Department of **Biodiversity, Conservation and Attractions**

GOVERNMENT OF WESTERN AUSTRALIA

SWAN RIVER TRUST

BLACKWALL REACH

JENALUP

LOCALITY PLAN

March 2022

Ngala kaaditj Whadjuk moort keyen kaadak nidja Boodja

We acknowledge the Whadjuk people as the original owners of this land

CONTENTS

VISION

A healthy river for all, to be enjoyed and shared, now and in the future.

The social benefits, environmental values and cultural significance of the river are respected.

Land use, design and development ensure that the river and its value to the community is protected and enhanced.

INTRODUCTION

The Swan Canning river system is a complex and dynamic natural landscape that extends beyond the river channel. A properly functioning river alters the position of its channels and foreshore, frequently spills over its banks and occasionally occupies its floodplain. The river should be understood as this larger natural system.

The Blackwall Reach *Jenalup* Locality Plan guides adjacent land use, civic design, and development to ensure that the value of the river and its setting to the community is maintained. The Locality Plan brings together "on" and "off" water considerations to provide guidance for recreation, development, restoration and rehabilitation of the Swan and Canning rivers.

The Locality Plan is to be read in conjunction with *Corporate Policy XX – Planning for Localities along the Swan Canning Development Control Area*, which establishes key development principles to direct and inform development (including use of the land and water). These principles are supported by the below series of intended locality-specific development outcomes. The development principles and outcomes are to be demonstrated as part of any proposal.

The Locality Plan is adopted as policy to support the implementation of the *Swan and Canning Rivers Management Act 2006* and is to be given due regard in relation to strategic and statutory planning that may affect the river.

The Locality Plan is supported by an Action Plan that aims to direct strategic planning and works in the locality. The actions, while not adopted as policy, should be delivered when opportunity presents. The Action Plan will be updated as needed. Delivery of the actions is subject to funding and resources.

The extent of the Blackwall Reach *Jenalup* locality is identified in Figure 1. The development outcomes apply to land within and affecting (including visually) the Swan Canning development control area and includes public and private land.

POLICY AREA

The Blackwall Reach locality extends from Fremantle Traffic Bridge to Point Walter and Point Resolution.

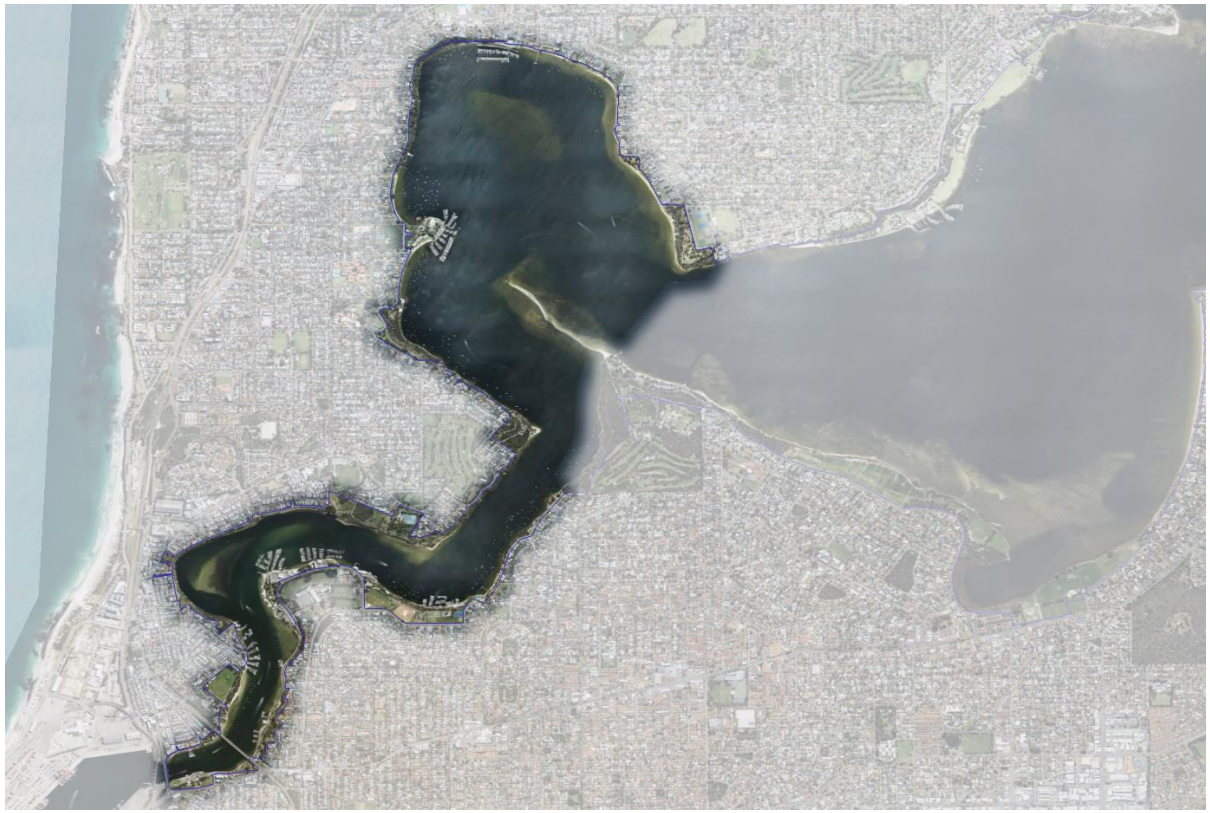

Figure 1: Blackwall Reach Jenalup *Locality*

This locality is the entrance to the Swan Canning river system from the ocean via Fremantle Harbour and is characterised by a combination of sandy beaches and steep vegetated limestone landforms. The river and foreshore are intensively used for commercial, government, recreational, transport and water-based activities. Access to and enjoyment of this part of the river by the public is paramount.

From the Fremantle Traffic Bridge to Point Walter, the river narrows and is regularly flanked by high limestone cliffs with native vegetation. This section exhibits a relatively enclosed landscape, with axial and sequential views unfolding along the course of the river towards Fremantle. This results in a greater sensitivity of the landscape to urban development scale, density and proportions than in the wider parts of the river. There are a diverse range of land uses in this section. However, residential development, comprising a mixture of repurposed heritage industrial buildings, architectural styles, colour, form and scale, and extensive active and passive recreational areas are predominant. There are a significant number of yachting/boating and community clubs and government facilities, including Department of Defence, Water Police, and education facilities, on the foreshore and river. High voltage power lines cross the river at Leeuwin Barracks-Mosman Park.

From Chidley Point, the river broadens out into the wide-open waters of Mosman and Freshwater Bays, allowing extensive views of the residential suburbs either side of the river and long views across the water. Around Freshwater Bay, from Chidley Point to Point Resolution, the landform features steep limestone cliffs that create a moderate degree of visual enclosure. Point Walter spit is also a significant natural landscape element in this reach of the Swan River and is a known nesting area of the fairy tern (threatened bird species).

Residential development is the predominant land use on both sides of the river surrounding Freshwater Bay. The residences are set atop the elevated limestone and dune landforms and are primarily large single-residential dwellings with the occasional apartment development in Claremont. Foreshore reserves are generally narrow and developed as formal active and passive recreation areas, with pockets of native vegetation along cliff edges.

The riparian and woodland vegetation is an important feature of the landscape across this locality, providing a natural element to the surrounding dominant suburban residential character.

Across the locality, parkland and water-based recreation activate the foreshore and river. Public facilities, such as jetties, boat ramps, moorings and the Bicton Baths, along with the numerous food and beverage outlets the public can visit, contribute to the character of the area. There are a significant number of yacht clubs, marinas, boat sheds and moorings, community clubs and sporting facilities.

DEVELOPMENT OUTCOMES

SOCIAL BENEFITS

Maintaining the River System and its Setting as a Community Resource

1.1 Ensure clubs using foreshore land incorporate a safe public access corridor along the river's edge, including by sufficiently setting back structures. Improvements are particularly needed from John Tonkin Reserve to W Wayman Reserve.

1.2 Co-locate community clubs. Club facilities in nodes with multiple separate premises are to be consolidated (with a preference for shared facilities) rather than expanded. Clubs are to demonstrate a community benefit.

Securing Public Access to the River System

1.3 Provide a safe and accessible public open space network. Particular attention should be given to public access:

i. within Gilbert Fraser Reserve;
ii. within Jerrat Drive at the top of the escarpment (with the possibility of a viewing area); and
iii. connections into the Swan River Crossings project (replacement of the Fremantle Traffic Bridge).

1.4 Account for the terrain, environmental values and landscape amenity of the foreshore reserve when providing public access.

i. Provide shade along the foreshore path, particularly from John Tonkin Reserve to East Street Jetty;
ii. Stairs from Petra Street to the foreshore and connect to Bicton Baths;
iii. The design is to respond to the site and local context. In some areas an informal path is preferred due to the topography or environmental sensitivities, such as in the Harvey Beach area, parallel to Riverside Drive (Mosman Park), Chidley Reserve, along the Claremont and Dalkeith beaches, Point Resolution, Blackwall Reach, Rocky Bay and at the base of the Jerrat Drive escarpment; and
iv. Access to the water may not always be practical or ecologically appropriate.

1.5 Move pathways away from the river's edge to create space for foreshore treatments and restoring riparian vegetation.

1.6 Encourage the incorporation of a bicycle lane within road reserves adjacent to the foreshore, including as part of road pavement rehabilitation and resurfacing projects.

1.7 Where appropriate, enhance the use of the river for kayaking and canoeing. Maintain and enhance public kayak/canoe launching facilities or beach river access points.

Maintaining a Sense of Place

1.8 Protect the natural features of the locality, in particular the limestone escarpments and riverbed characteristics, including the deepest part of the Swan River at Blackwall Reach, which has significant heritage and social importance.

1.9 Enhance connections to the river foreshore, such as through wayfinding, from nearby community or activity centres. Particular attention should be given to Bay View Terrace, Leake Street and Andrews Road.

1.10 With permission, use Whadjuk Noongar place names across the locality, such as Jenalup (Blackwall Reach).

Providing Opportunities for Water Transport

1.11 Recognise the importance of the river for transport, recreation, tourism and leisure as well as its conservation and amenity value. Maintain existing public jetties.

ENVIRONMENTAL VALUES

Increasing Climate Resilience

1.12 Adapt current foreshore use, infrastructure and management to allow for the river's natural 'flood retreat cycle' to occur. Ensure buildings around the foreshore are appropriately setback and other infrastructure within the reserve is designed to accommodate some inundation.

1.13 Leases for foreshore areas that are vulnerable to climate change impacts, including storm surge damage, should be relocated where possible or granted for a reduced term.

1.14 Retain and enhance existing vegetation, particularly large trees, and increase canopy coverage to combat the urban heat island effect. Encourage the planting of local native trees within urban areas.

1.15 Where a riverwall is needed, sea level rise is to be addressed through allowance in the design for a future rise in the wall height.

1.16 Adapt the stormwater system for sea level rise. Use water sensitive urban design approaches to retrofit the system, including addressing piped river outlets that will become partially or completely submerged.

Protecting the Natural Environment

1.17 Ensure the natural conservation value and landform of Point Walter spit is protected, particularly migratory bird nesting grounds.

1.18 Protect riverine biodiversity and in-water habitat, including during construction works and operational activities.

Protecting Fringing Vegetation

1.19 Re-establish fringing vegetation to improve the visual amenity and environmental value of the foreshore. This is particularly important where riparian vegetation is absent or very constrained including:

i. between the bridges at North Fremantle;
ii. along Riverside Road, East Fremantle, particularly near the Niergarup Track;
iii. at the sandy beaches of Peppermint Grove, Claremont and Dalkeith foreshores; and
iv. along Blackwall Reach Parade.

Creating and Maintaining Foreshore Reserves

1.20 The introduction of hard engineered riverbanks is to be supported by an overarching context analysis that considers the surrounding foreshore management approaches and ensures public access to the water is improved. Revetments are to be avoided wherever possible.

1.21 Narrow and realign roads that are located within the Parks and Recreation reserve to optimise provision of foreshore space, slow down traffic and provide for active transport opportunities, such as along The Esplanade (Peppermint Grove), Johnson Parade, Blackwall Reach Parade and Riverside Road. Where possible, relocate roads outside of the Parks and Recreation reserve, particularly where there is to be rezoning or an increase in density adjacent to the foreshore.

Minimising Dredging and Channel Disturbance

1.22 Understand erosion and deposition patterns and the sediment cell balance, particularly from John Tonkin Reserve downstream as it is dynamic and fast-flowing, particularly where the river narrows under the Fremantle bridges.

1.23 Ensure that sediment disturbance is appropriately managed particularly in proximity to areas of historic contamination, the port, and areas of uncontrolled fill.

Implementing Responsible Drainage Management Practices

1.24 Drainage into the river is to be designed to protect the stability of landscape features such as limestone escarpments and sandy slopes.

1.25 Maintain and restore natural hydrology, such as maintaining natural springs (such as along the cliffs adjacent to Jerrat Drive) and tidal wetlands (such as at Prawn Bay).

1.26 Implement improvements to the quality of stormwater entering the foreshore. Implement water sensitive urban design, with the aim of incorporating at-source stormwater systems and overland flow through vegetated systems within the catchment, rather than using end of pipe stormwater systems within the foreshore.

Applying Appropriate Water Management Practices

1.27 Outside of parkland nodes, replace lawn turf with local native species to reduce the pressure on irrigation sources and ensure best use of available water.

1.28 Implement nutrient and irrigation industry best practice for active playing surfaces in proximity to the river, particularly where depth to the groundwater zone is less than 1 metre, including Gilbert Fraser Reserve and Wauhop Park. Establish buffers of native vegetation between the waterway and active recreation areas. New active recreation areas are to be located outside of the foreshore reserve.

Rehabilitating the River System

1.29 Remove weeds and rehabilitate areas of degraded vegetation condition with local native species.

CULTURAL AND NATURAL HERITAGE

Conserving the Cultural and Natural Heritage of the River System and its Setting

1.30 Protect places of cultural significance, including sites on the Aboriginal Heritage Places register and the Heritage Council State Register of Heritage Places. Integrate Aboriginal and European heritage into the foreshore design narrative.

DESIGN AND DEVELOPMENT

Promoting Sensitive Design and Built Form to Complement the River Landscape

1.31 Ensure that waterlines and ridgelines are dominant visual elements of the river landscape:

i. Vegetation is to be integrated with development to minimise the contrast between the natural and built elements of the landscape, particularly where there is no road interface;
ii. The distinctive ridgeline and escarpment vegetation and its backdrop to the waterway is to be protected;
iii. Avoid substantial impact on the landscape qualities of the foreshore, particularly when considering bulk, form and location; and
iv. Avoid major changes to natural ground levels or the erection of structures that dominate cliff faces or the foreshore. Ensure development is adequately setback to preserve and complement natural landforms, particularly along the Freshwater Bay and Mosman Bay escarpments. Construction methods are to minimise disturbance of slopes, including cut/fill and use of retaining walls. Geotechnical reports may be required to accompany development applications.

1.32 Development within Fremantle Port is not to result in adverse upstream environmental impacts.

1.33 Rock material used for foreshore works is to be limestone in this locality.

1.34 New carparking within the foreshore reserves should be set back as much as possible from the river's edge, including relocating bays such as at Chester Road (Claremont), Chidley Reserve, Bicton Baths Reserve, Norm McKenzie Park, John Tonkin Reserve and J Dolan Park. Additional parking bays (apart from ACROD parking) will not be permitted where the foreshore is less than 15 metres wide.

Creating Linkages and Greenways

1.35 Retain and enhance the green band of vegetation that characterises this locality.

1.36 Use local native vegetation species within the foreshore reserve, including for landscaping.

Activating the Foreshores

1.37 Development and land uses are to be commensurate to the location, including consideration of surrounding uses and amenity and environmental values.

1.38 Enhance passive recreation at parkland nodes by providing public facilities, such as picnic areas, drink stations and barbeques.

1.39 Where appropriate, enhance the use of the foreshore for public events with self-contained servicing, such as at John Tonkin Park, Wauhop Park and EJ Chapman Reserve. Events should be of a scale appropriate to the available facilities, including parking, and amenity considerations.

1.40 Preference temporary pop-up type activation of the foreshore, including within existing commercial nodes.

1.41 Ensure that commercial development within the foreshore reserve has a community focus, is small scale, occurs within an established commercial node, enhances the natural character of the foreshore, and ideally delivers multiple benefits or services. The established commercial nodes in this locality are Keanes Point Reserve, John Tonkin Reserve and East Street Jetty/Beach Street. Development is to be set back from the river's edge as much as possible.

1.42 May consider small scale community and food and beverage development connecting East Street Jetty/Beach Street to the Swan River Crossings, at the Freshwater Bay Museum, Bicton Quarantine Park and Russell Brown Adventure Park, to activate the space where it can be demonstrated to enhance the community's enjoyment of the river environment and is consistent with the foreshore purpose of the reserve. The site should be well connected to the principal shared path network.

1.43 New or expanded commercial development is to be supported by an overarching context analysis that considers the broader foreshore and river uses to ensure a diversity of public facilities and experiences.

1.44 Lease areas within foreshore land are to appropriately set back from the edge of the waterway, taking account of the site context, land use and development scale. This includes realigning the riverside boundary of an existing lease area as part of any redevelopment of the site.

1.45 Over-water commercial development is restricted to established locations, being opposite Jade Dodd Park (Mosman Park) and Merv Cowan Park (East Fremantle). May consider boutique short-stay accommodation in conjunction with food and beverage and community uses at these sites.

1.46 Provide opportunities to learn about river ecology, conservation, history and heritage, including through art, interpretation, signage, nature-based play and nature-based tourism.

1.47 In-river uses should be appropriate to the gazetted marine safety restrictions, complement the abutting land uses and may be limited by carrying capacities.

ACTION PLAN

Action		Timing (years) 0-2, 2-5, 5+	Key agencies (in addition to DBCA)	Notes
1.48	Undertake long-term planning to increase the provision and width of the foreshore Parks and Recreation reserve in this locality, particularly where the reserve is narrow, or does not protect landform elements, or where there is to be an increase in density or change in use.	5+	LGAs, DPLH	Consider as part of strategic planning
1.49	Acquire the Parks and Recreation reserve to protect the locality's limestone cliff forms and steep embankments and create a continuous vegetated corridor, including between Green Place and The Coombe Reserve and between Keanes Point Reserve and Point Resolution.	5+	DPLH	Acquire consistent with State policy and proactively when opportunity presents
1.50	Investigate innovative options for providing public access that have minimal impact on the natural environment through the sensitive areas of the foreshore between Green Place Reserve and Bay View Lookout and Freshwater Bay to the Claremont Yacht Club.	5+	ToMP, SoPG, ToC	
1.51	Investigate inclusion of an inclined platform lift (or similar) as part of the stairs from Petra Street to Bicton Baths. Provide cyclists with wayfinding and an alternative route between Jerrat Drive and Bicton Baths, such as via a bicycle lane within road reserves.	2-5	ToEF, CoM	
1.52	Prioritise retrofitting of water sensitive urban design to roads that are located within the Parks and Recreation reserve, aiming to incorporate at-source stormwater systems and overland flow through vegetated systems within the catchment, rather than using end of pipe stormwater systems within the foreshore.	5+	LGAs	To form part of road and drainage works

1.53	Develop a program to systematically undertake weed management and replace with local native species suited to the soil type of the area, with particular consideration given to the limestone escarpments.	0-2	LGAs	
1.54	Incorporate an interpretation node to recognise cultural heritage values at Fremantle, Rocky Bay, and Mosman Bay/Keane Point, as identified in *Marli Riverpark: An Interpretation Plan for the Swan and Canning Riverpark*.	5+	CoF, ToMP, SoPG	To form part of foreshore improvement works in these locations
1.55	Undertake an Aquatic Use Review for the locality, including considering additional protection for the environmentally sensitive Point Walter spit.	0-2	DoT	
1.56	Investigate the use of East Street Jetty as a potential Transperth ferry stop.	5+	DoT, PTA, CoF	Driven by demand
1.57	Master plan the adjacent foreshore concurrently with any proposal for rezoning of the Leeuwin Barracks. Increase the provision and width of the foreshore reserves in this area and investigate alternative Riverside Drive alignments and public car parking further set back from the river. Consider narrowing and consolidating the widths of the lease areas or constructing a new shared facility to replace the multiple existing community club buildings. This will also provide for the opportunity to introduce new river-related community uses. Improve broader public use of the beach and foreshore area and increase the area of foreshore vegetation. Consideration should be given to a new food and beverage venue, hire paddle craft and a ferry jetty at this location. When defence-related infrastructure on the foreshore is no longer required or can be consolidated, re-establish the areas for community purposes and connect to the wider public realm.	5+	ToEF	To form part of rezoning proposals
1.58	Investigate opportunities for a pop-up or short-term food and beverage outlet at the Freshwater Bay Museum, Bicton Quarantine Park and Russell Brown Adventure Park.	2-5	ToC, CoM, ToMP	

1.59	Identify opportunities for community club consolidation into shared facilities. Incorporate a public corridor along the edge of the waterway of a minimum width appropriate to fit a pathway, amenity improvements and foreshore edge treatments, plus sufficient open space to support the club activities, such as a temporary laydown area for watercraft. Work with the clubs to develop maintenance and management plans for their facilities.	5+	LGAs	Undertake strategically and to form part of related proposals
1.60	Investigate opportunities to integrate the foreshore north of John Tonkin Park with the public parkland and improve the foreshore vegetation and amenity of the area.	2-5	ToEF	
1.61	Investigate suitable locations to encourage swimming, such as in Freshwater Bay. Consider the seasonal installation of floating swimming pontoons.	2-5	LGAs	
1.62	Undertake infill sewer connection, preferencing lots within 100 metres of a waterway, including along Johannah Street, Riverside Road and Jerrat Drive.	5+	WC	Undertake strategically and as part of related proposals
1.63	Undertake a foreshore risk assessment for the Riverpark to understand potential climate change impacts.	2-5	DPLH, LGAs, DoT, DWER, DFES	Will inform management approaches
1.64	Investigate use of smart meters and rain sensors across irrigated public open space areas to optimise and ensure best use of available water.	0-2	LGAs	

CoF	City of Fremantle	**DoT**	Department of Transport	**SoPG**	Shire of Peppermint Grove
CoM	City of Melville	**DPLH**	Department of Planning, Lands and Heritage	**ToC**	Town of Claremont
CoN	City of Nedlands	**DWER**	Department of Water and Environmental Regulation	**ToEF**	Town of East Fremantle
DBCA	Department of Biodiversity, Conservation and Attractions	**LGA**	Local Government Authority	**ToMP**	Town of Mosman Park
DFES	Department of Fire and Emergency Services	**PTA**	Public Transport Authority	**WC**	Water Corporation