

# Burns Beach Masterplan

2016







# Contents

<b>Executive Summary</b>	<b>3</b>
<b>1.0 Introduction</b>	<b>4</b>
1.1 Purpose	6
1.2 Methodology	6
1.3 Demographic Characteristics	6
1.4 Literature Review	8
1.5 Stakeholder Consultation	9
<b>2.0 Emerging Issues</b>	<b>10</b>
2.1 Access and Connectivity	10
2.2 Public Open Space and Associated Facilities	11
2.3 Upgrade to and Provision of Community Infrastructure	11
2.4 Development of Commercial Facilities	12
2.5 Traffic and Transport	12
2.6 Parking	14
2.7 Proposed Tamala Conservation Park	14
2.8 Other Environmental Issues	14
2.9 Swimming and Surfing	15
<b>3.0 Draft Masterplan</b>	<b>16</b>
3.1 Key Features	16
3.2 Recommendations and Actions	16
Recommendation 1 – Burns Beach Coastal Node	16
Recommendation 2 – Access and Connectivity	17
Recommendation 3 – Public Open Space and Associated Facilities	18
Recommendation 4 – Upgrade to and Provision of Community Infrastructure	18
Recommendation 5 – Other Commercial Facilities	19
Recommendation 6 – Traffic and Transport	20
Recommendation 7 – Parking	21
Recommendation 8 – Proposed Tamala Conservation Park	22
Recommendation 9 – Other Environmental Issues	23
Recommendation 10 – Swimming and Surfing	23
3.3 Spatial Masterplan	24
3.4 Coastal Node Indicative Concept Design and section	25







An aerial photograph of the Burns Beach coastline. The image shows the ocean with gentle waves breaking onto a sandy beach. The sky is a mix of soft pinks, oranges, and blues, indicating a sunset or sunrise. The coastline curves along the left side of the frame, with some rocky areas visible near the shore.

# Executive Summary

Previous planning for the Burns Beach area, the foreshore reserve and the conservation area to the north of the Burns Beach Estate has generated a number of reports and studies, but there is no single document or overarching plan that ties together all the elements of, and plans for, this unique beachside area. There is also no single document that identifies opportunities for the future provision of community infrastructure and amenity.

Therefore, the City of Joondalup Council requested the preparation of a masterplan for the area focussing on the future enhancement of the provision of facilities within the foreshore catchment area.

The Burns Beach Masterplan is intended as a considered planning framework to guide the future development of Burns Beach to ensure it reaches its full potential as a high amenity coastal destination with sustainably managed community facilities and small scale commercial activities for enjoyment by residents and visitors alike.

As part of the masterplanning process, all previous documents and studies have been reviewed and feedback has been sought from key stakeholders in the area as to what they think the key issues or needs are that should be addressed in any future planning or delivery of facilities and services.

Through the literature review and initial stakeholder consultation process, a number of issues emerged. The issues can be grouped into the following broad themes:

- Access and connectivity;
- Public open space and associated facilities;
- Upgrade to and provision of community facilities;
- Development of commercial facilities;
- Traffic and transport;
- Parking;
- Tamala Conservation Park;
- Other environmental issues; and
- Swimming and Surfing.

The masterplan document outlines the key issues that have emerged and recommends a suite of future actions intended to address the issues raised. Unfortunately, not all the concerns or issues raised by stakeholders will be able to be resolved via this masterplan or by the City in isolation. In the case of some of these issues, the City will negotiate and perform an influencing or advocacy role (as appropriate) with the developer of the Burns Beach Estate and with relevant State Government agencies in an attempt to see these issues addressed.

# 1.0 Introduction

Since 2006 when construction first commenced on the Peet Limited residential estate, Burns Beach has evolved rapidly from the isolated, coastal camp ground that was established early last century. The original fishing and holiday village can still be recognised in part in the coastal node at the end of Ocean Parade (formerly Burns Beach Road), whilst new roads, houses and modern parks transform the area to the north into a desirable residential location.

Planning for the residential estate, protection of the coastal reserve and significant remnant vegetation and habitat to the north of the residential area has generated a number of reports and studies, but there is no single document or overarching plan that ties together all the elements of and plans for this unique beachside area. There is also no single document that identifies opportunities for the future provision of community infrastructure and amenity.

Therefore, the City of Joondalup Council requested the preparation of a masterplan for the area focussing on the future enhancement of the provision of facilities within the foreshore catchment area including, but not limited to, the establishment of a surf club, redevelopment of Jack Kikeros Hall, provision of a restaurant, café facility, parking, groyne refurbishment, enhancement of the park on the Burns Beach foreshore, a safe swimming beach and a snorkelling trail.

As a precursor to the preparation of the masterplan, at its meeting on 17 April 2012, the Council endorsed a project vision or philosophy for the project as follows.

## Philosophy/Project Vision

Through the development and implementation of the Burns Beach Masterplan:

- Create a high amenity, coastal destination with sustainably managed community facilities and small scale commercial activities for residents and visitors;
- Guide the future development of Burns Beach in an integrated, sustainable and holistic manner;
- Complement and cooperate with the *Burns Beach Foreshore Management Plan* and the *Beach Management Plan*;
- Provide and/or enhance recreational, leisure, service, commercial and retail facilities within identified activity nodes; and
- Promote the community use of natural areas whilst promoting the enhancement, preservation and conservation of valuable natural resources.



The Burns Beach Masterplan has been prepared for the area shown in Figure 1.



Figure 1: Burns Beach Masterplan Area



This area comprises the suburb of Burns Beach and the Burns Beach Sunset Village holiday park, which is located in the adjacent suburb of Iluka.

About half of Burns Beach is zoned Urban under the Metropolitan Region Scheme (MRS), with the remaining northern half reserved for Parks and Recreation.

## 1.1 Purpose

The Burns Beach Masterplan is intended as a considered planning framework to guide the future development of Burns Beach to ensure it reaches its full potential as a high amenity coastal destination with sustainably managed community facilities and small scale commercial activities for enjoyment by residents and visitors alike.

The masterplan will integrate the conditions/constraints imposed and the existing opportunities provided by the:

- *Burns Beach Structure Plan*;
- *Burns Beach Foreshore Management Plan* and City of Joondalup *Beach Management Plan*;
- *Tamala Park Conservation Park Establishment Plan*; and
- The request from Council for a plan to guide the future development of Burns Beach in an integrated, sustainable and holistic manner.

The Burns Beach Masterplan aims to identify and make recommendations for appropriate development interventions and to identify opportunities for the provision and enhancement of infrastructure, facilities and services in the area.

The masterplan represents Stages 3 and 4a of the City's eight stage master planning process. The eight stages are:

- Stage 1 – Project Initiation
- Stage 2 – Project Planning

- **Stage 3 – Site and Needs Analysis**
- **Stage 4a – Concept Design (Masterplan)**

- Stage 4b – Concept Design (individual items)
- Stage 5 – Feasibility Analysis
- Stage 6 – Funding and Approval
- Stage 7 – Construction
- Stage 8 – Operations and Review

If progressed, subsequent stages of the project could include development of detailed design concepts for individual project elements, followed by project feasibility, funding and implementation.

## 1.2 Methodology

Preparation of the masterplan has involved the following key tasks:

1. Site inspection, literature review and review of demographics and trends conducted by external consultants Louise Ainsworth Consulting and Cardno (complete);
2. First phase consultation with key stakeholders to obtain an understanding of current issues and community and stakeholder needs and expectations conducted by external consultants Louise Ainsworth Consulting and Cardno (complete);
3. Identification of issues emerging from the preceding tasks, for input into the draft master plan conducted by the City and external consultants Louise Ainsworth Consulting and Cardno (complete);
4. Development of a draft masterplan, which sets out a number of recommendations for the future enhancement and upgrade of the existing Burns Beach Coastal Node and other actions for the City to pursue in conjunction with State Government agencies and the developer of the Burns Beach Estate, conducted by the City and based on work by external consultants Louise Ainsworth Consulting and Cardno (complete);
5. Public consultation on the draft masterplan with key stakeholders and the wider community following initial endorsement of the masterplan by the Council at its meeting on 16 March 2016 – CJ031-03/16 refers (complete);
6. Collation and analysis of feedback obtained during public consultation, and review of the draft masterplan (if necessary) before consideration by Council (complete).

## 1.3 Demographic Characteristics

The progressive development of the Burns Beach Estate has resulted in the construction of new roads, houses and modern parks which are transforming the area into an even more desirable residential location. Population growth has continued since commencement of the Burns Beach Estate in 2006.

Between 2006 and 2011, the population of Burns Beach increased by 1,383 people. The total population of Burns Beach at the 2011 Census was 1,607, comprising 790 males and 817 females.

Figure 2 is an extract from the id population profile for Burns Beach, showing the age structure of the Burns Beach population recorded in 2006 and 2011, portrayed as age groups that reflect typical life stages.



Burns Beach - Total persons (Usual residence)	2011			2006			Change
Service age group (years)	Number	%	Greater Perth %	Number	%	Greater Perth %	2006 to 2011
Babies and pre-schoolers (0 to 4)	130	8.1	6.6	14	6.3	6.1	+116
Primary schoolers (5 to 11)	173	10.8	8.7	30	13.4	9.1	+143
Secondary schoolers (12 to 17)	193	12.0	7.9	28	12.5	8.6	+165
Tertiary education and independence (18 to 24)	142	8.8	10.2	13	5.8	10.3	+129
Young workforce (25 to 34)	195	12.1	14.7	9	4.0	13.4	+186
Parents and homebuilders (35 to 49)	488	30.4	21.6	61	27.2	22.4	+427
Older workers and pre-retirees (50 to 59)	168	10.5	12.4	33	14.7	13.1	+135
Empty nesters and retirees (60 to 69)	90	5.6	9.2	23	10.3	8.2	+67
Seniors (70 to 84)	28	1.7	7.0	13	5.8	7.3	+15
Elderly aged (85 and over)	0	0.0	1.6	0	0.0	1.5	0
<b>Total population</b>	<b>1,607</b>	<b>100.0</b>	<b>100.0</b>	<b>224</b>	<b>100.0</b>	<b>100.0</b>	<b>+1,383</b>

Figure 2: Burns Beach Age Structure – Service Age Groups, 2006/2011 (ABS Census)

The population profile of Burns Beach is fairly typical of a new, developing residential area on the urban fringe. The majority of households include children (68.2% compared with 41.5% in Greater Perth). This can be expected to increase as the Burns Beach Estate continues to develop.

Also typical of an establishing suburb, Burns Beach has a much higher proportion of home mortgages (76.9% compared to 38% for Greater Perth), and those mortgages are also a larger proportion of households paying high mortgage repayments (\$2,600 per month or more), and a smaller proportion of households with low mortgage repayments (less than \$1,000 per month). This is suggestive of a greater proportion of first home buyers, which is also typical of a new outer metropolitan suburb.

The rate of car ownership is much higher than the Greater Perth average. Ninety-eight per cent of Burns Beach households have one or more vehicles compared with 70.5% in Greater Perth. The contrast is even more marked when the number of households with two or

more vehicles is considered; namely, 82.7% in Burns Beach and 55.5% for Greater Perth. This is reflective in part of the relative isolation of Burns Beach from existing facilities such as shopping, schools and major employment centres, as well as the lack of public transport in the newer areas of the suburb, making vehicle ownership a necessity.

Figure 3 portrays the age composition of the Burns Beach population compared to the Greater Perth area in 2011.

## Age Structure – service age groups, 2011

### Total persons

■ Burns Beach ■ Greater Perth

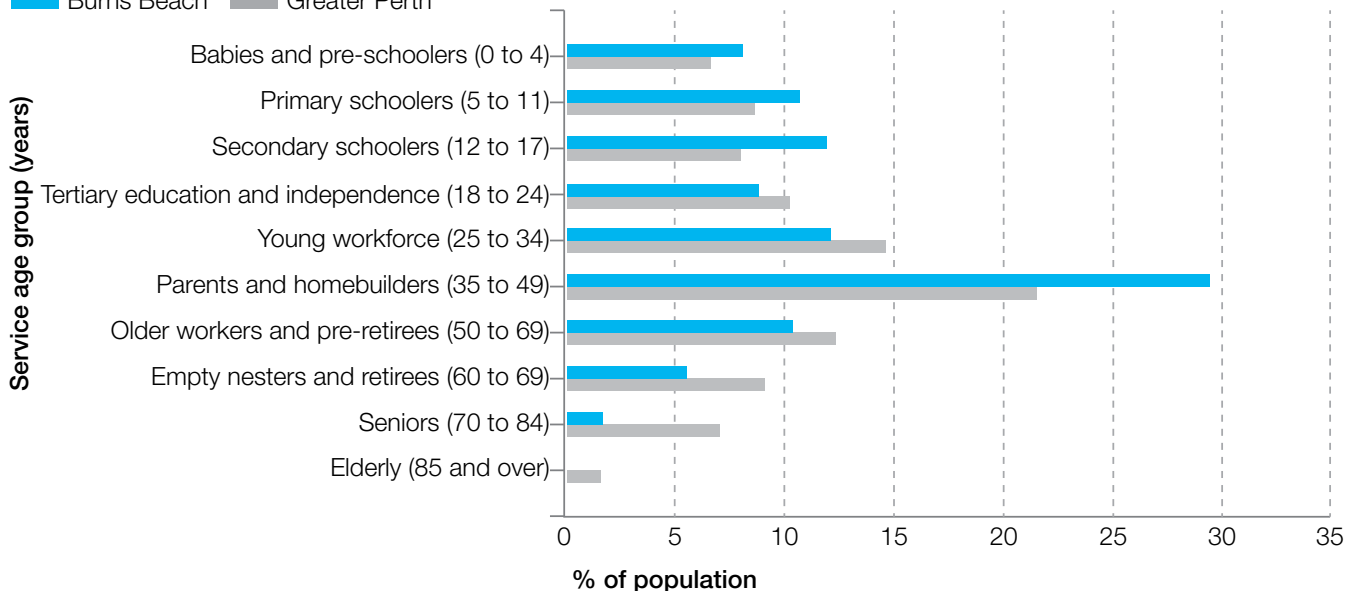


Figure 3: Burns Beach Age Structure Service Age Groups, 2011 (ABS Census)

In 2011 the Burns Beach population featured a higher proportion of younger people (0-17 years) and a lower proportion of people in the older age groups (60+ years) compared to Greater Perth. In 2011, 30.9% of the Burns Beach population was aged between 0 and 17, and 7.3% was aged 60 years and older, compared with 23.3% and 17.8% respectively for Greater Perth. This is a common characteristic of newer suburbs in the Perth Metropolitan area. The key differences between the age structure of the Burns Beach population and Greater Perth in 2011 were:

- A greater percentage of 'parents and homebuilders' (30.4% compared to 21.6%);
- A greater percentage of 'secondary schoolers' (12.0% compared to 7.9%);
- A greater percentage of 'primary schoolers' (10.8% compared to 8.7%); and
- A greater percentage of 'babies and pre-schoolers' (8.1% compared to 6.6%).

The most significant change in the age structure for Burns Beach between 2006 and 2011 was the increase of 'parents and homebuilders (35 to 49 years)' from 61 to 488 people. Other emerging age categories include:

- An increase in 'young workforce (25 to 34)' by 186 persons;
- An increase in 'secondary schoolers (12 to 17)' by 165 persons; and
- An increase in 'primary schoolers (5 to 11)' by 143 persons.

## 1.4 Literature Review

A literature review was undertaken from planning, transport, and environmental perspectives to identify the key elements and issues to be considered and any gaps in information that need to be reconciled in the preparation of a masterplan for Burns Beach.

The documents that were reviewed included:

- *Burns Beach Structure Plan 2007* (modified);
- *Burns Beach Structure Plan Traffic Report 2004*;
- *Burns Beach Foreshore Management Plan 2006*;
- *City of Joondalup Beach Management Plan 2010*;
- *Tamala Conservation Park Establishment Plan 2012*;
- *City of Joondalup Burns Beach Community Profile 2011*;
- *City of Joondalup Minutes for Meeting of Council (27 May 2013)*;
- *City of Joondalup Minutes for Meeting of Council (24 September 2013)*;
- *City of Joondalup Burns Beach Community Profile 2011 Census Results*; and
- *State Planning Policy 2.6 State Coastal Planning Policy*.

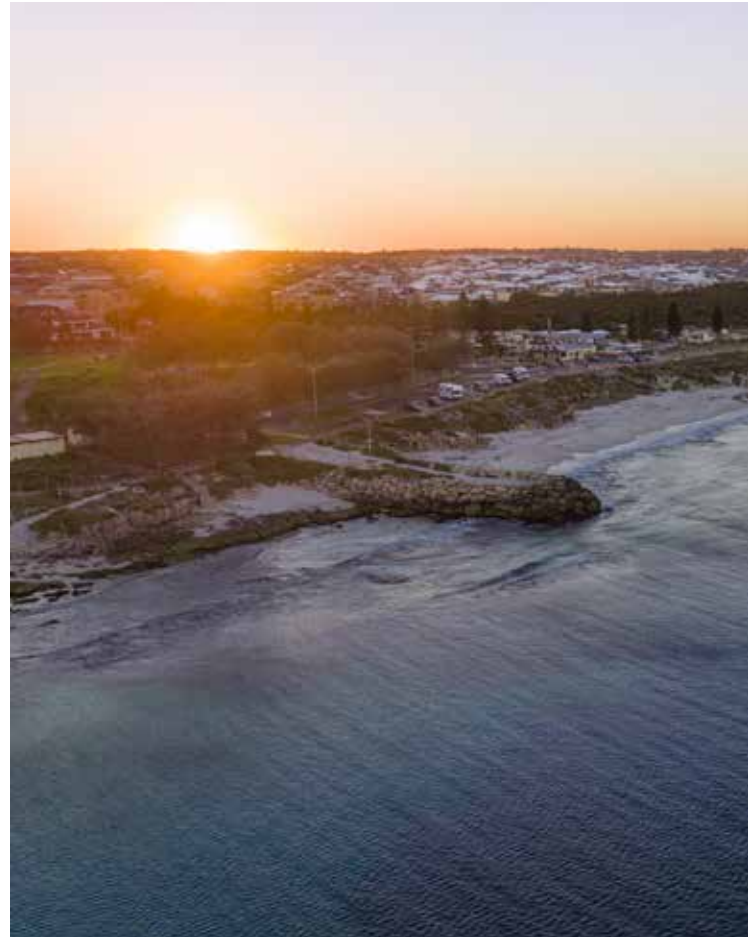


## 1.5 Stakeholder Consultation

Some of the previously mentioned documents are up to ten years old, and this raises the question of how valid many of the issues raised in the documentation still are. As a result, key stakeholders and community groups were contacted so that the City could verify and clarify these issues and add any new issues for consideration.

The following community groups and stakeholders were consulted:

- Burns Beach Residents Association
- Iluka Home Owners Association
- Jack Kikeros Hall user groups
- Burns Beach Caravan Park and Burns Beach Café lessee
- Department of Planning (including statutory and coastal sections)
- Department of Parks and Wildlife
- Department of Education
- Surf Lifesaving WA
- Peet Limited (Land Developer of Burns Beach Estate)
- Satterley Property Group (Land Developer of Iluka Estate).



Dual use path, Burns Beach

## 2.0 Emerging Issues

Through the literature review and initial stakeholder consultation process, a number of issues emerged. The issues can be grouped into broad themes, which are outlined in this section.

The next section of the masterplan document (Section 3) outlines recommendations to address the balance of the issues in the future.

It is important to note that not all of the concerns or issues raised and outlined in this section of the document are necessarily shared by the City. Other issues raised may not be able to be resolved via this masterplan or by the City in isolation. In such cases, the City will look to enter into discussions and negotiations with State Government agencies and the developer of the Burns Beach Estate and will play an advocacy role (as appropriate) in an attempt to see these issues addressed.

### 2.1 Access and Connectivity

- a. Stakeholders and community groups felt that connectivity between the newer Burns Beach Estate and the older Burns Beach residential area is limited, with the older area separating the new estate from the established Burns Beach Coastal Node.  
Links between the Burns Beach Coastal Node and Iluka could be improved.
- b. There is a strong stakeholder and community group expectation for the existing dual use path (DUP) to extend north to Mindarie. There is an indicated preference from the community for the DUP to be aligned along the coast.
- c. There are concerns that only one pathway to the beach through the foreshore reserve has been constructed to date. Stakeholders and community groups feel that public access to the coast needs to be improved but needs to be managed to limit beach erosion and to protect the environmental values of the foreshore.



Burns Beach Signage





Burns Beach Park, Burns Beach

## 2.2 Public Open Space and Associated Facilities

- a. Concern was expressed that Third Avenue Park in the older, established residential area of Burns Beach has a different standard of amenity from the new parks in the Burns Beach Structure Plan area and that the differing quality contributes to the sense of disconnection between the new and old parts of Burns Beach.

It was felt that upgrading Third Avenue Park would improve the amenity of the area and help establish a more cohesive suburb.

- b. There are currently no toilets at Beachside Park in the new Burns Beach Estate although it is a well used area and includes lookouts, barbecues and a playground. There are also no signs to direct people to the nearby facilities in the Burns Beach Coastal Node to the south.
- c. Areas of public open space that already exist, as well as those still to be developed in the Burns Beach Estate, should all be provided in accordance with resident expectations and the *Burns Beach Structure Plan* and the *Burns Beach Foreshore Management Plan*.
- d. Stakeholders and community groups felt that significant opportunities exist to improve the public spaces at Burns Beach Park, including increasing the parking in the area and improving the linkages and landscaping of the area.
- e. Stakeholders highlighted that certain verge areas in the area could be improved, for example the verge area adjacent to the new roundabout at the intersection of Burns Beach Road and Ocean Parade, which serves as the entry to the Burns Beach Coastal Node at the end of Ocean Parade.

- f. Some areas of public open space retain significant trees and/or vegetation associations and it is considered by some stakeholders that these areas should be protected and require ongoing management to prevent any detrimental 'edge effects', which may arise due to the surrounding urban environment.

## 2.3 Upgrade To and Provision of Community Infrastructure

- a. The establishment of a primary school adjacent to Bramston Park, as identified in the *Burns Beach Structure Plan*, has yet to occur. There is a concern from some stakeholders about what will happen to the designated school site if it is deemed that the school is not required.
- b. Stakeholders highlighted that a number of the facilities in the Burns Beach Coastal Node are outdated, including Jack Kikeros Hall and the ablutions. Stakeholders emphasised a need for an upgrade to these facilities, as well as additional parking, landscaping and other infrastructure like barbecues and shelters.
- c. There is a preference from some stakeholders for public ablutions to still be provided at Burns Beach Park and for some form of community facility to be provided with any redevelopment of the Jack Kikeros site.
- d. The community considers that a number of developer obligations, set out in the *Burns Beach Structure Plan* and *Burns Beach Foreshore Management Plan*, are still outstanding. These concerns relate to the provision (inter alia) of parking, toilets, lunch bar/restaurant/café, signage, a local shop and beach access paths.



Burns Beach Park, Burns Beach

- e. The beach is widely used for surfing but there is no clear path down to the water. The informal cliff path adjacent to the Burns Beach Caravan Park is not considered to be an appropriate method of accessing the beach and the water.
- f. The dual use pathway is extensively used by the cycling community, and bicycle racks with safe and convenient access should be considered as part of any redevelopment or upgrade to the Coastal Node.

## 2.4 Development of Commercial Facilities

- a. The *Burns Beach Structure Plan* identifies the potential for a café/restaurant within Beachside Park. The potential restaurant/café (at Beachside Park) may require significant additional parking and generate additional vehicle trips, which could impact on neighbourhood amenity. Some stakeholders consider that any development should be of a small scale that is appropriate to the size of the site, its parkland setting, the available parking, the area's traffic capacity and residential context.
- b. If commercial development is not viable on the Local Shop precinct identified in the *Burns Beach Structure Plan* on the corner of Grand Ocean Entrance and Whitehaven Avenue, there may be pressure for it to be allowed to be used for residential purposes. The community is concerned that if residential development is permitted, there will be no possibility of any local shop or café being provided in the area. Alternatively, the site may remain vacant for an extended period of time, which is considered by some stakeholders as detracting from the amenity of the area.

- c. A local supermarket/shop site is proposed within the Iluka Structure Plan Area south of the study area, which has not yet been developed. This site will be easily accessed from Burns Beach via Burns Beach Road. Some stakeholders considered it desirable that development of this site with a small supermarket occurs as this would service the residents of Burns Beach by providing daily convenience items.
- d. There is a concern from stakeholders about parking and traffic impacts that could arise as a result of any retail and café/restaurant development.
- e. The assessment of the impact of any commercial proposals received in response to the City's call for Expressions of Interest for the development of a café/restaurant in the Burns Beach Coastal Node on neighbouring residential development is considered by stakeholders to be necessary and includes assessment of height, signage, light spill and noise.

## 2.5 Traffic and Transport

- a. Concerns from stakeholders and community groups have been expressed that the intersection of Marmion Avenue and Burns Beach Road is experiencing unacceptable congestion at peak times and this affects access from the estate and onto the surrounding road network.
- b. Concerns have been raised with the roundabout at the intersection of Marmion Avenue and Grand Ocean Entrance. Traffic congestion at this point during peak times impacts on the flow of traffic through and out of the estate. Consequently, residents seeking alternate exit routes are putting pressure on quiet streets and are affecting the amenity of residents who live on these streets.





Burns Beach toilets and changerooms, Burns Beach

- c. The circular park on Grand Ocean Entrance has the appearance of a roundabout, which is said to be confusing and potentially dangerous. Signage and/or line marking are considered by some stakeholders as being required to improve the functioning and the safety of the road around the park.
- d. The existing bus operations servicing Burns Beach have been identified by stakeholders as inadequate.



Burns Beach Café and Restaurant, Burns Beach



Burns Beach Coastal Node Car Park, Burns Beach

## 2.6 Parking

- a. Growth in and around Burns Beach has increased pressure on available car parking in the area. Existing car parking is well utilised and nearing capacity.
- b. Some stakeholders consider there to be inadequate parking to cater for a large scale café/restaurant in Beachside Park. If the scale of the facility is too large, it will generate the need for more parking bays than can be provided in this location. This will result in overflow parking occurring in nearby residential streets, which will affect the amenity of existing and future residents. It will also limit the parking available for other users of Beachside Park.
- c. Parking needs to be considered for all new development and proposals, particularly in Beachside Park and the Burns Beach Coastal Node, including for the proposed café/restaurant the subject of the City's Expression of Interest process.

## 2.7 Proposed Tamala Conservation Park

- a. The absence of a management plan for the conservation area makes adjoining development requirements, use of the park, and maintenance and management responsibilities unclear. In addition, the northern interface of the Burn Beach Estate with the conservation area is not addressed by the *Burns Beach Structure Plan*.

Resolution of use and management of the conservation area is necessary and this should align with the subdivision of the northern residential precinct of the Burns Beach Estate, so that interface treatments and management are appropriate from initial stages of development and appropriate community use occurs that minimises impact on the conservation area.

## 2.8 Other Environmental Issues

- a. Public access to the coast, including the uncontrolled access of off-road vehicles, is a key issue which needs to be managed to limit beach erosion and to protect the environmental values of the foreshore and the proposed Tamala Conservation Park.  
The City has no jurisdiction to manage or control this access to the conservation area north of the Burns Beach Estate.
- b. The *Burns Beach Foreshore Management Plan* identifies the interface treatment for the portion of the foreshore reserve that is directly adjacent to the Burns Beach Estate only. As Burns Beach develops, this interface and the restriction of potentially damaging vehicle access from the north, needs to be managed appropriately as part of subsequent subdivision and development applications.
- c. There is concern from the community about the effects of potential sea level rise.





Pathway fencing near Surfing Node, Burns Beach



Difference in level between pathway and water

## 2.9 Swimming and Surfing

- a. Being a beach-side suburb, access to the beach and safe swimming areas is important for the community. The beach adjacent to the proposed Tamala Conservation Park is safer than Burns Beach; however, the capacity of local roads and environmental constraints make access difficult.
- b. The beach adjacent to the Burns Beach Caravan Park is used for surfing; however, there is no formal path leading to the beach. People are instead accessing an informal cliff path, which is potentially unsafe as well as threatening the integrity of the vegetation and stability of the limestone.
- c. Surf Life Saving WA would like provision made for a 150sqm footprint for a storage facility and a designated location for a surveillance tower at Burns Beach.

## 3.0 Draft Masterplan

### 3.1 Key Features

The draft masterplan comprises a spatial plan, an indicative concept design for possible future development of the Burns Beach Coastal Node, and a series of recommendations that, together, will act as a high level planning framework for the future development of provision of facilities and infrastructure for Burns Beach.

The masterplan is not intended to contain specific solutions to issues raised or detailed design of potential future facilities and infrastructure. Rather, the masterplan will serve as a reference document to guide more detailed investigation, design and cost analysis in the future.

The high level spatial masterplan is illustrated in Section 3.3. Key features of the spatial plan include:

- Identification of the Burns Beach Coastal Node, as defined by State Planning Policy 2.6 (Coastal Planning Policy);
- Identification of existing and proposed Public Open Space;
- Identification of additional beach access and potential for other pathways and linkages;
- Identification of locations where management of edge effects on reserves are required;
- Identification of areas where additional street parking could be considered;
- Identification of areas suitable for future commercial development; and
- Identification of areas suitable for community infrastructure, including ablutions.

The key recommendations and other actions associated with the plan are outlined in Section 3.2.

The indicative concept design for the Burns Beach Coastal Node is contained in Section 3.4.

### 3.2 Recommendations and Actions

#### 3.2.1 Burns Beach Coastal Node

State Planning Policy 2.6: Coastal Planning Policy defines a coastal node as:

“a distinct and discrete built area that may be located within a coastal foreshore reserve. Excluding permanent residential development, it may vary in size from a grouping of recreational facilities to an area of commercial or tourism facilities or accommodation.”

The area at the end of Ocean Parade, including Burns Beach Park and the Burns Beach Caravan Park, is clearly a coastal node in this context. It is also a unique area along the northern section of the City's coastline and presents significant opportunity for the upgrade and further development of a beachside destination with quality facilities and attractions for use and enjoyment by residents and visitors, including tourists.

A lot of opportunities and issues identified through the literature review and from discussions with community stakeholders relate to this node and it is therefore highly desirable that the area receives focussed and coordinated attention to ensure that it does not suffer from ad hoc and incremental interventions that will erode its attractiveness and functional efficiency.

To this end, the following is seen as a key recommendation of this masterplan:

### Recommendation One

- a. That the City seeks community input on the indicative Burns Beach Coastal Node concept design contained in Section 3.4 of the master plan.
- b. That in doing so, the community is made aware that:
  - Detailed design and implementation of the indicative Coastal Node concept design is not a project that has yet been endorsed by Council.
  - There is no current provision for funds for detailed design or implementation of the indicative Coastal Node concept design in the City's *20 Year Strategic Financial Plan* or the City's Five Year Capital Works Budget and therefore the timing of any detailed planning or works to implement the concept design is currently unknown.



### 3.2.2 Access and Connectivity

#### Connections between the new and the older sections of Burns Beach

The nature of existing development in the older Burns Beach area made it difficult to establish stronger vehicle connectivity between this area and the newer area during the structure planning process for the Burns Beach Estate.

Also, submissions received from residents during the structure planning process for the new Burns Beach Estate, conveyed a community desire for a clear separation between the new and old Burns Beach developments. Desire was expressed for pedestrian access only and separation by a road or open space barrier along the northern and eastern boundary of old Burns Beach.

There are, however, pedestrian links from the newer areas to the Burns Beach Coastal Node, which are located predominantly along the foreshore and Ocean Parade. Also, other improvements can be made to pedestrian and cyclist connectivity to the foreshore from both Burns Beach and Iluka. This could include improvements to existing informal pathways and beach access points, such as those on the southern boundary of the Burns Beach Caravan Park.

In addition, the developer of the Burns Beach Estate is obligated to provide new beach access and foreshore connectivity in a staged manner as subdivision occurs.

#### Dual use path from Burns Beach to Mindarie

Extension of the existing dual use path beyond the Burns Beach Structure Plan boundary is not the responsibility of the developer of the Burns Beach Estate.

At present, there is no clear idea of where and how the existing path and existing/proposed residential areas will connect to the future northern extension of the dual use path. The alignment is yet to be determined and will factor in environmental, cost, land tenure and management issues.

### 3.2.3 Public Open Space and Associated Facilities

The City ensures that public open space (POS) is provided as per the requirements of the *Burns Beach Structure Plan* through the subdivision and detailed landscape design process.

#### Level of maintenance

The following parks as at 1 April 2016 are to be maintained by the City to the normal City standard:

- Southport Park – POS 5
- Picnic Parade streetscape – Southport Loop to Reef View Rise
- Beachside Drive to Reef View Rise – Public Access Way
- Beachside Park - POS 6
- Beachside Drive streetscape - parking nibs along Beachside Drive
- Bengello Park – POS 8 and 9
- Grand Ocean Entrance and Seabreeze Avenue – roundabout
- Grand Ocean Entrance and Waterhouse Meander – roundabout
- Broulee Lane to Grand Ocean Entrance – PAW
- Windmill Park – POS 10
- Valla Way – median
- Whitehaven Avenue to Cod Way – PAW
- Grand Ocean Entrance median – central boulevard between POS 9 and POS 12
- Grand Ocean Entrance Park – POS 12
- Grand Ocean Entrance and Tyinga Crescent – roundabout
- Grand Ocean Entrance verges – Eastern boulevards 12 to 13
- Huxley Trail verge – 7F Verge

The existing parks in the older part of Burns Beach are to be maintained by the City to the normal City standard.

## Recommendation Two

- a. That the City liaises with the developer of the Burns Beach Estate to determine the timing of the development of new beach access points as outlined in the Burns Beach Foreshore Management Plan.
- b. That a review of the Burns Beach Foreshore Management Plan be conducted to determine the appropriate number and location of beach access paths.
- c. That the City liaises with the Department of Lands and the lessee of the Burns Beach Caravan Park to determine responsibility for and timing of development of a formal pathway on the southern edge of the caravan park.
- d. That the City requests the State Government to continue to engage the City regarding the development of a dual use path, linking Burns Beach to Mindarie.

The following parks will continue to be maintained by the developer of the Burns Beach Estate:

- Raspins Park – POS 13
- Maroma Park – POS 13
- Grand Ocean Entrance and Mattingleys Approach – roundabout
- Marmion Avenue and Grand Ocean Entrance – roundabout
- Marmion Avenue verge – entry statement
- Burns Beach Road and Whitehaven Avenue verge – entry statement
- McIntyre Avenue Park

At its meeting held on 15 July 2014 (CJ124-07/14 refers), Council accepted the merits of a request from the Burns Beach Residents Association to consider establishing a Specified Area Rate (SAR) for additional landscaping services within the suburb of Burns Beach. Consultation was subsequently conducted, with a response rate of 57% in Old Burns Beach. As only 12.3% of respondents in Old Burns Beach supporting a SAR, Council declined the request to implement a SAR in the area (CJ912-10/14 refers).

A new application has now been received from the Burns Beach Residents Association, requesting consideration of a SAR for the new Burns Beach Estate area only. This matter is currently under consideration and will form the subject of a future report to the Council.

#### **Lack of toilets at Beachside Park**

It is envisaged that public toilets will be provided as part of the development of a café/restaurant/kiosk at Beachside Park in the future. However, this will depend on the developer and the timing of any development occurring.

### Recommendation Three

- That the City work with the developer of the Burns Beach Estate to include the provision of ablutions into any new café/restaurant/kiosk development to occur in Beachside Park in the future. In the interim, the City should work with the developer to install signage in Beachside Park, directing users to the ablutions in the Burns Beach Coastal Node to the south.

#### **3.2.4 Upgrade to and provision of community infrastructure**

##### **School site**

The site for a future primary school adjacent to Bramston Park, as identified in the Burns Beach Structure Plan, has recently been acquired by the Department of Education. To date there has been no confirmation from the

Department of Education as to when the school will be developed; however the Department has indicated it will continue to monitor the residential growth and enrolments at the local schools in the area.

In the event the school site is determined surplus to requirements by the Department of Education, a separate planning exercise, including community consultation and formal planning approvals, would be required to determine an appropriate alternative use of the land.

The City will continue to liaise with the Department of Education about the likely timing of the development of the school site.

#### **Provision of active open space and community facilities**

The provision of active open space in the area has been addressed through the City of Joondalup's development of a sporting and community facility at Bramston Park.

Community input into a design for the facility led to the design of the multi-purpose facility, which includes toilets, change rooms, kitchen/kiosk, bike storage facilities, meeting rooms and storage areas in addition to a car park, cricket pitch, sports floodlighting, a playground with connecting pathway and a barbeque and picnic area.

#### **Jack Kikeros Hall site**

The Jack Kikeros Hall site presents a significant opportunity for redevelopment to provide for a signature café/restaurant in a prime beachside location. Although the Jack Kikeros Hall and external community ablution facility will be removed when a café/restaurant is developed, some form of new ablutions in conjunction with a café/restaurant will be explored.

New community facilities have been provided at Bramston Park Community Sporting Facility to replace Jack Kikeros Hall.

### Recommendation Four

- That the City continues to actively engage with the Department of Education to communicate the importance of development of the school for the benefit of the community and to encourage the development of the site in the near future.
- As part of determining a preferred proponent and development outcome for the Jack Kikeros Hall site, the City will outline its requirements, with any prospective developer and the Department of Lands, about the inclusion of some form of new external ablution facility as part of the new development.



### 3.2.5 Other Commercial Facilities

Any proposal that is received by the City for the development of a café/restaurant/kiosk at Beachside Park will be subject to statutory development approval processes. The process will include consultation with owners and occupiers of properties in the area that could potentially be affected by any proposal. The City continues to liaise with the developer regarding any possible development proposals for the site.

Amenity, traffic and parking impacts of any proposal received for a café/restaurant development, either at Beachside Park or via the City's Expression of Interest process for the Burns Beach Coastal Node, would be required to be taken into account during any preliminary concept planning process or statutory development application process. Such proposals will be required to be accompanied by traffic impact studies or reports.

Apart from the existing and proposed café/restaurant sites at Beachside Park and in the Burns Beach Coastal Node, the *Burns Beach Structure Plan* also sets aside a small Local Shop site on the corner of Whitehaven Avenue and Grand Ocean Entrance.

This site remains undeveloped due to restrictive covenants on the lots, which expire in 2020. The viability of a local shop in this location has also previously been questioned.

There is therefore a concern that the site may not be developed for commercial purposes, and this will mean the convenience shopping needs of the community will not be met unless residents drive to the Kinross Shopping Centre or to a shop that could be included in a commercial node at the western end of O'Mara Boulevard in Iluka.

If the developer of the Burns Beach Estate wishes to use the Local Shop site for any other purpose than stipulated in the *Burns Beach Structure Plan*, the structure plan would need to be formally amended. This is a statutory planning process and would include public consultation.

## Recommendation Five

- a. That the City attempts to ensure that the potential for a daily convenience offering is maintained at the Local Shop site on the corner of Grand Ocean Entrance and Whitehaven Avenue through structure plan provisions and permissibility of uses. The City continues to actively engage with the developer of the Burns Beach Estate and any potential purchasers of the lot to encourage high quality development of the lot for commercial purposes.
- b. That the City continues to engage with the Satterley Property Group to encourage and facilitate an appropriate and high quality development outcome for the commercial node in Iluka as soon as possible.



### 3.2.6 Traffic and Transport

#### Intersection performance and traffic distribution

The initial traffic report that accompanied the original structure plan for the Burns Beach Estate indicated at that stage that all internal and access intersections would operate at an acceptable level of service during development of the estate and once the estate had been fully developed.

However, in more recent times, concerns have been expressed about the performance of the intersection of Marmion Avenue and Burns Beach Road and the traffic circle at the intersection of Marmion Avenue and Grand Ocean Entrance during peak times.

The performance of these intersections may change once the Mitchell Freeway extension has been completed. However, in the interim, residents are experiencing delays in moving out of the estate at peak times and residents seeking alternate exit routes are putting pressure on quiet streets and are affecting the amenity of other residents who live on these streets.

#### Grand Ocean Park (circular park) on Grand Ocean Entrance

This park has the appearance of a roundabout, which is said to be confusing and potentially dangerous.

Signage and/or line marking may be required to improve the functioning and the safety of the road around the park.

#### Public transport

Currently, public transport is only available from Burns Beach Road and the existing bus service takes approximately 25 minutes to arrive at the Joondalup Train Station. Consequently, Burns Beach residents are opting to drive and park at Currambine station, which is much closer.

A frequent bus service along a route which runs through the Burns Beach Estate and connects Burns Beach with a train station is considered necessary in order to reduce traffic and parking.

### Recommendation Six

- a. That the City actively engages with Main Roads WA to seek an assessment of the performance of the Burns Beach Road/Marmion Avenue and Grand Ocean Entrance/Marmion Avenue intersections and to pursue measures to alleviate congestion at these intersections.
- b. That the City engages with Main Roads WA to investigate safe pedestrian access across Marmion Avenue, north of Burns Beach Road.
- c. That the City engages with the developer of the Burns Beach Estate and Main Roads WA with a view to providing appropriate signage or line markings around Grand Ocean Park (circular park) on Grand Ocean Entrance to ensure that road users are aware that the park is not a roundabout and should not operate as such.
- d. That the City actively engages and lobbies the Public Transport Authority to provide an extended bus service to the Burns Beach area in line with the Burns Beach Structure Plan as soon as possible, or an interim service whereby the existing service deviates through the estate.



Grand Ocean Park, Burns Beach





### 3.2.7 Parking

The *Burns Beach Structure Plan* recognises the inability to provide parking for any future café/restaurant/kiosk in Beachside Park within the park or on the development site itself. For this reason, verge parking was included in the design and construction of the adjoining street, but this parking is at capacity during peak periods in the summer months and will be under significant pressure if any café/restaurant/kiosk is developed on the site. A solution to meet parking demand in this area needs to be found and implemented in discussion and partnership with the developer of the Burns Beach Estate.

### Recommendation Seven

- a. That the City engages the developer of the Burns Beach Estate to investigate the adequacy of the parking adjoining Beachside Park and in the vicinity of the park and to assess the merits of redesigning and reconfiguring the verges so as to achieve a higher on-street parking park yield in this location.

### 3.2.8 Proposed Tamala Conservation Park

#### Management Plan

Within the City of Joondalup, the proposed Tamala Conservation Park is comprised of two narrow coastal reserves managed by the City, and a considerably larger area owned and managed by the Western Australian Planning Commission (WAPC). The proposed Tamala Conservation Park extends north into the City of Wanneroo, who is also responsible for managing part of the park.

At present, the foreshore reserve adjacent to the Burns Beach Estate is being considered as part of the proposed Tamala Conservation Park but is partly managed by the WAPC and partly by the City of Joondalup. The WAPC has not prepared a management plan as it is not the long term land manager. It is anticipated that the final boundary of the park will include all of the WAPC land and will become the responsibility of the Department of Parks and Wildlife (DPAW) to plan and manage. This will have to take place in consultation with the City as the coastal reserve is indistinguishable from the balance of the land.

Resolution of management issues relating to the proposed Tamala Conservation Park is imperative to provide certainty for planning adjacent to the park and to prevent deterioration of the land through uncontrolled public access and other impacts.

The preparation of a Regional Open Space Management Plan by the WAPC and the DPAW is therefore required as soon as possible, which will give consideration to:

- Resolution and management of the current uncontrolled access to the coast through development of options to rationalise and formalise the existing sand tracks
- Interface between the Burns Beach Estate, the conservation park and the foreshore reserve.

#### Public use

Due to the high ecological values and uniqueness of the natural systems within the proposed Tamala Conservation Park, public use is likely to be passive and highly controlled. The land uses and features likely to be promoted within the proposed Tamala Conservation Park are:

- Conservation
- Spiritual values
- Passive recreation activities limited to well-defined paths or areas
- Use of interpretive signs to improve awareness about conservation value
- Low access.

#### Dual use path

Resolution of the location of the dual use path is also a high priority and it is strongly preferred that the alignment be as close to the coast as possible so that users can enjoy views of the ocean as well as the coastal heath and dunes, and access the beach in designated locations.

A key issue that must be resolved in the future is where the dual use path being constructed by the developers of the Burns Beach Estate will connect to a dual use path through the proposed Tamala Conservation Park, as this southern section will have to be designed and built in the future as subdivision proceeds.

## Recommendation Eight

- a. That the State Government be requested to engage with the City in the process of development of a Regional Open Space Management Plan for the proposed Tamala Conservation Park, and for the plan to address issues including:
  - The location, funding, maintenance and management of a dual use path connecting the Burns Beach foreshore to the Mindarie foreshore; and
  - The location and management of any walk trails through the area.
- b. That the City also facilitates a meeting with the developer of the Burns Beach Estate, Western Australian Planning Commission and Department of Parks and Wildlife to agree on responsibilities and timing of provision of appropriate interface treatments (eg: dual use path, fencing, perimeter paths, fire breaks, planting, etc) to mitigate 'edge effects' such as weed invasion, unauthorised vehicle access, uncontrolled pedestrian access, intrusion by domestic animals, and litter.

### 3.2.9 Other Environmental Issues

#### Sea level rise

State Planning Policy 2.6 – State Coastal Planning Policy (SPP 2.6), permits the development of 'coastal nodes' that provide for a range of facilities to benefit the broader public within the coastal foreshore reserve.

SPP 2.6 requires that adequate coastal hazard risk management and adaptation planning be undertaken by the responsible management authority, where existing or proposed development or landholders are in an area at risk of being affected by coastal hazards over the planning timeframe.



The City of Joondalup has recently commenced public consultation on the outcomes of the coastal vulnerability study that has been undertaken along this section of coast. The next phase of this project will be for the City to put in place strategies to manage coastal hazard risk.

## Recommendation Nine

- a. Detailed design of any facilities in the Burns Beach Coastal Node should factor in and take into consideration the outcomes of the coastal vulnerability study and any strategies that the City puts in place to manage coastal hazard risk.

### 3.2.10 Swimming and Surfing

#### Swimming

In regard to a safe swimming beach, the Burns Beach Foreshore Management Plan states that the beach immediately west of the Burns Beach Structure Plan area is not suitable for a swimming beach. Extensive limestone rocks and platforms line this beach and it is not suitable from an amenity or public safety point of view. Also, if a swimming beach and associated parking and other facilities were to be developed at the northern most point of the Burns Beach Estate, there would be concerns about the potential impact of traffic moving through quiet residential streets seeking to access the swimming beach.

Therefore, while this beach may hold some appeal to snorkelers and some swimmers, it is not promoted as a swimming beach and no vehicle access should be provided to any beaches to the north of the Burns Beach Coastal Node from within the Burns Beach Estate.

Part Two of the *Burns Beach Structure Plan* and the *Burns Beach Foreshore Management Plan* identify a stretch of beach further north as being a more appropriate swimming beach; however, this area is limited in respect to access as there is no road, parking or other facilities in this location. Development of the adjacent reserve in this location is further constrained by the 'Bush Forever' classification which does not generally support clearing of vegetation. The identification and enhancement of a general swimming beach is difficult to undertake within this particular area.

#### Surf Club

The potential for a Surf Club to be established within the Burns Beach area is constrained by the lack of access to a safe swimming beach. Essential to a Surf Club is the ability to host and compete in surf lifesaving competitions and inter-club sporting events. Such events require significant parking and related amenities to support patrons and visitors. The ability to accommodate such a development is difficult in this location and for this reason the establishment of a Surf Club within Burns Beach is not envisaged at this stage.

However, Surf Life Saving WA has indicated it would like provision made for a 150sqm footprint for a storage facility and a designated location for a surveillance tower at Burns Beach and the potential location of such a facility can be explored in more detail via a concept plan for the Burns Beach Coastal Node.

## Recommendation Ten

- a. That the City does not pursue the development of a formal swimming beach and associated parking and facilities in the northern section of the Burns Beach Estate.
- b. That the City does not pursue the development of a Surf Club within Burns Beach.
- c. That the City explores the potential for the location of a footprint for a storage facility and surveillance tower within the Burns Beach Coastal Node.



3. 3 Spatial Masterplan



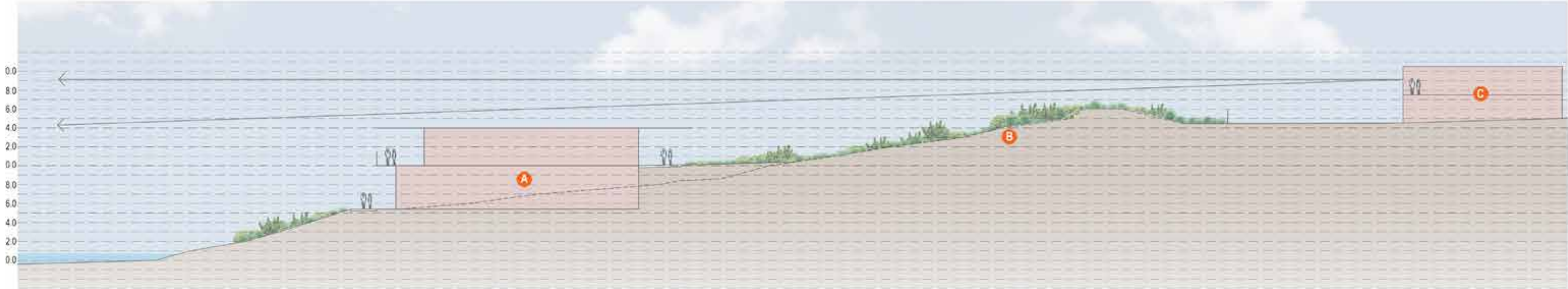


## 3. 4 Coastal Node Indicative Concept Design and section

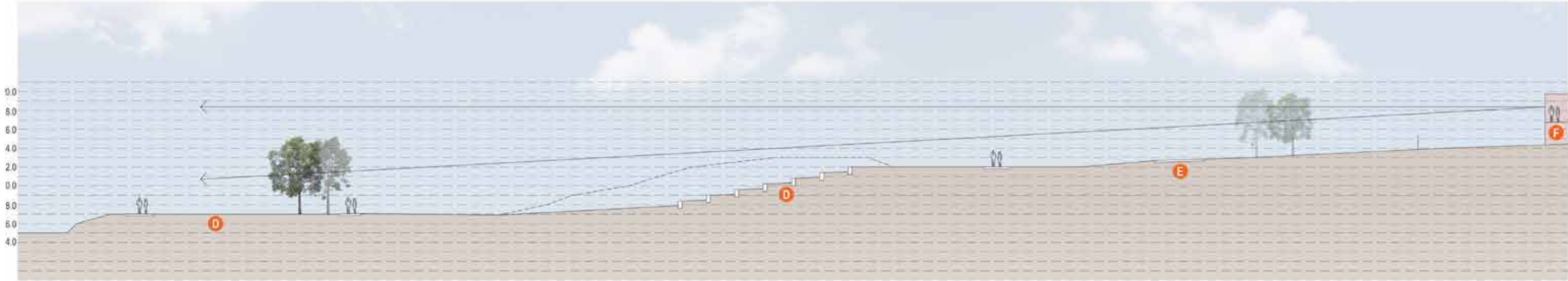




- LEGEND
- A Potential development including ablutions and parking for development
  - B Rehabilitated dune vegetation
  - C Existing residence
  - D Foreshore recreation area incorporating seating, shelters, barbeques and turf terraces
  - E Potential additional path linkages
  - F Existing residence



SECTION 01 SCALE 1:400 @ A3



SECTION 02 SCALE 1:400 @ A3

# BURNS BEACH COASTAL NODE CONCEPT DESIGN: SECTIONS





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