

Our ref: 807/2/1/23PV
Enquiries: Ross Parker
Tel: 9264 7843
e-mail: ross.parker@dpi.wa.gov.au

10th July 2008

The Chief Executive Officer
City of Joondalup
PO Box 21
JOONDALUP WA 6919

City of Joondalup DOCUMENT REGISTRATION	
Reference #	: 58582 29557
Letter #	: 824631
Action Officer	: MSD CC: APES06 CEO PL01 SD01
Date Received	: 15/07/2008
Action Required	: NOTE
Note	: ORIGINAL TO ACTION OFFICER

Dear Sir

**RE: PROPOSED NEW COASTAL PARK BETWEEN MINDARIE AND
BURNS BEACH**

The Minister for Planning and Infrastructure, the Hon Alannah MacTiernan MLA, has approved the formation of a Community Advisory Committee (CAC) to prepare an Establishment Plan for the creation of the above park. The CAC will be chaired by the Hon Ken Travers MLC.

Please find attached an outline of the proposed process and suggested composition of the CAC, which will be co-ordinated by the Property Management Services Branch of the Western Australian Planning Commission (WAPC).

Could you please nominate a representative(s) of the City for membership on the committee. Once nominations are received from the various stakeholders, I will arrange for a meeting to initiate the process of developing the Establishment Plan.

Please contact me if you have any queries you wish to discuss.

Yours sincerely



Ross Parker
Special Projects Officer
WAPC Property Management Services

A NEW COASTAL PARK

EXECUTIVE SUMMARY

This document proposes the creation of a new coastal park in the north-west corridor of the Perth Metropolitan area at Mindarie, based on one of the following options:

- 1 As a Coastal Reserve for conservation and recreation, similar to Star Swamp or;
- 2 As an addition to Neerabup National Park or;
- 3 As a Regional Park in its own right.

The document provides the rationale for the establishment of the park as a Class A Reserve under one of the options outlined above, describes its conservation and recreation values, identifies the proposed boundaries and describes the park options, tenure and establishment process. To formally initiate the process, an Establishment Plan will be developed, which will be co-ordinated by the Western Australian Planning Commission (WAPC) and involve the creation of a Community Advisory Committee (CAC) comprising relevant stakeholders. The final draft Establishment Plan will be put to the community as part of a formal consultation process.

BACKGROUND

The proposed park comprises approximately 380 ha of high quality coastal vegetation between the urban developments at Burns Beach to the south and Mindarie to the north, and between Marmion Avenue to the east and the Indian Ocean to the west.

The northern portion of this area has been recognised for Regional Open Space for over 30 years via the 1970 Corridor Plan and subsequent updates, and was formally reserved in the North West Corridor Structure Plan in 1997 and the Metropolitan Region Scheme (MRS) in December 2003. The entire area falls within Bush Forever Site 322 (2001) and contains part M2 and part M6 System 6 recommended areas.

In Bulletin 880 of 1998, the Environmental Protection Authority (EPA) stated that the southern portion had significant regional conservation value and should be included with the adjoining Parks and Recreation reserve to the north for the purpose of creating a Regional Park.

All of the land proposed for the park (except for a Crown reserve in the north west) is now owned by the Western Australian Planning Commission and zoned Parks and Recreation. The creation of the park will secure the establishment of the "East-West Green Wedge" identified in the North West Corridor Structure Plan (1977 and 1992 update) and give effect to the environmental objectives of the EPA for the area articulated in Bulletin 880, which are set out as Objectives 1 to 4 below.

Under the Burns Beach Structure Plan (Department for Planning and Infrastructure, 2004), some recreation infrastructure and controlled access is being developed under a Foreshore Management Plan (FMP) by the Burns Beach Property Trust as a condition of the subdivision, on a 1.2 kilometre stretch of foreshore reserve immediately adjacent to the urban development area at the southern ends of the reserve. This area, which will connect with the existing beachfront infrastructure further south, would be expected to be transferred to the management of the City of Joondalup (provisionally two years after the completion of works), and forms part of the main reserve.

"The FMP has been prepared in a manner so as to integrate sustainable community use of the coastal area with the conservation of the coastline and associated natural features." (Burns Beach Foreshore Management Plan, Cardno BSD, 2004) The FMP does not include a recreational swimming beach. A suitable site has been identified further north but this is dependent on the provision of an access road by the developers and the identification and securing of funding to develop the appropriate infrastructure, most likely by the City of Joondalup. The recreational values of the reserve are expressed in Objective 5 below.

OBJECTIVES

- 1) To protect the vegetation and landform features which represents in a single contiguous block much of the physical and biological diversity of the Quindalup Dune Systems in the northern Metropolitan Area which has been identified as being of regional significance.
- 2) To protect the integrity, functioning and environmental value of the remaining dunal systems.
- 3) To create an east-west bushland corridor from the coast through Neerabup National Park and beyond to conservation reserves on the Gngangara Mound.
- 4) To give effect to the long standing core area recommended for conservation and regional open space in System 6 recommendations, the North-West Corridor Structure Plan and Bush Forever.
- 5) To provide sustainable recreational access that is conducive with the protection and management of the high environmental values of the area.

ESTABLISHMENT

STAGE ONE.

A Community Advisory Committee (CAC) will be formed for the purpose of developing a draft Establishment Plan for this reserve. This will include the relevant local authorities, including the Tamala Park Regional Council, the Department of Environment and Conservation (DEC), a representative of the Burns Beach Property Trust and/or Peet and Company, as well as indigenous

and community representatives. The Hon Ken Travers MLC will Chair the committee.

The role of the CAC is to determine the nature and extent of stakeholder interest, key issues and site-specific matters to be addressed in the Establishment Plan. The Committee will seek public comment for the establishment of the park, identify the final boundary, and suggest options for vesting and management responsibility between the relevant local authorities and DEC.

STAGE TWO

The Establishment Plan will be presented for Cabinet consideration and if endorsed, offered for a period of public comment. The WAPC would then refer the matter to the Minister for Planning with a recommendation on the type of park to be created and the vesting arrangements applicable.

A draft Management Plan will then be developed taking into consideration the proposals and recommendations of the Establishment Plan. Because of the high conservation values of the reserve, it is anticipated that end management of a majority of the reserve would most appropriately be vested in the Conservation Commission and managed by DEC. However, the City of Joondalup will have a role in the management of the southern recreational infrastructure and the Management Plan will need to be developed in consultation with the appropriate Local Government Authorities. Separate Crown Reserves would be created for the separate management areas.

The draft Management Plan will be offered for further public comment. The final Management Plan will then be produced and will define the final tenure arrangements.

A NEW COASTAL PARK

1 BACKGROUND

The environmental significance of the Mindarie dunal systems and associated vegetation communities the subject of this proposal has been well documented in a number of studies dating back nearly thirty years. Its regional importance has been recognised in a range of planning initiatives, including the North West Corridor Structure Plan, System 6 and Bush Forever. It is mostly reserved for Parks and Recreation under the Metropolitan Region Scheme (MRS).

The reserve lies in approximately equal parts within the Cities of Wanneroo (northern portion) and Joondalup and comprises approximately 380 hectares of high quality coastal vegetation. It is situated between Burns Beach and Mindarie and is bounded on the west by the Indian Ocean and by Marmion Avenue on the east. The entire area lies within Bush Forever site 322 and except for a Crown Reserve in the north-west area of the site, the balance of the land is now owned in fee simple (freehold) by the Western Australian Planning Commission (WAPC).

In 1994 the Burns Beach Property Trust (BBPT) proposed an urban development of approximately 260 ha of land it owned in the southern half, which at that time was zoned Rural. This proposal was referred to the Environmental Protection Authority (EPA), who conducted a Public Environmental Review (PER).

The EPA recommended to the Minister for the Environment that development only be permitted in a much smaller area of approximately 55 ha outside of the Bush Forever boundary (EPA Bulletin 880, 1998). In approving urban development for the 55 ha only, the Minister stated that future proposed use of the remainder of the 260 ha could be dealt with via an MRS Amendment process, and considered by the EPA under Section 48A of the Environmental Protection Act. The WAPC purchased 20 ha from the BBPT and they ceded free of cost 124 ha in order to secure the development of the balance of their property for urban purposes.

In 2003, the WAPC commenced a Negotiated Planning Solution with the Tamala Park Regional Council, representing seven Local Authorities, for the ceding and acquisition of approximately 91 ha owned by them in the north and west of the proposed park.

2 THE REGIONAL PARK CONCEPT

Regional Parks were first mooted in the Stephenson-Hepburn Plan for Perth in 1955 and formally adopted within the Metropolitan Region Scheme in 1963.

The Darling System—System 6—Part 1 (EPA, DEC 1983) specified that the concept of Regional Open Space was to provide for the protection of areas of regional significance through the establishment of Regional Parks with three basic functions: to provide for recreation, conservation of the natural environment and conservation of man made landscapes. System 6 recommended areas M2 and M6 lie within the proposed park.

A Regional Open Space Concept (Metroplan 1990) proposed the establishment of a comprehensive system of Regional Parks in the metropolitan region.

In March 1997 State Cabinet approved a joint submission by CALM and the WAPC for the Management and Funding of Regional Parks and Greenways. Under this arrangement, the WAPC retained responsibility for overall planning and acquisition of lands for Regional Parks (and Region Open Space), with Regional Parks being vested in the National Parks and Nature Conservation Authority, to be managed by CALM (now DEC).

Eight Regional Parks have been established to date under this process:

Herdsman Lake, Beeliar, Woodman Point, Yellagonga, Canning River, Jandakot Botanic Park, Rockingham Lakes and Port Kennedy.

It will be a primary function of the CAC to propose the most suitable option under which the park will be established and managed.

3 ENVIRONMENTAL AND RECREATIONAL VALUES OF THE PROPOSED PARK

In its recommendation on the Burns Beach Property Trust proposal for urban development of the southern area the EPA noted: "Together with the area to the north ... this area is of exceedingly high conservation value, representing a diverse area of coastal land near Perth, which conserves a range of typical and unusual coastal plants and communities. This larger area forms a bushland link between...the coastal reserves to the north and south ... and the west...to Neerabup National Park. Another comparable area is not available in the Perth Metropolitan Area." (P 15)

3.1 Dunal systems

The proposed park contains Quindalup and Spearwood dunes of varying age, overlaying a layer of Tamala limestone. South Mindarie represents the most well defined remaining cusped foreland and its associated range of medium to small scale dune landforms and vegetation habitats in this coastal sector (V & C Semeniuk Research Group, 1989). The site contains the only

example of Quindalup dunes within the Perth Metropolitan Area that meets all six conservation criteria for such sites specified in Table 3 of EPA Bulletin 880, 1998.

3.2 Vegetation Communities

Two vegetation complexes have been mapped within the park (Hoddle et al, 1980).

The Quindalup Complex of the Quindalup dunes – Coastal dune complex consisting mainly of two alliances – the strand and fore-dune alliance and the mobile and stable dune alliance.

Local variations include the low closed forest of *M. Lanceolata* – *Callitris Preissii* and the closed shrub of *Acacia rostellifera*;

The Cottesloe Complex of the Spearwood dunes – Central and South: Mosaic of woodland Tuart (*E. gomphocephala*) and open forest of Tuart-Jarra-Marri closed heath on the limestone outcrops.

A series of significant species have been recorded, including four listed as “priority 3 taxa”. These are *Jacksonia sericea*, *Conostylis pauciflora* subsp. *Euryrhipis*, *Hibbertia spicata* subsp. *leptotheca* and *stylidium maritima*.

A species of particular interest is *Sonchus megalocarpa*, a native thistle that occurs on the ridgelines of large blowouts and is the first record on the mainland in the Perth to Bunbury region. (Keighery, 1991)

Over 70% of the vegetation has been assessed as Excellent to Pristine condition by Bush Forever 2000. 168 native taxa have been identified in the park (Keighery, 1991).

3.3 Terrestrial fauna

The park will form part of an important wildlife refuge and corridor linkage from the coast to Neerabup National Park and beyond to the State Forest areas on the Gnangara Mound. It also contains a vegetated transition between the Quindalup and Spearwood dunes that provides particularly important feeding habitat for a range of fauna due to seasonal diversity of flowering times, necessary to sustain populations of resident nectivorous pollinators.

In zoogeographic terms, the Quindalup/Spearwood dune system has a richer bird and reptile fauna than other dune systems on the Swan Coastal Plain (EPA, Bulletin 880). The natural distribution of birds such as the Variegated and White-winged fairy-wrens are restricted to the Quindalup/Spearwood dune system (J Dell).

A limited survey has identified 54 bird species in the area, 3 native mammal species, and 23 species of reptiles.

3.4 Cultural issues

The Tamala Park Regional Council commissioned an aboriginal heritage Desktop Study in February 2007 on land proposed by them for urban development at the north-east of the site. The consultants, Australian Interaction Consultants (AIC) presented their draft report in May 2007 which indicated that it would be prudent to conduct a full archeological and ethnographic survey of the site to meet the requirements of the Aboriginal Heritage Act 1972 (AHA).

3.5 Recreational access

In 1992 the City of Wanneroo and the then Department of Planning and Urban Development (DPUD) received the Coastal Planning Study – Burns Beach to Jindalee Report (Hames Sharley Australia, 1992). The stated Goal of the Study was “...to achieve a balance between the protection of environmental quality and provision for the recreational needs of the people who will use the area.”

The coastline of the proposed park includes a variety of beach forms ranging from rocky headlands to clean sandy beaches. The latter have been identified as being generally safe for coastal recreation. Many members of the local and regional community have expressed a desire over a number of years for recreational access to the area, including the beaches and the bushland.

The Burns Beach Property Trust is developing beachside recreational access to the south west corner of the reserve under a Foreshore Management Plan as a condition of the development of the adjoining urban area. A recreational swimming beach has been identified for possible future development a further 1.4 kilometres north at the northern limit of the urban area.

It is essential that any such access is managed in a way that protects the environmental values of the proposed park. An issue already identified is the uncontrolled access of off-road vehicles, which is having an increasingly detrimental effect on the area.

The Coastal Planning Study identified four key strategic objectives underpinning the Study's Goal, namely;

- *to safeguard the natural resources of the area from excessive use;*
- *to facilitate public access to the beach in a sustainable manner;*
- *to provide facilities that will enhance the recreational values of the coast; and,*
- *to monitor the condition of the coastal reserve and to manage it accordingly.*

4 ESTABLISHMENT AND ADMINISTRATION

The WAPC is currently managing the land. Because of its high conservation values, it is proposed that the land should ultimately be vested in the Conservation Commission under the provisions of the Conservation and Land Management Act 1984, for management by DEC for the purposes of conservation, scientific study and appropriate forms of recreation.

Key stakeholders in the proposed park include the property developers to the south, the Cities of Joondalup and Wanneroo and the Tamala Park Regional Council. There is also considerable community interest in the environmental values and recreational amenity of the area. These parties need to be engaged in the process of establishing the proposed park.

The first stage in this process is the creation of a Community Advisory Committee for the purpose of developing an Establishment Plan. The objectives of the Establishment Plan are:

1. To consider the options for the type of park to be created and to develop the broad guidelines for its establishment upon which the final Management Plan will be founded;
2. To allow for public comment on the establishment of the park;
3. To suggest options for management responsibility of the park;
4. To consider issues of the interface of the proposed Park with the urban developments to the north and south;
5. To identify and describe any cultural (aboriginal) heritage issues associated with the area and how these will be interpreted;
6. To determine the access, fire management and rehabilitation strategies of the greater core of the proposed park and
7. To provide interim management of the reserve pending a decision on the type of park to be created and the final vesting arrangements.

The WAPC will co-ordinate the creation of a Community Advisory Committee to develop the Establishment Plan. The Committee will be chaired by the Hon Mr Ken Travers MLC and consist of representatives from the Cities of Wanneroo, Joondalup, the Tamala Park Regional Council, the Burns Beach Property Trust, the WAPC, DEC, as well as indigenous and community representatives.

The development of the Establishment Plan will provide the basis for a formal Management Plan to be prepared. It is anticipated that this will be co-ordinated by DEC and include involvement of the local authorities. The Plan will consider overall policy, management and funding of the proposed park.

The main responsibilities of DEC as the co-ordinating agency will be to:

- establish terms of reference for and to administer a management co-ordinating committee;
- co-ordinate and approve management programmes for the park;
- co-ordinate arrangements with the State Land Services Branch of the Department for Planning and Infrastructure (DPI) for end manager vesting arrangements;
- prepare and review joint management plans;
- establish capital funding requirements for the short, medium and long term needs and identify likely sources of funds and
- manage the conservation areas in accordance with the provisions of the Conservation and Land Management Act.

DEC will need to formulate a Joint Management Agreement with the local authorities for any role they may have within the proposed park.

Finally, DEC will need to prepare and ensure the finalisation and implementation of an overall management plan in accordance with the provisions of the Conservation and Land Management Act.