inform decision making by the Department of Transport. Future review of the statutory planning framework that influences the harbours will establish the precincts as a decision-making tool for development applications determined by the Western Australian Planning Commission.**



**LEGEND**

- Boating Precinct
- Maritime Industry Precinct
- Waterfront Precinct
- Mixed Use Precinct

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Figure 7. Harbour Precincts Diagram Source: UDLA

## 6.1 BOATING PRECINCT

### OBJECTIVE:

To offer facilities to meet contemporary marine standards and pursue value-add propositions to sustain Perth's commercial fishing industry and recreational boating communities.

### KEY PRINCIPLES AND INITIATIVES

- ▶ Improve public access to the Challenger and Success Boat Harbours, recognising the need to maintain the security of housed boats;
- ▶ Raise public awareness and appreciation of locally caught fresh seafood through harbour promotions and activation opportunities;
- ▶ Consider staged service levels and boating infrastructure upgrades to service visiting and the local fleet, including super yachts; and
- ▶ Improve penholder amenities including dedicated penholder parking and other infrastructure.

### PREFERRED USES

**Commercial:** Retail and offices which are reliant on or support the maritime industry and waterfront activities, sale of seafood (including direct wharf-side seafood sales), chandlery tour and charter operations, arts / crafts and convenience goods.

**Industrial:** Boat refuelling, repairs and maintenance, processing, production and distribution of seafood industry products.

**Entertainment:** Public tours and restaurants, temporary weekend and grower markets, special events, short stay accommodation.

**Service and Public Use:** Water-based recreation, activated maritime-themed open spaces, recreational and commercial boat penning / berthing, emergency services, club and penholder facilities, storage (indoor and outdoor) and research centre.



Image 28. Sydney Fish Markets Source: <https://www.sailingsteelsapphire.com/blog-1/2018/11/26/a-well-grounded-skipper>

## 6.2 MARITIME INDUSTRY PRECINCT

### OBJECTIVE:

To maintain functional and sustainable maritime industries servicing commercial and recreational vessels.

### KEY PRINCIPLES AND INITIATIVES:

- ▶ Focus development on the maritime industry and ensure that these primary uses can operate without conflict with secondary uses;
- ▶ Relocate the existing boat lifter operation onto a functional site to meet operational requirements, including better on-site management of impacts and improved environmental management outcomes;
- ▶ Ensure servicing is efficient and managed across the precinct to reduce conflict between users;
- ▶ Assign priority to essential servicing traffic that supports the harbour at the Norfolk Street and Capo D' Orlando Drive main entries; and

- ▶ Formalise verge parking along Mews Road (South) in partnership with the City of Fremantle.

### PREFERRED USES

**Commercial:** Retail and offices which are reliant on or support the maritime industry and waterfront activities, showrooms and warehouses, sale of seafood (including direct wharf-side seafood sales), tour and charter operations and convenience goods.

**Industrial:** Maritime industries including boat refuelling, fabrication, repairs, maintenance and engineering, processing, production and distribution of seafood industry products, including aquaculture operations.

**Service and Public Use:** Recreational and commercial boat pens / berths, emergency services, storage (indoor and outdoor) and research centre.



Image 29. Hobart Waterfront **Source:** <https://thetasmaniansoapcompany.com.au/buy-our-products/brooke-street-pier/>

## 6.3 WATERFRONT PRECINCT

### OBJECTIVE:

To promote tourism and recreational development in a family friendly and safe environment with a range of activities and destinations.

### KEY PRINCIPLES AND INITIATIVES

- ▶ Increase public spaces (power of free) through infrastructure upgrades and public betterment programs and user orientated place activation;
- ▶ Protect existing trees and increase canopy coverage;
- ▶ Enhance views and sight lines through the site and vistas to the water from harbour road entries to maximise the relationship with harbour waters;
- ▶ Facilitate direct access to a significant portion of the waterfront for the community;
- ▶ Achieve ground floor activation and increased public accessibility for new development;
- ▶ Create an active and shared vehicle and pedestrian spine;

- ▶ Provide clear pathways for pedestrians, cyclists and e-riders between the harbour and the Fremantle city centre;
- ▶ Provide direct connections between the harbours and the regional road network that fringe the city centre; and
- ▶ Provide legible vehicle and pedestrian access and parking.

### PREFERRED USES

**Commercial:** Retail and offices which are reliant on or support the maritime industry and waterfront activities, with a preference to the sale of seafood (including direct wharf-side seafood sales), chandlery tour and charter operations, arts / crafts and convenience goods.

**Entertainment:** Restaurants, cafes, food trucks and takeaway food outlets, public tours, taverns, pubs, clubs, breweries and small bars, short stay accommodation.

**Service and Public Use:** Ticket offices and visitor centre for recreation and tourism; activated open spaces, special events, concerts and performances, temporary, weekend and grower markets, end of trip and user facilities.

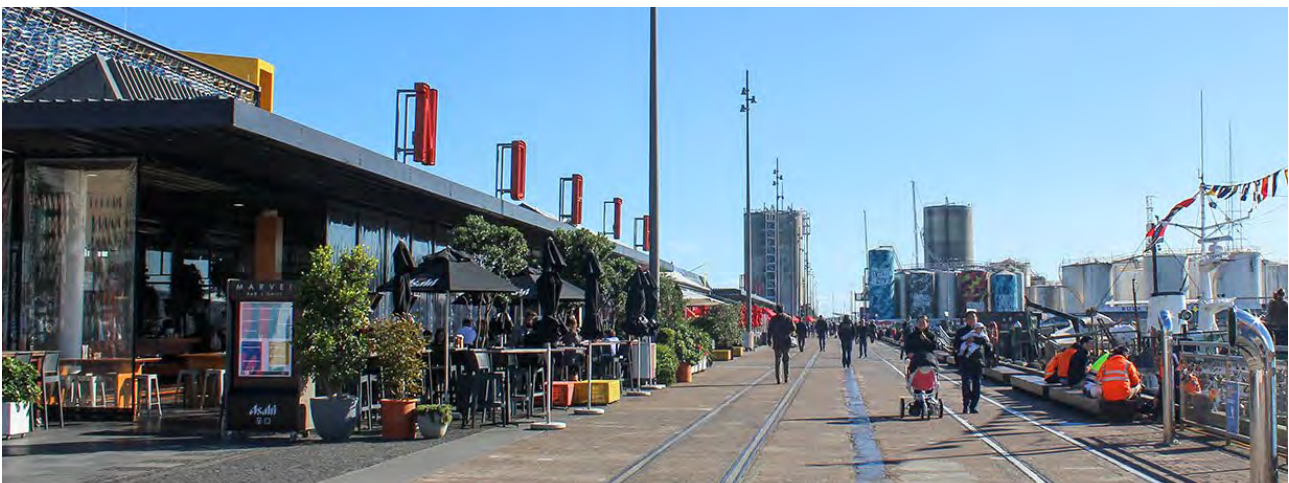


Image 30. Auckland Waterfront Source: Landezine

## 6.4 MIXED-USE PRECINCT

### OBJECTIVE:

To reconnect the city visually and physically with the water's edge in a diverse land use model and intensifying building massing to establish a high-end waterfront proposition.

### KEY PRINCIPLES AND INITIATIVES

- ▶ Create an active, well shaded, accessible and vibrant pedestrian spine to continue the built form and streetscape character from Norfolk Street to the water;
  - ▶ Establish a distinct city character and built form to respond to a variety of mixed land uses and create new lease opportunities to support ongoing asset management of the harbours;
  - ▶ Activate street and water frontages through significant public realm upgrades;
  - ▶ Enhance views and sight lines through the site and vistas to the water from harbour road entries to maximise the relationship with harbour waters;
  - ▶ Ensure maritime industry uses can continue to operate without being impacted by other users; and
- ▶ Provide direct connections between the harbours and the regional road network that fringe the city centre.

### PREFERRED USES

**Commercial:** Retail and offices which are reliant on or support the maritime industry and waterfront activities.

**Entertainment:** Restaurants, cafes, food trucks and takeaway food outlets, public tours, taverns, pubs, clubs, breweries, small bars, short stay accommodation.

**Service and Public Use:** Ticket offices and visitor centre, recreation and tourism; activated open spaces, special events, concerts and performances, temporary, weekend and grower markets, storage (indoor and outdoor) research centre.

**Accommodation:** Short-term and temporary accommodation including accommodation suited to students.

**Discretionary Uses:** Leasehold residential development subject to further investigations including noise mitigation and detailed design studies.

*Note: No private land tenure is proposed.*



Image 31. Hobart Waterfront **Source:** <https://www.experienceoz.com.au/en/best-time-of-year-to-visit-hobart>

# 7.0 DELIVERING THE VISION

**This section presents more detail on the various initiatives that will deliver on the Vision.**

**Initiatives outside harbour boundaries are of regional influence and intended to align other planning authorities (the City of Fremantle and Fremantle Port Authority) and the private sector to the initiatives in this plan.**

**These may require facilitation by others to achieve a fully connected harbour.**

**The initiatives in this plan are aspirational and will inform future infrastructure improvements and expansion.**





BATHERS BEACH

ESPLANADE

CHALLENGER HARBOUR

FISHING BOAT HARBOUR

SUCCESS HARBOUR

## 7.1 HARBOUR SOUTH

The intent for this focus area centres on the sustained viability of authentic maritime business activities and services to the fishing, maritime and recreational boating communities. It also accommodates Success Harbour (Fremantle Sailing Club).

### Key planning initiatives for redevelopment and infrastructure upgrades:

1. Maintain a functional industrial character and retain maritime industrial uses.
2. Relocate the boat lifter onto reclaimed land to provide a sustainable operational footprint subject to a detailed site optimisation study which will determine the ultimate design and layout as well as limit off site impacts.
3. Improve facilities for recreational boating to include the upgrading of the Jetty 3 boat pens and the development of penholder amenities along the main southern Capo D'Orlando breakwater.
4. Maintain a focus on commercial boating for fishing industry and charter services.
5. Ensure the Fremantle Sailing Club continues to function as a club.



Figure 8. Harbour South Focus Area Plan

## 7.2 BATHERS BEACH NORTHERN GATEWAY

This focus area includes the northern portion of the Waterfront Precinct and a small isolated portion of the Maritime Industry Precinct.

The Master Plan highlights opportunities to enhance this northern gateway allowing for activities that use the foreshore and ocean assets to their highest potential. The northern gateway is a secondary gateway to the Central Gateway.

### Key planning initiatives for redevelopment and infrastructure upgrades:

1. Establish clear sight lines from the Fishing Boat Harbour boardwalk to Bathers Beach.
2. Convert Wardan Lane to a full movement gateway to the harbours and assign priority to vehicle movements to Mews Road (West), promoting optimisation of the carpark at the WA Shipwrecks Museum.
3. Raise Mews Road (West) and create a shared pedestrian vehicle space to establish a seamless transition between the Fishing Boat Harbour and Bathers Beach.
4. Connect Wardan Lane, Bathers Beach and the harbour basin with legible pedestrian paths and connected plazas.
5. Create an activated pedestrian and cyclist arrival space, linking to the cycle and pedestrian connections being formalised and activated by others to Victoria Quay and beyond.
6. Achieve activated ground floor planes and building orientation for all buildings fronting the Fishing Boat Harbour and Bathers Beach.
7. Activate Bathers Beach with various aquatic activities, including public amenities and universal access to sheltered swimming areas.
8. Emphasise the remnant piles of the Fremantle Long Jetty through lighting and markers. Access to the water via a universal access jetty and Bathers Beach could promote the area as a diving trail.
9. Remove pocket car parks along Mews Road (West) to create plazas and new development opportunities. Development facing Wardan Lane should be encouraged to exceed two stories.



Image 32. Pedestrian crossing example Source: <https://www.migcom.com/work/west-capitol-avenue-streetscape>



Image 33. Example of activation opportunities to Bathers Beach Source: <https://www.archdaily.com/874240/sandridge-lookout-cox-architecture>

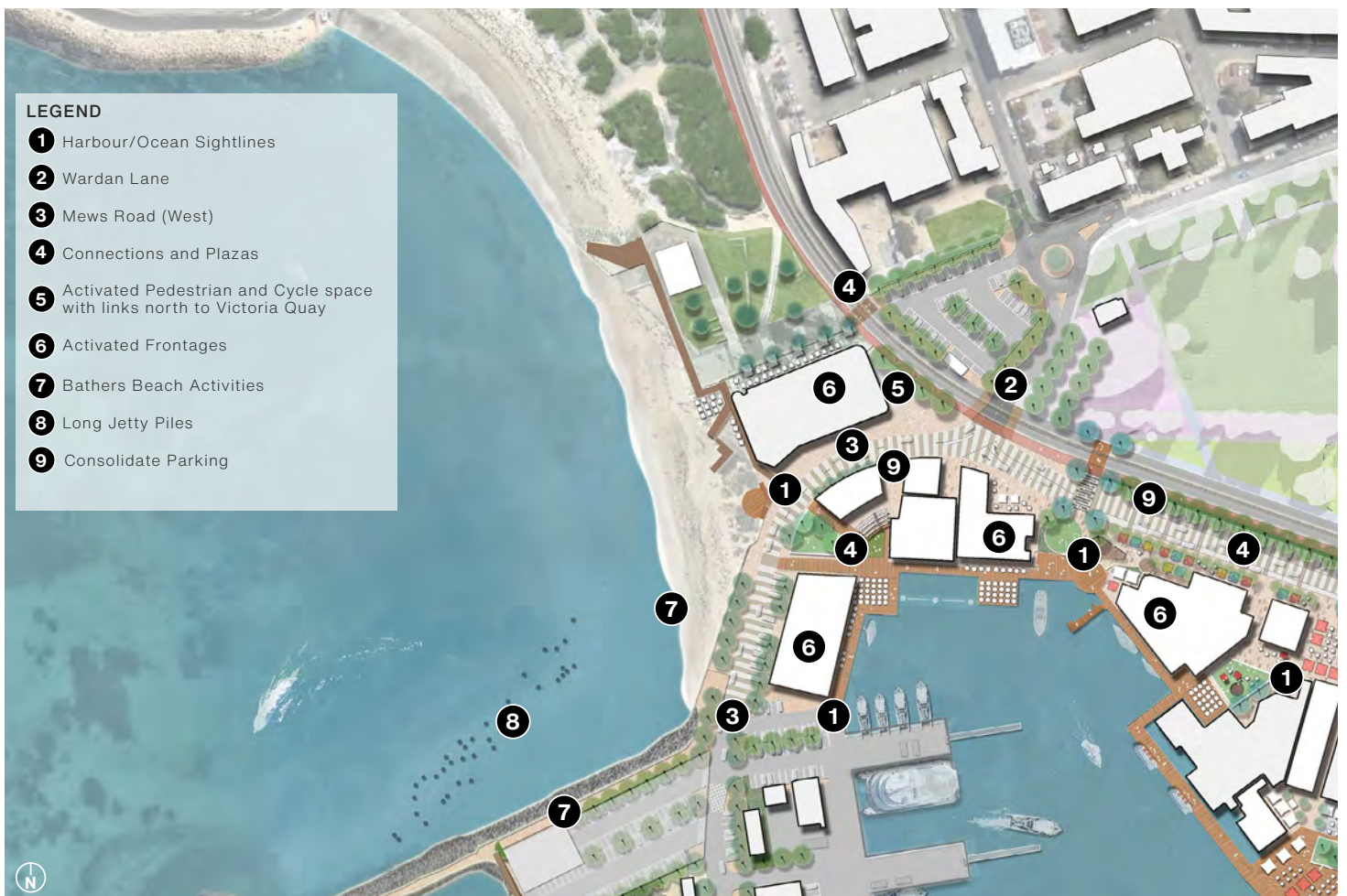


Figure 9. Bathers Beach Northern Gateway Focus Area Plan

## 7.3 CHALLENGER HARBOUR AND MEWS ROAD (WEST)

The potential renewal of this area centres on reconfiguring pedestrian paths, refreshing the common user wharf area for diverse business and events and providing consolidated parking areas.

### Key initiatives for redevelopment and infrastructure upgrades:

1. Reclaim the southern revetment of the common user wharf to facilitate new receivals buildings and an activity plaza at the main harbour entry.
2. Activate the common user wharf car park for temporary markets and events.
3. Connect the boardwalk from the short stay apartments along the water's edge through the Royal Perth Yacht Club to the northern breakwater.
4. Reconfigure pocket car parks to establish an enhanced public space to celebrate the history of the America's Cup.
5. Ensure that Royal Perth Yacht Club continues to function as a club to service the recreational boating community.
6. Reconfigure Mews Road (West) to incorporate on-street parking and connect landscaped pedestrian paths back to the Waterfront Precinct.



Image 34. Example of activation to America's Cup Park  
Source: Google Images



Figure 10. Challenger Harbour & Mews Road (West Focus) Area Plan

## 7.4 CENTRAL GATEWAY

The heart of the Waterfront Precinct is located between the two gateway entries of Warden Lane and the Norfolk Street extension linking to the main pedestrian entry from the Esplanade Reserve as another gateway.

This section of Mews Road will change in function to a shared promenade space.

The Norfolk Street extension will bring the city centre to the water's edge in the Mixed-Use Precinct. This initiative introduces an urban built form response with associated mixed and diverse land uses.

### **Key planning initiatives for redevelopment and infrastructure upgrades:**

1. Maintain pedestrian crossings on their existing alignments with fencing installed along either side of the new carriageway.
2. Align pedestrian paths through the Esplanade Reserve to the city centre of Fremantle.
3. Activate ground floors of the built form in the Mixed-Use Precinct and orientate towards both harbour activities and the Norfolk Street extension.
4. Create a safe children's play area that connects to activated ground floor uses and / or alfresco dining.
5. Extend built form setbacks and streetscape character along Norfolk Street along the Italian Club site to the water's edge, framing this view corridor and strong urban form.
6. Establish active building frontages along Mews Promenade.
7. A new and improved Mews Promenade as a shared pedestrian space, to also serve as an event space.
8. Public Jetty, including universal access for tour and charter services.
9. Reclaim land to the west of the Little Creatures lease to create linear boardwalks and facilitation of boat berthing and a new active public plaza along the waterfront. The plaza is to be activated through small business opportunities.
10. Improve efficiency for parking, pedestrian paths and landscaping.
11. Reclaim land to achieve appropriate depths and land infrastructure suitable for the berthing of super yachts of up to 48.5m in length, which can cater to a variety of other vessels when there are no super yachts in dock.
12. Consider new universal water access for the launching of small craft, which will also benefit charter services.
13. Create flexible and screened service areas, i.e. vehicle unloading / service bays.
14. Consider new parking opportunities in the area in line with the outcomes of a detailed Access Strategy.
15. Extend Norfolk Street to connect perpendicular across the rail line with Mews Road, closing the existing southern crossing. The full movement intersection will orientate dominant traffic flows between Norfolk Street and the Maritime Industry Precinct using Mews Road (South).



Image 35. Waterfront Activation at Auckland Waterfront.  
 Source: Landscape Australia Magazine



Image 36. Kumutoto, Wellington Waterfront by Isthmus  
 Source: Landezine



Figure 11. Central Gateway Focus Area Plan



## 7.5 DEVELOPMENT VISION

The Fremantle Harbours Master Plan acknowledges numerous past planning and design studies, recognising that past studies envisioned opportunities for increased development in a logical way, which holds true to the community's expectations for sensitive development, retention of view corridors, and improved access to the waterfront. This section shows conceptually how the area may develop, focussing on the key changes that will deliver the Master Plan vision over time.

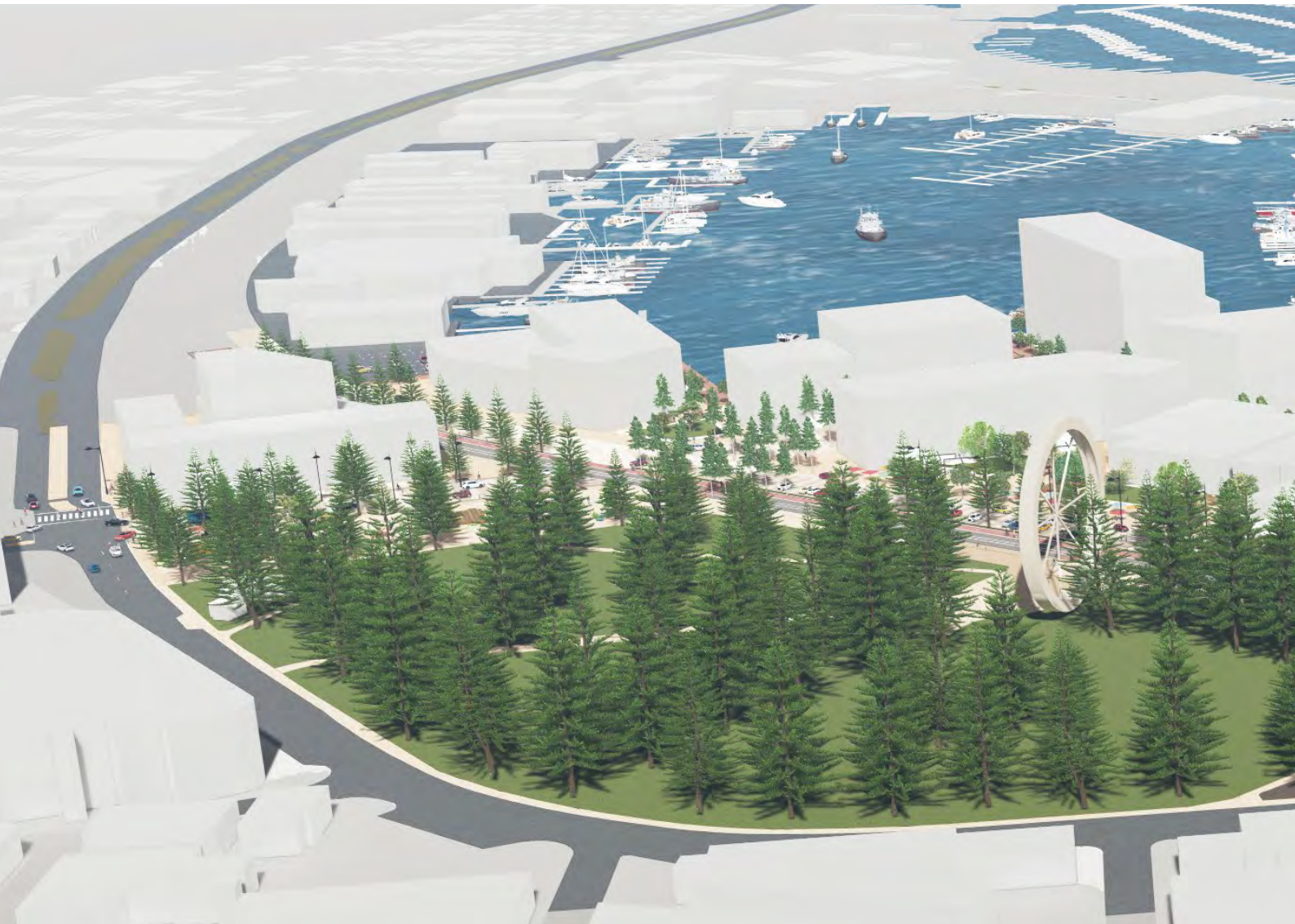
Design guidelines, informed by a building massing and height study and referencing the new State Planning Policy 7.0 (Design of the Built Environment), will define future anticipated built form and inform decision-making by DoT. Future review of the statutory planning framework that influences the harbours will enable future design guidelines to operate as a decision-making tool for development applications determined by the Western Australian Planning Commission.

*\*\*These artistic impressions reflect a broader vision and not detailed built form and service corridor proposals. Investigations will be undertaken with regard to Access, Built Form and Massing and Rail Safety to ensure long term operational requirements of all stakeholders can be met. Further studies and assessments will be required.*

## VIEW 01: FREMANTLE HARBOUR OVERALL FROM NORTH

Development form may significantly vary to accommodate tourism, retail, restaurant and industrial style buildings in different precincts. Although activities promoted in most of the harbour are unlikely to easily support opportunities above ground level, as maritime industry will dominate, uses such as restaurants, offices and boutique entertainment may offer viable upper floor space in suitable locations.

The architectural style combined with the needs of various land uses will result in a mixture of building styles and height. Such variety will provide spontaneity to deliver built form between one to three storeys for the majority of the Master Plan area, similar to what exists today.





## VIEW 02: NORFOLK STREET EXTENSION

A key proposal in this Master Plan is the extension of Norfolk Street to the harbour creating a strong pedestrian and wayfinding connection back to the City centre. The extension dictates the need to achieve building separation to maintain the defined view corridors (refer to Section 4.5).

Buildings in the Mixed-Use Precinct will consider visible and accessible upper floor land uses and plazas will be framed by buildings with active ground floor spaces. This will require service areas to be well planned and screened from the plazas and water. The image shown here also includes buildings proposed outside of the Master Plan area that are currently being contemplated by the City of Fremantle.





## VIEW 03: FREMANTLE HARBOUR SOUTH DEVELOPMENT

The Mixed-Use Precinct allows for a variety of new land uses to extend city centre uses to the water's edge, where the relocated boat lifter currently resides. The built form character of this precinct should be unique and present the most significant departure from the existing city centre and harbour built form, whilst expanding significantly on tourism and commercial offerings for the harbour.

Accommodation and office uses will offer viable floor space above the activated ground floor in this high value precinct. Key to this precinct is maintaining building setbacks along Norfolk Street to maintain view corridors and provide a well-defined building edge to the water.





## VIEW 04: MEWS PLAZA LOOKING NORTH

The new access network proposed by the Norfolk Street and Wardan Road links will deliver a significant shift in the Mews Road area with active transport encouraged and pedestrians prioritised. Buildings will frame active plazas and spaces that can be activated quickly for street events and festival experiences. Services will be designed to support these types of activities and will be well planned and screened. Building heights and style will remain much as they are today.



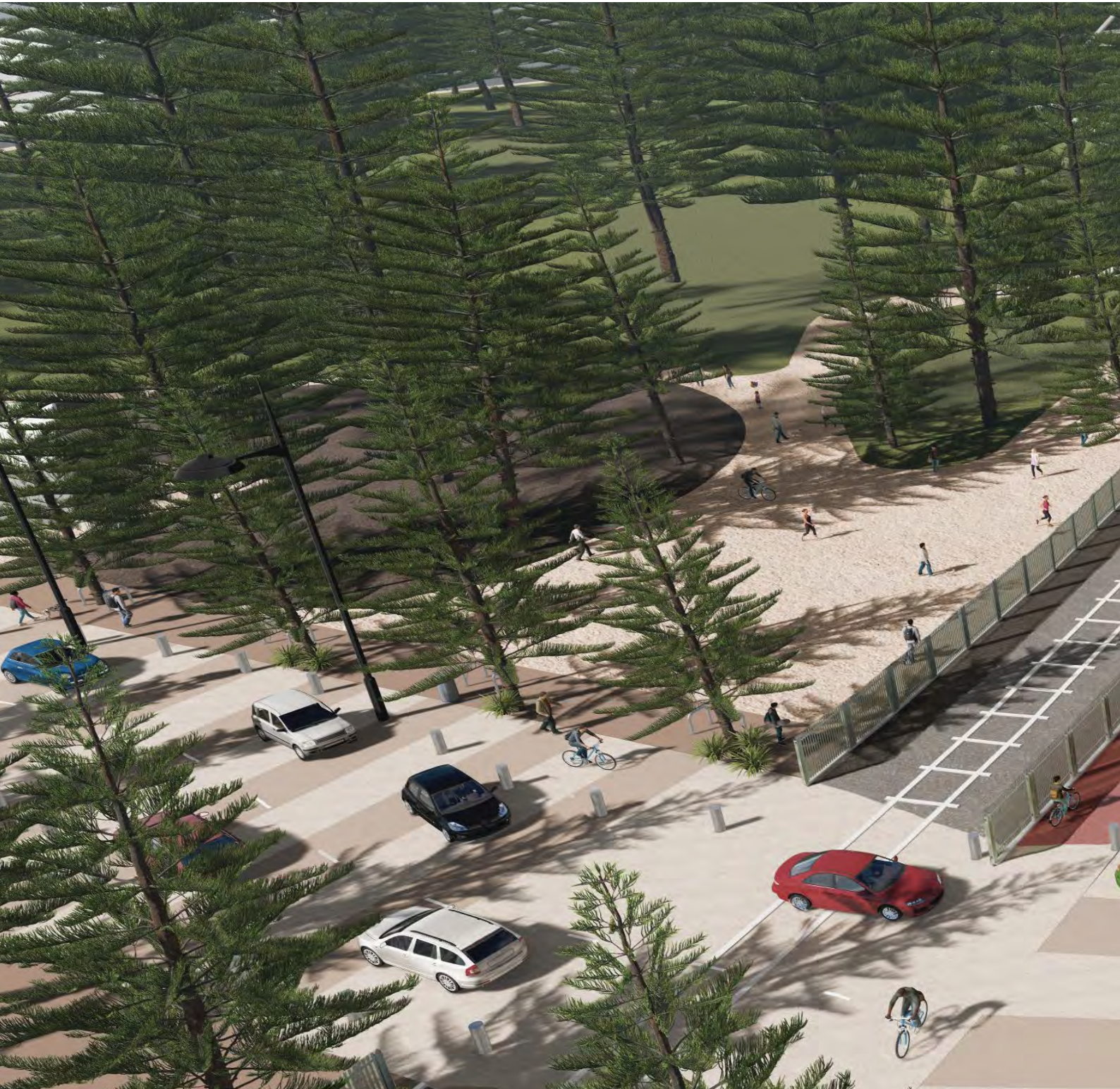




## VIEW 05: WARDAN LANE AND MEWS PLAZA LOOKING SOUTH

In a fresh change, new access arrangements at Wardan Lane will help reduce the amount of commercial traffic entering the northern most maritime precinct along Mews Road. This, in turn, supports pedestrian prioritisation and enables the new Mews Plaza to be closed occasionally to traffic to support street events and festival experiences without impacting the working operations of the boat harbours.

This proposal creates ample new spaces with direct access to the water front and increases access to views. View corridors will be framed by buildings, which will maintain a harbourside character and form in a mid rise environment. This new northern entry supports enhanced wayfinding and pedestrian accessibility to and from Bathers Beach, Victoria Quay and the Fremantle passenger rail station.





# 8.0 IMPLEMENTATION

**The revitalisation of the Fremantle Harbours will involve collaboration between State and Local Government as well as the private sector. The plan envisages a long term redevelopment program over 5-20 years.**

## 8.1 STATUTORY PLANNING FRAMEWORK

The Fishing Boat and Challenger harbours are reserved “Public Purposes – Special Use”. There is no provision within the Metropolitan Region Scheme to establish policy instruments for Public Purposes Reserves to guide decision-making by the Western Australian Planning Commission, therefore the current reservation of the harbours hinders the ability of DoT to formally use this Master Plan as the basis to guide future development applications.

Changes to the statutory planning framework applicable to the harbours are necessary to establish consistent, efficient, and appropriate planning instruments to guide future development and land use, in line with this Master Plan.

Further consideration of the reserve is required in consultation with all decision makers, including options for Parks and Recreation or other agreed reserve that allows for additional planning direction through a Management Plan or similar. The overall intent is to provide a planning framework that allows all stakeholders to work within a clear and recognisable framework.

## 8.2 STAKEHOLDER INVOLVEMENT

Delivery of the Master Plan requires relationships and partnerships with the harbour’s stakeholders, leaseholders, maritime user groups and the community.

Without limitation, the following groups will need ongoing engagement as the Master Plan progresses;

- ▶ City of Fremantle
- ▶ Fremantle Ports Authority
- ▶ Future of Fremantle
- ▶ Local Indigenous Elders and community
- ▶ Heritage groups (e.g WA Museum, Fremantle Preservation Society)
- ▶ Fremantle Chamber of Commerce
- ▶ Charter operators and organisations
- ▶ The WA Rock Lobster industry
- ▶ Fremantle Sailing Club and Royal Perth Yacht Club
- ▶ The Fremantle Maritime Advisory Group and Traders Association
- ▶ Commercial Leaseholders
- ▶ Pen holders and vessel owners
- ▶ Community organisations; including the Fremantle Inner City Precinct group

Each will have a particular role to play, that reflects the knowledge the stakeholder has regarding various proposals, and the direct or indirect impact of various proposals on that stakeholder and their commercial or business operations, or their community.

A stakeholder engagement strategy will be prepared to ensure stakeholders are involved in a planned and coordinated manner.

## 8.3 INFORMING STUDIES

The Master Plan sets an aspiration vision for the Fremantle Harbours, but did not seek to resolve fine details of various initiatives until the broader vision was supported.

The advertising of the Master Plan has illustrated broad community and stakeholder support, albeit with a desire to see greater details in some areas. With this support, DoT is now able to progress a number of detailed informing studies, that will underpin the implementation of the aspirational visions, as follows:

- ▶ Accessibility Plan, including pedestrian and cyclist access, public transport strategy, parking and traffic management, and servicing
- ▶ Engagement with Whadjuk Noongar representatives/Whadjuk Noongar Cultural Advisory Committee to agree respectful and accurate reference to Aboriginal heritage in the harbours
- ▶ Architectural Development Feasibility to consider most suitable development typologies in the maritime environment
- ▶ Coastal Hazard planning to determine development limits and conditions in the coastal environment
- ▶ Economic Value Assessment to determine suitable industries for the waterfront that will benefit the economy of the State and Fremantle more specifically

These studies will provide the necessary research to support the review of the planning instruments noted in Section 8.1 (Region Scheme amendment, management plan/land use) and support parking guidelines and built form design guidelines.

Ultimately this will enable built form revitalisation including the gateway to Bathers Beach, new commercial sites and any future lessee redevelopment.

This will allow DoT to be confident in place management and activation planning, including public art planning and other activations.

## 8.4 ENABLING PROJECTS

As has been noted throughout this Master Plan, revitalisation of the harbours requires significant collaboration with agencies and organisations who control land or infrastructure outside of the vested harbour boundary.

Some initiatives in this Master Plan will require partnerships with, or implementation by, the State Government (Public Transport Authority, Future of Fremantle, and Department of Planning, Lands and Heritage), City of Fremantle and/or the Fremantle Ports Authority.

Without these projects, a number of outcomes cannot be achieved. However, based on the support for the advertised Master Plan, a number of projects are already progressing, including:

- ▶ Rail crossing consolidation approvals
- ▶ Boat lifter relocation and site remediation studies (including stakeholder engagement)
- ▶ Services investigations and corridor planning

It should be noted that given the nature of these projects, a positive outcome cannot be guaranteed in all cases.

## 8.5 IMPLEMENTATION PATHWAYS

Implementation pathways will be developed so that critical improvements can commence, whilst others are planned and undertaken over the longer term.

Some works such as public domain betterment and infrastructure upgrades will be undertaken through focussed maintenance programs, as funding becomes available or as opportunities arise and in line with outcomes of informing studies, whereas others will require further detailed planning and design.

The relative need, responsibilities and prioritisation of these projects will be grouped in Project Development Packages. Funding, timing, staging, responsibilities and actual development will be based on prioritising works packages and progressed as discrete or a series of consequential works packages.

The packages include:

- ▶ **Harbour gateways planning**, for example the Wardan Road dual direction upgrade, which is also dependant on the rail crossing consolidation study.
- ▶ **Maritime enhancements**, for example current planned Jetty 3 upgrades, or the investigation into universal access and non-motorised craft launching (kayaks etc).

- ▶ **Access improvements**, for example the principal shared path enhancements, enhanced wayfinding signage and parking reconfiguration (Mews Road, Capo D-Orlando Drive, Wardan Lane).

- ▶ **Enhanced public spaces**, for example upgrades to Mews Road to create the proposed promenade and plaza zone and upgrades to the waterfront boardwalks.

The final package includes the mixed use development, likely to require the longest lead time and significant enabling work before progress can be made. Advances in technology, innovation, the economics of the State and community expectation will continue to influence the planning for this area well into the future. A tailored concept design and delivery framework will be prepared for this site.

In summary, this Master Plan will allow DoT to progress a number of discrete projects through to detailed design, so that projects can be ready to be delivered when funding becomes available.

