



Government of **Western Australia**  
Department of **Finance**



**CITY OF FREMANTLE**  
**These Plans Form Part of**

**DAP005/23**

**30 May 2023**

# **Fremantle District Police Complex**

## **Stage 2 Main Works**



### **Development Assessment Panel Planning Report**

May 2023



# Document control

## Revision history

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## Approvals

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# 1. Preliminary

## 1.1. Introduction

This Development Assessment Panel (DAP) development application is being submitted by the Department of Finance (DoF), on behalf of Western Australian Police Force (WA Police Force), for the Stage 2 main works package to facilitate the construction of a new 4 storey, fit-for-purpose Fremantle District Police Complex.

The original Fremantle Police Station was declared unsafe due to severe asbestos issues and deemed unsuitable for the delivery of safe and contemporary police operations in 2013. Police operations in Fremantle have been addressed through four separate leased sites since 2013, with additional staff being accommodated from two WA Police Force owned facilities from which they deliver their services. There is no further capacity for these premises to expand and accommodate the growth in police service to the Fremantle district or meet current operational, community and officer safety requirements. The four existing lease agreements have been extended to allow adequate time to construct the Fremantle District Police Complex.

As part of the annual review of the Strategic Asset Management Plan for 2019/20, the WA Police Force escalated the accommodation needs for Fremantle and in 2020 the State Government announced a commitment of \$52.6 million to construct a new Fremantle police station. An additional \$35 million was allocated to the project in the 2021 State budget. The construction value of the works in this DAP application is approximately \$87 million.

The purpose of this project is to construct a new fit-for-purpose police complex that can effectively and comprehensively accommodate the Fremantle district police services. The Fremantle District Police Complex includes sufficient area in line with the anticipated increase of police officers to meet community needs currently, and into the future (up to 358 full-time equivalent at full capacity).

The proposed works are anticipated to be completed, and the Fremantle District Police Complex operational, by the first quarter of 2026.

## 1.2. Project Background

The subject site has been chosen following a comprehensive search and assessment of a number of available sites within Fremantle. The subject site is well situated for the delivery of police services to the Fremantle Central Business District and the greater Fremantle District. The subject site is on the perimeter of

the Fremantle Cultural precinct and offers a suitably sized singular location for the deployment of policing services to the region. The subject site is suitable for a building with capacity to accommodate the current and predicted staff growth to 2039 in accordance with the WA Police Force Strategic Asset Plan.

As part of the site acquisition and assembly process, a new public road reserve was excised from the main site and gazetted as 'Bulldog Lane' to provide a new link from South Terrace to Fremantle Oval.

A previous development application was approved by the Western Australian Planning Commission (WAPC) for the Stage 1 Forward Works package in October 2022. The aim of the Stage 1 forward works package was to de-risk the site and ensure the appropriate protection and timely management of any archaeological remains prior to the proposed works proceeding.

### 1.3. Public Works

The proposed works are to be undertaken as a public work under the *Public Works Act 1902*. DoF and WA Police Force as Public Authorities are exempt under Section 6 of the *Planning and Development Act 2005* from the requirement to obtain development approval for public works under a local planning scheme.

The Section 6 exemption does not extend to the requirements of a Region Planning Scheme and as such, a development approval under the Metropolitan Region Scheme (MRS) is required for the Fremantle District Police Complex.

The Western Australian Planning Commission (WAPC) is the delegated authority in the determination of development applications for public works on zoned land. As the cost of the proposed works is over \$10 million, this necessitates determination of the development application by the DAP, with the WAPC as the Responsible Authority.

## 2. Site Details

### 2.1. Location

The Fremantle District Police Complex will be located on Lot 503 (No. 94) South Terrace, Fremantle on Deposited Plan 420312 and the future Bulldog Lane will be constructed on Lot 501 South Terrace on Deposited Plan 420312 (the site). The site is located within the Whadjuk Region, home to the Noongar peoples, in the City of Fremantle (**Attachment A** - Location and Site Plans).

The site is located between Norfolk Street and Arundel Street and positioned immediately north of the Fremantle Hospital on the perimeter of the Fremantle Cultural precinct.

The site was most recently used as a car park following the demolition of the most recent building, the 'Stan Reilly Lodge', by the City. The site is generally cleared of vegetation and has a total area of 5,121m<sup>2</sup>. Some small areas of minor planted landscaping will be removed as part of the forward works and car park removal.

The site includes heritage sensitive perimeter limestone walls along South Terrace and to the south/eastern boundary of the adjacent hospital site. The north/western boundary contains the State Heritage listed old Synagogue Building (including recent additions and basement areas).

The site is accessed from South Terrace along the western boundary and will also have access on the southern boundary from the future Bulldog Lane, which will also be constructed as part of this application.

The site is regarded as being of archaeological importance to the City due to the site's historical structures and uses. The site is also located within the Buffer Zone for the World Heritage Listed Fremantle Prison and is on local heritage listings for its connection to the Convict Establishment and the limestone walls around the boundary of the site.

### 2.2. Site Ownership and Tenure

The site is a Crown Reserve, No. 50462, with the current reserve purpose for Police Purposes with a Management Order to the Minister for Police. The proposed works accords with the reserve purpose.

Lot 501 South Terrace on Deposited Plan 420312 is already designated as a local road reserve and will be managed by the City.

A copy of the Certificate of Title's (LR3174/232 and LR3174/233) are included in **Attachment B**.

## 3. Description of Works

### 3.1. Proposed Development

The proposed works will involve the excavation of the site to the required basement depth and the construction of a contemporary 4 storey police complex as well as Bulldog Lane.

A key narrative for the project is to provide a highly flexible contemporary workplace for WA Police Force. The internal planning has informed the building's form and its expression, capturing a high level of privacy for staff whilst maximising daylight harvesting and aspect for users.

The Fremantle District Police Complex comprises three main elements: the main police station building (12,300m<sup>2</sup> GFA); a secure compound zone (1198m<sup>2</sup>); a 12m wide public road, named Bulldog Lane; and a public plaza area with visitor parking.

Site plans, floor plans, elevations and perspectives are contained in **Attachment C - Development Plans**.

#### Police Complex Building

- The building has a gross floor area of approximately 12,300m<sup>2</sup> and is configured as follows:
  - Ground level (1965 m<sup>2</sup> NLA)
  - Level 1 (2010m<sup>2</sup> NLA)
  - Level 2 (2005m<sup>2</sup> NLA)
  - Level 3 (1665m<sup>2</sup> NLA)
  - Main Level 4 Plant, Mezzanine, Main Plant.
- Internal spatial arrangement within the building is sized and arranged in a highly organised manner to suit police operations. For the purpose of this submission this detailed arrangement is confidential and not included on the plans.
- The basement consists of:
  - 95 car parking bays, including 1 universal accessible parking bay and 2 small car bays, for WA Police Force staff and general operations;
  - 6 designated motorcycle bays for operations;
  - 24 operational bicycle bays plus support maintenance area;
  - 30 staff bicycle parking (noting end of trip facilities are located elsewhere in the building);



- accommodation for key services, wash bay area and riot gear storage zone.
- The building is intentionally setback 5m to both South Terrace and Bulldog Lane.

## Secure Compound

- The compound accommodates:
  - 13 car parking bays for WA Police Force staff and general operations, including 4 electric vehicle charging bays);
  - 1 large vehicle bay (e.g. short term parking for mobile police facility vehicle); and
  - 1 prisoner transport vehicle space within the sallyport.
- An outbuilding of approximately 110m<sup>2</sup> in area containing various ancillary functions including a forensic garage and bin storage.
- The compound will be brown coloured bitumen asphalt.

## Arrival Forecourt

The public arrival court has been strategically located to the north west portion of the site as an extension of Fremantle's public realm on South Terrace and to provide access from the public parking area. The arrival court is large (670m<sup>2</sup>) and accessed by two gaps in the existing limestone wall with the entry doors approximately 5m from the footpath. This space will be serviced 24/7 and is approximately 40m<sup>2</sup> in area, including a customer service desk, accessible public toilet, waiting area and interview rooms.

Key elements include:

- At grade universal access
- 5 visitor car bays, including 1 universal access bay, located adjacent to the arrival court.
- Localised seating for waiting and 'dwell' space
- Public bike stands
- 4 x flag poles
- Angle brick wall element – unique form at ground level
- Angled entry canopy over 6 meters long

## Bulldog Lane

Bulldog Lane runs along the southern boundary of the site between the Fremantle District Police Complex and the existing Fremantle Hospital.

Whilst Bulldog Lane will be constructed as part of this application, it is a public road reserve under the care and control of the City. Consequently, its design has been directed by the City and in accordance with its required specifications.

Bulldog Lane is a 12 metre wide public road reserve connecting between South Terrace and future development at the rear of the site. Landscape treatments for the lane will align with City's streetscape requirements which includes use of the City's standard paving, finishes and fixtures. The main footpath will run alongside the heritage wall to allow better utility and safety for pedestrians. Lane way levels have been designed to provide a consistent grade along the length to be aesthetically pleasing and comfortable for walking.

## Signage

The proposed signage is both sensitive to its site and practical in guiding public visitors to the main entry. The standard WA Police Force signage requirements have been used to provide a project specific response.

- Main building signage is located on the north/east exist stair wall – positioned at high level and overlooking the civic fabric of Fremantle. It consists of the WA Police Force emblem.
- A pylon sign is located at the main entry to the public arrival court. It is illuminated for night conditions and is easily visible for both pedestrian and road users along South Terrace. A second 'blue-square' illuminated sign positioned on the angled brick wall provides added branding for visitors approaching the entry directly from the footpath. It also reinforces the airlock door positions.
- The entry canopy front face will include large 3D text letters stating - "FREMANTLE DISTRICT POLICE COMPLEX". The WA Police Force blue/white checked band will be positioned under this text. Visitors pass directly under these two elements prior to accessing the airlock.

## Public Art

Public artwork for the project is undergoing the procurement and design development process. The artwork is expected to be integrated with the landscape design once the artist has been engaged and a concept can be developed.

The Public Art Strategy has been prepared in accordance with the State Government's Percent for Art Policy. Final details of the public art will be determined in consultation with the City. It is anticipated that a standard condition to comply with the State Government Percent for Art Policy will be applied, in consultation with the City and to the satisfaction of the WAPC.

### 3.2. Design and Built Form

The architectural form of the building is contained within a 3-level envelope above a basement carpark. A smaller popup level 4 contains essential plant and is positioned at the rear of the building form. The built scale is respectfully sculptured between Fremantle city buildings and the adjacent 7 level hospital. Its form celebrates the pivoting alignment of South Terrace - resulting in a reduce scale and varying expression - reflecting a more intimate urban response. Simple external materials of brick, glass and concrete are arranged in colour, texture and proportion - empathetically derived from studies of neighbouring historic buildings.

The architectural expression and elements are derived from intense study of the vital historic Fremantle built fabric, subtly referencing key historic elements, textures and colours all creatively interpreted within a contemporary architectural response. The building design outcomes have also been extensively informed by the State Design Review Panel (SDRP) process - and seeks a high contextual response to its site - the core Fremantle fabric and associated history. The project incorporates elements that are drawn from contemporary inspiration from the surrounding urban fabric.

The building's architectural and landscape responses have been carefully curated to offer obvious and subtle cues in guiding visitors to the main entry.

An Architectural Detailed Design Report is included at **Attachment D**.

### 3.3. Access and Parking

The site has been planned and designed to support the operational requirements of WA Police Force in conjunction with public access requirements. Workshops with police provided important advice to establish efficient and safe operations for all access connecting this project.

The site has been planned to maximize the public arrival area at the entrance point whilst maintaining operational accessibility. The arrival court is designed as an extension of Fremantle's public realm.

Staff access to the building is facilitated at the rear of the site via a secure compound. This compound accommodates two-way vehicles access - emergency and controlled service through the public arrival court and the main access via Bulldog Lane. The basement is also accessed from Bulldog Lane.

#### **Pedestrian Access**

Public access to the building is provided via the arrival court from South Terrace with ground level access to the entry airlock and reception/foyer area. The arrival court is designed as a 'dwell' space and will contain heritage interpretation, bench

seating, bike racks and some shading via new trees. A roof canopy provides additional protection at the Airlock entry point.

Staff access is via the same arrival court and includes a security gate entry to the rear compound located east of the northern emergency exit stair. This provides a safe zone for staff – prior to actual entry/exit to the building itself – offering an opportunity for staff to transition between private public work mode.

There is an exit door to Bulldog Lane providing the WA Police Force options for a more discreet release of detainees, avoiding the main public foyer and arrival court. The use of this door will be under high management, with coordinated communications to external parties and CCTV coverage.

Emergency stairs are located to provide direct egress from the building to public areas, South Terrace via the arrival court and Bulldog Lane.

End of trip facilities include a 120m<sup>2</sup> gymnasium, toilet facilities, change rooms with 15 showers (50/50 split with 1 universal access facility), clothing lockers for the full staff complement (360 personnel) as well as Universal Access facilities.

## Vehicle Access

The Fremantle District Police Complex will support an array of police operations that serve the community. Safe and efficient vehicle access is fundamental to the success of this service.

Appropriate risk and operational workshops have informed both planning and detail of vehicle accessibility. The majority of vehicle daily access is via Bulldog Lane – with public, emergency and limited-service access via the arrival court of South Terrace. Primarily WA Police Force access is from Bulldog Lane.

Access to the basement car park will be via a ramp down from the northwest side of Bulldog Lane, with security controlled by roller doors at the top and bottom of the ramp. The roller doors will be activated by security card for entry and by vehicle detector loop for exit.

Bulldog Lane will also provide gated access to the secure compound (including the Sallyport for secure transfer to and from the custodial area of the police complex) on the northeast side of the building.

The proposed works also include a left in / left out driveway crossover on South Terrace near the northwest end of the site, approximately 40m from the South Terrace / Parry Street / Norfolk Street intersection. Security gates on this driveway will be set back approximately 30m from South Terrace with visitor parking located outside the security gates.

The waste disposal bin storage is located inside the secure compound at ground floor level adjacent to the northern security gates (**Attachment E - Waste Management Plan**).

## Parking

The Fremantle District Police Complex supports multiple police activities and is supported by an array of vehicle parking, as outlined in section 3.1 above. The parking within the secure compound is sufficient for the anticipated staff and police operational vehicles requirements.

## 3.4. Landscaping

The project team have worked collaboratively together to create a sensitive contemporary landscape response for the project (**Attachment F - Landscape Report**). The project appreciates the significance of all the existing limestone walls and their respective and varying heritage values.

The project limits the extent of removal of fabric in creating the entry to the arrival court and in establishing the new public road - Bulldog Lane. Where portions of the walls are required to be removed for new entry points – the material will be reused in the construction of new gabion walls – located adjacent to the neighbouring Synagogue. Thus, re-usable original fabric is retained on site.

Creating the new Bulldog Lane requires a small portion of the limestone wall to be deconstructed and rebuilt in order to provide new foundations offering the required wall stability.

## Design Objectives

The landscape for the Fremantle District Police Complex aims to provide welcoming external spaces for visitors and staff that are designed to be accessible, safe, and sympathetic to the local context of the city. The design draws on the historic significance of the location within the World Heritage listed Convict Establishment Precinct and seeks to integrate surrounding heritage-built form and the South Terrace streetscape.

The landscape concept has been developed with specific and sensitive considerations to commentary provided from the two SDRP presentations. It also has been informed by the project's consultation processes – specifically feedback from presentations made to City of Fremantle Community Reference Group and the City of Fremantle Walyalup Reconciliation Action Plan (WRAP).

The outcome also has had a level of engagement from the respective planning/design /heritage and engineering personal within the City.

## Design Context

Hardscape elements including paving finishes, furniture and fixtures have been selected to be comfortable, attractive, durable and sympathetic to the Fremantle context. The material palette aims to work with the colours and textures of the surrounds and allow these to inform the overall character.

The planting palette consists of native species local to the Fremantle area selected for low water use, flowering interest, and shade tolerance in some locations. Mass planting is selected to provide good ground coverage combined with low mature height to achieve Crime Prevention Through Environmental Design (CEPTED) principles throughout the complex.

## Maintenance

A key objective of the landscape design is to minimise on-going maintenance. Appropriate species selection and placement within the landscape will reduce the ongoing irrigation requirements of the site and in some areas may eliminate the need for irrigation entirely once planting has become established.

## Components

The following design description identifies the main areas of the site including Public Plaza, Bulldog Lane and South Terrace Frontage and should be read in conjunction with the landscape concept.

### Public Plaza

The main building entry is a shared space that provides a clear entry point for the public visiting the complex. It is expected to be both welcoming and highly connected to South Terrace in spaces, material finishes and uses. Landscape Narrative occurs on multiple timelines which is recognised in the design through reference to historic occupation and future growth of the Fremantle District Police Complex as an integral art of the City's ongoing vitality.

The historic component of the narrative is present in reference to the Prison Precinct evident in the reuse of heritage and delineation of the heritage limestone wall. The future is present in trees representative of growth and furthering community connections. The plaza will aim to be a civic space that may be activated with community events whilst also contributing to the daily life of South Terrace. Connection to street and welcoming the entry from South Terrace to the internal foyer is designed to ensure an openness suited to informal public use and the requirements of WA Police Force.

Review of the Fremantle CBD's public realm reveals an interplay between urban spaces that are broad and open contrasting with those that are small and intricate with perimeter walls that contribute to the character and are occasionally

punctuated by feature trees. The plaza design seeks to reference this condition through surface treatments, furniture and vegetation including trees and low shrub plantings.

The plaza's paving will be of a similar finish to that used throughout Fremantle in keeping with the City's limestone derived paving colour palette and precinct character. A tonal difference to delineate between the footpath and the complex, within the World Heritage Convict Establishment Precinct. This will be achieved through the circular pattern emanating from the location of the plaza's feature tree with a gradation of paver colours. The pavers will include aggregates that grade out from dark browns close to the tree, to limestone further out. Paving is also selected and detailed to be suitable to vehicle movements in the visitor parking area.

Two trees are proposed for the plaza both of which will be Almond, *Prunus Dulcis*. The tree selection references both the Menorah, seen in the Old Synagogue's leadlight windows, and in their traditional planting throughout the district and forming a valuable food source as informed by Members of the Community Engagement Group. The trees are placed to take advantage of deep soil locations away from the building structure, one forming a symbolic centre to the plaza with a decorative tree grate that has potential for artistic treatment the second located in the garden bed closer to the Synagogue façade.

## Heritage Wall

The site perimeter limestone wall along South Terrace defines the edge of the Convict Establishment Precinct which will be defined by retention of a majority of the wall and delineation of the wall where cuts will occur in the landscape treatments. Retention, reuse, and interpretation form a key part of the design response through a) retention of the wall and design treatment and b) reuse of salvaged material in the gabion wall proposed for the boundary of the Plaza.

The removal of two sections of the wall is required for the project. This requirement has been discussed with the City, which has supported the proposed approach. The two sections of the wall to be removed include a 7.5m length at the plaza for vehicle access and a 12m length at Bulldog Lane. In the cut locations a flush beam kerb will be placed to signify the wall's original alignment and precast concrete wall-ends will be installed to close off the cuts and ensure that the remaining wall remains intact. The gabion wall will use material sourced on site from the cuts in the perimeter wall in addition to suitable material found during the forward works excavation. The gabion wall will comprise of galvanised steel mesh cage with limestone fill and steel structural frame fixed to a masonry backing wall.



The wall height will be such that the Old Synagogue façade will be visible within the space. The gabion wall will include piers at regular spacings aligned to the piers of the Synagogue to make a strong connection with the local fabric. Interpretation of two key themes, the Convict Wall and Prison Heritage Precinct will be incorporated into the plaza space.

Two Interpretation nodes will provide information about the convict wall and Pensioners Barracks however the location it is not expected to be a major node and will direct visitors the Prison which is well established as the main source of information about the precinct. The signage will be located next to the heritage wall (at the building entry) and at a node located on the other side of the plaza next to the Old Synagogue's masonry wall. The locations bookend the plaza and allow space for viewing by visitors.

### **Bulldog Lane**

The Bulldog Lane Street tree species will be *Melaleuca viridiflora*, Red Flowering Paperbark. Selected to continue the Bulldog colour theme with red flowers in winter, during the football season. The trees are appropriately scaled to the streetscape and have low water requirements once established.

New tree wells on Bulldog Lane will incorporate WSUD drainage inlets to allow storm water runoff from the street to infiltrate soil at the base of proposed trees. The civil design of the lane includes barrier kerb to direct water to the inlets.

### **Upper Terrace**

The upper terrace includes the area between the existing heritage wall and new building. The terrace is not accessible from the building or footpath and will be planted out with low shrub species to ensure sight lines and visibility are maintained throughout the area.

The upper terrace will be visible from inside the building and the adjacent footpath and is the preferred location for the public artwork to capitalise on this a 1m high galvanised steel fence will be installed at the plaza and Bulldog Lane ends of the terrace to restrict access, a gate will be provided for maintenance.

*Melaleuca quinquenervia*, Broad Leafed Paperbark are proposed for the southern end of the terrace. The paperbark is a columnar tree that has sufficient height to allow a clear trunk to avoid visibility and safety issues. Works in the South Terrace verge are limited to two new *Platanus acerifolia* London Plane to be planted in the existing tree wells. All existing paving, and bus stop are to be retained.

### **Colour Palette**

The colour palette, white and red, is derived from the local building materials including limestone and red brick in addition to being the colours of the South



Fremantle Football Club. This will inform the pavements and paving treatments of the roadway and tree plantings. The paving treatments of Bulldog Lane will be precast concrete unit paving in accordance with the City's standards. Paving at tree planting wells will include bands with an earthy red colour to be similar to red bricks of the area.

## Irrigation

An automatic irrigation system will be installed for all areas within the Fremantle District Police Complex site. The system will run off a scheme water supply and is expected to be used for watering during establishment in accordance with Water Corporation regulations. New trees in Bulldog Lane and South Terrace are within road reserves that will be managed by the City and are excluded from the automatic system.

## 3.5. Sustainability

WA Police Force is committed to supporting the State Government's target of achieving net zero emissions by 2050. The sustainability objective for the design and construction of the Fremantle District Police Complex building is to develop a highly energy efficient building that is 'carbon positive' in operation. The following initiatives have been incorporated into the design:

- The design of the new building prioritises passive solar design principles to minimise the size of heating, ventilation and cooling systems and reduce ongoing energy costs together with appropriate sun shading devices;
- The building utilises solar power to produce its own power supply and feed any excess into the grid, with 290 photovoltaic cells located on the roof;
- Water efficient fixture and fittings are proposed to be utilised;
- Building materials, finishes, elements and systems have been selected on the basis of 'whole of life' costs and to minimise maintenance requirements; and
- Reducing vehicle fuel consumption by facilitating provision of electrical vehicles through the installing charging facilities in the secure compound. The electrical system has been design to accommodate additional charging facilities in the future.

Overall, the design will comfortably achieve a 4-star Greenstar equivalency rating.

A Sustainable Design Report has been undertaken by Full Circle Design Services to support the proposal and outlines an assessment of the expected sustainability outcomes for the Fremantle District Police Complex (**Attachment G** - Sustainable Design Assessment Report).

## 4. Site Considerations

### 4.1. Environment

#### Flora & Fauna

The site has been previously cleared through multiple historical uses on the site, including the most recent car park infrastructure.

One existing mature tree is proposed to be removed from the site, which has been identified as a 'Rottnest Cypress'.

Two trees, *Platanus acerifolia*, London Plane will be removed from the South Terrace verge to allow for the vehicle access. Replacement Plane trees will be planted in existing tree wells in the verge to the south in accordance with City's requirements. Five *Casuarina* sp. trees will be removed in preparation for the Bulldog Lane access.

DWER has confirmed that no clearing permit is required for the project.

An assessment against search results from the Commonwealth Protected Matters Search Tool confirms that there are no threatened communities, flora and fauna found on site. Given the relative isolation of the site and the immediate surroundings from vegetated and remnant/native vegetation areas, this further decreases the habitat value for many species alongside noise and light pollution. Therefore, the proposed works will not directly impact any threatened species, migratory species and threatened communities.

#### Contamination

The site is not listed on the DWER Contaminated Sites Database, however this does not preclude the possibility that contamination exists. Measures will be included as part of the works contract to ensure the excavated material will be managed and disposed of appropriately.

### 4.2. Heritage

The project team has carried out regular meetings through the various project phases with the City, discussing general site planning for the project (entries, public realm, landscape and street frontages), overall architectural narrative, Bulldog Lane planning and detailing as well as response to Heritage elements, limestone walls and adjacent Synagogue.

These interactive meetings have informed the development of the project. In addition to these meetings, detailed presentations were made to the Community Reference Groups (CRG) and to the Walyalup Reconciliation Action Plan (WRAP).

These interactive presentations fostered exchange with the community and garnered positive response and support.

## State Heritage

The site is not listed on the State Register of Heritage Places. There are three State Registered Places adjacent to or nearby the site, including the Fremantle Prison (Heritage Place No. 1014), Fremantle Oval (Heritage Place No. 874) and the Fremantle Synagogue (Heritage No. 1010).

The proposed works will have minimal to no impact on the prison and oval with the Synagogue basement walls being protected during the excavation works. Preliminary site surveys have been completed to ascertain the structural integrity of the newly constructed basements to the synagogue.

## Local Heritage

The site is listed on the City's Local Heritage List (Heritage List) and Local Heritage Survey (LHS) as the limestone boundary wall located along South Terrace and the southern boundary is considered locally significant, as outlined in Table 1. The City has provided its support to the various elements of the project throughout the design process.

|                            |   |
|----------------------------|---|
| Place Number               | 21945   |
| Place Name                 | Site of Former Pensioners' Barracks and Vice-Regal Marine House           |
| Heritage Type:             | Municipal Inventory   |
| Management Category:       | Historic/Archaeological Site  |
| Statement of Significance: | Limestone wall is of heritage significance                                |
| Condition:                 | Pensioner Barracks - Demolished.<br>Limestone wall deteriorated condition |

*Table 1 - Extract from City of Fremantle Municipal Inventory*

The site is identified as having a Level 4 Management category - Level 4 - Historic Record Only in the LHS due to the site's former use with no structures existing except for the limestone wall. The LHS indicates that an archaeological survey should be carried out prior to development to determine firstly the likelihood of archaeological material being found and secondly whether archaeological excavation is appropriate.

An Archaeological Management Plan (AMP) has been prepared by Snappy Gum Heritage Services Pty Ltd which provides background for the site, including legislative frameworks that support its protection, and a desktop survey of relevant historical, documentary, and archaeological sources for the site.

(**Attachment H** - Archaeological Management Plan). The AMP has identified that the site has High Archaeological Potential and archaeological remains should be considered of exceptional significance based on the association with the Convict Establishment, which has been previously assessed as being of World Heritage Status.

All excavation works will be undertaken in accordance with the AMP. Works associated with the previous Forward Works approval have also been undertaken in accordance with the AMP.

The site is also located within the Convict Establishment and Tunnels Heritage Area which seeks to conserve and enhance the cultural heritage significance and character of the area. A Heritage Impact Statement (HIS) has been prepared by Griffiths Architects and identifies adjacent and surrounding heritage places and provides an assessment of the heritage impacts of the Fremantle District Police Complex development (**Attachment I** - Heritage Impact Statement).

## World Heritage

The site is listed as within the buffer zone of World Heritage listed Fremantle Prison site. The buffer zone is protected under the *Environmental Protection and Biodiversity Conservation Act 1999* (EPBC Act).

In preparation for the proposed works, a preliminary self-assessment was undertaken by the State's heritage architect under the EPBC Act. Discussions were undertaken with the Federal Department of Agriculture, Water and the Environment (DAWE) to discuss the project and ensure compliance with the EPBC Act as required.

As a result of this consultation, DAWE confirmed that a formal referral for the project was required to be submitted for assessment. The formal referral was submitted in October 2022. In November 2022, DAWE advised that the project was a 'not controlled action' and no further action was required under the EPBC Act.

## Aboriginal Heritage

No registered sites of Aboriginal significance have been identified in the Aboriginal Heritage Inquiry System. The AMP will ensure appropriate protection and management should matters of Aboriginal Heritage arise during the proposed works.

The site has been heavily disturbed over many years, with multiple different buildings and construction taking place. Notwithstanding, WA Police Force are committed to appropriate management measures and working with the local Aboriginal people to ensure their involvement in the project.

On 14 June 2022 representatives from WA Police Force and DoF attended the City's Walyalup Reconciliation Action Plan (WRAP) meeting. The project was positively received, with a commitment made at the meeting to form a specific group of representatives to liaise with the project team on an ongoing basis, as well as for project representatives to return to future WRAP meetings.

Subsequently, local Elders attended the site during the Forward Works phase. The main issue raised was the possibility of Native Title implications for the site. Further consultation with the Department of Planning, Lands & Heritage (DPLH) has confirmed that there are no Native Title implications for the site, and the site was transferred to WA Police in accordance with all relevant legislative requirements.

### 4.3. Servicing

The site is serviced from South Terrace with access to gas, power, NBN, sewer and water infrastructure (**Attachment J** - Services Plan). The service agencies have indicated that all services can accommodate the proposed works. As such, the Fremantle District Police Complex will be supplied with reticulated power, water, sewerage services and NBN. A gas connection is not required of this proposal.

An existing sewer line that traverses the site from the adjacent South Fremantle Football Club building to South Terrace will be removed and a new alignment installed to the north of the subject site as part of the Forward Works phase of the project.

### Drainage/Water Management

The Stage 2 excavation works will progress to a depth 1.8m below the current site level of the existing carpark. The water table is approximately another 3.5 - 4m below the anticipated finished levels (**Attachment K** - Geotechnical Report).

Geotechnical advice indicates that there is sufficient capacity for stormwater to drain freely to the water table below the finished levels of the planned excavation.

It is anticipated the standard stormwater retention condition will be applied and will be fully complied with.

### 4.4. Traffic and Parking

A Transport Impact Assessment (TIA) has been undertaken by Transcore in November 2022 to support the proposed works. The TIA has been prepared in with the WAPC's *Transport Impact Assessment Guidelines (2016)* to understand the impact of the proposal on the site and locality. The impact of future surrounding land uses, and anticipated growth of the adjacent shopping centre

have been considered due to their influence on the movement of vehicles, public transport and active transport (walking and cycling) in the surrounding area.

The findings of the TIA are summarised as follows:

- The peak period of traffic generation of the Fremantle District Police Complex is anticipated to occur around the 4pm end-of-shift period, with total traffic generation of approximately 153 vehicle movements during the Police PM peak period (1530-1630). This would also be the overall busiest period for total traffic on South Terrace when existing traffic on South Terrace and development traffic are added together.
- Traffic analysis has been undertaken for this overall 1530-1630 peak period confirming that the South Terrace / Parry Street / Norfolk Street signalised intersection, the left in / left out driveway crossover and the new Bulldog Lane T-intersection will all operate satisfactorily with the additional traffic flows generated by the Fremantle District Police Complex.
- The existing bus services on South Terrace will provide a satisfactory level of public transport accessibility to the site and the site is also located within the walkable catchment for Fremantle railway station.
- Pedestrian access connection will be provided from the existing footpath on South Terrace adjacent to the subject site.

Overall, the Fremantle District Police Complex will not result in a significant traffic impact on the surrounding roads or neighbouring area. No significant road safety issues have been identified in relation to the proposal. A vehicle turn path analysis has been undertaken to demonstrate how staff, WA Police Force vehicles and commercial vehicles/trucks servicing the site are able to enter, circulate and exit the site in forward gear (**Attachment L** - Transport Impact Assessment).

## 5. Planning Framework

### 5.1 Metropolitan Region Scheme

The site is zoned Central City Area under the Metropolitan Region Scheme (MRS). The purpose of the Central City Area is to provide for major retail, commercial and office facilities as well as employment, civic, business and residential uses. The Fremantle District Police Complex is considered to be consistent with the intent of the Central City Area zoning under the MRS as it provides for a civic use, and can be approved accordingly.

#### **Matters to be considered**

As a public work, the proposal is to be considered and assessed under clause 30 of the MRS which requires the decision maker to have regard to the following factors when determining a development application:

***(i) The purpose for which the land is zoned or reserved under the Scheme.***

The Fremantle Police District Complex is considered to be consistent with the Central City Area zoning under the MRS.

***(ii) The orderly and proper planning of the locality; and***

The Fremantle District Police Complex complies with the strategic and statutory planning intent for the site in a civic context and central business district setting. Further, the City has advised that the future Local Planning Strategy will identify this site for public purposes - police, and a future review of the City's Local Planning Scheme No.4 (LPS 4) will likely identify the site for the same purposes.

***(iii) The preservation of amenities of the locality.***

The amenity of the locality is being enhanced through the construction of the Fremantle District Police Complex with the site located in a prominent location within a unique heritage area. The ultimate development intent for the site is considered to compliment the amenities in the area, such as the Fremantle Hospital, Fremantle Oval redevelopment and future adjacent developments.

### 5.2 Local Planning Strategy and Scheme

The site is currently not zoned under the City's LPS 4. The City has advised that a scheme review has been initiated to address the 'No Zone' of the site under LPS 4, however, a new Local Planning Strategy is required before any scheme amendments can be actioned. The City has confirmed that the site will be

identified for public purposes - police in the future Local Planning Strategy and that the reservation under LPS 4 would likely result in the same classification.

## 5.3 State Planning Policies

### State Planning Policy No.7 - Design of the Built Environment

*State Planning Policy 7: Design of the Built Environment* (SSP 7) addresses the importance of design quality, and sets out the principles, processes and considerations which apply to the design of the built environment in Western Australia, across all levels of planning and development. SPP 7 establishes a set of ten 'Design Principles', providing a consistent framework to guide the design, review and decision-making process for planning proposals.

**Attachment M** provides an assessment of the Fremantle District Police Complex against the ten design principles of SPP 7 and includes the feedback from the State Design Review Panel.



## 6. Pre-lodgement Engagement

### 5.1. City of Fremantle

Discussions have been ongoing with the City to gain a thorough understanding of the local issues and wider area implications to be addressed as part of the overall development of the Fremantle District Police Complex. The City has been supportive of the project and highly engaged during the design process. Specifically, the City has provided ongoing advice on the protection of the heritage wall, built form outcomes and the design of Bulldog Lane.

### 5.2. Department of Planning, Lands & Heritage

#### Planning Division

Discussions were undertaken with the Planning division of DPLH on 22 October 2021 to confirm the Development Application approach for the Fremantle District Police Complex. DPLH confirmed that a two staged Development Approval strategy would be appropriate in this situation on the basis that the forward works are to be of a 'temporary' nature with no permanent structures included.

The Stage 1 forward works DA was approved in October 2022.

#### Heritage Division

Preliminary discussions were undertaken with the Heritage division of DPLH prior to the lodgement of the Stage 1 forward works development application given the heritage significance of the surrounding areas. Comments received identified a requirement to consider and protect the surrounding heritage structures. Heritage implications are discussed further in Section 5.2 below.

Subsequent to this, the proposed works were presented to the Heritage Council on 26 August 2022. The Heritage Council provided the following comments:

- *The proposal is for the Fremantle District Police Complex, which is located adjacent or in the vicinity of several State Registered Heritage Places, including Fremantle Synagogue (fmr), Victoria Pavilion and Fremantle Prison. It is also located within the original Fremantle Convict Establishment grant area, which forms the buffer zone of Fremantle Prison, part of the Australian Convict Sites World Heritage Listing.*
- *The Fremantle Prison Heritage Management Plan states objectives are to maintain a setting for Fremantle Prison that allows its heritage values to be read and understood, and to enhance the integrity of the setting especially having regard to the setting at the close of the convict era.*

- *The site of the Fremantle District Police Complex was formerly the location of the Pensioner Barracks and Vice-Regal Marine House associated with the Fremantle Convict Establishment.*
- *The proposal requires excavation of the site to a depth of 3 meters, which will have an irreversible impact on remaining archaeological evidence.*
- *The Fremantle District Police Complex is immediately adjacent to Fremantle Synagogue (fmr), and potentially will impact on its corner setting.*
- *The proposal involves the removal of significant original fabric from the Convict Wall to facilitate and manage pedestrian and vehicular movement along Bulldog Lane. The additional information provided by the Department of Finance on 31 August 2022 indicates that partial demolition is required for pedestrian safety. The Heritage Council understands that there are no alternatives to mitigate the risk to pedestrian safety.*

In response to the comments received, the AMP for the site indicates that there is likely to be extant archaeological evidence associated with that period, which is identified as high significance, and appropriate recommendations for managing this impact are included in the AMP. The corner setting of the Fremantle Synagogue has been mitigated with sufficient separation of the Fremantle District Police Complex from the boundary of the Synagogue, and siting of the public plaza to the new complex directly southeast of the Synagogue.

### 5.3. Department of Water and Environmental Regulation

The Department of Water and Environmental Regulation (DWER) was consulted regarding the need for a clearing permit for the single existing tree which is classified as native vegetation.

DWER confirmed that the vegetation planted by the City in 2017 as part of the previous car park works would not meet the definition of native vegetation. In relation to the one existing tree that is classed as native vegetation, clearing permit exemptions under Regulation 5 will apply.

### 5.4. State Design Review Panel

Given the prominent site and significance of the Fremantle District Police Complex, the proposal has undergone a design review by the State Design Review Panel (SDRP). Two formal meetings have been completed as part of the design review process for the project.

A full summary of the SDRP's comments and the project responses are included as **Attachment M**.

## **SDRP Review 1**

The first SDRP meeting was held on 10 May 2022. The intent of this meeting was to introduce the project and the formative master planning and design work. In summary, the SDRP commended the stated ambition for this building to provide civic contribution but felt that this aspiration is not yet being achieved. Acknowledging that the opportunities for public interface are constrained, the Panel recommended pursuing this further – not only in the approach to built form, but also in the site configuration, delivery of a welcoming public realm and landscape strategy which integrates and celebrates the heritage walls.

The SDRP identified the following areas of focus for the next stages of design:

- undertaking deeper context analysis and character studies to inform a design response, including elevations that are more tailored to this location.
- engaging a landscape consultant and commencing strategic landscape design.
- reconsidering the mass and configuration of built form on the site to optimise, landscape and public realm opportunities.
- improving amenity and functionality of landscape and public realm opportunities.
- commencing Aboriginal engagement.
- breaking down the mass of the building.
- resolving the intention for and connection to future laneway networks around the site.

## **SDRP Review 2**

The second SDRP meeting was held on 4 August 2022, presenting the project response to the comments from the first meeting, incorporated into further detailed design of the project.

The Panel noted that the response to the character of the site and World Heritage Buffer Zone, as well as the broader Fremantle context, requires development. An overarching concept that stitches all other elements together will assist in delivering a coherent response for what is a complex building, both from a functional perspective as well as a contribution to the urban fabric.

It was considered critical that upon entering the site, one will be aware that they are entering the convict establishment precinct. This should be evidenced through a clear, legible change in the environment and should not be left simply to signage. The Panel strongly recommended consideration of all options that will provide maximum retention of the convict wall, particularly in the configuration of Bull Dog Lane. The Precinct has obtained World Heritage Listing due to the completeness of the convict-built structures, including the walls.

## Meeting with SDRP Chair

A follow up meeting with the SDRP Chair was held on 31 August 2022 in response to the outcomes of the second SDRP meeting. This discussion centred primarily on the roof form and façade in response to main commentary from the second SDRP meeting.

## 5.5. Commonwealth Department of Agriculture, Water and Environment

As outlined in Section 4.2, the project team engaged with DAWE to ensure compliance with any requirements under the EPBC Act. A formal referral was subsequently submitted which resulted in a determination of a 'not controlled action', with no further action required.

## 5.6. Community Engagement

The CRG was formed for the project to facilitate ongoing engagement with key stakeholders for the project. Members of the CRG include the project team, the City Council members (including the Mayor), Old Synagogue, Chamber of Commerce, Fremantle Prison, Fremantle Hospital, South Fremantle Football Club, Local Elders and the Fremantle History Society.

The first meeting of the CRG occurred in June 2022. This meeting:

- Introduced the project and project team;
- Nominated a CRG representative for the Art Selection Panel;
- Provided clarifications regarding questions raised.

A second meeting was held on 18 August 2022 providing an update of the progression of design and further clarifications on various elements to the CRG. There was some discussion regarding artwork placement, bus services, landscaping and some design elements.

A third meeting was held on 23 March 2023 once again providing a further update on project progress and some discussion regarding the public forecourt area and landscaping, including tree species.

## **7. Conclusion**

The proposal forms the delivery of the Fremantle District Police Complex which aims to provide enhanced police facilities for Fremantle and surrounding area now and into the future. It will also ensure that critical project timeframes can be met to deliver on a major State Government commitment.

Overall, the City is supportive of the project and consultation will remain open and ongoing through project development.

Having regard to the above, the proposal clearly demonstrates the suitability of the proposed use for the site. Accordingly, it is requested the Metro Inner-South Joint Development Assessment Panel grant approval for the proposed development.