

Final

South Perth Station Precinct

Public Forum

6th April 2009

City of South Perth

May 2009

Version Control

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Document History and Status

Issue Status	Issued To	Qty	Date	Reviewed	Approved
1	City of South Perth	1	21/04/09	KS	JS

File Name: 090421 – P0834 – South Perth Station Precinct
Authors/ Contributors: Syme Marmion & Co
Client: City of South Perth
Name of Document: South Perth Station Precinct
Document Version: Draft
Project Number: P0834

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1. Introduction

The City of South Perth and the Western Australian Planning Commission (WAPC) are currently undertaking a joint study to develop a framework to guide development in the precinct surrounding the planned South Perth railway station on the Perth/Mandurah line. The station will be located within the Kwinana Freeway reserve, at the north western end of Richardson Street. Syme Marmion & Co (SMCo) has been appointed to lead the consulting team to undertake the study. The objective is a planning and urban design study for the area of South Perth within an approximate 800 metre radius of the station. The study will:

- Investigate development/redevelopment and infill opportunities for the study area;
- Develop a detailed precinct plan that will deliver a clear and comprehensive sustainable vision for the future land use, landscape and built form character for the study area that provide maximum synergies between the integration of land uses and public transport infrastructure; and
- Investigate and recommend actions to put in place a planning and urban design framework for land use and development that will encourage use of the station and corresponding rail service; and provide recommendations on integration of the station and its functions with the surrounding urban development and sub-region.

A stakeholder engagement program has been developed with the City of South Perth (CoSP) and the Department for Planning and Infrastructure (DPI) which includes a number of Council briefings and workshops with a range of interested parties and policy makers.

The first workshop was held at the Civic Centre in South Perth on the 11TH of December with Government Agencies involved in the delivery of infrastructure and development approval process.

The second workshop, held on the 2nd and 3rd of February 2009 at the South Perth Bowling Club, consisted of a Community Forum for key stakeholders (landowners, community groups and government agencies) on the first day and follow-up individual discussions with landowners on the second day.

The last stage of the engagement program was a Public Forum held on the 6th of April 2009 for landowners, community groups and members of the public within the study area. This report provides a summary of this forum including a copy of the presentation given. The study area is shown below.



2. Summary of Public Forum

2.1 Purpose

The purpose of the Public Forum was to:

- Present the draft Precinct Plan;
- Discuss matters such as built form, streetscape, public-communal-private spaces, block subdivision; and
- Come to a general understanding of attitudes towards the discussed proposed precinct plan.

2.2 Objectives

The objective of the Public Forum was to facilitate a discussion with the public and to answer any questions that arose.

The forum aimed at providing opportunities for participants to:

- Become informed about the Study and the draft Precinct Plan;
- Ask questions and raise key issues;
- Comment on the draft Precinct Plan.

Participants were also given the opportunity to provide comments in writing to the consultant. A summary of this feedback is provided in Section 2.4 and a more detailed reporting of comments can be found in Appendix 3.

2.3 Program

The Public Forum was run in two stages:

- Presentation by John Syme and Malcolm Mackay, including an overview of the project and proposed Precinct Plan.
- Open discussions with questions and answers.

A list of attendees is provided in Appendix 1.

Welcome by the Mayor of the City of South Perth

The Mayor of the City of South Perth, James Best, welcomed all the participants to the forum and presented the consultant team and representatives from the City, including Deputy Mayor Colin Cala, councillors Rob Graydon, Peter Best, and Kevin Trent, City of South Perth officers Steve Cope, Rod Bercov and Gina Fraser and officers from the DPI. Mr Best introduced the project and the objectives of the forum. The project is a priority for the Council and Mr Best emphasised that the emerging draft Precinct Plan is part of a long term plan for South Perth. The Precinct Plan and following Town Planning Scheme amendments aims at achieving a Transit Oriented Development (TOD) in South Perth.

Presentation by John Syme from Syme Marmion & Co and Malcolm Mackay from Mackay UrbanDesign Project Introduction, Background and Description of Draft Precinct Plan

A copy of the presentation can be found in the Appendix 2.

John Syme introduced the project, its background and the draft Precinct Plan. The objective of the project is to:

- Conduct a planning and urban design study for an approximate 800 metre radius of the South Perth station.
- Investigate development/redevelopment and infill opportunities.
- Develop a detailed precinct plan that provides:
 - A clear and comprehensive sustainable vision for future land use, landscape and built form character; and
 - Maximum synergies between the integration of land uses and public transport infrastructure.

- Develop a planning and urban design framework for land use and development that will encourage use of the station and corresponding rail service and integrate the station and its functions with the surrounding urban development and sub-region.

The outcome of the study will feed into the Town Planning Scheme.

John presented the Project Team consisting of Syme Marmion & Co, Mackay UrbanDesign, Philip McAllister Architect, EPCAD and Worley Parsons and emphasised that the objective of the study is to develop a precinct plan with a broad scope in which the station is not the only focus. The station does not have a fixed program and development in the precinct needs to generate sufficient need for the station.

A summary of the South Perth Train Station Precinct: Community Engagement Report, April 2007, by Estill & Associates was given to present the main findings from this study.

The precinct vision is:

A leafy, walkable, and vibrant mixed-use urban precinct studded with reminders of South Perth's history, and accessible by a wide range of public transport modes

It is important to take account of the unique character of South Perth when planning for future developments.

The key topics covered in the presentation included:

- The area has relatively low levels of employment self sufficiency compared to the Perth average and other inner Perth centres, reflecting the fact that most of the workforce travels into the CBD or other regional centres to work. This has implications for the traffic network which gets easily congested in peak hour. If more employment were provided in the area there would be less strain on the road network and a more efficient use of the existing rail line.
- Comparison was made to Subiaco which has changed from having no office floorspace to now being a significant business destination and an excellent example of Transit Oriented Development'.
- There is a need to create more activity in the area and more destination uses in the 800m catchment of the station in order for the Public Transport Authority (PTA) to be able to justify the station. The PTA has a preference for developments to be of primarily business use.
- Issues and considerations such as rail patronage and operations, how to integrate the proposed development with the existing community, the precinct heritage, station access, parking, safety and the viability of the proposed development.
- There are no plans for park and ride facilities at the station and no direct bus routes to the station (although there may be some transfer from services on Labouchere Road). This is to encourage walk on patronage.
- Tourist traffic to the Zoo is likely to be a key patronage source.
- In terms of walking and cycling, routes to the station will need to be reinforced and crossing points on Labouchere Road and Mill Point Road will be important.
- The objectives of, and requirements for, achieving a Transit Oriented Development.
- Current public transport services in South Perth, access to and from the Kwinana Freeway and infrastructure capacity
- The process undertaken to assess the redevelopment potential within the precinct
- Draft development controls (summary):

Land use	Mixed use
Street wall (both max and min)	2-3 storeys generally but 3-5 storeys for applicable frontage to the special design areas.
Overall height	As per the precinct height map, but height limits may be relaxed subject to meeting all of the performance criteria.
Residential density	R160
Front setback	0m min for street wall, 4.5m min above street wall (except truncations).
Commercial component	Minimum commercial floorspace equivalent to 1 x site area with bonus for additional.

No residential on ground floor	Mandatory
Privacy and shading	Defined in detailed Development Controls
On-site parking	Minimum of 1 bay per unit on site for residential dwellings. Minimum of 1 bay per 50sqm on site for commercial floorspace.
Environmental	5 Star
Vehicle crossovers	1 per lot per street.

- Draft Precinct Plan with special design areas which apply to most lots with street frontage in the Precinct. Sites with applicable frontage may have the height limits, RD Code and side and rear setback provisions relaxed provided that a set of performance criteria can be met to the satisfaction of the City of South Perth. These performance criteria would address:
 - Street interface
 - Overshadowing
 - Pedestrian comfort and amenity
 - Neighbourliness
 - Employment / Local economy
 - Environmental - the proposal meets energy efficiency targets
 - Design quality - deemed to be of a high architectural standard by the City of South Perth's design review committee.
 - Vehicle management
 - Heritage
- The Precinct Plan could result in:
 - 120,000m² of commercial floorspace, employment for 4,300 workers, 950 dwellings and a population of 1,700; and
 - An estimated train patronage of 2,300 – 2,800 boardings per day compared to 800 – 1,100 boardings per day within the current precinct
- Car parking is a key issue for any redevelopment proposals in the area and demand will need to be carefully assessed and managed. There will be a need to consider shared parking with reciprocal use rights between tenants and buildings, controls on hours of use in a similar way to the Perth central business district with a maximum 5 hour parking limit anywhere in the precinct and possibilities for cash-in-lieu parking funds.
- A presentation of the Public Transport Authority station design which is proposed to be an unmanned and unserviced station
- The consultant team's station development which would consist of a composition of three structures with an axial iconic building anchoring the southern book-end of development along the South Perth-Kwinana Freeway interface.

The desired outcomes of the Precinct Plan and station development are:

- To create a viable extension to public transport
- Promote South Perth as a commercial and tourist destination
- Provide for significant employment provision and increased economic activity
- Upgraded streetscape and public spaces
- Increased rate base

Open Discussion with Questions and Answers

Some of the key issues and questions raised in the open discussion were:

- A disconnect between the precinct vision and precinct plan. Development of tall buildings with high commercial content collides with the vision of making South Perth a tourism centre. Intense commercial development throughout the precinct will take focus away from Mends Street. Comment from Malcolm Mackay that commercial development and tourism often go hand in hand (urban tourism).
- Taller tower like buildings with a smaller footprint allows for more of ground to be used for parks/open space/plaza while at the same providing river views and a building that is easier to look around (comment regarding the Triangle Site being too bulky).
- How will it be possible to design high quality residential with only 1 car bay per unit? Precinct plan must provide a solution to how to achieve mixed use if parking provided on site will be taken up mainly by residents. Parking for workers will need to be provided somewhere in the vicinity.
- Parking requirement should be 1:35m² (based on 1 employee/10m²).
- 50% commercial 50% residential mix does not work in an area such as South Perth
- Are there any height restrictions for building under ground?
- 2:1 plot ratio is appropriate.
- How is pedestrian flow from station to Zoo and Mends Street encouraged in the plan?
- One way street could allow for more on street parking.
- Have Professor Wellard's ideas been considered (high rise development to activate precinct)?
- Are there any plans for widening road reserves? This may be required in the future, for example to create dedicated bus lanes/CAT bus services etc. This needs to be planned for now so as not to rule out that option.
- What is being done to make sure South Perth will not lose residents (students, elderly)? TPS should mandate some portion of affordable housing and smaller units.
- Is anything being done to encourage vibrancy along Mends Street after hours? Now virtually no activity after 8pm (example given of bars on roof tops in other cities).

Steve Cope gave a brief outline of the likely process to be undergone for the Precinct Plan to be adopted in the Town Planning Scheme.

- Final Report from SMCo received by Council by the end of April.
- Council review of report.
- Council to put report out for public comment (4-6 weeks).
- Council to take consideration of submissions.
- Council to consider/process Town Planning Scheme amendment (12 months).
- Station possibly in operation by 2013 if successful business case.

2.4 Summary of Submitted Feedback

From the feedback process it can be concluded that there is a general support for the station concept and the proposed Precinct redevelopment. It is important that the design incorporates the views of the river and that there is linkage to the Zoo and Mends Street. Concerns are mainly in regards to:

- Bus access to the station and how the service will affect traffic, parking and the ferry service.
- Safety of pedestrians when crossing roads to access the station.
- Setbacks and buildings blocking views.

There are also questions raised about the possibility of some streets being one way or built over to create a mall effect.

The Perth Zoo provided a written response stating their support for the station and zoo themed art at the station and banners and signage to mark a clear pathway from the station to the Zoo entrance.

More detailed comments are provided in Appendix 3.

2.5 Consultant's Response to Community Concerns

In addition to the previous section this table provides a summary of the main concerns from community members and the consultant's response to how these concerns are addressed in the recommendations made in the Background Report and the Draft Precinct Plan.

Table 1: Community Concerns and Consultant's Response

Concerns	Response
Parking	
<ul style="list-style-type: none"> Exacerbated problems due to park and ride activity How will parking be managed to ensure that users of the sports facilities will not have to pay for parking? 	<ul style="list-style-type: none"> Measures such as reciprocal parking rights, time restrictions, parking fees and residents' permits will all work towards maximising the use of available parking bays and discourage park and ride activity. These measurements also aim at being suitable for users of sports facilities.
Traffic	
<ul style="list-style-type: none"> Increased traffic movement due to kiss and ride and park and ride activity, particularly along Labouchere Road and Richardson Street 	<ul style="list-style-type: none"> Restricted parking (as above) will discourage park and ride activity.
Safety	
<ul style="list-style-type: none"> Station perceived to attract criminals and encourage anti-social behaviour Safety at road crossings for pedestrians accessing the station, particularly crossing Labouchere Road Lighting of surrounding streets 	<ul style="list-style-type: none"> A substantial station development would activate area and discourage criminal activity. Suggested improvements to road crossings. Lighting is addressed in the Draft Precinct Plan.
Station	
<ul style="list-style-type: none"> To be of high architectural standard that incorporates river views Provided with public toilets 	<ul style="list-style-type: none"> Alternative station design that would create a land mark and be of high architectural standard proposed by the consultant. The provision of public toilets is beyond the scope of this study.
Building Height	
<ul style="list-style-type: none"> Height increase could block river views That allowance is made for increased height limit 	<ul style="list-style-type: none"> The Draft Precinct Plan is proposing increased height but in a manner which will maximise river views.
Connection within Precinct	
Connection/linkage between station site, Mends Street and Perth Zoo	<ul style="list-style-type: none"> The creation of a visual and conceptual link through zoo themed art at the station and banners and signage to mark a clear pathway from the station to the Zoo entrance is encouraged.

Appendix 1 – Public Forum Attendees

James Best	Mayor, City of South Perth
Colin Cala	Deputy Mayor, City of South Perth
Rob Graydon	Councillor, City of South Perth
Peter Best	Councillor, City of South Perth
Kevin Trent	Councillor, City of South Perth
Steve Cope	City of South Perth
Rod Bercov	City of South Perth
Gina Fraser	City of South Perth
Chris Bebich	Department for Planning and Infrastructure
Dale Bastin	Department for Planning and Infrastructure
John Syme	Syme Marmion & Co
Kristina Svensson	Syme Marmion & Co
JinDao Tai	Syme Marmion & Co
Malcolm Mackay	Mackay UrbanDesign
Lynda Gray	Public Transport Authority
Devyani Shah	Public Transport Authority
Mel Dempsey	
Tod & Ken Paterson	
Ron Farris	
AM Vivian	
Gary Masiello	
Tony Bisignano	
John Holland	
Craig Walker	
Brad Dawson	
Arthur Morris	
Dr Wen-Haur Cheng	
Warwick Boardman	
Robert Crane	
Stephen Weychan	
John Garmony	
James Rix	
Denis Criddle	
Ian & Joanne Doubikin	
Ehlers G	
Evangelisda	
Gay Richards	
Keith Birch	
Ian Porter	
Keri Price	
Joanne Stewart	
Sam Sapienza	
John & Jun Halifax	
Dan Jensen	
Raj Kale	
Benita Panizza	
Michelle Prichard	
Warrick Greaves	

Appendix 2 – Presentation by John Syme and Malcolm Mackay

South Perth Station Precinct Study

Briefing # 2: April 09



The Project

Objective: A planning and urban design study for an approximate 800 metre radius of the South Perth station:

- Investigate development / redevelopment and infill opportunities;
- develop a detailed precinct plan:
 - a clear and comprehensive sustainable vision for future land use,
 - landscape and built form character, providing
 - maximum synergies between the integration of land uses and public transport infrastructure;
- A planning and urban design framework for land use and development that will encourage use of the station and corresponding rail service; and
- Integration of the station and its functions with the surrounding urban development and sub-region



Precinct vision

- *A leafy, walkable, and vibrant mixed-use urban precinct studded with reminders of South Perth's history, and accessible by a wide range of public transport modes.*



Project Team

- Syme Marmion & Co
- Mackay UrbanDesign
- Philip McAllister Architect
- EPCAD
- Worley Parsons



Program

- | | |
|----------------------------------|----------|
| • Technical Workshop | Dec 08 |
| • Precinct Stakeholder Workshop | Feb 09 |
| • Reporting and Draft Plan #1 | March 09 |
| • Community Information Session | April 09 |
| • Draft Plan #2 | |
| • Consideration by City and WAPC | |



Community Expectations

• South Perth Train Station Precinct: Community Engagement Report April 2007 (Estill & Associates)

- Interviews with key stakeholders
- Focus Group, randomly selected residents
- Open community forum
- Survey, 2,000 residents
- Main Findings:**
 - Support for increased density with mix of height and styles
 - Mix of uses around station but maintain Mends St as main centre
 - More 'meeting spaces' (cafes, public spaces) in foreshore area
 - Public art in station precinct
 - 57% of respondents within 10-minute walk of station expect to walk to station
 - Develop links with zoo
 - Bus connection – station to other parts of South Perth
 - Main issues: parking and traffic associated with station
 - Pedestrian access 'reasonable' but some discomfort with Labouchere Road crossing
 - Do not compromise Richardson Park



Issues and Considerations

- Rail patronage and operations
 - Destination uses
- Integration with existing community
 - Residential
 - Commercial
- Heritage
- Station access
 - Pedestrian / cycle
 - Other public transport (bus, ferry)
 - Vehicle
- Parking
- Safety and security
- Community expectations
- Development Viability
 - Development demand
 - Landowner expectations



Transport

- Train Station
 - No Park and Ride
 - No direct bus services (although there maybe some transfer from services on Labouchere Road)
 - Mostly walk on patronage
 - Tourist traffic to the Zoo likely to be key patronage source
 - Unmanned and unserved
- Walking and Cycling
 - Routes to the station will need to be reinforced
 - Crossing points on Labouchere and Mill Point Road will be important



Transit Oriented Development (TOD):

- Public transport use
- Focus on the environment within walking distance of station
 - Pleasant, attractive, interesting
 - Safe, secure
- Origin:
 - number of people living in catchment area,
 - propensity to use public transport
- Destination:
 - Businesses / places of work / education
 - Entertainment / other attractions



Transport Context

- Public Transport
 - Bus services focus on commuting to Perth
 - Judd Street bridge
 - Ferry services from Mend St Jetty



Kwinana Freeway

- Access to and from the Kwinana Freeway is constrained.
 - 5.6km (Canning Highway to Mounts Bay Road)
- Off ramps
 - 4 southbound
 - 2 northbound
- On ramps
 - 2 northbound
 - 1 southbound
- Northbound entry is a key issue.



Infrastructure Capacity

- Power – does not appear as an issue at this stage.
- Water and Sewer – will require upgrade.
- Telecommunications – can be upgraded if required.
- Stormwater Drainage – further investigations required.



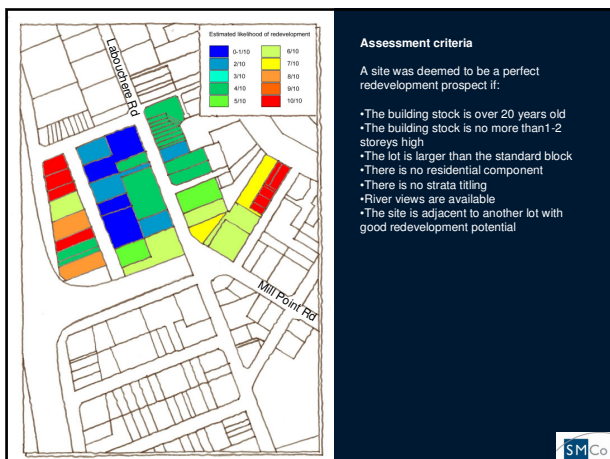
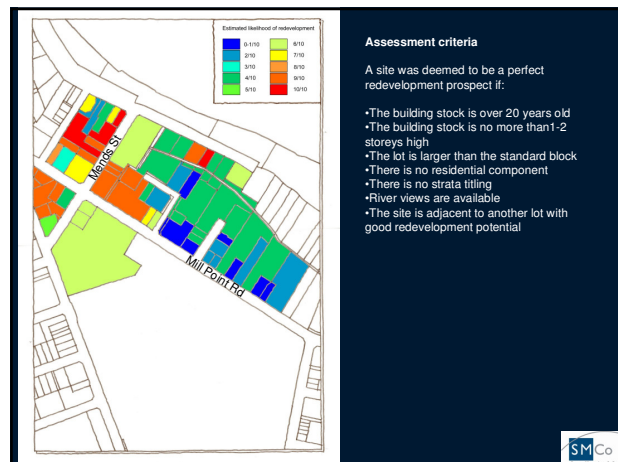
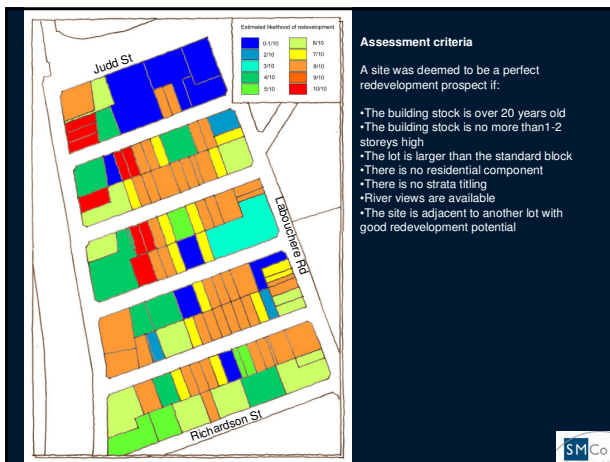
Intensification / Development Opportunities (Theoretical)

Urban Zoned Land:

- Judd – Richardson
- Civic Triangle
- Mends St / Mill Point Road / Harper Tce / Darley St

Other:

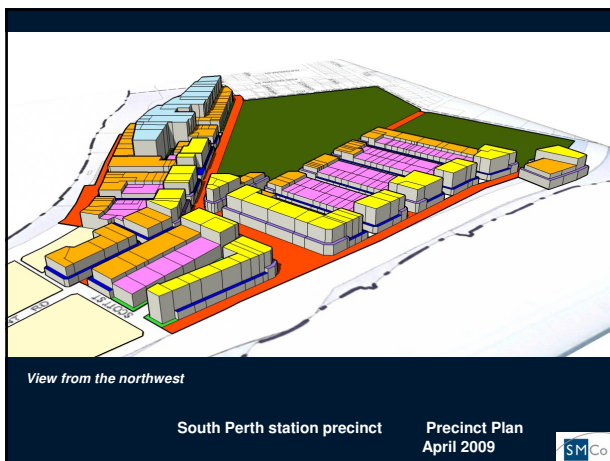
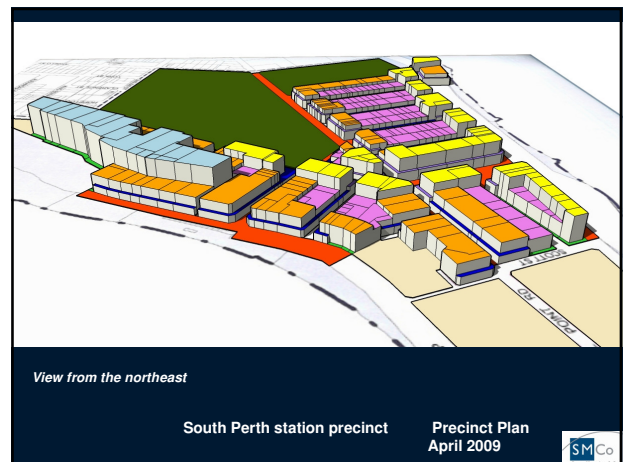
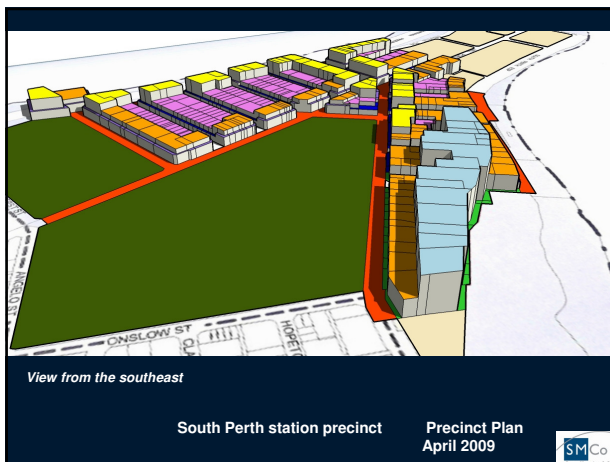
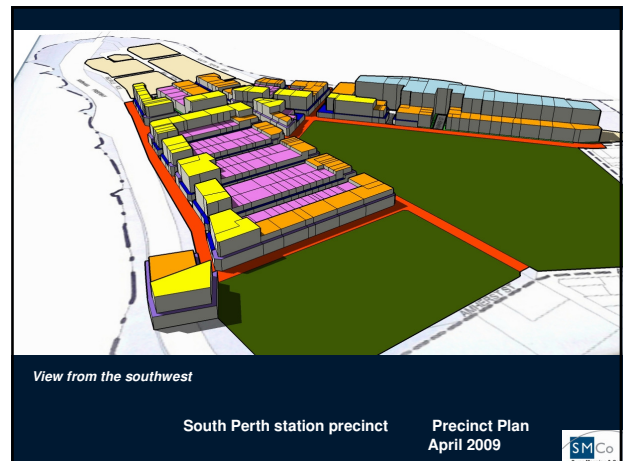
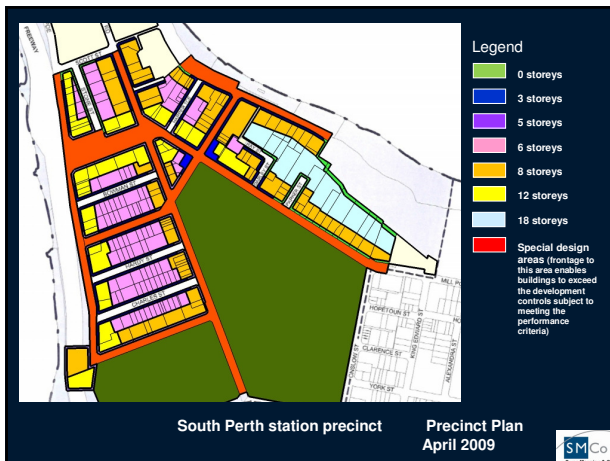
- Road / Rail Reserve
- Richardson Park
- Golf Course
- Windsor Park
- Perth Zoo



Draft Development Controls

- **Land use:** Mixed use
- **Street wall (both max and min):** 2-3 storeys generally but 3-5 storeys for applicable frontage to the special design areas
- **Overall height:** As per the precinct height map, but the height limits may be relaxed subject to meeting all of the performance criteria
- **Residential density:** R160
- **Front setback:** 0m min for street wall, 4.5m min above street wall (except truncations)
- **Commercial component:** Minimum commercial floorspace equivalent to 1 x site area with bonus for additional.
- **No residential on ground floor:** Mandatory
- **Privacy and shading:** Defined
- **On-site parking:**
 - Minimum of 1 bay per unit on site for residential dwellings
 - Minimum of 1 bay per 50sqm on site for commercial floorspace
- **Environmental:** 5 star
- **Vehicle crossovers:** 1 per lot per street





Performance Criteria

- **Street interface**
- **Overshadowing**
- **Pedestrian comfort and amenity**
- **Neighbourliness**
- **Employment / Local economy**
- **Environmental** - The proposal meets energy efficiency targets
- **Design quality** - deemed to be of a high architectural standard by the City of South Perth's design review committee.
- **Vehicle management**
- **Heritage**



Development Potential

Assuming:

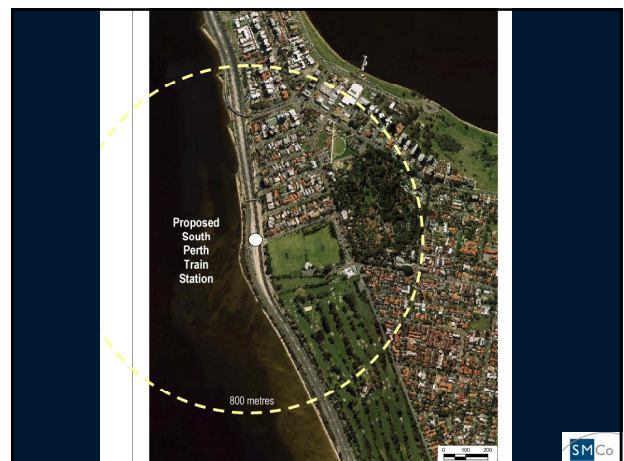
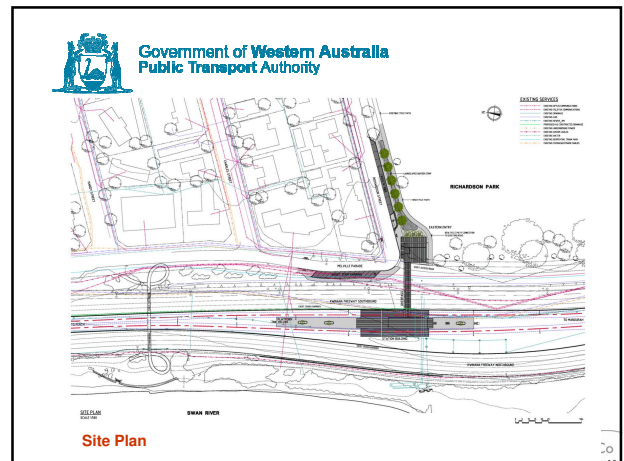
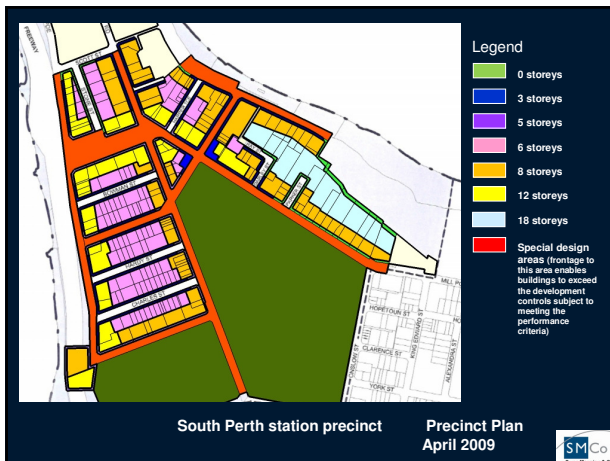
- total average plot ratio of 2 in Judd/Richardson and 3 in Mends St;
 - 50:50 commercial / residential split, for all sites with scores of 5 or better,
 - including station development,
 - total new development over a, say, 20 year time frame could be:
- | | |
|--------------------------|------------------------|
| • Commercial floorspace: | 120,000 m ² |
| • Workers: | 4,300 |
| • Dwellings: | 950 |
| • Population: | 1,700 |

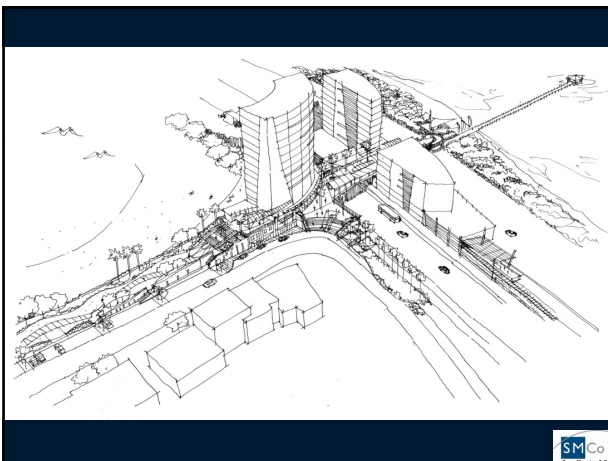
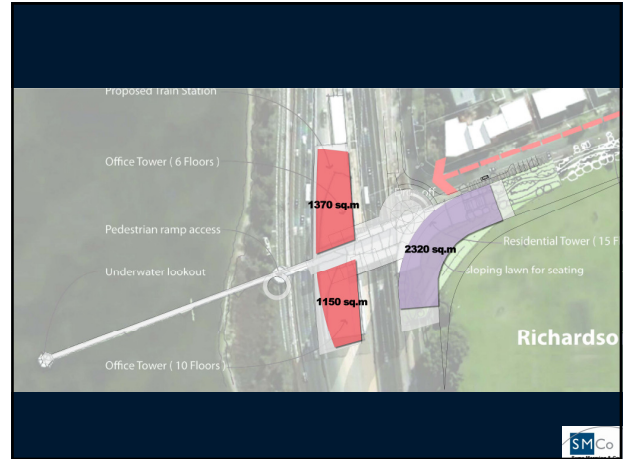
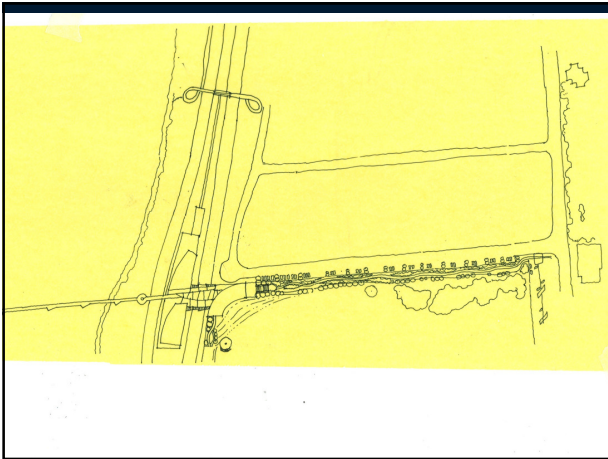
Train Patronage (estimated)

- Current Precinct:
800 – 1,100 boardings per day
- After Precinct Plan development
2,300 – 2,800 boardings per day

Transport

- Car Parking
 - Management and flexibility are key
 - Apply CBD parking standards / expectations
 - Limit hours (5 hours max anywhere in Precinct)
 - Resident / business permits
 - Reciprocal use rights between tenants and buildings
 - Some public car parks are envisaged
 - Cash-in-lieu parking fund (esp. for small blocks)
 - If parking is not managed closely it will lead to future traffic problems





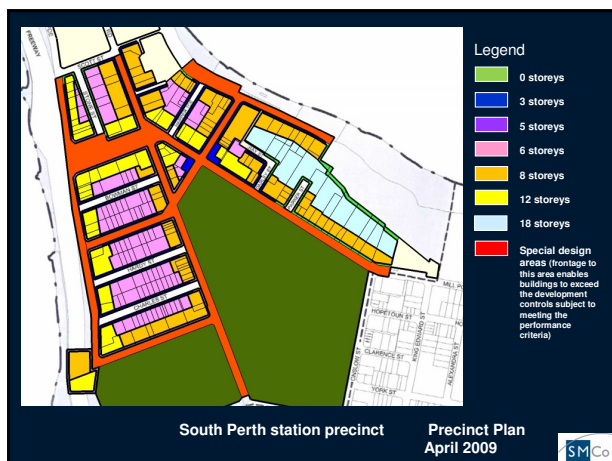
Outcomes

- Viable extension to public transport
- South Perth as a commercial and tourist destination
- Significant employment provision and increased economic activity
- Upgraded streetscape and public spaces
- Increased rate base



Precinct vision

- *A leafy, walkable, and vibrant mixed-use urban precinct studded with reminders of South Perth's history, and accessible by a wide range of public transport modes.*



Appendix 3 – Feedback

The following comments were received by SMCo via email and fax as a response to what was presented and discussed at the Public Forum.

Expressed concerns:

- Enough congestion already created by the redevelopment of the adjoining properties – therefore not supportive of a large development at the station site.
- Safety of people required to cross Labouchere Road once arriving at the station.
- That the station is alleviated from its isolation and it and its immediate surroundings is well lit for safety.
- That a building on Richardson Park would block views.

Expressed desire for:

- Linkage of (existing) commercial and residential development and Mends Street.
- Public art and interesting chop fronts as this would make the walk between the station, Zoo and Mends Street more attractive.
- Greater weighting given to architectural design quality.
- The provision of large shopping space other than the existing very small shops (nearest shopping centre Booragoon).
- Station site to be developed with substantial tower(s) along the lines proposed by Professor Richard Weller as they have excellent views.
- Public toilets at the station.
- High rise buildings to be setback to reduce building bulk and overshadowing.
- Station design that maximises views and celebrate the magnificent river vista.
- The bird wildlife area to be one of the vital features of development.
- Greater flexibility in Precinct Plan and that height and plot ratio be linked as this could provide a verity of developments. Instead of 6 levels in the centre rezoning area this could be substantially increased given a different set of circumstances. This would encourage a consolidation of properties and make larger projects viable. It would allow for a smaller land footprint and therefore more capacity to meet such requirements as landscaping and planting of trees.

Questions:

- Given the model of no park and ride, is there an assumption that to train to SP, one has to be able to walk at least 200m to be able to connect to alternative transportation, or will there be linkages e.g. all-weather travelators?
- Can some streets be built over for a mall effect?
- What effect would the train usage, especially tourism, have on the existing ferry service?
- Is there potential for one way streets?
- How will CoSP control discretionary design variations - in detail? Will approved variations (e.g. increase in height) impact on the likelihood of success of subsequent variation applications?

Perth Zoo provided comprehensive feedback. The general points made were that:

- Perth Zoo supports the proposal to construct the South Perth train station as soon as possible.
- The station would be a key infrastructure improvement to the area and would promote the use of public transport.
- In order to prevent the Zoo's projected future growth from exacerbating local traffic and parking conditions Perth Zoo supports any moves towards moving current and future visitation onto public.
- The station should be featured as a destination station to Perth Zoo with corresponding branding and theming of the station as well as banners and signage to mark a clear pathway from the station to the Zoo entrance.