

AMENDMENT NO. 1055/33 TO THE METROPOLITAN REGION SCHEME
FREMANTLE EASTERN BYPASS

1. PURPOSE

The purpose of this amendment is to modify the Metropolitan Region Scheme (MRS) to remove the section of the Fremantle Eastern Bypass Primary Regional Roads reservation between High Street, Fremantle and Healy Road, Hamilton Hill and transfer the land to the Urban zone as shown in Figure 1.

2. BACKGROUND

The Fremantle Eastern Bypass was first included in the MRS as a Controlled Access Highway reservation in 1973.

Local opposition to the Bypass resulted in City of Fremantle objecting (from the late 1970s or early 1980s) to construction of the Bypass south of High Street due to unacceptable social, environmental and planning consequences.

In November 1991, the State Planning Commission (in response to a request by the then Minister for Planning) resolved to proceed with a minor amendment to the MRS to delete the Fremantle Eastern Bypass. MRS Amendment 880/33A was subsequently approved and became effective in October 1992.

Following a change of government in 1993, the then Minister for Planning directed the State Planning Commission to reinstate the Fremantle Eastern Bypass in the MRS. Planning Control Area No. 26 was declared in April 1993 to once again protect the Fremantle Eastern Bypass alignment. The Bypass was then reinstated in the MRS (with reduced land requirements) in September 1994, through a separate Act of Parliament - the Metropolitan Region Scheme (Fremantle) Act 1994.

The current Government's policy platform includes a commitment to delete the Fremantle Eastern Bypass from the MRS in the context of the findings of the Metropolitan Freight Network Review. The Western Australian Planning Commission was subsequently requested to initiate a process to delete the Fremantle Eastern Bypass reservation through the MRS amendment process.

The Western Australian Planning Commission considered this request and resolved to initiate this amendment. The following comparative assessments of the Bypass with the alternative Stock Road, Leach Highway and High Street option will be undertaken prior to the finalisation of the Amendment:

- Road network analysis of traffic impacts
- Social impact assessment
- Cost/benefits analysis of alternatives including land acquisition and property implications
- Environmental assessment of all alternatives

The conclusions of these studies will be available to the Western Australian Planning Commission when it considers submissions on the proposal to delete the Fremantle Eastern Bypass.

3. DISCUSSION

The proposal to delete the Fremantle Eastern Bypass is based on: achieving a more sustainable approach to addressing traffic growth; taking into account changing land use in the region from when the Bypass alignment was first determined; and recognising social and environmental values in the community.

The response to traffic demand cannot always be to build new roads. The traditional approach, based on predicting future road based traffic flows, identifying land requirements and providing major new roads to cater for them, can increase reliance and use of the road network giving rise to the continual need for more road capacity. A more balanced, sustainable solution is needed.

The Government has pursued a more holistic way of approaching this issue, based on introducing a paradigm shift in responding to projected traffic growth. Instead of building new roads the Government will work to reduce the growth in road freight and make better use of the existing transport infrastructure.

The Metropolitan Freight Network Review, conducted by the Government in 2001/2002, examined options to address traffic growth problems with freight movement involving the upgrading of existing road infrastructure and various other non-road building options.

The current alignment for the Fremantle Eastern Bypass fails to recognise the growing movement of freight traffic to and from southern destinations. Much of the freight moving through the southern corridors is headed to the major commercial precincts in Kewdale, Canning Vale, Jandakot and Kwinana. Future development at Hope Valley, Wattleup, Jervoise Bay and the potential new outer harbour facilities will increase southern freight traffic considerably.

Deletion of the Fremantle Eastern Bypass is proposed because of the unacceptable social, environmental and planning consequences arising from its construction, particularly for local communities within the City of Fremantle. Its deletion has the support of the City of Fremantle, which has initiated an amendment to its local town planning scheme to enable the redevelopment of the reserved land.

These issues are discussed in further detail in this report.

4. ROAD NETWORK ISSUES

The Fremantle Eastern Bypass was originally planned as part of a proposed north-south coastal route for regional traffic within the Metropolitan Region. This route included the proposed Fremantle-Rockingham Highway (to the south) and would link to Stirling Highway and West Coast Highway (to the north). This route was planned to cater for some of the heavy traffic movements generated by Fremantle Port and industrial areas in the South West Corridor as well as passenger vehicle movements.

Roe Highway was also proposed to connect at the southern end of Fremantle Eastern Bypass to cater for regional traffic to and from the east, including heavy vehicle movements between Kewdale, Welshpool, Canning Vale and Fremantle Port.

The functionality of the Bypass (and the other planned regional roads) was dependant on a comprehensive network of planned regional roads. However, there is clearly limited support for several other essential road links that are reserved in the Metropolitan Region Scheme:

- The Metropolitan Freight Network Review (2002) has recommended that Roe Highway not be constructed west of the Kwinana Freeway. This assessment of a number of options for providing additional road capacity west of Kwinana Freeway was based on the three 'sustainability' factors (i.e. economic, social and environmental);
- There is also pressure to realign the proposed Fremantle-Rockingham Highway onto Russell Road and Rockingham Road at Henderson because of environmental impacts on the Brownman Swamps in Beeliar Regional Park; and
- There is limited support for major new road capacity north of Stirling Bridge and existing capacity limits for Stirling Highway.

Hence, the deletion of the Fremantle Eastern Bypass road reservation and its effect on the regional road network needs to be considered against the wider context of the planned road network in the South West Corridor of the Metropolitan Region. These investigations are progressing in parallel with this amendment. This may result in additional modifications to the regional road network, which would be dealt with in further amendments to the MRS. Further investigation of local traffic impacts may also be required at the local government level.

With the deletion of the Fremantle Eastern Bypass, some of the other planned regional road links also diminish in value, including: the Roe Highway Stage 8 (west of Kwinana Freeway) and the Fremantle-Rockingham Highway between Hamilton Hill and Jervoise Bay.

5. STRATEGIES TO MANAGE ROAD FREIGHT- ALTERNATIVES TO THE FREMANTLE EASTERN BYPASS

5.1 Metropolitan Freight Network Strategy

The deliberations of the Metropolitan Freight Network Review (2002) were based on the Fremantle Eastern Bypass not being built. The Review identifies the need for a more balanced transport system with less dominance by road transport for freight and passengers. The Freight Network Strategies focused on alternative ways to deal with projected growth in demand and improve freight movement throughout the Metropolitan Region.

These include the following strategies:

- Extending Roe Highway to Kwinana Freeway to cater for the increasing level of traffic heading to the growing industrial areas of Cockburn and Kwinana and take traffic away from South Street and Leach Highway. It is expected to commence Roe Highway Stage 7 (from South Street to Kwinana Freeway) in 2004;
- Putting more freight onto rail. Improved rail linkages between Kewdale, Kwinana and Fremantle will help industry transport freight by rail instead of road. In ten years, it is planned that 30 per cent of all container traffic will be moved by rail. Currently, only three per cent of containers are transported by train;
- Building inland container terminals. A container terminal at Kewdale will ensure trucks do not have to drive to and from Fremantle just to pick up and deliver an empty container;
- Making better use of roads. Currently, half of all trucks going to or from Fremantle Port are empty. Better scheduling, spreading of hours, back-loading and a truck booking system at the Port will ensure that the number of trucks entering or leaving the Port empty will be reduced by one third;

- Plan now for the Outer Harbour at Kwinana. Fremantle Port planned overflow facilities at Kwinana will take much of the growth in traffic from Fremantle Port, once the harbour reaches capacity.
- Improve existing roads. Upgrades of Leach Highway, Stock Road and High Street will improve efficiency and reduce the impact of traffic on local residents.

The cumulative effect of the Freight Network Strategies would be that forecast trade levels for Fremantle Inner Harbour in ten years could be handled by similar or less trucks than at present.

While the Freight Network Strategy mainly addresses freight movement, strategies such as construction of the South West Metropolitan Railway and the re-routing of the bus systems will reduce the overall dependence on road transport for passengers as well.

5.2 Implementing the Freight Network Strategy

The Freight Network Strategy has two related outcomes.. Firstly, reducing the projected road traffic demand likely to have used the Fremantle Eastern Bypass and, secondly, upgrading the existing road network to accommodate the reduced future demand.

The implementation of the Freight Network Strategy is a clear priority for the State Government. The Government has already sought proposals from operators for the Fremantle-Kewdale rail shuttle service under new arrangements that will also involve management of the North Quay rail terminal and an inland intermodal terminal and container depot. These new arrangements will be finalised shortly and will boost container haulage by rail.

Road transport operators are working with Government to explore ways to achieve better management of trucking activity. A number of measures are being pursued, including a single booking system at the Port, a port-specific accreditation system for truck operators and more consistent operating hours for port, warehousing and trucking operations.

The development of 'overflow' port facilities in Cockburn Sound will be needed in the future, but the timing will depend on how well the private sector responds to the challenge of increasing rail haulage of containers and reducing the impact of trucking activity. On this basis, the Government has set a target of gaining approvals for the expanded facilities within the Outer Harbour within five years.

Moves to accommodate future traffic demand include the construction of Roe Highway Stage 7 and the upgrade of the existing road network. A Local Impacts Committee has been set up to recommend a preferred alignment for Roe Highway Stage 7. This recommendation is expected to be finalised shortly.

The Fremantle Eastern Bypass had been forecast to carry traffic diverted primarily from Stock Road, with slightly less from Hampton Road and Carrington Street, and the remainder coming off other local roads in this area. As a result of not constructing the Fremantle Eastern Bypass, some existing main roads in this area will be upgraded to accommodate this future traffic demand.

Stock Road – Leach Highway – High Street is considered to be the most acceptable alternative route for road freight when the Bypass is deleted. This route can be upgraded to accommodate the forecast traffic volumes.

The road upgrading that is expected to be appropriate includes upgrading of High Street between Stirling Highway and Carrington Street and improving the intersection with Stirling Highway. This is already required to improve safety and efficiency and to manage the impacts of heavy vehicle traffic on adjacent properties.

Upgrading of Stock Road is also suggested; both to handle traffic movements at major intersections and to improve traffic flow. Minimising travel time on this route is considered important to help to attract as much traffic away from local streets as possible as well as reducing the operating costs of commercial vehicles, which are ultimately passed on to consumers.

The Local Impacts Committee is working to identify the level of upgrading needed for the major roads in the south west metropolitan corridor, focusing on Leach Highway, South Street, High Street and Stock Road; and to determine measures to protect local communities from the impact of freight and general traffic. This work is being carried out concurrently with this MRS amendment.

6. LOCAL COMMUNITY ISSUES

The Fremantle Eastern Bypass would cause significant community severance within the Fremantle community. It would have been constructed as a 4-lane controlled access highway through the middle of the established residential areas of White Gum Valley and Beaconsfield. In addition to community severance this has raised concerns regarding traffic noise, vibration and local air quality.

If this land is no longer reserved for the Bypass the existing properties can be redeveloped to foster greater urban vitality and build an even stronger community in this local area.

Another major focus of local opposition relates to Clontarf Hill (south of Clontarf Road). Construction of the Bypass would either involve an open excavation or a “cut and cover” tunnel through the hill. (A cut and cover tunnel would have less social and environmental impact than an open cutting.) This is considered to impact on the social and environmental values of this site. Aboriginal heritage issues for this area have not yet been determined.

The City of Fremantle has given its strong support to the deletion of the Fremantle Eastern Bypass. A local scheme amendment deleting it from the City of Fremantle district town planning scheme is progressing concurrently with this MRS amendment, as discussed later in this report.

7. STRUCTURE PLANNING AND TOWN PLANNING SCHEME AMENDMENT

The City of Fremantle has initiated amendment 57 to the City’s Town Planning Scheme No. 3 (TPS3) to run concurrently with the MRS amendment. The intention is for the public submission period for both processes to run for three months and run simultaneously.

The MRS Urban zoning proposed for the Fremantle Eastern Bypass land allows for a range of uses including residential development, commercial and service industry, some education and public uses, recreation and local parks. This is therefore consistent with all adjoining properties.

The local town planning scheme is then required to give greater definition to permitted uses and how they will be controlled. The proposed zoning in the TPS3 amendment generally involves a residential zoning or other zoning consistent with adjoining properties. Particular sections to note are between Blinco and Stack Streets (Knutsford Street industrial area) and between Lefroy and Clontarf Roads, which are to become Development Zones.

The section between Clontarf and Healy Roads (Clontarf Hill) is to be reserved as local open space as recommended in the City of Fremantle’s Fremantle Planning Strategy.

The sites to be designated as Development Zones were also recognised in the Fremantle Planning Strategy. The proposed amendment to TPS3 stipulates that a structure plan is required to be prepared for each area to address a range of currently unresolved issues including possible land contamination and remediation requirements.

The boundaries of the open space reserve will be subject to review both through the consideration of submissions on the TPS amendment and through the structure planning process.

LandCorp and the City of Fremantle will continue to develop structure plans during the MRS and TPS amendment processes.

8. ENVIRONMENTAL ISSUES

The main environmental issues that have been raised in discussion of this proposed amendment are the status of Clontarf Hill, and site contamination in proposed Development Zones.

It is understood that the environmental value of Clontarf Hill has deteriorated over time and it is not classified in *Bush Forever*. The *Fremantle Eastern Bypass Clontarf Hill Environmental Review* (prepared for Main Roads Western Australia in November 2000) provides further information on this site and indicates that the Environmental Protection Authority regards Clontarf Hill as an important element in the social surroundings of the area. This importance relates to visual amenity, landform, local vegetation and fauna habitat.

The City of Fremantle proposes to zone Clontarf Hill as local open space in the Town Planning Scheme (TPS). Given that the remainder of the Clontarf Hill site is currently zoned Urban in the MRS, it is proposed that the land currently reserved for the Fremantle Eastern Bypass should also be included in the Urban zone to maintain consistency. This is still compatible with the proposed TPS zoning of local open space.

The issue of potential site contamination relates to industrial land and unconsolidated landfill in the two Development Zones noted above. The level of contamination (if any) in these areas and any amelioration requirements are not known. As noted above, this issue will be addressed in the structure planning for these Development Zones.

9. ENVIRONMENTAL PROTECTION AUTHORITY ADVICE

The proposed amendment has been forwarded to the Environmental Protection Authority for formal advice of the required level of assessment before being advertised for public comment. It has advised that the level of assessment for this MRS amendment has been set at "Scheme Not Assessed – Advice Given". This means that no formal environmental assessment of this MRS amendment is required. For further details refer to Appendix A, which contains a copy of the Environmental Protection Authority's letter of advice dated 27 May 2002.

10. SUMMARY AND CONCLUSION

Rezoning the subject area to Urban will delete the Fremantle Eastern Bypass from the Metropolitan Region Scheme. A concurrent amendment to the City of Fremantle Town Planning Scheme No. 3 (Amendment 57) will provide further detail on appropriate land uses for this land and structure planning in specific sections will address currently unresolved issues.

These amendments reflect the Government's paradigm shift away from the traditional approach of dealing with increased traffic demand, of building more roads, to a more holistic review of the transport system with the view of implementing non-road building alternatives. The strategies

arising from the Metropolitan Freight Network Review set the framework for this, both in reducing the projected traffic demand and upgrading the existing road network.

11. THE AMENDMENT PROCESS

The procedures for amending the Metropolitan Region Scheme are prescribed by the *Metropolitan Region Town Planning Scheme Act (1959)*.

Section 33 of that Act sets out the substantial (major) amendment process. In essence, this process involves:

- formulation of the amendment by the Western Australian Planning Commission;
- referral to the Environmental Protection Authority (EPA) for assessment;
- completion of an Environmental Review (if required) to EPA instructions;
- Ministerial approval to public submissions being sought on the amendment (including the Environmental Review);
- advertisement;
- consideration of submissions, including the opportunity for formal hearings;
- approval by the Governor with any modifications in response to submissions; and
- consideration by both Houses of Parliament.

An explanation of this process can also be found in the front of this report, entitled "The Metropolitan Region Scheme, what it is and how it is amended."

12. SUBMISSIONS ON THE AMENDMENT

The Western Australian Planning Commission (WAPC) invites people to comment on this proposed amendment to the Metropolitan Region Scheme.

If you have any comments on why the Fremantle Eastern Bypass should (or should not) be deleted, please use the WAPC Metropolitan Region Scheme Amendment form to make your submission. We would like to know what you like about the proposed changes, as well as any concerns you might have. Your submission should be lodged with the WAPC, at the address below.

If you have any comments on what the land should be used for when the Fremantle Eastern Bypass has been deleted, please use the City of Fremantle Town Planning Scheme Amendment submission form for those comments. Your submission should be lodged with the City of Fremantle.

The Amendments are being advertised for public submissions from 15 November 2002 to 21 February 2003.

Copies of the MRS amendment will be available for public inspection at:

- i) the Department for Planning and Infrastructure in Wellington Street, Perth;
- ii) the municipal offices of the Cities of Fremantle, Cockburn, Melville and Perth;
- iii) the State Reference Library, Northbridge; and

iv) the office of Main Roads Western Australia in East Perth.

Written submissions on the amendment should be sent to:

The Secretary
Western Australian Planning Commission
469 Wellington Street
PERTH WA 6000

and **must be received by 21 February 2003.**

For your convenience a submission form (Form 6A) for this amendment No.1055/33 – 'Fremantle Eastern Bypass' is attached to this report (Appendix E). Additional copies of this form, and the submission form for the City of Fremantle Town Planning Scheme No.3 Amendment 57, are available from the display locations listed above.

Information that may assist with the preparation of a submission can be found in Appendix D.

13. HEARINGS

Any person making a written submission on a proposed amendment to the MRS also has the opportunity to personally present the basis of their submission to a sub-committee of the Western Australian Planning Commission. Details required for attending the 'hearings' are on side two of the submission form.

The submissions and the transcripts of public 'hearings' will become public documents. They will be published and will be made available free of charge when the Amendment is presented to both Houses of Parliament.

14. MODIFICATIONS TO THE AMENDMENT

After considering any comments received from Government agencies and the public, the Western Australian Planning Commission may make modifications to the amendment.

The recommendations of the Commission, including any modifications, are published in the *Report on Submissions*. Anyone who has made a submission will receive a copy of this document when the Amendment is tabled in Parliament.

15. FINAL OUTCOME

The amendment will be considered by both Houses of Parliament. Those who made submissions will be notified of the final outcome, along with all affected landowners.