



*Calmy Planning & Design*



## **Shire of Christmas Island**

Gaze Road Tourism & Commercial Precinct Urban Design Master Plan

January 2012

*This Christmas Island Urban Design Master Plan for the Gaze Road Tourism and Commercial Precinct ("Report"):*

- has been prepared by GHD Pty Ltd ("GHD") for the Shire of Christmas Island;*
- may only be used and relied on by the Shire of Christmas Island;*
- must not be copied to, used by, or relied on by any person other than the Shire of Christmas Island without the prior written consent of GHD;*
- may only be used for the purpose of providing a guide for future development within the nominated study area (and must not be used for any other purpose).*

*GHD and its servants, employees and officers otherwise expressly disclaim responsibility to any person other than the Shire of Christmas Island arising from or in connection with this Report.*

*To the maximum extent permitted by law, all implied warranties and conditions in relation to the services provided by*

*GHD and the Report are excluded unless they are expressly stated to apply in this Report.*

*The services undertaken by GHD in connection with preparing this Report:*

- were limited to the information required by the project brief and GHD's proposal in relation to the preparation of an Urban Design Master Plan.*

*GHD expressly disclaims responsibility for any error in, or omission from, this Report arising from or in connection with any of the Assumptions being incorrect.*

*Subject to the paragraphs in this section of the Report, the opinions, conclusions and any recommendations in this Report are based on conditions encountered and information reviewed at the time of preparation and may be relied on until 3 months, after which time, GHD expressly disclaims responsibility for any error in, or omission from, this Report arising from or in connection with those opinions, conclusions and any recommendations.*

*© 2011. Whilst every care has been taken to prepare the maps contained in this Report, GHD (and Geoscience Australia) make no representations or warranties about its accuracy, reliability, completeness or suitability for any particular purpose and cannot accept liability and responsibility of any kind (whether in contract, tort or otherwise) for any expenses, losses, damages and/or costs (including indirect or consequential damage) which are or may be incurred by any party as a result of the map being inaccurate, incomplete or unsuitable in any way and for any reason.*

# Contents

<b>1. Introduction</b>	<b>1</b>	3.5 Visual Amenity	19	6.2 Key Elements	37	<b>Figure Index</b>	
1.1 Background	1	3.6 Styles & Materials	24	6.3 Potential Staging Options	51	Figure 1: Current Gaze Road Land Use Zoning	4
1.2 Project Outline	2	3.7 Access	27	<b>7. Urban Design Framework</b>	<b>52</b>	Figure 2: Gaze Road Tourism and Commercial Precinct Area	10
<b>2. Land Use Planning Framework</b>	<b>3</b>	<b>4. Opportunities &amp; Constraints</b>	<b>30</b>	7.1 Built Form	53	Figure 3: Gaze Road Land Tenure	12
2.1 Town Planning Scheme No. 1	4	4.1 Fuel Tanks	31	7.2 Car Parking Requirements	54	Figure 4: Urban Design Master Plan	37
2.2 Draft Local Planning Strategy	5	4.2 Cocos Padang	31	7.3 Pedestrian Connectivity/Amenity	54	Figure 5: Supermarket Node	38
2.3 1995 Gaze Road Townscape Master Plan	5	4.3 'Tea Gardens' & Foreshore Enhancements	31	7.4 Streetscapes/Open Space	56	Figure 6: Perspective of Supermarket Node	39
2.4 Christmas Island 2018 Plan	6	4.4 Ocean Spray & Undercutting Threats	31	<b>8. Probable Order of Cost</b>	<b>59</b>	Figure 7: Cocos Padang Node	40
2.5 Crown Land Management Plan	7	4.5 Development on the Western Side of Gaze Road	32	8.1 Summary of Total Cost	60	Figure 8: Cocos Padang Redevelopment Concept – Before and After	42
2.6 Sport and Recreation Strategic Plan Christmas Island	7	4.6 Encourage Mixed Use – Commercial, Short Stay Accommodation	32	8.2 Potential Staged Costs	60	Figure 9: Lower Foreshore Area	44
2.7 Indian Ocean Territory Climate Change Assessment	8	4.7 Heritage and Cultural Considerations	32	<b>9. Implementation Framework</b>	<b>61</b>	Figure 10: Gaze Road Development	46
2.8 Indian Ocean Territories Economic Development Strategic Plan 2010-2015	8	4.8 Possible Connections to the George Fam Centre and Silver City	32	9.1 Implementation and Management	61	Figure 11: Gaze Road Development Concept – Before and After 1	49
<b>3. Precinct Analysis</b>	<b>9</b>	<b>5. Consultation Outcomes</b>	<b>33</b>	9.2 Development of Crown Land	63	Figure 12: Gaze Road Development Concept – Before and After 2	50
3.1 Study Area	10	<b>6. Urban Design Master Plan</b>	<b>36</b>	9.3 Funding Opportunities	64	<b>Appendices</b>	
3.2 Current Land Tenure	11	6.1 Precinct Vision	36	9.4 Feasibility Study/Business Case	67	1995 Gaze Road Plans	
3.3 Land Uses/Facilities	13			<b>Table Index</b>		CLA Foreshore Plans	
3.4 Environment and Heritage	17			Table 1: Summary of Total Cost of Improvements	60	Probable Order of Cost	
				Table 2: Potential POC Staging	60		
				Table 3: Potential Rental Income from Proposed Development Opportunities	66		

# 1. Introduction

## 1.1 Background

Christmas Island is an Australian Territory located in the Indian Ocean, approximately 2,300 km north west of Perth and 300 km south of Java. Approximately 63% of the Island is National Park comprised of dense rainforest and a range of unique flora and fauna species, including the internationally recognised red crabs. The current population is estimated at approximately 2,000 people, not including immigration detainees, with the majority of the Island's population concentrated in the north east corner of the Island. Overall responsibility for Christmas Island lies with the Commonwealth Department of Regional Australia, Regional Development and Local Government.



## 1.2 Project Outline

GHD have been engaged by the Shire of Christmas Island (SOCl) to produce an Urban Design Master Plan (UDMP) for the Gaze Road Tourism and Commercial Precinct. The project is an initiative of the Shire of Christmas Island in conjunction with the Indian Ocean Territories Christmas Island Economic Development Consultative Group, and proudly supported and funded by the Australian Government through the Department of Regional Australia, Regional Development and Local Government.

The aim of the UDMP is to provide an urban design framework that will facilitate and guide the revitalisation of this public promenade and to enhance its contribution to the social, cultural and economic life of the Island's community.

The project has included the analysis of existing conditions of the precinct, access and movement networks, ownership, management and environmental factors. This information was then translated into design concepts for each precinct.

On-Island stakeholder and community consultation was conducted, including a design workshop.

The UDMP will be a strategic document under the current Town Planning Scheme No. 1, however it should be noted that the Scheme is currently under review. The UDMP will provide guidance to potential investors, land owners, The Commonwealth Government and the Local Council in relation to future land use opportunities, as well as concepts and potential costs for the upgrade of the public realm.



## 2. Land Use Planning Framework

## 2.1 Town Planning Scheme No. 1

Land use of the Island is governed by Town Planning Scheme No.1 (TPS1). An extract of the scheme map that covers this precinct is shown in Figure 1.

The precinct contains a variety of zones, with the predominant zones including Commercial, Tourist and Public Open Space. Special Use Zone 1 has specific permitted land uses under TPS1 which include Residential, Commercial, Tourist and Place of Worship, with Development Conditions to be determined by Council.

### 2.2.1 Draft Town Planning Scheme No. 2

SOCI is currently reviewing TPS1 and this has resulted in the Draft Town Planning Scheme No. 2 (TPS2) being prepared. TPS2 is currently with the Western Australian Planning Commission for consent to advertise, and as such has not been publicly released.

TPS2 will encompass the strategies and recommendations of the Local Planning Strategy, so it can be expected that

increased mixed use, commercial and tourism development will be permitted within the precinct under TPS2, as well as restrictions on further development on the western side of Gaze Road.

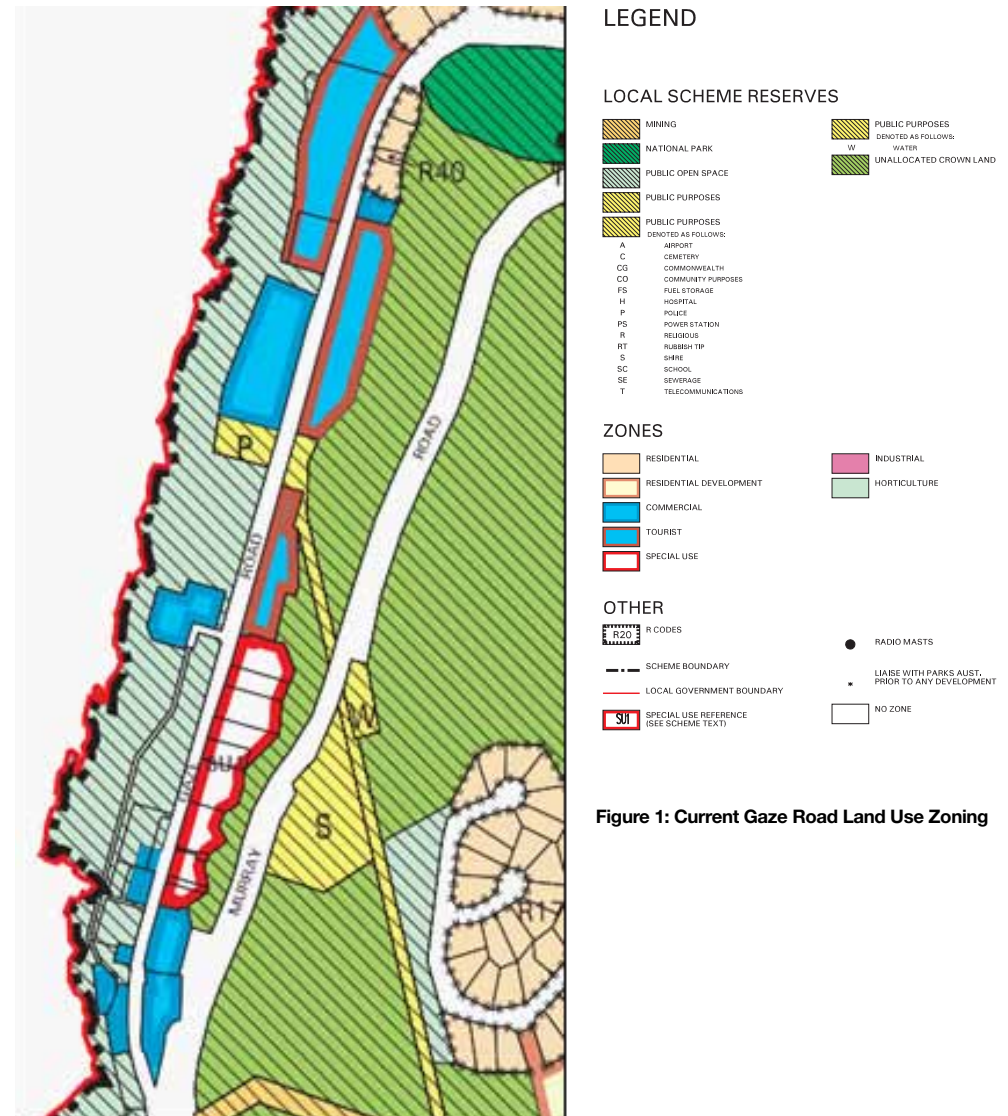


Figure 1: Current Gaze Road Land Use Zoning

## 2.2 Draft Local Planning Strategy

SOCI is currently undertaking a review of the Local Planning Strategy (LPS). The Draft LPS has been released and is currently with the Western Australian Planning Commission for consent to advertise. The essential objective of the LPS is to provide a strategic vision and land use plan to guide future development on Christmas Island. The LPS will attempt to balance the needs of the natural environment, economic development and community expectations to ensure the long term sustainable development of Christmas Island.

The Draft LPS has established the following overarching objective for the Gaze Road Tourism and Commercial Precinct:

“To facilitate the introduction of new commercial, tourism and accommodation enterprises, landscaping and open space enhancements and the preservation of heritage values to provide a functional, attractive and desirable destination for the community and tourists.”

The LPS identifies that the precinct already functions as a key destination for tourists through the presence of multiple hospitality and other commercial enterprises. The LPS recommends that in order to cater for an increased population and desired increases in tourists, the precinct needs to be developed and enhanced by further supporting tourism facilities, residential accommodation, recreation and commercial opportunities.

## 2.3 1995 Gaze Road Townscape Master Plan

A previous *Gaze Road Townscape Master Plan* was prepared in 1995 for the Shire of Christmas Island. This plan recognised the need for the precinct to play a ‘special role’ as a tourist services precinct with an upgraded streetscape, additional visitor accommodation, shops and recreation facilities.

The Plan was based on the following objectives:

- To protect and enhance the existing heritage values within the precinct;
- To provide a range of tourist attractions and facilities incorporating streetscape and open space developments;
- To improve the micro-climate within the streetscape to encourage pedestrian movement, community interaction and outdoor activities;
- To reinforce the sense of place unique to Gaze Road;
- To extend and reinforce the two very different character precincts within the

study area, comprising the Chinatown precinct and the Barracks precinct;

- To create strong functional and visual connections within the study area which integrate the two character precincts and provide for a range of visitor experiences; and
- To conserve existing trees where possible.

The plans from this project are included at Appendix A.



## 2.4 Christmas Island 2018 Plan

The *Our Future Christmas Island 2018 Plan* (the 2018 Plan) was prepared in 2011. The 2018 Plan is required to articulate shared community directions for the future of the Island. It includes a shared community vision, key actions, milestones and timelines for actions. A key aspect of the 2018 Plan is to ensure that strategies are community initiated and that these strategies assist in developing long-term economic diversity for the Island's economy.

A number of themes and actions were developed with the community that address the challenges facing the Island, whilst accomplishing and adhering to the community vision and Statement of Values and principles.

Key Relevant Themes: Land Use Planning

- Determine the extent of land needed and optimal locations for retail and commercial uses, social and community uses.
- Develop master plans for community focal points such as the commercial area from the Barracks to the Supermarket, the Cove, Poon Saan shops, Drumsite shopping area, the School and Community Precinct, Sports and Recreational area and the airport.
- Develop landscape beautification plans for all key commercial/retail hubs and community areas. Ensure entrance statements/treatments are a key component of the plans.
- Move the domestic fuel tanks currently located near the Barracks so that the Settlement area can be developed as a better tourism/commercial precinct.

Key Relevant Themes: Infrastructure Planning

- Establish a priority infrastructure plan for implementing improvements to access around Christmas island, including the establishment of pathways and cycleways.
- Develop a significant meeting area/town centre on Christmas Island.
- Improve the signage to and amenity of the Christmas Island Visitor Centre.

Key Relevant Themes: Community Capacity, Health and Wellbeing

- Investigate the establishment of community markets – food, art and craft.

## 2.5 Crown Land Management Plan

A *Crown Land Management Plan for the Indian Ocean Territories* (CLMP) was prepared by GHD for the Attorney-General's Department (AGD) over the course of 2008-2009. The purpose of this document was to assess Crown land on the Indian Ocean Territories (IOT) to enable informed decisions to be made on its most suitable future uses which will lead to the overall better management of Crown land. Given that the majority of land on Christmas Island is owned or managed by the Commonwealth, the outcomes of the land suitability and capability assessment and subsequent recommendations from the CLMP are especially relevant to this project.

The Land Suitability assessment identified that the Gaze Road Tourism and Commercial Precinct would benefit from general rehabilitation and landscape upgrades to improve the amenity and functionality for residents, tourists and pedestrians. Several areas of land were identified for possible future redevelopment within the precinct,

including the Cocos Padang, the old recreation centre and the foreshore area.

A series of recommendations (34 in total) formed part of the CLMP in relation to governance, land use and economic development. More specifically, a recommendation was provided that:

- The Shire and AGD initiate the creation of an Urban Design Master Plan (UDMP) for the Gaze Road Tourism and Commercial Precinct, in conjunction with the Christmas Island Tourism Association and local businesses. This UDMP should incorporate the removal of the Gaze Road fuel tanks, the long term location of the Visitor Information Centre (VIC), heritage and environmental considerations and streetscape improvements within the entire Precinct.

## 2.6 Sport and Recreation Strategic Plan Christmas Island

The *Sport and Recreation Strategic Plan Christmas Island* (SRSP) was prepared by the WA Department of Sport and Recreation in October 2009 with the objectives to encourage residents to be more physically active, strengthen the capacity of sport and recreation organisations and promote sound infrastructure planning and sustainable facilities.

A series of recommendations were made on human scale in regards to land tenure for facilities and developing the capacity of volunteers and technical skills required to run facilities and programs. Physical facilities were also assessed and a series of recommendations made, the most relevant of which are listed below:

### Youth Centre:

- That the SOCI pursue negotiations with the Chinese Literary Association for a lease in order to develop the outdoor skate park.

### Passive Parks:

- Shade structures over some of the play equipment are considered, especially over the fitness circuit at Drumsite. Appropriate tree plantings would best suit considering the potential impact of tropical storms and cyclonic weather.

## 2.7 Indian Ocean Territory Climate Change Risk Assessment

The *Indian Ocean Territory (IOT) Climate Change Risk Assessment (CCRA)* was updated in 2010, and provides a comprehensive assessment of the risks associated with the future impacts of climate change on the IOT.

The future climate variation projections for the IOT include:

- Increased seasonal air temperature +0.6°C by 2030 and +1.8°C by 2070.
- Increased sea surface temperature +0.6°C by 2030 and may reach +1.8°C by 2070.
- A difficulty to identify with certainty rainfall changes other than to assume that dry season may be dryer for the IOT and wet season may be wetter on CI.
- An average sea level rise of 14cm by 2030 and 40cm by 2070 and 1.1m by 2100 (worst case scenario).
- An increase in the number of intense tropical cyclones (category 4 & 5) and storm events by 2030 and a decrease by

2070.

These climate change projections indicate that infrastructure and buildings on the lower terrace on Christmas Island are most at risk from coastal erosion and inundations associated with cyclonic storm surges.

## 2.8 Indian Ocean Territories Economic Development Strategic Plan 2010 - 2015

The *Economic Development Strategic Plan 2010-2015* (the Plan) is the most up to date shared vision “to progress economic development sustainability in the economy of the Indian Ocean Territories (IOT)”.

The Plan is designed to be linked with Commonwealth Government IOT Futures Plan, Crown Land Management Plan and Futures Plans of both Shires and provides a local strategy to link with the Commonwealth Government Regional Development Australia program. The Plan allows DRA and the Shires of Christmas Island and Cocos (Keeling) Islands to consider the strategies in their planning purposes and decision making on resource allocations.

The Plan is designed to have a regional and strategic approach with both CI and CKI being supportive and learning from each other.

The Plan has identified four Key Priority Areas aiming at:

- Building capacity of the resident

population;

- Reduce red/green tape and accelerate private/public development procedures;
- Increase awareness of the Plan for residents and new investment; and
- Foster sustainable economic development associated with tourism, education & research, horticulture and aquaculture.

The Plan recognises the importance of supplying adequate quantity and quality of housing accommodation in the IOT for the three main target groups being local residents, fly-in fly-out /short term workers and tourists.

A number of targets relating to the forward planning of key strategic areas, increasing tourism accommodation and visitor numbers, increasing development activity, and increasing the resident base are identified in the Plan.

# 3. Precinct Analysis



## 3.1 Study Area

The Gaze Road Tourism and Commercial Precinct encompasses all land either side of Gaze Road from the VIC through the point at which Gaze Road turns eastwards, as shown in Figure 2. The study area includes all elements adjacent to Gaze Road as well as the lower foreshore area.

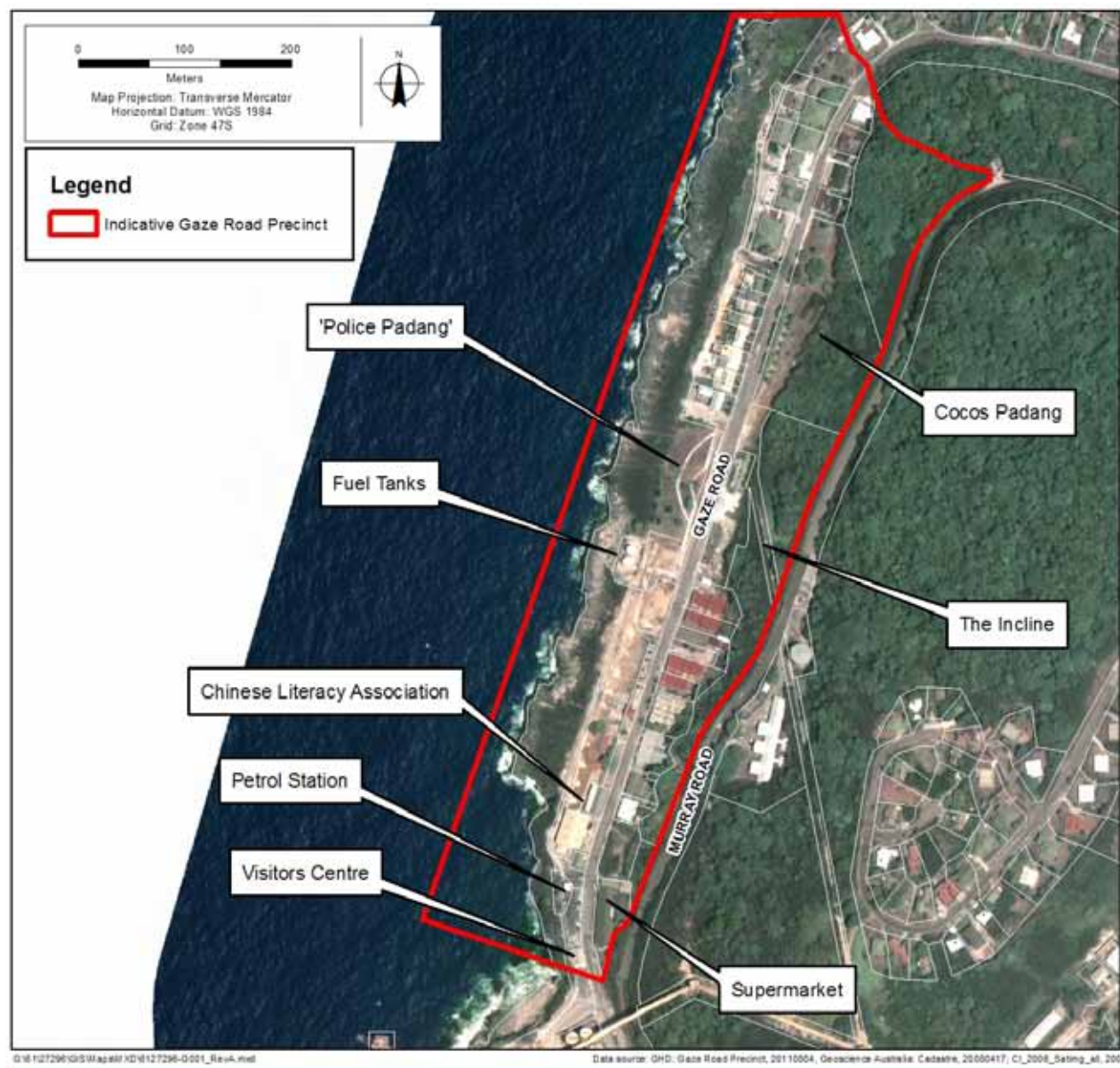


Figure 2: Gaze Road Tourism and Commercial Precinct Area

## 3.2 Current Land Tenure

The current land tenure of the precinct is illustrated in Figure 3. Over half of the street frontage to Gaze Road is privately held by a number of individuals. This land represents the majority of the developed and developable land along Gaze Road. The rest of the land is Crown land, and primarily consists of the main foreshore area and the elevated land on the eastern side of Gaze Road.

The Cocos Padang is also Crown land; however it is under a Management Order to the Shire of Christmas Island. The vesting of the Management Order has recently been changed from Recreation/Community use to Commercial.

The land tenure distribution and ownership within the Gaze Road precinct illustrates the following key constraints and opportunities:

- With the exception of the Cocos Padang, any major future developments will be driven mainly by the private sector. The Shire, responsible for the quality of the Gaze Road streetscape and foreshore, has

the ability to encourage private investment in the precinct by progressively increasing the quality of the hard and soft landscaped environment within the public realm.

- From a tourist accommodation investment perspective, the single most significant land asset in the precinct is the Cocos Padang. The newly refurbished heritage building is intended to be leased out by the Shire to small businesses. The terms and conditions of these new leases will have to acknowledge and not preclude the general redevelopment potential of the entire site, in stages or as a whole, at some point in the future.
- Given the heritage significance of the privately held old barracks buildings, redevelopment options are limited. However much needed additional incidental development could be created on the foreshore frontage to improve the built environment. The “do nothing” option is not sustainable and would be to the detriment of the precinct as a whole.

Heritage authorities would need to display a greater degree of flexibility to resolve past frustrations.

- The Commonwealth has control of all land assets on the foreshore of Gaze Road between the Police station and Isabel Beach. In supporting the relocation of the domestic fuel storage tanks and associated petrol station, the Commonwealth will facilitate the departure of the last “industrial use” from the precinct. This will in turn open up new development opportunities in partnership with the private sector. Past property damage due to storm induced ocean processes will be central to the way these development opportunities will be authorised and implemented.

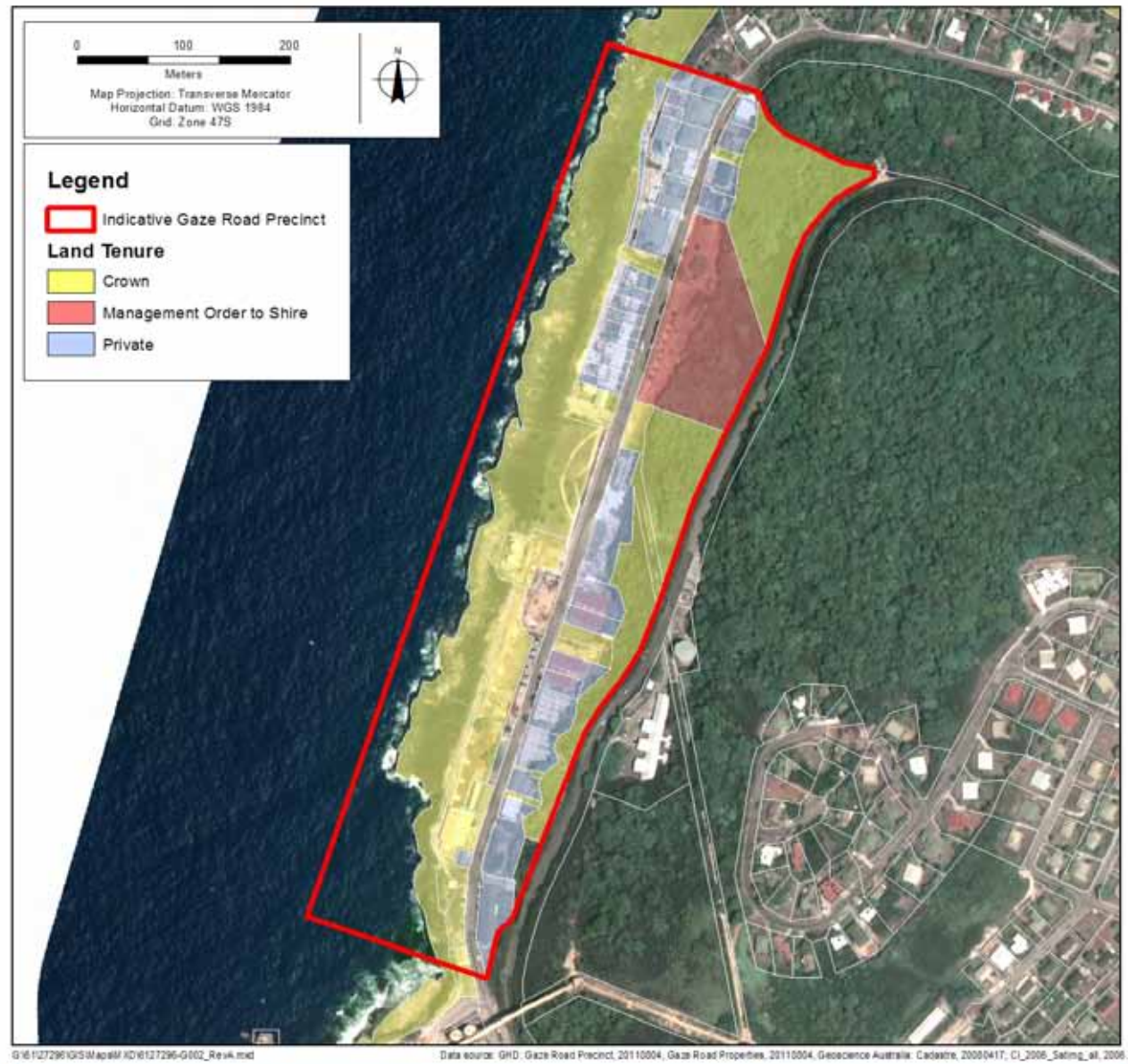


Figure 3: Gaze Road Land Tenure



### 3.3 Land Uses/Facilities

The main land uses within the precinct are for residential, retail, commercial and tourism purposes. There are a number of tourism accommodation establishments concentrated in the northern end of the precinct, with views over Flying Fish Cove, Smith Point and the Indian Ocean. These tourism accommodation facilities are located in close proximity to the tavern/restaurant, dive shop, café and other shops.

Opposite the pub is the Cocos Padang, an area of significant heritage value to the Island. It is a large open area, with existing heritage buildings still located there. Any future development on this site will need to recognise and protect the heritage value of the site. The existing buildings on the site were recently refurbished, with new roofing, doors, windows and external painting as well as the installation of three new toilets and washbasins.

There are two domestic fuel storage tanks opposite a large parcel of vacant privately held land, which present a risk

being located in such close proximity to accommodation facilities and residential dwellings. As such they are considered a safety hazard and should be relocated to a more suitable location. The foundations of the fuel tank compound have also been undermined in past storm events. This area is the main tourism and commercial area on the Island and these fuel tanks affect the visual aesthetics and attraction of the precinct. Their relocation would also facilitate the relocation of the petrol station.

The southern end of the precinct includes the supermarket, VIC, the petrol station, residential dwellings, and more commercial uses, including a café, the Chinese Literacy Association (CLA), Chinese museum and pharmacy. There are several heritage structures and temples in this area of the precinct that will require consideration in relation to additional structures and development in close proximity. This area adjacent to the CLA, museum and north to Temple Court is considered the main Chinese heritage

precinct on the Island.

There are large areas of public open space in the precinct, concentrated on the foreshore. There is also a large open area, the Tea Gardens, which encompasses the space between the current Australian Federal Police building and the fuel tanks. This area is not utilised frequently, although through Arts & Culture Christmas Island, new artwork has been installed and there are plans for additional mosaic seating and other public amenities to revitalise the space.

There is also large open areas surrounding the Cocos Padang and adjacent to the CLA building. The CLA has plans to develop and utilise this area for open markets and a performance stage.





The 'Sunset' tourist accommodation



Nearby 'Barracks' shops and cafe



Cocos Padang



Fuel Tanks on Gaze Road



Supermarket (right) and petrol station (left)



Shops and residential dwellings



Heritage buildings and temple





Open space adjacent to CLA building

## 3.4 Environment and Heritage

### 3.4.1 Environment

As most of the precinct has been developed, there is little undisturbed vegetation remaining. The foreshore is a mainly grassed, open area with a few mature trees remaining, providing shade areas. The edge of the sea cliffs has a sparse covering of small shrubs.

The eastern edge of the precinct, to the rear of the properties fronting Gaze Road, has a significant amount of vegetation present, covering the slope up to Murray Road.

Advice from Parks Australia indicates that it is unlikely that there are large numbers of nesting sites in this area. Notwithstanding this advice, individual development proposals will need to undertake detailed environmental investigations.

### 3.4.2 Heritage

The importance of the Island's history and heritage is reflected by the listing of 11 places on the Commonwealth Heritage List (CHL). The CHL comprises natural, Indigenous and historic heritage places on Commonwealth land. Entries on the CHL are protected under the Environmental Protection and Biodiversity Conservation Act 1999 (EPBC Act). The whole Settlement area is listed on the CHL, encompassing all land between the sea cliffs and upper slopes adjacent to Murray Road.

The official values of the precinct from the CHL include:

#### Criterion A: Processes

The residential area is historically significant as a reminder of the phase of Christmas Island history when the island came under the control of the British Phosphate Commission, and the mining industry and the supporting community underwent substantial expansion.

The presence of semi-detached servants' quarters are also of historic importance and are indicative of the social and economic stratification which prevailed on the island during the colonial period.

#### Attributes:

The whole of the residential area that dates from the time the island came under control of the British Phosphate Company and particularly the buildings constructed shortly after 1952. Also, the semi-detached servant's quarters connected to many of the residences.

#### Criterion B: Rarity

The semi-detached servants' quarters are indicative of the social and economic stratification, which prevailed on the island during the colonial period.

#### Attributes:

The semi-detached servant's quarters connected to many of the residences.

#### Criterion D: Characteristic values

The Main Settlement Area of Flying Fish Cove contains the main European residential precinct and the Services area and former early Chinese settlement displaying intactness and unity of style.

#### Attributes

The structures, their location in the precinct, plus residential and streetscape landscaping that demonstrate building styles and social structures in the European and Chinese settlements, plus the buildings and other structures, cemeteries and public spaces in the Service area.

#### Criterion F: Technical achievement

The buildings that make up the residential precinct are relatively intact and display considerable unity in a style derived from the British experience in Singapore/Malaya. This unity combines with consistent garden planting and ornamentation and the linear nexus of Gaze Road to create a strong streetscape.





Attributes:

The buildings in the precinct and particularly their unity of style. Also, the streetscape qualities that derive from the way in which the parts of the precinct are linked along Gaze Road, in combination with garden planting and ornamentation.

**Criterion G: Social value**

The Services precinct is of social and historic significance. It includes a number of early Chinese terraced houses as well as a range of structures representing each of the various phases of phosphate mining, including one of the oldest structures on the Island. It was also the Island's main meeting place where Asian workers and European staff came together through a common reliance on retail, health and recreational and other services. The precinct contains a number of buildings of special significance to the community and, along with the three cemeteries, strongly reflects the mixed racial origins of the Island.

Attributes:

The structures and cemeteries noted above.

One of the key individual heritage sites is the Cocos Padang, an area of significant heritage value to the Island. It provides the only recognition of the Cocos Malay community on Christmas Island. Historically, it was the only area on the Island that the Cocos Malays were permitted to live. It is a large open area, with existing heritage buildings still located there. Any future development on this site will need to recognise and protect the heritage value of the site.

There are several temples south of the Cocos Padang in amongst the existing development that will need to be considered in any future development plans.

The residential component is comprised of historic workers quarters that have significant heritage value to the precinct.

## 3.5 Visual Amenity

It is widely acknowledged by stakeholders engaged as part of this study that the Gaze Road precinct looks very tired, in poor condition, is unattractive, barren and in need of enhancing and continued maintenance. The following photos provide a snapshot of the presentation of some areas of the precinct.

As the key tourism precinct on the Island, the visual amenity of the streetscapes and presentation of public open space could be improved significantly. To attract visitors to the precinct and provide a sense of identity and vitality, public spaces should be attractive, comfortable and welcoming places to facilitate personal interactions. There are some specific land use conflicts which contribute a lack of cohesion and identity within the precinct.

The streetscape within the precinct is dominated by hard landscaping, with very few soft landscaping features or pedestrian crossings or amenities, such as shade structures or trees. The absence of these amenities and visual enhancements

discourages pedestrian activity within the precinct and hinders the connectivity of retail and commercial land uses along Gaze Road. It also does not visually present the tourism precinct in the most enticing and welcoming manner typical of such a precinct.

The foreshore is another key visual aspect of the precinct, and a strategic area of public open space on the Island, with views of Flying Fish Cove, North West Point as well as the ocean. The westerly aspect also provides spectacular views of the sunset. The area is a key attractor for the precinct and a prime gathering area for the community, as well as visitors. At present, the foreshore area is a large open area that is lacking in amenities and regular maintenance and upkeep. The current environment also does not optimise the opportunities for local businesses to take advantage of visitors.

Such a large space requires the integration of facilities and landscaping elements to provide a 'flow' of active

and passive spaces for the area and to enhance its appearance, and hence its functionality and attractiveness. As the main tourism area for visitors, this foreshore area should be a welcoming environment that showcases the natural scenic values of the Island as well as attracting visitors to the various adjacent retail and commercial outlets within the precinct.

Arts & Culture Christmas Island, as previously indicated, have been recently active in this area with the installation of a public art feature sculpture, as well as the development of further plans for additional public facilities.











Northern end of Gaze Road looking south



Supermarket car park area



Rubbish in the 'Tea Gardens' foreshore area



Recently installed public art feature



Foreshore environment north of the 'Tea Gardens' area



Entry to the main foreshore area with fuel tanks



## 3.6 Styles & Materials

There is a prevailing theme within the precinct in relation to built form styles and materials that should be maintained and enhanced where possible. The theme is primarily concerned with the heritage and cultural influences on buildings and the public realm. The strengthening of this theme will contribute to the enhancement of the appearance of the precinct and will assist in creating an identity for the precinct. An additional benefit will be the enhancement of certain heritage aspects for the benefit of the Island community as a whole, as well as at the precinct level.

### 3.6.1 Built Form

There are many heritage buildings within the precinct, and given their historical nature they have been constructed to take advantage of natural ventilation opportunities in an age before air-conditioning. The key feature of the existing built form is for the provision of corridors between buildings that are constructed close to each other. These corridors not only provide pedestrian connections between buildings, but they also facilitate and channel cooling breezes between buildings.

These corridors are part of the urban character of the Island, not only in this precinct but also in other built up residential areas. As such, they should be continued to not only to contribute to natural cooling and greater efficiencies of buildings in a tropical environment, but also to build on the existing appearance of the precinct.

Another built form element relates to changes in levels within the precinct.

Existing heritage buildings on the eastern side of Gaze Road have large, wide stairways leading from the road to verandas and the entry of buildings that are at a higher level. These stairways offer open and inviting frontages to the streetscape and provide an elevated area for pedestrians, once off the street level. These stairways are also utilised to provide access down to the lower foreshore area on the western side of Gaze Road.



Corridors between residential dwellings on Gaze Road

Stairways providing access to elevated buildings (left) and access to the lower foreshore area (right)



### 3.6.2 Materials

Similar to the built form in the precinct, there are various styles and materials that are utilised throughout the precinct that illustrate heritage character, as well as the use of local materials. The continuity and enhancement of these styles for new development will, in conjunction with the built form, contribute to the continuity of the precinct's appearance through the respect of existing themes.

The use of local limestone for retaining walls is a key prevailing style within the precinct. The material is used in several locations for long stretches of walls, and also continues through the rest of the Settlement area beyond the northern extent of the precinct. These walls are part of the heritage character of the Island, as well as utilising a local material and creating a unique streetscape feature for the precinct.

Other styles within the precinct include the use of verandas and balustrading. There are several examples along Gaze Road of

the repeated use of verandas on buildings and a particular balustrade (together with wide stairways). These features promote the ocean views that the precinct enjoys as well as passive surveillance of Gaze Road and the foreshore area. They also contribute to the creation an open streetscape at a pedestrian scale.



## 3.7 Access

Access within the precinct is a key consideration as the function of the precinct lends itself to large numbers of pedestrian movements. The safe and efficient movement of pedestrians is paramount to ensure the functionality of Gaze Road, but also in promoting the different areas within the precinct and connectivity between them. Connectivity within the precinct is centred around north-south movements along Gaze Road, as well as east-west movements from the higher ground of Gaze Road and the lower foreshore area.

Gaze Road is a relatively highly trafficked road and pedestrian access is confined to one footpath on the eastern side of the road. Pedestrian access on the western side of the road is limited north of the Temple Court area. Vehicular access to the slip lane that services the Barracks buildings is adjacent to Temple Court and does not provide pedestrian access. An informal track has been created by repeated use through a central landscaping feature. This arrangement

is unsafe as there is no connectivity to the informal track. The slip lane itself also does not provide for any dedicated pedestrian pathway.

In addition, Gaze Road is partially closed on special festival occasions held at the Chinese Literacy Association. Half of the road is kept open to ensure access to residential areas and the Resort further along Gaze Road. These festivals are often at night and invariably, the whole width of the road is used by festival goers, creating safety hazards to drivers of vehicles and pedestrians.

The lower foreshore area is the other main path of north-south connection along the precinct. This connection is compromised through the lack of a dedicated dual-use pathway, physical barriers and a lack of shade and other amenities. It is understood that a project is underway to design and construct a coastal dual-use pathway through the precinct. This project is not at a stage where final plans can be incorporated into this UDMP.

There is also no safe pedestrian access to Isobel Beach, adjacent to the VIC. The existing stairs have never been repaired following storm damage, and as a result an informal access below the VIC has been created by locals. This involves climbing over rocks and steep terrain to access the beach from the lookout below the VIC. The re-establishment of a formal and safe access to the beach should be a priority, not only from a safety point of view, but also for the revitalisation of the precinct.

As the main pedestrian pathway along Gaze Road is on the eastern side of the road, pedestrians need to cross Gaze Road and negotiate a change in level to reach either the foreshore area or the slip road in front of the Barracks buildings. In the southern portion of the precinct, pedestrian access is relatively efficient, with numerous wide stairways and openings from Gaze Road down to the foreshore area. Some of these connections are in need of maintenance; however, the connections provided actively

encourage safe pedestrian movements.

North of this area is the slip lane with a large retaining wall dividing Gaze Road from the slip lane. Current pedestrian access is limited to a small number of unsafe ladders that lead directly onto the slip lane road surface. Any increased development on the eastern side of Gaze Road in this area will include increased pedestrian movements across Gaze Road to the foreshore and existing shops. This current arrangement hinders the safe movement of pedestrians in this area of the precinct and needs to be improved.



Partial closure of Gaze Road (left) and informal track to slip lane (right)



Foreshore environment in front of the Barracks buildings



Physical barrier to continuous foreshore connectivity





Current access way to foreshore



Ladder access point from Gaze Road directly onto slip lane.

## 4. Opportunities & Constraints

As a result of the site analysis of the precinct, numerous opportunities and constraints have been identified that require consideration in developing the overall master plan.



## 4.1 Fuel Tanks

The ultimate removal of the fuel tanks from the Gaze Road foreshore is supported by the Shire and the Commonwealth. The consolidation of fuel infrastructure on the Island has recently been budgeted for, so the UDMP should provide options for the re-use of this land as well as the petrol station site.

Opportunities to maximise the “greening” of the foreshore will be considerably enhanced once the fuel tanks and petrol station are relocated and need to be explored.

## 4.2 Cocos Padang

This asset under the Shire’s management testifies to the strong historical linkage and bond between Cocos (Keeling) Islands and Christmas Island. The recent refurbishment of the building(s) through the asbestos removal program offers a fresh opportunity regarding the re-use of the heritage structure for tourism and commercial purposes. The land around and behind the Padang also provides great tourism accommodation prospects that warrants further investigation.

It is recognised that the site has cultural connections with the Cocos Malay community. Further opportunities may be considered for a physical representation of that community on the site in the future. Should that eventuate, acknowledgement of cultural sensitivities associated with the Cocos Malay culture may influence guidelines for future development.

The Shire has just closed an Expression of Interest relating to the use of the existing building and has selected a submission proposing tourism accommodation, pending further details and information from the proponent.

## 4.3 ‘Tea Gardens’ & Foreshore Enhancements

With his artwork “Hooked”, Artist Christopher Trotter has represented the contrast of nature and industry which is effectively expressed in a grander scale further along the foreshore with the cantilevers. An enhanced landscaped and well connected ‘Tea Gardens’ foreshore has the potential to become the island focus point in a unique coastal setting. Such a public asset would benefit the local community and tourist visitors alike.

## 4.4 Ocean Spray & Undercutting Threats

Notwithstanding its remarkable charm, the foreshore is equally renowned for its dangers. The threat of ocean cliff collapse, the punitive effects of the waves in the swell season, the extreme dangers in attempting to interact with the marine environment from the shore and corrosive nature of the environment are all factors relevant to an urban design master plan and guidance to development.

These factors need to be considered when proposing development along the foreshore and Isobel Beach area, as well as consideration of landscaping features that can withstand these harsh effects.

#### 4.5 Development on the Western Side of Gaze Road

The future of development on the western side of Gaze Road is questioned in the Draft LPS due to the hazards identified above. A policy of limited development on the western side of the road has been recommended, and any future development prospects are likely to be only small scale structures, built at the Gaze Road elevation.

#### 4.6 Encourage Mixed Use – Commercial, Short Stay Accommodation

The introduction of mixed use developments into the precinct is the best way to increase development opportunities that will contribute to enhancing the appeal and vitality of the precinct. The recently completed Accommodation Needs Assessment for Christmas Island has revealed an acute accommodation shortage across all user groups, hesitations from investors, relatively high construction costs and a perceived land shortage. These factors will need to be considered in determining the appropriate land use mix for the precinct.

Many public and private development opportunities are available and the investigative nature of the stakeholders' consultation process has provided valuable insight in terms of accommodation and commercial development opportunities. Topography, acceptable densities, retention of existing buildings and vegetation may be limiting factors whilst foreshore frontage across Gaze Road and ocean views will offer development incentives.

#### 4.7 Heritage and Cultural Considerations

Heritage characteristics and values in particular in the vicinity of Temple Court and the Chinese Literary Association will also require consideration. Buildings, streetscapes and landscapes listed on the CHL are subject to the EPBC Act and will be subject to specific attention and guidelines to enhance their significance whenever possible.

Whilst often seen as a constraint, the heritage values of the precinct provide a unique opportunity to showcase and highlight the Island's varied history as part of the tourism precinct. The heritage buildings and heritage stories that can be created should provide a focal point for the precinct as a key attraction for visitors.

#### 4.8 Possible Connections to the George Fam Centre and Silver City

The Crown Land Management Plan and the Draft LPS have both recognised the possibility, in the longer term, to promote the establishment of tourism accommodation on the north-eastern edge of Silver City given that such a location would offer spectacular views towards Flying Fish Cove as well as Gaze Road and its foreshore.

The natural "pedestrian connector" between this area and the Gaze Road Precinct is the old incline that would also link with the George Fam Centre. The incline is a concrete 'chute' that runs from Settlement to the Old Dryers in Drumsite. It passes in close proximity to residential areas and is also used for storm water drainage. Aesthetics as well as drainage and pedestrian safety measures would need to be incorporated in the promotion of this historical connection.

## 5. Consultation Outcomes

An Urban Design workshop was held in September 2011 with the community and other key stakeholders on-Island to facilitate direct participation in the design process. A brief presentation was given outlining the project and some initial observations of the precinct by the project team. Participants were then given an opportunity to provide comments, ideas, concerns and visions for the precinct on separate tables.

A summary of the outcomes of the process is outlined below:

**Table 1:**

- Development of an amphitheatre at the old cinema club.
- Development to be on stilts and lightweight on the foreshore area to withstand storm effects and undercutting.
- Support for fishing viewing decks.
- Place of worship opposite the police station.
- Long term reuse of the incline.
- Make the slip lane at same level at Gaze Road in front of Barracks, and turn slip road into parking.
- Widen Gaze Road at the Cocos Padang for median and car parking.
- Support for development behind the Cocos Padang building.
- Passage for container traffic required on Gaze Road.

- Provision of night lighting.
- Public ablutions near the Cocos Pandang.

**Table 2:**

- Use the existing VIC as a recreation club, rooms or similar.
- Create better recreation areas – not necessarily hard infrastructure, but soft and passive areas or specifically designed for kids to use.
- VIC should relocate to either the existing skate hall or at the existing Australian Federal Police station.
- Provision of public toilets at the existing skate hall, at the Tea Gardens and on the Cocos Padang.
- Include some reference to the ‘coolies’ at the old skate hall.
- Utilise the old Nurses Quarters (Virgin's Castle) for Accommodation/Commercial uses etc
- Inclusion of a dragon play sculpture as previously drawn along the foreshore in front of the CLA – could include some sort of sundial, sun sculpture.
- Entry to the Tea Gardens could be improved.
- Remove the fuel tanks from the foreshore.
- Develop the land opposite the Tea Gardens – restaurants, cafes, terrace housing – but make sure the end of the incline can be accessed – re-use the incline for a walk trail. Make incline user friendly, safe and part of overall concept to help re-enliven tram/cable car etc – living heritage.
- Provide a view point linked with incline walk at the George Fam building on top of hill.
- Use the Tea Gardens for open recreation purposes – for family groups, bbq's, mah-jong tables, chess (life size?).

- More shade in the Tea Gardens – bbq's, picnic area, seating, gazebo – include something local as part of the design.
- Diving Platforms? Christmas Island to take better advantage of diving off the Island.
- Barracks buildings both front and back facing – possible but variable based on weather impacts. Uses of Barracks buildings should be commercial plus caretakers or short stay accommodation – shop house residential and commercial.
- Cocos Padang to be extended with buildings – apartments, short stay, accommodation, some businesses, shopping, marketplace, banking, night markets, market stalls (covered), cafes, boutiques.
- Re-use the toilets at back of the padang building.
- Opening up Gaze Road at the base of the Cocos Padang as per the images shown.



- Wheelchair access everywhere (universal access).
- Corridors and verandas and balustrades as constant features throughout. Use of gates where Corridors are so that they can be open in the day and closed at night if security is required.
- Memorial or sculpture to respect boat accidents at the northern end of the precinct on the water.
- Church on the top of the hill.
- AFP building could be use for a dive resort as it has good boat parking.
- Masterplan needs to identify what would be required of heritage and create a staged progression – re-use styles and materials– consider sequencing.
- Development of an amphitheatre at the old cinema site.
- Child Care Centre? ATM's? ATM's both ends of precinct

### Heights

- 1 storey on water front, along Gaze Road between CLA and fuel tanks.
- Barracks area 2 storey.
- Hospital area 2 storey.
- Cocos Padang area 2/3 storey – definitely no higher than the escarpment.
- 2 storey opposite the Tea Gardens.
- 2 storey at the back of the section between the tanks and the Chinese Museum, but not behind temples and no higher than temples.
- 2 storey at the Nurses Quarters.

The study team returned to the Island in November 2011 to consult further on the draft concept plans, which included the presentation of the draft plans at the Indian Ocean Territories Economic Development Summit, as well as multiple community information sessions for comments and feedback prior to the finalisation of the plans.

# 6. Urban Design Master Plan

## 6.1 Precinct Vision

*To facilitate the introduction of new commercial, tourism and accommodation investment, landscaping and open space enhancements and the preservation of heritage values to provide a functional, attractive and desirable destination for the community and tourists.*

## 6.2 Key Elements

Figure 4 illustrates the UDMP for the Gaze Road Tourism & Commercial Precinct. The precinct can be split into four distinct areas of influence – the Supermarket Node, the Lower Foreshore, Gaze Road Development and the Cocos Padang Node.



### LEGEND:

- 1 PEDESTRIAN AND CYCLING COASTAL PATHWAY
- 2 TIMBER BOARDWALK AND SHORE VIEWING/FISHING DECK
- 3 INCIDENTAL PRIVATE DEVELOPMENT OPPORTUNITIES ALONG THE BARRACKS BUILDINGS
- 4 BREEZEWAYS TO MAINTAIN NATURAL COOLING AND PROMOTE PERMEABLE PEDESTRIAN MOVEMENTS
- 5 MODIFICATION OF COCOS PADANG RETAINING WALL TO IMPROVE PEDESTRIAN ACCESSIBILITY
- 6 RETENTION OF HERITAGE BUILDING FOR SMALL SHOPS AND TOURISM-RELATED BUSINESSES
- 7 MAJOR STAGED TOURISM ACCOMMODATION DEVELOPMENT
- 8 SINGLE-STORY SHOPS TO INCREASE PRECINCT BUSINESS CRITICAL MASS
- 9 MODIFIED ROAD TREATMENT TO INCREASE ON-ROAD PARKING AND INTRODUCE ADDITIONAL LANDSCAPING
- 10 PEDESTRIAN CROSSING
- 11 CONVERSION OF THE POLICE STATION INTO COMMUNITY CENTRE UPON THE RELOCATION OF THE STATION
- 12 REHABILITATION OF THE INCLINE FOR PEDESTRIAN MOVEMENTS TOWARDS THE OLD SCHOOL (SHIRE OFFICE) AND SILVER CITY
- 13 PEDESTRIAN CROSSING WITH TRAFFIC CALMING ACROSS MURRAY ROAD
- 14 PRIVATE MIXED-ACCOMMODATION DEVELOPMENT OPPORTUNITIES WITH DESIRED EMPHASIS ON TOURISM
- 15 REUSE OF PLATFORM FOR SHADE STRUCTURE AND KIOSK UPON THE RELOCATION OF THE FUEL TANKS
- 16 RE-ESTABLISHMENT OF THE FORMER OPEN AIR CINEMA IN AMPHITHEATRE LAYOUT
- 17 NEW CHILDREN'S PLAY-AREA AND STAGE UNDER CONSIDERATION
- 18 CHINESE "GATES" ACROSS THE STREET TO EMPHASISE THE CHINESE HERITAGE PRECINCT
- 19 INCIDENTAL PRIVATE DEVELOPMENT OPPORTUNITIES AT THE REAR OF EXISTING BUILDINGS
- 20 CONVERSION OF THE OLD RECREATION CENTRE INTO A NEW TOURIST CENTRE WITH UNDER CROFT CAR PARK
- 21 REDEVELOPMENT OF THE OLD NURSE'S QUARTERS SITE WITH ALFRESCO SPACE OPPOSITE THE NEW TOURIST CENTRE
- 22 RECONFIGURATION OF ROAD, PARKING AND PEDESTRIAN AMENITIES ADJACENT TO THE SUPERMARKET (SUBJECT TO THE RELOCATION OF THE PETROL STATION)
- 23 CONVERSION OF THE VISITOR'S INFORMATION CENTRE INTO CAFE-RESTAURANT
- 24 PUBLIC FOOTPATH AND REHABILITATED STAIRS FOR SAFE ACCESS TO ISABEL BEACH

Figure 4: Urban Design Master Plan





- 18 CHINESE "GATES" ACROSS THE STREET TO EMPHASISE THE CHINESE HERITAGE PRECINCT
- 19 INCIDENTAL PRIVATE DEVELOPMENT OPPORTUNITIES AT THE REAR OF EXISTING BUILDINGS
- 20 CONVERSION OF THE OLD RECREATION CENTRE INTO A NEW TOURIST CENTRE WITH UNDER CROFT CAR PARK
- 21 REDEVELOPMENT OF THE OLD NURSE'S QUARTERS SITE WITH ALFRESCO SPACE OPPOSITE THE NEW TOURIST CENTRE
- 22 RECONFIGURATION OF ROAD, PARKING AND PEDESTRIAN AMENITIES ADJACENT TO THE SUPERMARKET (SUBJECT TO THE RELOCATION OF THE PETROL STATION)
- 23 CONVERSION OF THE VISITOR'S INFORMATION CENTRE INTO CAFE-RESTAURANT
- 24 PUBLIC FOOTPATH AND REHABILITATED STAIRS FOR SAFE ACCESS TO ISABEL BEACH

### 6.2.1 Supermarket Node

The Supermarket Node is at the southern end of the precinct and is the only entry into the precinct for people travelling from the upper terraces and the rest of the Island. As a result, it is a key strategic node within the precinct. As the main entrance into the precinct, the supermarket node needs to provide a welcoming environment, and provide a statement for the precinct. This should be relatively easy to achieve and is conditional upon the relocation of the domestic fuel distribution function possibly at Drumsite.

The main element to this node is the re-configuration of through traffic circulation and car parking for the supermarket. Currently the car parking is on the opposite side of the road to the supermarket, forcing pedestrians to walk on the road to exit the car park and then cross the road to get to the supermarket. By reconfiguring and levelling the area in front of the supermarket, the car parking



Figure 5: Supermarket Node



**Figure 6: Perspective of Supermarket Node**

can be relocated immediately adjacent to the supermarket, allowing direct access for pedestrians to the supermarket.

This will then allow the development of the foreshore area into a pedestrian friendly area with soft landscaping areas, seating and shade to take advantage of views across Flying Fish Cove, together with a link to a proposed dual use path along the foreshore. These views also include the phosphate storage silos in the port area. These silos could be lit up at night with coloured lighting, or the projection of images to provide a visual spectacle within the precinct. This pedestrian area would also provide a link from the current VIC to the old recreation building.

The existing VIC building is not considered adequate for the function it provides, and remedial works have been required to

prevent the stability of the building from being compromised. The old recreation centre currently houses the skate park, which is proposed to be relocated to the Vagabond Road Sports and Recreation Precinct on Phosphate Hill.

This structure could be transformed into a new purpose built visitors centre, on a mezzanine level, with entry at the Gaze Road level. The existing cladding could be replaced with large windows to take advantage of ocean views. The lower level could be utilised for additional car parking. A smaller scale skate park could be maintained in the foreshore area as part of enhanced facilities in this area. The entrance will also provide for bus parking.

There are some existing public toilet facilities attached to the building that would need to be relocated to facilitate the

redevelopment of the building. These could either be incorporated back into the revamped VIC, or further north on the open foreshore area and the outdoor entertainment area.

This building would provide a large increase in floor space for the visitor's centre and allow expansion of facilities and functions provided for tourists. The transformation of the old recreation building, and enhancements to the pedestrian environment around it will provide a focal point for the entry node of the precinct, and provide a centre of gravity for visitors before dispersing to explore the rest of the precinct, and Island.

The current bakery, connected to the old recreation centre building, would need to be relocated. There is an opportunity

to transform it into a retail type operation as part of this process. The bakery is on privately held free hold land, so negotiation with the landowner would be required.

The property directly across Gaze Road from the old recreation building has some heritage buildings on it, and is privately owned. There is an opportunity for the owner to develop the land and take advantage of the revitalisation of this entry node, and become an integral part of the node. The heritage structures could be preserved, either as a whole or in part, and new development would need to incorporate the heritage values of the site. Part of this development could contribute to the creation of a pedestrian forecourt area, linking to the new visitors centre.



### 6.2.2 Cocos Padang Node

The Cocos Padang node forms the second entry to the precinct, from the Settlement area and golf course. Its development as a major node will provide a bookend to the precinct in conjunction with the supermarket node. The development of these two areas into major nodes will define the precinct and its extent.

The central element of this node is the redevelopment of the Cocos Padang site for commercial and tourism accommodation opportunities. The reuse of the recently renovated building constitutes the core of the concept, plans for which are being developed between the Shire and the successful proponent of the EOI process. Historically, there were additional living quarters to the south of the remaining building that could be reinstated to provide additional business critical mass for the node.

Behind the existing building is an opportunity for the staged development of a major tourism accommodation



- 1 PEDESTRIAN AND CYCLING COASTAL PATHWAY
- 2 TIMBER BOARDWALK AND SHORE VIEWING/FISHING DECK
- 3 INCIDENTAL PRIVATE DEVELOPMENT OPPORTUNITIES ALONG THE BARRACKS BUILDINGS
- 4 BREEZEWAYS TO MAINTAIN NATURAL COOLING AND PROMOTE PERMEABLE PEDESTRIAN MOVEMENTS
- 5 MODIFICATION OF COCOS PADANG RETAINING WALL TO IMPROVE PEDESTRIAN ACCESSIBILITY
- 6 RETENTION OF HERITAGE BUILDING FOR SMALL SHOPS AND TOURISM-RELATED BUSINESSES
- 7 MAJOR STAGED TOURISM ACCOMMODATION DEVELOPMENT
- 8 SINGLE-STOREY SHOPS TO INCREASE PRECINCT BUSINESS CRITICAL MASS
- 9 MODIFIED ROAD TREATMENT TO INCREASE ON-ROAD PARKING AND INTRODUCE ADDITIONAL LANDSCAPING
- 10 PEDESTRIAN CROSSING
- 11 CONVERSION OF THE POLICE STATION INTO COMMUNITY CENTRE UPON THE RELOCATION OF THE STATION

Figure 7: Cocos Padang Node

development. This development would back onto the cliff face and buildings of 2-4 storeys would provide panoramic views of the ocean and North West Point. It would also form the focal point for the node, and the creation of a piazza linking through to Gaze Road, the pub and the foreshore would provide a pedestrian corridor, maintaining views through to the ocean. The buildings as shown on the plan will require some Crown land boundary adjustments, however this will allow the buildings to be more open to Gaze Road and views and will enhance open space and connectivity opportunities along the frontage of the site. Opportunities for bus parking and turn around areas could also be provided in conjunction with car parking areas.

In conjunction with the development of the Cocos Padang site, some modification to the interaction of the site with Gaze Road is proposed. By removing a portion of the existing wall, a major pedestrian entryway can be created to enhance pedestrian accessibility to the Cocos Padang site

and proposed tourism development. By incorporating different road treatments for Gaze Road, this area would become a pedestrian crossing area linking the foreshore to the Cocos Padang.

A modified road layout is also proposed for Gaze Road in this area to increase on-road parking and introduce additional landscaping features. If Gaze Road was widened, through the raising of the slip lane to the Gaze Road level, then there would be enough room for median strip parking between traffic lanes, with stairs down to the existing shops in the Barracks buildings for pedestrian interactions. This configuration will promote pedestrian movements and reduce traffic speed through the node.

Anecdotal evidence suggests that there was a network of paths leading to fishing areas along the foreshore onto the rocks. The reinstatement of this concept is encouraged through the provision of a boardwalk and viewing/fishing deck, at the end of the main east west connection

corridor through the node. A lightweight timber or recycled plastic boardwalk, similar to those used in other areas of the Island, could be connected to the proposed dual use path and provide a resting area for pedestrian users by forming part of a foreshore pathway.

Opportunities for the development of outdoor spaces on the foreshore side of the Barracks buildings are also encouraged. Businesses in this area should be able to provide areas for customers to take advantage of ocean views whilst enjoying refreshments or meals. As this area is subject to storm surges, ocean spray and erosion, building extensions should be limited to light weight structures, and not significant building extensions.





Figure 8: Cocos Padang Redevelopment Concept - Before and After

### 6.2.3 Lower Foreshore

A series of enhancements are proposed for the lower foreshore area to improve its presentation, attractiveness to visitors and the community, improve its functionality and connectivity and increase its usage. Creating a more welcoming environment will assist in emphasising an open space node for the precinct, and the Island, for community events, general usage and visitors. It will also encourage connections along the precinct and facilitate pedestrian movements in a safe manner away from Gaze Road between the two nodes of the precinct. Coastal lookout points are also proposed, as identified in the Cocos Padang node, to revisit historical experiences and provide additional attractions on the foreshore.

The Commonwealth has initiated a process that may ultimately lead to the relocation of the Australian Federal Police. Whilst no longer adequate for its current function, the current facility could be adapted for re-use by community

members and groups. The prime ocean frontage and direct connection with the coastal parkland to the south would allow island-wide community gatherings and functions to take place and spill out from the building itself when required.

Rehabilitating the Tea Gardens area is required to include public facilities such as shade structures, paved areas, seating, public toilets, bicycle racks and provision for the coastal dual use pathway along the edge of the foreshore. Interactive public spaces will assist in creating an engaging space for the community, and visitors, and the landscaping improvements will improve the visual aspect of the precinct. Renaming the open space once the police function has been relocated could also assist in re-inventing the open space. These improvements will also assist in facilitating development within the precinct, particularly private development, as the public realm improvements will increase the potential of development sites.

The removal of the domestic fuel tanks will leave behind a significant area, reinforced and well-engineered against the threats from coastal processes in the heart of what could become the Island's prime coastal parkland. Notwithstanding the necessary structural requirements deemed necessary in this exposed location, it is conceivable to develop on the platform a shade structure and kiosk that would benefit tourists, visitors and local residents alike. Commercial opportunities and/or the leasing of such a facility to one or more private entities may be contemplated.

Entry into the slip road is also proposed to be reconfigured to incorporate additional car parking opportunities on the foreshore area. The entry would remain opposite Temple Court, with a permeable surface car park area adjoining the Tea Gardens area to continue the 'green' theme of the open space and reduce the amount of hard surfacing.

A more permanent car parking area is proposed south of the slip road entrance

to coincide with the re-establishment of the outdoor entertainment area. Once a thriving focal point of community activities and gatherings, the old open air cinema was abandoned subsequent to devastation of the 1988 storm.

In the context of a rejuvenated Gaze Road precinct and enhanced tourism ambitions on Christmas Island it is clear that the re-establishment of an entertainment function is highly desirable and well supported by the community. Given the risk of the location, infrastructure would need to be designed in such a way as to either be able to withstand coastal processes, or have the ability to be removed/protected in severe weather events.



# LEGEND:

- 1 PEDESTRIAN AND CYCLING COASTAL PATHWAY
- 2 TIMBER BOARDWALK AND SHORE VIEWING/FISHING DECK
- 3 INCIDENTAL PRIVATE DEVELOPMENT OPPORTUNITIES ALONG THE BARRACKS BUILDINGS
- 4 BREEZEWAYS TO MAINTAIN NATURAL COOLING AND PROMOTE PERMEABLE PEDESTRIAN MOVEMENTS
- 5 MODIFICATION OF COCOS PADANG RETAINING WALL TO IMPROVE PEDESTRIAN ACCESSIBILITY
- 6 RETENTION OF HERITAGE BUILDING FOR SMALL SHOPS AND TOURISM-RELATED BUSINESSES
- 7 MAJOR STAGED TOURISM ACCOMMODATION DEVELOPMENT
- 8 SINGLE-STORY SHOPS TO INCREASE PRECINCT BUSINESS CRITICAL MASS
- 9 MODIFIED ROAD TREATMENT TO INCREASE ON-ROAD PARKING AND INTRODUCE ADDITIONAL LANDSCAPING
- 10 PEDESTRIAN CROSSING
- 11 CONVERSION OF THE POLICE STATION INTO COMMUNITY CENTRE UPON THE RELOCATION OF THE STATION
- 12 REHABILITATION OF THE INCLINE FOR PEDESTRIAN MOVEMENTS TOWARDS THE OLD SCHOOL (SHIRE OFFICE) AND SILVER CITY
- 13 PEDESTRIAN CROSSING WITH TRAFFIC CALMING ACROSS MURRAY ROAD
- 14 PRIVATE MIXED-ACCOMMODATION DEVELOPMENT OPPORTUNITIES WITH DESIRED EMPHASIS ON TOURISM
- 15 REUSE OF PLATFORM FOR SHADE STRUCTURE AND KIOSK UPON THE RELOCATION OF THE FUEL TANKS
- 16 RE-ESTABLISHMENT OF THE FORMER OPEN AIR CINEMA IN AMPHITHEATRE LAYOUT
- 17 NEW CHILDREN'S PLAY-AREA AND STAGE UNDER CONSIDERATION
- 18 CHINESE "GATES" ACROSS THE STREET TO EMPHASISE THE CHINESE HERITAGE PRECINCT
- 19 INCIDENTAL PRIVATE DEVELOPMENT OPPORTUNITIES AT THE REAR OF EXISTING BUILDINGS
- 20 CONVERSION OF THE OLD RECREATION CENTRE INTO A NEW TOURIST CENTRE WITH UNDER CROFT CAR PARK
- 21 REDEVELOPMENT OF THE OLD NURSE'S QUARTERS SITE WITH ALFRESCO SPACE OPPOSITE THE NEW TOURIST CENTRE
- 22 RECONFIGURATION OF ROAD, PARKING AND PEDESTRIAN AMENITIES ADJACENT TO THE SUPERMARKET (SUBJECT TO THE RELOCATION OF THE PETROL STATION)
- 23 CONVERSION OF THE VISITOR'S INFORMATION CENTRE INTO CAFE-RESTAURANT
- 24 PUBLIC FOOTPATH AND REHABILITATED STAIRS FOR SAFE ACCESS TO ISABEL BEACH



Figure 9: Lower Foreshore Area

The Chinese Literacy Association currently has plans to redevelop the open area of the foreshore below their building into an open air market place and children's performing stage area (see Appendix B). Whilst respecting these current plans, there may be additional opportunities above this area at the Gaze Road level for some small, incidental development for commercial/retail uses on Commonwealth land.

This area was previously developed with shops prior to the 1988 storm. The storm damage to these buildings subsequently destroyed them. Whilst these buildings were on the lower foreshore level, any new development would need to be at the same level as Gaze Road and will need to consider extreme weather events in their design and operation.



Old open air cinema site today (top) and prior to the 1988 storm (bottom)



#### 6.2.4 Gaze Road Development

General streetscape improvements are proposed for Gaze Road, including more soft landscaping features to improve the pedestrian environment as well as other infrastructure such as seating infrastructure. Existing on-street parking on the eastern side of Gaze Road through the Chinese heritage precinct will need to remain, as the historical development of residential dwellings in this area did not provide off-street car parking areas. The addition of dedicated pedestrian crossings over Gaze Road will improve safety and connectivity to the foreshore area. These areas will be differentiated through paving treatments and other speed calming devices as required.

The future conversion of the police station into a Community Centre/business resource centre or similar across the road from the base of the incline would naturally warrant the introduction of a formalised pedestrian crossing. One of the advantages of this site is its strategic



Figure 10: Gaze Road Development

- 10 PEDESTRIAN CROSSING
- 11 CONVERSION OF THE POLICE STATION INTO COMMUNITY CENTRE UPON THE RELOCATION OF THE STATION
- 12 REHABILITATION OF THE INCLINE FOR PEDESTRIAN MOVEMENTS TOWARDS THE OLD SCHOOL (SHIRE OFFICE) AND SILV
- 13 PEDESTRIAN CROSSING WITH TRAFFIC CALMING ACROSS MURRAY ROAD
- 14 PRIVATE MIXED-ACCOMMODATION DEVELOPMENT OPPORTUNITIES WITH DESIRED EMPHASIS ON TOURISM
- 15 REUSE OF PLATFORM FOR SHADE STRUCTURE AND KIOSK UPON THE RELOCATION OF THE FUEL TANKS
- 16 RE-ESTABLISHMENT OF THE FORMER OPEN AIR CINEMA IN AMPHITHEATRE LAYOUT
- 17 NEW CHILDREN'S PLAY-AREA AND STAGE UNDER CONSIDERATION
- 18 CHINESE "GATES" ACROSS THE STREET TO EMPHASISE THE CHINESE HERITAGE PRECINCT
- 19 INCIDENTAL PRIVATE DEVELOPMENT OPPORTUNITIES AT THE REAR OF EXISTING BUILDINGS
- 20 CONVERSION OF THE OLD RECREATION CENTRE INTO A NEW TOURIST CENTRE WITH UNDER CROFT CAR PARK
- 21 REDEVELOPMENT OF THE OLD NURSE'S QUARTERS SITE WITH ALFRESCO SPACE OPPOSITE THE NEW TOURIST CENTRE

location at the foot of the incline, itself subject to repeated calls for its re-use as a pedestrian corridor and/or the introduction of a small funicular.

The aspiration to rehabilitate the incline in order to facilitate pedestrian movements from Gaze Road to Silver City and possibly Drumsite has been subject to many public discussions in the past. The introduction of such infrastructure would dramatically enhance the accessibility of the precinct to the communities living in Silver City and Poon Saan and would easily become an additional tourist attraction in its own right. Technical issues associated with storm water drainage and high tension power distribution would require appropriate adjustments for such initiative to proceed in an orderly manner.

Opposite the Tea Gardens area on the eastern side of Gaze Road is a large, vacant privately held land parcel. This site provides a prime opportunity for a major tourism/mixed accommodation development that would take advantage

of a revitalised foreshore area and ocean views. This site is the only major development site available in the precinct aside from the Cocos Padang. It is the site of the old power station and certain hard stand elements remain on the site. New development would need to respect any heritage values where necessary.

With the enhancement of the foreshore, and eventual removal of the fuel tanks, anecdotal evidence suggests that serious consideration would be given to the development of this site. As it is private land, the Shire should encourage the development of pedestrian forecourt areas along Gaze Road, the provision of traditional corridors between buildings and possible connections with the incline behind, perhaps utilising existing stairways in the area.

The concept of better defining the Chinese heritage precinct through the introduction of entry statements across Gaze Road would consolidate the unique status of the area with its multiple Chinese temples,

shrines, the Chinese Literacy Association and the recently opened Christmas Island Chinese Museum. These statements would emphasise the role of the area during Chinese cultural ceremonies but also become additional attractions for visitors at all time.

There may also be opportunities for additional development at the rear of the existing buildings on the eastern side of Gaze Road through the Chinese heritage precinct. Such development would be small and limited to existing private land boundaries. The scale of development would also have to respect existing Chinese temples. Existing on-street car parks on Gaze Road for these residences will need to be maintained and formalised.

The potential to stage the proposed development has been investigated to provide the Commonwealth and the Shire with an incremental development plan for the precinct. Staging the development will assist in the implementation of the plan and allow budgetary and design

considerations to be taken into account.





The Incline corridor



Drainage and power infrastructure at the base



Private development site with existing hard stand areas



Existing steps from the incline to the site





Figure 11: Gaze Road Development Concept – Before and After 1





Figure 12: Gaze Road Development Concept – Before and After 2

## 6.3 Potential Staging Options

### 6.3.1 0-2 Years

1. General streetscape enhancements to Gaze Road, including road resurfacing and line marking, pedestrian crossings and soft landscaping features. Whilst the Supermarket node is not proposed to be upgraded immediately (could be up to 5 years after this stage), the area would still benefit from road resurfacing in the current configuration and new linemarking to improve the safety of pedestrians crossing Gaze Road.
2. Implementation of coastal dual use pathway along the length of the precinct (subject to separate study and budget).
3. Commencement of lower foreshore enhancements including public facilities, soft and hard landscaping features.
4. Surfacing access road to coastal side of the Barracks Buildings.
5. Leasing of existing Cocos Padang building, construction of new single storey building adjacent and preliminary landscaping site improvements.

### 6.3.2 2-5 Years

1. Gaze Road modifications at the Cocos Padang node.
2. Relocation of fuel tanks and petrol station (subject to separate study and budget)
3. Completion of lower foreshore enhancements, including additional car parking areas, slip lane entrance modification and open air amphitheatre.
4. Implementation of two coastal lookouts.
5. Supermarket node Gaze Road reconfiguration and enhancements.
6. Relocation of VIC.
7. Revitalisation of the Incline and pedestrian link to Shire office and Silvery City.
8. Relocation of AFP from current building.

### 5-10 Years

1. Completion of the coastal lookouts.
2. Development of major tourism development at Cocos Padang.
3. Private site opposite Tea Gardens area developed (reliant on fuel tanks removal).
4. Development of Government building opportunities adjacent to Chinese Literacy Association.
5. Refurbishment and conversion of AFP building.

## 7. Urban Design Framework

The urban design framework identified below will be relevant to the future improvement and enhancements of the precinct. The framework outlines improvements to the visual amenity of the precinct, guidelines for future built form, improved community facilities and sustainability measures that aim to articulate the UDMP.

## 7.1 Built Form

### 7.1.1 Scale

Major new building development within the precinct will be confined to the Cocos Padang and a small number of private land parcels. The scale of development on the eastern side of Gaze Road should be able to take advantage of the views over the foreshore and out over the ocean (and sunset). Given this land backs onto a steep escarpment, then increased built form is considered appropriate. Built form on the western side of Gaze Road will need to be restricted due to the risk of erosion, undercutting and storm surges along the foreshore.

The following building heights should be applied on the eastern side of Gaze Road:

- Cocos Pandang – maximum of 4 four storeys.
- Private land (old power station site) – maximum of 4 storeys.
- Private land (old nurses quarters) – maximum of 2 storeys.

- Private land (behind existing heritage buildings in Chinese heritage precinct) – maximum of two storeys.

Development on the old nurses quarters site and behind existing heritage buildings will need to take into account heritage considerations and sensitivities and the integration of new buildings with heritage structures and Chinese temples.

In relation to setbacks and street frontages, new private development should have a minimum of a 4 metre front setback from the property boundary. Dedicated pedestrian forecourt areas should also be provided where relevant to provide continuity with the Gaze Road streetscape as well as other open piazza areas.

Any new structure alongside the existing building on the Cocos Padang should respect the historical building footprint where possible and be of the same size and scale of the existing building.

Development on the west side of Gaze

Road should be limited to one storey for new structures adjacent to the Chinese Literacy Association and be built at the same level as Gaze Road, not on the lower foreshore terrace.

Incidental development within the Barracks buildings should be limited to a maximum of two storeys and be designed to take into account severe weather impacts.

### 7.1.2 Styles & Materials

New developments and building extensions in the precinct should complement existing building styles and materials where relevant. Built form aspects such as corridors between buildings, large stairways to reach elevated buildings and open verandas should all be incorporated into new developments. This will ensure the continuation of the current building vernacular, reinforcing the character of the precinct.

Building materials should also reflect existing Island and precinct styles, whilst also being appropriate for a tropical Island environment. Local materials should be used where possible to continue the theme in the precinct.



## 7.2 Car Parking Requirements

Car parking requirements for land uses are governed by TPS1. The Shire is currently undertaking a review of TPS1, and the draft TPS2 is currently with the Western Australian Planning Commission for consent to advertise. Strategically it would be appropriate to have a reduced car parking requirement for certain land uses within the precinct.

Anecdotal evidence reveals that current parking requirements are restricting and possibly preventing private development from proceeding within the precinct. Given the shape of properties and size restrictions when located between Gaze Road and either the escarpment or coastal rocks, developments may not be viable if also required to achieve current car parking allowances/requirements.

The proposed development within the precinct will provide additional pedestrian amenities and linkages to promote safer and more attractive environments for pedestrian movements. This encouragement will assist in reducing the number of car parks required in the

precinct; however there will always be a requirement for vehicular travel to the precinct.

As a result of this requirement, and limited space for on-site car parking, alternative arrangements for car parking provision should be explored. Cash-in-lieu provisions for parking may be an option, which involve land owners providing a cash contribution to the local government instead of car parking, and the local government then uses this money towards providing car parking in another location.

Another arrangement that could be considered is reciprocal parking rights, which relate to the day time versus night usage of car parking areas. The concept of this arrangement is for car parking to be used by different users based on the demand related to the requirements of different land uses at different times of the day.

These arrangements can be considered favourably, particularly with the additional parking proposed in the UDMP

## 7.3 Pedestrian Connectivity/Amenity

Opportunities for enhanced pedestrian connectivity should be provided that enhance both north south and east west connections in the precinct. Pathways and other pedestrian areas, including road crossings, should be clearly identified by different paving treatments. This will direct pedestrians to these dedicated areas, as well as identify to vehicles the designated crossing points and areas of increased pedestrian activity. Provision should also be made for the installation of universal access infrastructure to ensure all areas of the precinct are accessible to all pedestrians.

Connections from Gaze Road to the lower foreshore area will be a strategic component in facilitating the use of the open space and ensuring that pedestrians are aware of the space and can access it freely. These connections already exist in parts of the precinct; however they are in need of upgrading, in addition to further access points. The treatment of the stairways will be important to provide an attractive avenue to traverse from the

upper to lower terrace.

Stairways are also often used for additional seating and resting areas, so appropriate shade should also be provided. The pedestrian entrance way into the Cocos Padang is a prime spot for encouraging the use of the stairs as a resting and gathering space for pedestrians, increasing activity and taking advantage of views through to the ocean.



Differentiated paving treatments



Wide stairways with associated landscaping and amenity



Use of wide pedestrian stairways as additional seating areas

## 7.4 Streetscapes/Open Space

Streetscapes should include more soft landscaping features such as shade trees, pedestrian facilities, seating and landscaped shoulders. Any public infrastructure should be designed to reflect the local history, heritage and environment of the Island to provide a unique contribution to the precinct.

The provision of a soft landscaping and alternative paving treatments will delineate Gaze Road within the precinct, providing a focus on the area and identifying it as a pedestrian friendly area.

The large amount of foreshore open space in the precinct will contain a combination of soft and hard landscaping features, each providing different functions and opportunities for the community and visitors. Their integration will ensure that the area is not segregated into certain functions, but maintains a flow of activity through the foreshore between the nodes of the precinct.

The 1995 plan incorporated a range of Chinese themed open space

improvements for the foreshore area that gained widespread community support. Amongst these proposals were a dragon's head playing sculpture and a themed pathway representing the dragon's body. These types of themed amenities should be encouraged and developed further within the Chinese heritage precinct foreshore area to further develop the heritage precinct and showcase the Island's varied culture. The themed pathway could integrate into the planned dual use path outside of the immediate Chinese heritage precinct to ensure a continuous flow of pedestrian connectivity along the foreshore.

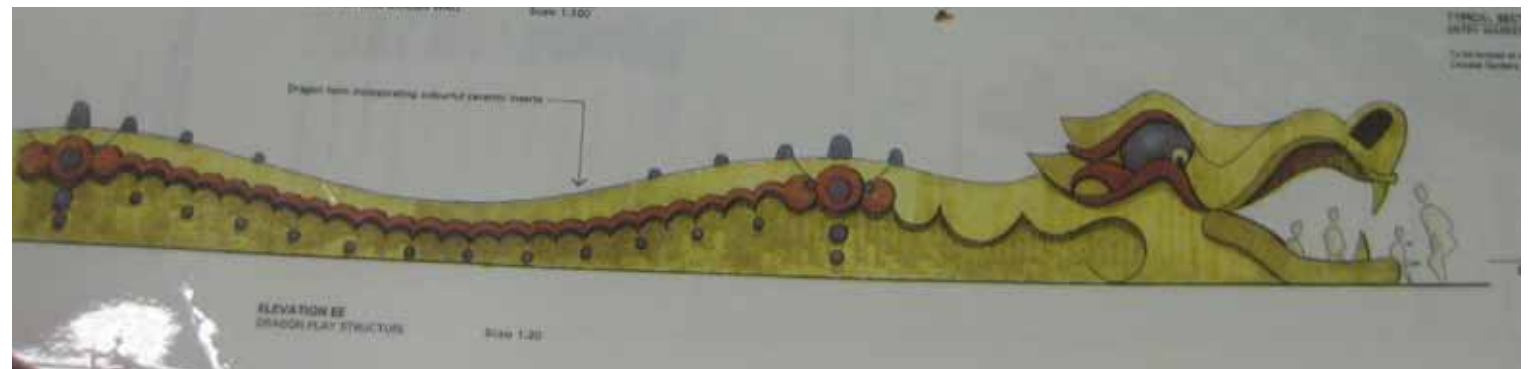
Permeable paving is recommended to be used throughout the precinct to maintain a green appearance and reduce the extent of hard landscaping and road surfaces. It is proposed primarily for the additional car parking areas on the lower terrace. Permeable paving would also reduce the amount of runoff from road surfaces and potentially leaching of contaminants.

Interpretive and way finding signage should also be introduced to assist in directing pedestrians to the different attractions within the precinct, as well as providing historical information on the different elements of the precinct. There is an existing network of heritage signage on certain buildings, however some are in a state of disrepair and some are hard to see easily. The history and heritage of the precinct will be a strategic attraction for visitors to the Island, and should be celebrated. The integration with way finding signage will help in creating a 'trail' through the precinct.





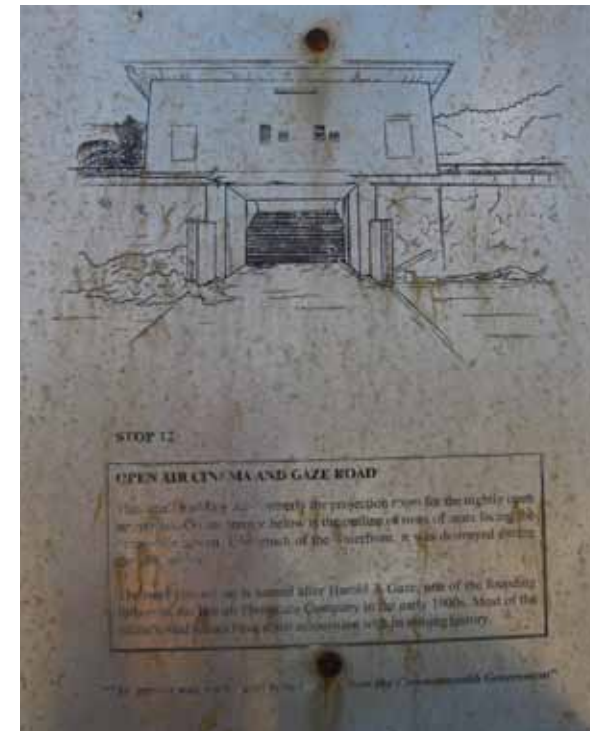
Integration of soft and hard landscaping features in open space areas



Dragon play sculpture and themed pathway concept from 1995 plan



Permeable paving will provide an additional green space as well as reducing stormwater runoff from road surfaces



Existing heritage signage within the precinct

## 8. Probable Order of Cost

A Probable Order of Cost (POC) has been developed based on the UDMP and Urban Design Framework for the Gaze Road precinct. The POC is a high level assessment of the plans, developed to a +/-20% level of accuracy, based on square metre rates of the different elements of the plans. A more detailed breakdown of estimated costs is provided at Appendix C.



## 8.1 Summary of Total Cost

A summary of the total cost of the improvements outlined in the UDMP is provided in Table 1.

**Table 1: Summary of Total Cost of Improvements**

Item	Amount
Demolition/Earthworks/Civil	\$2,806,184
Hard Landscape	\$3,209,430
Electrical/Lighting	\$872,750
Soft Landscape	\$954,670
Ancillary Items	\$2,241,400
<b>Total</b>	<b>\$10,084,434</b>

The POC does not include:

- Improvements to private land;
- New buildings on Commonwealth land;
- Construction of the dual use pathway (subject to separate study and budget);
- Relocation of fuel tanks and petrol station (subject to separate study and budget);
- Proposed development in front of the Chinese Literacy Association building; or
- Service infrastructure relocation/upgrades.

It does include required site works for the tourism development on the Cocos Padang site, as well as furniture and lighting of the coastal dual use pathway.

## 8.2 Potential Staged Costs

Table 2 illustrates a breakdown of the POC in relation to the proposed staging outlined in Section 6.3, for 0-2 year, 2-5 year and 5-10 year periods.

**Table 2: Potential POC Staging**

Stage	Cost
0-2 Years	\$4,370,203
2-5 Years	\$4,453,364
5-10 Years	\$1,260,867
<b>Total</b>	<b>\$10,084,434</b>

# 9. Implementation Framework

## 9.1 Implementation and Management

### 9.1.1 Crown Land Adjustments

Some adjustments to Crown land boundaries will be required to achieve the objectives of the plan. The adjustments would involve the northern boundary of the Cocos Padang site, to provide some additional land area for the proposed tourism development. Allowing the additional area would ensure that the development would be more open to Gaze Road and the ocean, as well not compromising the open space in front of the development.

A second adjustment may be required at the base of the Incline to accommodation infrastructure modifications, as well as a new building for a place of worship. Modifying the boundary would provide more room for the new building, as well as additional area for car parking, which could link with the Cocos Padang site.

Whilst the proposed developments could conceivably happen without any boundary adjustments, greater benefits could be achieved if a formal land management process is pursued.

---

### 9.1.2 Service Infrastructure

The precinct is well serviced with power, water and wastewater infrastructure. The general public realm upgrades proposed in the plan will need to take into account their location and any potential impact on the infrastructure. Detailed assessment of these impacts will be undertaken as part of the detailed design of public realm improvements.

The greatest potential for service infrastructure disruption will be associated with the proposed modifications to Gaze Road in the Supermarket Node and Cocos Padang node. The reconfiguration and re-levelling works have the potential to affect existing underground services and will need to be considered.

Private development proposals will be subject to standard procedures associated with the service infrastructure providers in determining appropriate capacities and any required upgrades as a result of the development.

### 9.1.3 Gaze Road Taskforce (GRT)

A dedicated Implementation taskforce should be created to oversee funding applications for elements in the plan, as well as identifying and agreeing appropriate land management responsibilities. The intent of the GRT would be to foster improved communications between the key stakeholders in the precinct. This proposed structure would be responsible for the promotion of a unified direction to implement the UDMP and deliver benefits for the Christmas Island community.

The GRT could include representatives of:

- Strategic private land owners; and
- Key Business owners.
- DRA;
- Shire of Christmas Island;
- Christmas Island Tourism Association;
- Parks Australia;
- Arts and Culture Christmas Island;
- Chinese Literacy Association;
- The proposed Chamber of Commerce;



## 9.2 Development of Crown Land

This UDMP proposes development on Crown Land, and as such its disposal is subject to the Commonwealth Property Disposals Policy (CPDP). The policy essentially indicates that Commonwealth property, having no alternative efficient use, is to be sold on the open market at full market value. Local Governments have the opportunity to put forward requests for a direct or 'priority' sale of Commonwealth land, provided it can be demonstrated that such a sale offers the best outcome for delivery of the Government's objectives.

It is suggested that these land opportunities are offered as long term lease opportunities for development, as opposed to freehold sale. It is understood that leases over 20 years in length constitute disposal under the CPDP, and therefore are subject to the requirements contained within.

### 9.2.1 Development Incentives

The WA Government has recently released a package of incentives to help make it more attractive and financially viable for the development of hotels to deal with a shortage of accommodation that is restricting tourism growth. A key part of the package involves the release of Crown land at a subsidised rate for hotel developments. This includes releasing Crown land with longer-term leases, concessional lease payments and leasing Crown land for hotel use at a peppercorn rate.

Given the high costs of development on the Island, a package of incentives similar to these may be an option for consideration in the marketing of the Cocos Padang site and attracting potential developers to the opportunity. The need for such a scheme would depend on the level of existing interest for investment on the Island.

### 9.2.2 Forward Planning of the Cocos Padang

The Commonwealth is regularly approached by private developers willing to undertake development on the Island. Often developers find it difficult to understand and evaluate development conditions and restrictions as well as Commonwealth land disposal protocols. This results in confusion over land acquisition and/or leasing arrangements and related approval procedures. This situation places most of the uncertainties and risks upon the developer, which in most cases prevents proposals to proceed.

It would be most desirable for the Shire, in conjunction with the Commonwealth, to initiate forward planning of the Cocos Padang site through the commitment to site clearing and due diligence investigations. This would allow potential investors to concentrate on the constructability, operational and financial viability of the proposal(s) with minimum

risks and time delays. It would also reduce the cost to potential developers, increasing the attractiveness of the site. An additional consideration will be community consultation during the design phase. This should be facilitated by the Commonwealth, in conjunction with the developer, at an early stage to ensure that the community is kept informed of the proposed development.

The outcome of the EOI process and selection of successful proponent for the reuse of the existing heritage building is a preliminary step in this process, however the proposal relates the building only and not the rest of the site.

## 9.3 Funding Opportunities

### 9.3.1 Developer Contributions

Developer contribution plans (DCPs) are an important tool in the Western Australian planning system in facilitating the required upgrades to public infrastructure from new private developments to reduce the burden on local governments and service providers. DCP's are a mechanism in which private developers pay a portion of the costs associated with infrastructure upgrades that are required to service their developments. These contributions can also extend to streetscape enhancements.

In order to meet the projected costs of implementing the UDMP, this mechanism could be considered as a way of raising additional funds. Private land owners will benefit from the proposed enhancements to the precinct through the potential for increased land values, increased land potential and increased tourism activity for businesses, and it is considered appropriate that they may need to contribute to the cost.

To avoid alienating private land owners and to ensure that redevelopment opportunities remain attractive, despite additional costs, there are four key elements that should be addressed prior to the development of any DCP:

1. Developers should be engaged at the earliest stage possible to obtain their input and to ensure they are aware of the process going forward.
2. Developers and local governments need to agree on what is included within the DCP.
3. Developers and local governments need to agree on the relevant roles and responsibilities within the DCP.
4. Developers and local governments need to agree on transparent processes of determining and assigning costs within the DCP.

If DCPs can be developed and implemented with the cooperation and support of individual developers, then they may not be seen as a hindrance to

redevelopment within the precinct.

---

### 9.3.2 Returns on Commonwealth Land

The leasing of Commonwealth and Shire land for development opportunities along Gaze Road as proposed in the UDMP creates another funding opportunity for the implementation of the objectives of the plan (see Table 3). With the leasing of these areas, the Commonwealth and Shire should investigate the feasibility of directing the returns back into the ongoing revitalisation of the precinct

The ongoing management of new public spaces will require a separate maintenance budget to the costs outlined in Section 8 of this report. Annual returns to the Commonwealth and the Shire could be ear-marked for contribution to ongoing maintenance of the precinct.

The following qualifications should be noted:

- The following assessment of return on investments is preliminary and indicative only and should not be construed as a

financial analysis for investment purposes;

- The figures used are based on current average room rates in lodges, rental income for short stay units and the average m<sup>2</sup> cost of commercial premises on Christmas Island and existing leases on restaurants on the island;
- The occupancy rate of 70 % is conservative, compared with 90 % to 100% currently being experienced;
- Current high occupancy rates are in part due to the continued high number of Commonwealth employees and contractors associated with immigration functions and infrastructure projects; and
- No income has been calculated on public facilities.



**Table 3: Potential Rental Income from Proposed Development Opportunities**

Site	Development Potential	Potential Return (per annum)
Cocos Padang	76 hotel suites @ \$180 p/night	\$3,495,250
	4 x 40m <sup>2</sup> retail shops @\$480/m <sup>2</sup> p/a	\$76,800
	40 seat restaurant	\$30,000
	<b>Sub Total</b>	<b>\$3,602,050</b>
Barracks	18 x <sup>2</sup> bed short stay holiday units @\$270 p/night	\$1,241,730
Old Hospital	2 x 2 bedroom villas @ \$400 p/night	\$204,400
	6 x 2 bedroom short stay holiday units @ \$270p/n	\$413,910
	17 hotel suites @180 p/night	\$781,830
	40 seat restaurant	\$30,000
	<b>Sub Total</b>	<b>\$1,430,140</b>
Old Power Station	15 shops/offices total of 600m <sup>2</sup> @ \$380/m <sup>2</sup> p/a	\$228,000
	80 short stay one bedroom units @ \$180 p/n	\$3,679,200
	<b>Sub Total</b>	<b>\$3,907,200</b>
Temple Court	13 two bed apartments @ \$15,000 p/a each	\$195,000
Virgins Castle	22 apartments @ \$20,000 p/a each	\$440,000
	4 shops /offices, total 450m <sup>2</sup> @ \$380/m <sup>2</sup> p/a	\$171,000
	<b>Sub Total</b>	<b>\$611,000</b>
Gaze Road -Commonwealth	8 shops, total 365m <sup>2</sup> @ \$480/m <sup>2</sup> p/a	\$175,200
AFP Building	40 seat restaurant	\$30,000
CITA Building	Bakery/café - \$500/week	\$26,000
	<b>Total Potential Rental Income Per Annum</b>	<b>\$11,658,120</b>

This potential rental return is based on an indicative capital cost of development of \$80-\$100 million. Of this, up to 75% would be private investment. This capital investment would be unlocked from an initial public investment of approximately \$10-\$12 million to upgrade the Gaze Road streetscape and environment.

## 9.4 Feasibility Study/Business Case

### 9.4.1 Christmas Island Context

The demonstrated traditional resilience, courage and tenacity of the Christmas Island resident population are simultaneously tested by several critical socio-economic factors:

- The foreseeable closure of the mine and the gap it may create in the local economy;
- The increasing social tensions associated with the impact of the Detention Centre;
- The acute shortage of accommodation for the local young generation, new aspiring residents, visiting professionals and tourists;
- A local Government with virtually no financial resources of its own; and
- A severely neglected urban infrastructure that has fallen well below mainland standards.

Whilst the implementation of the UDMP is not the ultimate or unique response to these challenges it can go a long

way to generate tangible and durable improvements on the ground in most identified factors.

The implementation pathway will need to recognise that:

- The initial capital infrastructure contribution is very likely to be sourced from the Commonwealth Government;
- Land held by private owners represents a significant proportion of new development opportunities; and
- The Shire and the Commonwealth land assets can also be made available to further attract private investments on the island.

With these factors in mind the implementation of the UDMP is proposed to be applied in two distinct steps: a business case followed by a feasibility study

### 9.4.2 Business Case

The business case in establishing the

foreseeable budgetary implications for the Commonwealth will address but not be limited to the following:

1. Summary of the fundamental needs which have been the catalyst for the project;
2. How the project is consistent with the local planning instruments;
3. The primary assumptions driving the priority of the project;
4. The project scope and boundaries;
5. Significance and role of the project in the context of the IOT;
6. Who will benefit (all levels of Government, businesses, local community, visitors) through the proposed works and how these benefits will be measured;
7. Consultation with private land owners and Local Government to seek/gauge the likely commitment to develop/redevelop land assets should the public works be implemented;
8. Consultation with DRA to establish the primary objectives they are hoping to achieve as a result of the proposed works;
9. Key performance indicators (such as private investment, creation of employment, training and capacity building) targeted through the proposed works; and
10. The expected outcomes at the completion of the works towards achieving the objectives.

The business case will ultimately deliver a project plan with milestones and the financial resources required in the first two to three years to firm up the project feasibility, design and cost and secure the project construction.

It is anticipated that the business case would take no more than six months to complete

### 9.4.3 Feasibility Study

Immediately following the business case, a detailed feasibility study focusing on the public realm would be conducted and would comprise but not be limited to the following:

1. Feature survey of the precinct, including 0.5m contours, services, major trees, hard and soft landscaping, roads and kerbs;
  2. Consultation with public and private stakeholders to further define the critical design parameters associated with the public realm;
  3. Landscaping and infrastructure design options, in consultation with relevant public and private stakeholders for each key component of the project (Cocos Padang and supermarket nodes, foreshore, incline access, public parking layouts, community facilities etc) and confirmation of cost implications for each option;
  4. Establishment of criteria and selection of the preferred options;
  5. Consolidation of the preferred discrete options into a detailed master plan;
  6. Due diligence requirements (legal, planning, heritage, geotech, environment, engineering/services, public safety, community expectations, valuation advice, public property disposal etc) associated with the detailed master plan;
  7. Detail costings of the preferred public realm upgrade;
  8. Identification of land tenure adjustments and/or land swaps required;
  9. Establishment of developer contributions in consultation with private land owners;
  10. Indication of moderate to severe risks (time blow out, logistic constraints, resourcing pressure, complications at the private/public interface etc) and
  11. Formal endorsement by the Shire to support and commit to the project.
- The feasibility study will deliver a project implementation program and associated

protocols and recommended budget to secure the final design, documentation and construction of the project

It is anticipated that the feasibility study would take nine to twelve months to complete.



# Appendix A

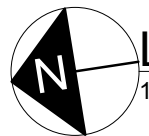
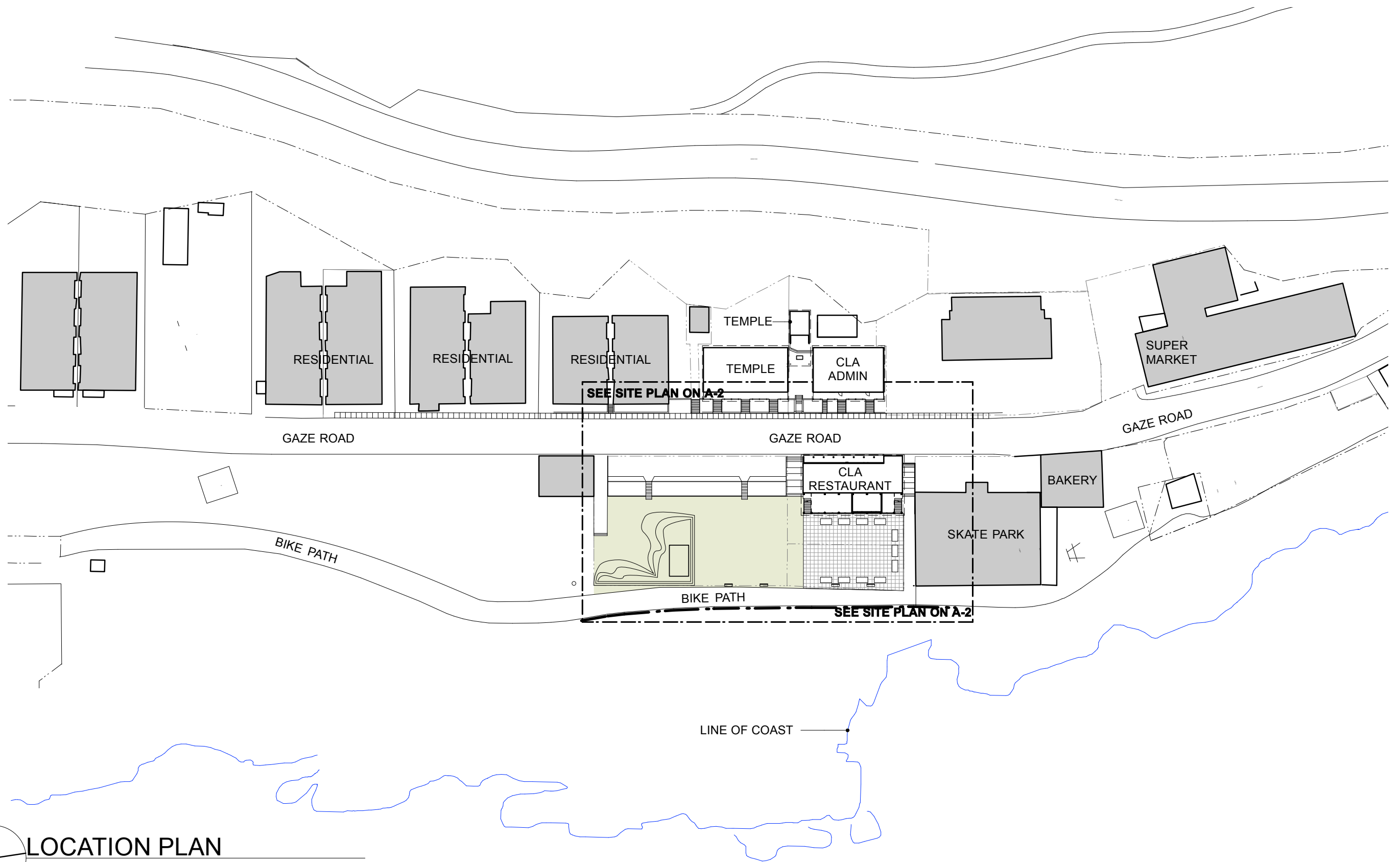
---

## 1995 Gaze Road Plans

# Appendix B

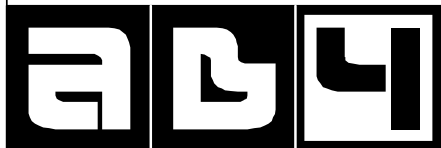
---

## CLA Foreshore Plans



LOCATION PLAN

1:1000



ARTHUR BORIS CHUKHMAN  
PO BOX 355  
CHRISTMAS ISLAND  
INDIAN OCEAN, 6798 AU  
CELL: 0429524329

CLIENT: CHINESE LITERARY ASSOCIATION  
PROJECT: CLA ESPLANADE  
LOCATION: CHRISTMAS ISLAND

DRAWING:

SCALE: AS NOTED

DATE: 27/09/11

A-1.0





# Appendix C

---

## Probable Order of Cost

**0-2 Years - Complete Streetscape**  
Probable Order of Cost

Item	Description	Qty	Unit	Rate	Amount
<b>1.0</b>	<b>Demolition / Earthworks / Civil</b>				
a	Resurfacing to Gaze Road and existing foreshore carp park (to extent as shown on drawings)	3,822	m <sup>2</sup>	\$55	\$210,210
b	Provisional Sum for protection of existing site conditions	1	Item	\$10,000	\$10,000
c	Installation of new access road to coastal side of the Barracks Buildings, including sub-grade and sub-base preparation, asphalt, and road markings as required	2,399	m <sup>2</sup>	\$195	\$467,805
d	Installation of shared surface pedestrian crossings over road, including all sub-grade and sub-base preparation and laying of unit paving	571	m <sup>2</sup>	\$280	\$159,978
	<b>Section 1 Subtotal</b>				<b>\$847,993</b>
<b>2.0</b>	<b>Hard Landscape</b>				
a	Provisional Sum for Signage along coastal walk	1	m <sup>2</sup>	\$30,000	\$30,000
b	New paving installation to lower foreshore enhancements including all haunching, subgrade and installation of unit paving	3,284		\$200	\$656,800
c	New pathway to Gaze Road (extent as shown on drawings) including all haunching, subgrade and installation of unit paving	1,699		\$200	\$339,800
d	Site Furnishings to open space precinct on foreshore - (allowance of 1 item per 75m2)	100	Item	\$5,500	\$550,000
e	Tensile shade structure to foreshore enhancement precinct	2	Item	\$40,000	\$80,000
f	New dual use coastal pathway extent running from Cocos Padang to Gaze Road precinct (insitu concrete path) - Not part of this budget	1,825	m <sup>2</sup>	\$0	\$0
g	Site Furnishings along coastal dual use pathway - (allowance of 1 bench and 1 bin every 200m)	786	Lm	\$55	\$43,230
	<b>Section 2 Subtotal</b>				<b>\$1,699,830</b>
<b>3.0</b>	<b>Electrical and Lighting</b>				
a	Supply and install amenity lighting to coastal due use pathway. Provisional allowance for cabling, wiring, ducting and connection to power supply	1	Item	\$391,500	\$391,500
b	Amenity Lighting to public open space on foreshore	1	Item	\$281,250	\$281,250
	<b>Section 3 Subtotal</b>				<b>\$672,750</b>
<b>4.0</b>	<b>Soft Landscape</b>				
a	Supply, preparation and installation for trees, shrubs and groundcovers to new planting to edge of road and median to existing Gaze Rad - extent as shown on drawing - not irrigated	4,276	m <sup>2</sup>	\$90	\$384,840
b	Supply, preparation and installation for trees, shrubs and groundcovers within lower foreshore enhancement precinct - not irrigated	2,033	m <sup>2</sup>	\$90	\$182,970
c	Reinstatement and make good lawn/ groundcover to existing landscape between existing Cocos Padang Buildings (preliminary limited works only) - not irrigated	4,061	m <sup>2</sup>	\$20	\$81,220
	<b>Section 4 Subtotal</b>				<b>\$649,030</b>
<b>5.0</b>	<b>Ancillary Items</b>				
a	Memorial Art work at look out point	1	Item	\$50,000	\$50,000
b	Paving to memorial foreshore plaza, including all haunching subgrade and installation.	253	m <sup>2</sup>	\$200	\$50,600
c	Proprietary Public Toilets (Exceloo) installed to public open space on foreshore	2	Item	\$200,000	\$400,000
	<b>Section 5 Subtotal</b>				<b>\$500,600</b>
				<b>Total</b>	<b>\$4,370,203</b>
Note: The above order of cost does not include for the following;					
1	Preliminaries such as contract supervision, insurances, setting up and maintaining site offices, mobilisation, security etc				
2	Any defects liability periods				
3	It has been assumed no GST will be applicable and has not been allowed for.				

**2-5 Years Complete Streetscape**  
Probable Order of Cost

Item	Description	Qty	Unit	Rate	Amount
<b>1.0</b>	<b>Demolition / Earthworks / Civil</b>				
a	Demolition of retaining wall against road for parking installation (Cocos Padang)	101	Lm	\$250	\$25,250
b	Demolition works to parking to front of supermarket (Gaze Rd)	674	m <sup>2</sup>	\$7	\$4,792
c	Regrading to relocated parking and road to front of supermarket (Gaze Rd)	674	m <sup>2</sup>	\$36	\$23,961
d	Demolition of retaining wall to existing road in front of supermarket (Gaze Rd)	38	Lm	\$250	\$9,500
e	Provisional Sum for protection of existing site conditions	1	Item	\$10,000	\$10,000
f	Installation of new road to foreshore enhancements including car parking including all sub-grade and sub-base preparation, asphalt, and road markings as required	1,101	m <sup>2</sup>	\$195	\$214,695
g	Installation of new right angle parking and reconfiguration of road including all sub-grade, asphalt and road markings as required (Cocos Padang)	2,703	m <sup>2</sup>	\$195	\$527,085
h	Installation of pedestrian road crossing to front of cocos padang and end of supermarket precinct	573	m <sup>2</sup>	\$280	\$160,440
i	Installation of car parking with permeable paving to foreshore open space precinct	1,024	m <sup>2</sup>	\$250	\$256,000
j	Installation of new retaining wall to right angle parking on main road and proposed car park to service new buildings (Cocos Padang) and to new angled parking and landscaping to front of supermarket (Gaze Rd)	251	Lm	\$800	\$200,800
k	Earthworks and regrading to drop off area at lower level of sports hall (Gaze Rd)	256	m <sup>2</sup>	\$36	\$9,101
l	Installation of new retaining wall to drop off area at front of sports hall (Gaze Rd)	19	Lm	\$1,600	\$29,600
m	Installation of new pedestrian parapet wall to foreshore (Gaze Rd)	113	Lm	\$500	\$56,500
	<b>Section 1 Subtotal</b>				<b>\$1,527,724</b>
<b>2.0</b>	<b>Hard Landscape</b>				
a	New pathway and plaza construction to front of Cocos Padang precinct, to front of supermarket and to front of sports hall and foreshore area at Gaze Rd, including all haunching, subgrade and installation of unit paving	4,162	m <sup>2</sup>	\$200	\$832,400
b	Provisional Sum for Signage	1	m <sup>2</sup>	\$60,000	\$60,000
c	Construction of amphitheatre - retaining walls, steps and surfacing - Cocos Padang	127	m <sup>2</sup>	\$800	\$101,600
d	Amphitheatre along foreshore open space precinct	620	m <sup>2</sup>	\$800	\$496,000
e	Feature wall to amphitheatre backdrop on foreshore	49	Lm	\$400	\$19,600
	<b>Section 2 Subtotal</b>				<b>\$1,509,600</b>
<b>3.0</b>	<b>Electrical and Lighting</b>				
a	Supply and reinstate street and car park lighting to Shopping Centre precinct. Provisional allowance for making good any cabling, wiring, ducting and connection to power supply	1	Item	\$200,000	\$200,000
	Note: Assumption is that existing street lighting is sufficient for new proposed right angle parking at Cocos Padang				\$0
	<b>Section 3 Subtotal</b>				<b>\$200,000</b>
<b>4.0</b>	<b>Soft Landscape</b>				
a	Supply, preparation and installation for trees, shrubs and groundcovers to proposed plaza and amphitheatre and road upgrades at Coco Padang, remaining foreshore ehancements and amphitheatre and front of sports hall at Gaze Rd - not irrigated	3,396	m <sup>2</sup>	\$90	\$305,640
	Note: no allowance has been made for landscaping between proposed new buildings as shown on drawings for Gaze Rd				
	<b>Section 4 Subtotal</b>				<b>\$305,640</b>
<b>5.0</b>	<b>Ancillary Items</b>				



## 2-5 Years Complete Streetscape

### Probable Order of Cost

	<b>2 Nos - Boardwalk and Lookout</b>				
a	Supply and install proprietry boardwalk system to alignment as shown on drawings, incl. bearers, stumps, headwalls and treads. 2m wide allowed for.	72	Lm	\$2,200	\$158,400
b	Supply and install proprietry lookout platform system to alignment location as shown, incl. bearers, stumps, headwalls and treads - allow for ballustrade	224	m <sup>2</sup>	\$3,000	\$672,000
c	Tensile shade structure to side of sports hall at Gaze Rd, 4 Nos within public open space on foreshore	2	Item	\$40,000	\$80,000
	<b>Section 5 Subtotal</b>				<b>\$910,400</b>
				<b>Total</b>	<b>\$4,453,364</b>
	Note: The above order of cost does not include for the following;				
1	Preliminaries such as contract supervision, insurances, setting up and maintaining site offices, mobilisation, security etc				
2	Any defects liability periods				
3	It has been assumed no GST will be applicable and has not been allowed for.				

**5-10 Years Complete Streetscape**  
Probable Order of Cost

Item	Description	Qty	Unit	Rate	Amount
<b>1.0</b>	<b>Demolition / Earthworks / Civil</b>				
a	Demolition and site clearing of hill side for building development works (Cocos Padang)	5,629	m <sup>2</sup>	\$7	\$40,022
b	Provisional Sum for protection of existing site conditions	1	Item	\$10,000	\$10,000
c	Estimated Earth works, cut/fill and re-grading (Cocos Padang)	5,629	m <sup>2</sup>	\$30	\$168,870
d	Installation of new driveway and car park to service new buildings, including all sub-grade, asphalt and road markings as required (Cocos Padang)	1,085	m <sup>2</sup>	\$195	\$211,575
	<b>Section 1 Subtotal</b>				<b>\$430,467</b>
<b>2.0</b>	<b>Ancillary Items</b>				
	<b>2 Nos - Boardwalk and Lookout</b>				
a	Supply and install proprietry boardwalk system to alignment as shown on drawings, incl. bearers, stumps, headwalls and treads. 2m wide allowed for.	72	Lm	\$2,200	\$158,400
b	Supply and install proprietry lookout platform system to alignment location as shown, incl. bearers, stumps, headwalls and treads - allow for ballustrade	224	m <sup>2</sup>	\$3,000	\$672,000
	<b>Section 2 Subtotal</b>				<b>\$830,400</b>
				<b>Total</b>	<b>\$1,260,867</b>
Note: The above order of cost does not include for the following;					
1	Preliminaries such as contract supervision, insurances, setting up and maintaining site offices, mobilisation, security etc				
2	Any defects liability periods				
3	It has been assumed no GST will be applicable and has not been allowed for.				
4	No regrading has been allowed for sites for new buildings works around Cocos Padang precinct - it is assumed this will be dependant on design of building works.				

GHD

GHD House, 239 Adelaide Tce. Perth, WA 6004


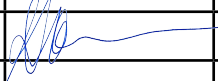
P.O. Box 3106, Perth WA 6832

T: 61 8 6222 8222 F: 61 8 6222 8555 E: permail@ghd.com.au

© GHD 2011

This document is and shall remain the property of GHD. The document may only be used for the purpose for which it was commissioned and in accordance with the Terms of Engagement for the commission. Unauthorised use of this document in any form whatsoever is prohibited.

#### Document Status

Rev No.	Author	Reviewer		Approved for Issue		
		Name	Signature	Name	Signature	Date
0	Scott Jeffrey	Scott Jeffrey		Anna Kelderman		02/12/2011
1	Scott Jeffrey	Scott Jeffrey		Anna Kelderman		24/01/2012

